

Leicester  
City Council

**WARDS AFFECTED**  
**All**

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**Cabinet**

**15<sup>th</sup> January 2001**

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**SAFER ROUTES STRATEGY, ROAD SAFETY STRATEGY AND CASUALTY  
REDUCTION TARGETS.**

**Report of the Director of Environment & Development**

**1 Purpose of Report**

The Cabinet is asked to confirm their agreement to the development of a Road Safety Strategy mainly based around the introduction of area safer route projects, which will assist in reducing the number of casualties in the City particularly involving children.

**2 Summary**

The report sets out how the Safer Routes areas will be prioritised and how the new Central Government casualty reduction targets set out in the recently published document - "Tomorrows Roads - Safer For Everyone" specifically apply to Leicester City.

**3 Recommendations**

It is recommended that:

- 3.1 the new targets to reduce those killed and seriously injured by 40% by 2010 and the specific target to reduce children killed and seriously injured by 50% during the same period be welcomed,
- 3.2 the cabinet agree in principle that the reduction in child casualties will be achieved mainly by adopting an area wide approach to reducing road danger by implementing the following programme of area wide Safer Routes projects which is based upon crashes involving children,

- 2001/2002 North Braunstone, Rowley Fields
- 2002/2003 Eyres Monsell, Saffron, Aylestone,
- 2003/2004 New Parks
- 2004/2005 Humberstone, Thurncourt
- 2005/2006 Knighton
- 2006/2007 Westcotes, Western Park
- 2007/2008 Stoneygate, Crown Hills,
- 2008/2009 St Augustines

- 2009/2010 Stadium/Anstey Lane
- 2010/2011 Hazel Street/Holy Trinity

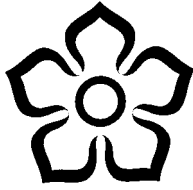
- 3.3** the Cabinet agrees that in addition to those areas listed in recommendation 3.2, that Safer Routes projects will be developed in conjunction with Single Regeneration Budget schemes, including Beaumont Leys during 2001/2002 and Greater Humberstone during 2002/2003, the New Deal for Communities in Braunstone and for individual schools outside the Safer Route Areas as part of area wide traffic calming schemes where practicable,
- 3.4** the Cabinet agrees that the Director can use his Delegated Powers to alter the order for implementing the Safer Routes schemes in the light of changes in the pattern of Child Casualties or when alternative sources of funding become available and will report any changes to the priority order to Highways & Transportation Scrutiny Committee at the same time as the priority order for traffic calming is reviewed,
- 3.5** the cabinet notes the actions outlined in Appendix 2 which the City Council will need to undertake as part of a road safety strategy, and that a further report be submitted outlining a Road Safety Strategy for the City in due course,
- 3.6** the cabinet notes that a speed management strategy for the Central Leicestershire Area, including the provision of speed cameras is being drawn up through the Leicester, Leicestershire and Rutland Road Safety Partnership, and that prior to public consultation members will be requested to approve it,
- 3.7** the cabinet confirms that the priority lists for traffic calming in the city previously agreed by Urban Management Sub-Committee will continue to be used to prepare programmes to introduce traffic calming in the city, prior to a full review of priorities in early 2002 which will be considered by Highways & Transportation Scrutiny Committee,

#### **4 Financial and Legal Implications**

Further reports concerning the allocations of LTP monies for Local Safety Schemes, Traffic Calming Schemes, Safer Routes to School Schemes and Pedestrian and Cycle Improvements will be presented to Cabinet once the settlement is received.

Under Section 39 of the Road Traffic Act 1988, it is a statutory duty of Local Authorities to “ prepare and carry out a programme of measures designed to promote road safety and may make contributions towards the cost of measures for promoting road safety undertaken by other bodies”.

#### **4 Report Author/Officer to contact: Michael Jeeves x6529**



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REDUCTION TARGETS.**

**Report of the Director of Environment & Development**

**Supporting Papers.**

**1. Report**

**1.1** Members will be aware that the previous Government adopted a target of reducing the number of road casualties by one third during the current decade, a target supported by the City Council. On 3<sup>rd</sup> March 2000 the current Government published "Tomorrow's Roads - Safer For Everyone" which sets out the Governments Road Safety Strategy and Casualty Reduction Targets for 2010 and "New Directions in Speed Management - A Review of Policy".

**1.2 The New Targets**

"Tomorrow's Roads - Safer For Everyone" sets out the following new targets for the next ten years,

by 2010 the number of people killed or seriously injured in road accidents will reduce by 40% compared with the average for 1994 - 1998,  
by 2010 the number of children killed or seriously injured in road accidents will reduce by 50% compared with the average for 1994 – 1998, and  
by 2010 the casualty rate for slight injuries by 10% expressed as the number of people slightly injured per 100 million vehicle kilometres compared with the average for 1994 – 1998.

**1.3** Within "Tomorrow's Roads - Safer For Everyone" Action Plans are set out for the areas listed below which will expect to contribute to the new casualty reduction target:  
Safer For Children  
Safer Drivers - Training and Testing  
Safer Drivers - Drink, Drugs and Drowsiness,  
Safer Infrastructure,

Safer Speeds,  
Safer Vehicles,  
Safer Motorcycling,  
Safety for Pedestrians Cyclists and Horseriders,  
Better Enforcement,  
Promoting Safer Road Use.

- 1.4 Appendix 2 details those actions identified in the “Tomorrows Roads” which the City Council will need to undertake as part of a road safety strategy. A further report will be submitted outlining a Road Safety Strategy for the City in due course.
- 1.5 **Pattern of Casualties in Leicester**
- 1.6 Between 1994 – 1998 the average number of casualties per year in Leicester was 1515. Of which 8%(127) were Killed or Seriously Injured and 92% (1389) were slight injuries. Of those Killed or Seriously Injured 28 were children, 73 were pedestrians and 13 were cyclists. Table 1 shows average casualty numbers for Leicester between 1994 and 1998. It is can be seen that the largest number of casualties, 813 are occupants of motor cars.
- 1.7 Since the last targets were set there has been an increase in the number of casualties involving occupants of motor vehicles, it will therefore be important in the strategy to address this particular problem through measures to reduce vehicle speeds be they engineering measures or better enforcement through speed cameras and education. Without such action a further increase would be expected, which would jeopardise the target to reduce slight casualty rates.
- 1.8 During 1999 there were 1498 people injured on the roads in Leicester of which 121 were either fatal or resulted in serious injury. Of these 21 were children, 52 were pedestrians and 15 were cyclists.

**Table 1 – Average Casualties in Leicester 1994 - 1998**

	Average 1994 – 1998			
	All Severities	Killed	Seriously Injured	Slight
Child All Casualties	272(100%) (18%)	1(<1%)	27(10%)	244(90%)
All Pedestrians	351(100%) (23%)	7(2%)	56(16%)	289(82%)
All Cyclists	174(100%) (11%)	1(<1%)	12(7%)	161(93%)
Motor Car Drivers	498(100%) (33%)	1(<1%)	17 (3%)	480 (96%)
Motor Car Passengers	315 (100%) (21%)	2 (<1%)	14 (4%)	298 (95%)
Motor Car All Occupants	813 (100%) (54%)	3 (<1%)	31 (4%)	779(96%)
Motor Cycle Riders/Pass	84(100%) (6%)	1 (1%)	11(13%)	73 (87%)
Other Users	93 (100%) (6%)	0	5 (5%)	88 (95%)
All Users	1515(100%) (100%)	12 (1%) (100%)	115(8%) (100%)	1389(92%) (100%)

## 1.9 2000 Casualty Reduction Targets

1.10 In the early 1980's the average number of casualties in Leicester was 1680 (based on 1981 – 1985 figures), of which 20 were fatal, 343 were serious and 1317 were slight. The target for casualty reduction set by the government was to reduce all casualties by 1/3<sup>rd</sup> by the year 2000. Table 2 below shows the 1981 –1985 averages, the 2000 targets and the casualty figures for 1999. It can be seen that whilst the reduction in the number of people killed or seriously injured has been achieved, this has been more than offset by the increase in slight injuries to produce an overall reduction in casualties of 12%.

**Table 2 - Casualties in Leicester - 1981-1985 Averages, 1999 Casualties and 2000 Target**

Severity	1981 – 1985 Average	2000 Target	1999 Casualties	Percentage Change
Fatal	20	13	16	-20%
Serious	343	229	105	-69%
Slight	1317	878	1377	+5%
All Casualties	1680	1120	1498	-12%

**1.11 New Targets For Leicester.**

1.12 Table 3 below sets out how the Central Government Targets to reduce the total number of people killed or seriously injured by 2010 and the number of children killed or seriously injured during the same period relate to Leicester. In addition for for Central Leicestershire there is a target to reduce slight casualty rates by 10% by 2010 using the ATC index of traffic volume. The implications for slight casualties has not been estimated as yet.

Target	1994-1998 Average	2010 Target
Reduce number of people killed or seriously injured by 40%	127	76
Reduce number of children killed or seriously injured by 50%	27	13

1.13 One of the requirements of the Local Transport Plan is that an annual progress report needs to be included which includes a table of performance indicators, including total casualties for the authority area with children listed separately, and the list of engineering schemes to be introduced. It is proposed to produce each year a Casualty Report for Leicester, which will include this information.

#### **1.14 Achieving the Targets Using an area Wide Approach.**

- 1.15 Central Government has given particular emphasis in the National Road Safety Strategy to reduce the number of children killed or seriously injured to 50% of those between 1994 and 1998. Within Leicester between 1994 and 1998 the average number of child casualties per year was 272, which is about 18% of all casualties, of which 27 were killed or seriously injured. It is proposed to achieve these targets within the City by adopting an area wide approach to reducing road danger using area Safer Routes Projects.
- 1.16 Subject to resources the aim would be to introduce a Safer Routes Project to all schools within Leicester by 2011, 124 state schools (87 primary, 16 secondary, and 11 Special schools), and 10 private schools.
- 1.17 Ten Areas have been prioritised for action based mainly upon total child casualties. The priority order also reflects the need for a scheme in an area to be completed prior to starting on a scheme in an adjacent area and proposed Local safety Schemes (eg the Narborough Road Local Safety Scheme). The areas are listed in recommendation 3.2, with plans showing the areas attached as Appendix 1. In Appendix 3 details of child casualties and the schools in each of the areas are shown.
- 1.18 Projects will run concurrently and will develop over a three-year period. Each will have three component parts and be co-ordinated through the Safer Routes Project Steering Group, which includes the Health Authority, the Police, and school user representatives. In developing Safer Routes Projects it will also be important that local communities have ownership of the scheme. This ownership will be achieved by engaging the community in the design of the schemes through consultation. In all areas these consultations will take place with children through their schools. Ward Councillors would be invited to meetings of the Steering Group, and to any public exhibitions/meetings.
- 1.19 Monitoring information and promotional materials will be collected and made available on interactive web pages designed and maintained by Leicester City Council. Initial work for each separate Project will involve a comprehensive School Travel Survey. This will provide benchmark data on current travel patterns. It will also focus attention on the benefits of travel planning for schools and encourage ideas for change in their local areas targeted at reducing road danger and increasing the attraction of sustainable travel choices.
- 1.20 Co-ordinated design solutions will be funded from a variety of associated budgets including Local Safety Scheme, Traffic Calming, Measures to Improve Travel by Bicycle, Walking and Bus. External sources of funding will also be sought from private developers and organisations such as Sustrans (The national cycle charity).
- 1.21 In addition Safer Routes Schemes will be introduced at schools outside the areas in conjunction with area wide traffic calming schemes and in SRB areas where funding has been identified for such schemes. Initial discussions have already taken place with the SRB5 area (Beaumont Leys) project team and with the New Deal project team regarding putting together a detailed bid for funding Safer Routes in the Beaumont Leys and Braunstone Areas respectively for consideration by the local community. The proposed programme for Safer Routes Projects during 2001/2002 includes Heatherbrook and Beaumont Lodge Schools in the Beaumont Leys area and Sandfields School in Rushey Mead as well the North Braunstone/Rowleys Fields area scheme.

1.22 Private developers will be asked to fund the construction of routes for cyclists and pedestrians both within new development and links into existing and proposed safer routes.

1.23 A Safer Route Scheme could include all or some of the following elements:

- School Travel Plan for Staff, Visitors and pupils,
- Surveys in schools to establish which routes pupils use to get to school and to provide base data on modal split, it is useful for pupils to identify "danger" spots by walking the routes with them,
- Marking trails which direct children along the "safer" route, this would link to existing crossing facilities and new facilities,
- Physical measures outside the school including traffic calming, footway extensions, 20mph Zones, Home Zones and other forms of speed control, new crossing facilities, amber flashing lights and School Keep clear markings,
- Physical measures on the routes which pupils use, including street entrances, narrowing of crossing distance at existing crossings
- Establishing cycle routes (particularly secondary schools) which are continuous and include safe crossing facilities over major roads Toucan Crossings, provision of designated road space for cyclists protected from parked vehicles by tidal flow waiting restrictions during peak school travel times.
- Provision of new secure cycle parking facilities,
- Publicity leaflets for pupils and parents,

1.24 The final stage of each Project will involve the promotion of sustainable modes and detailed monitoring of the success of specific measures and the general success in achieving the Project objectives.

### 1.25 **Speed Management Strategy**

1.26 Analysis of road traffic accidents in the Central Leicestershire area underlines the fact that speed, excessive or inappropriate, contributes directly to almost one third of all injury accidents, and if other contributory factors (probably speed related) are taken into account, including, for example misjudging the speed of other vehicle, loss of control on a bend, error in overtaking, following too close are also considered then this figure could be significantly higher.

1.27 The intention is to draw up a Speed Management Strategy for the Central Leicestershire area during 2001/2002, which will then be subject to public consultation. The strategy will take into account the effect that speed has on the environment, the economy and quality of life, as well as safety and casualty



reduction. The strategy is one of the main objectives agreed by the members of the Leicester, Leicestershire and Rutland Road Safety Partnership.

1.28 The Speed Management Strategy will recognise the differences in the speed on built up and non-built up roads and suggest ways of using enforcement, engineering measures (including the introduction of 20 MPH Zones, and Home Zones), enforcement technology and driver education to achieve the desired reductions in vehicle speeds and therefore a reduction in the number of casualties of various types. On residential streets the desirable speed is 20mph, within the rest of the urban area the desirable speed is 30mph and on other parts of the network it will vary up to the national limits.

1.29 In preparing the Speed Management Strategy the actions outlined in the publication "New Directions in Speed Management - A Review of Policy" will be used in the preparation of the Speed Management Strategy as will the awaited advice from the DETR about road hierarchies.

1.30 The Strategy will cover the following themes:

- Increasing awareness of the dangers of excessive and inappropriate speed and the effects it has on safety and the quality of life, this will be achieved through education and training and through effective enforcement,
- Development of a hierarchy of speed limits in the Central Leicestershire area, Reviewing speed limits to ensure that the limits are appropriate, on the outer Ring road where there is not a coherent approach to limits, in villages, urban areas and outside schools lower speed limits may be more appropriate, for the type of user, within villages a normal speed limit of 30mph may be appropriate, in urban areas the use of more 20 mph Zones will be considered,
- Reviewing Highway Design Standards in residential areas to achieve vehicle speeds below 20 mph,
- Better enforcement of speed limits, including the use of more speed cameras, further use of speed cameras is dependant upon the hypothecation of fine income, the results of the Pilot Studies should enable further use of Speed Cameras,
- Introduction of engineering measures and additional signing to reduce vehicle speeds and aid the enforcement of existing speed limits.

### 1.31 **Traffic Calming**

1.32 In January 1999 the priority list for traffic calming was reviewed and the Director of Environment and Development was authorised to prepare schemes with a guideline first year rate of return of 100% or more for inclusion in future bids for funding. 16 residential distributor roads and 24 residential areas included in the priority list. All residential roads and areas which have not yet been traffic calmed have been prioritised for traffic calming using accident statistics for 1995 – 1997. The priority

list will be reviewed in early 2002.

- 1.33 The programme for traffic calming schemes within the city would complement the Safer Routes area programme. For each SRA, traffic calming schemes in the approved priority list for traffic calming in the City are identified. Where justified in First Year Rate of Return Terms these schemes will be included in the programme of Local Safety Schemes. The intention would be to have a programme to introduce traffic calming schemes in non Safer Route areas.
- 1.34 The City Council expressed an interest in taking part in the Home Zone Pilot Study but were unsuccessful. There are currently no proposals within the City for Home Zones. However, if residents when consulted about traffic calming express an interest in there area becoming a Home Zone it could be introduced as part of the area wide traffic calming scheme. The concept of Home Zones is being incorporated into guidance for new development within the City which is currently in the process of being reviewed.
- 1.35 A report about 20 MPH Speed Limits and Zones is currently being prepared for consideration.
- 1.36 **Safety Cameras**
- 1.37 The issue of enforcing safety cameras (speed and red-light) is being addressed through the Camera Enforcement Partnership. The members of the partnership have in recent years consistently maintained that the resourcing of speed and red-light cameras particularly their enforcement needs urgent review. It is for this reason that within Leicester City there is only one site, where enforcement using speed cameras has taken place, and 8 sites where red light running cameras are in operation.
- 1.38 The decision of Central Government to set up pilot studies to look a new financial system, which will allow the additional cost of camera enforcement to be funded from speeding fines is welcomed. HM Treasury has set the rules for the two year pilot which started in April 2000 in eight police force areas, and will be followed by a further six police force areas in April 2001.
- 1.39 If the results are satisfactory, a system for the police, courts, local authorities and others to the reclaim the costs of enforcing additional cameras, or increasing enforcement of existing ones where otherwise no funding would have been available.
- 1.40 The Camera Enforcement Partnership Group was set up to develop an implementation plan for introducing additional enforcement cameras after April 2002 in the Leicestershire Police area. Within the implementation plan sites for introducing enforcement cameras will be identified which will achieve the most benefits for reducing casualties.
- 1.41 A further report will be prepared for consideration requesting approval of a strategy for the introduction of further Safety cameras in Leicester. I would expect that some sites for speed cameras will be funded from the Local Safety Scheme budget.

## 2 **Details of Research & Consultation.**

2.1 The Director of Education fully supports the introduction of Safer Routes as outlined in the report.

### 2.2 **Progress on Safer Routes Schemes in Leicester.**

2.3 As part of the highly acclaimed "Feet First" initiative in the Highfields area of Leicester a Safer Routes scheme was completed in 1995. This addressed a disproportionate record of road accidents resulting in child casualties with innovative participation work to identify popular walking routes and mark distinctive trails in agreement with local children. This work was supported by traffic calming features to control vehicle speeds.

2.4 Since completion in 1995, the scheme has maintained casualty levels only 20% of those previously recorded. The number of children walking to school has increased by 5% compared to a significant national decline in journeys to school on foot over the same period.

2.5 As a result of the Feet First work, 'Walk to School' promotions are now a regular feature of the Road Safety Education Programme. Evaluation indicates that they are successful in increasing the proportion of children walking to school by 20% for the duration of the scheme and by a permanent 5% in participating schools. This programme is currently being developed with a Walking Bus Programme with the aim of sustaining initial high levels of walking. In addition, the authorities are introducing practical training of child pedestrians to increase skill and confidence levels in the early years.

2.6 Another successful initiative was the completion of the Belgrave Cycleway. Together with the provision of safe and secure parking facilities this work has led to more than a tenfold increase in the number of student cyclists to Rushey Mead (Secondary) School. There are now over 100 regular cyclists and work is currently underway to increase the current cycle parking facilities to accommodate more.

2.7 Measures around the Hazel Primary and St Richards Primary schools in the City Challenge area were introduced at the same time.

2.8 The scheme for Evington Valley school scheme started during 1998/1999 will also be completed this year when the routes to the school will be marked. The intention is to mark routes to four other primary schools (Montrose and Inglehurst) in the city within areas which have already been traffic calmed.

2.9 During 1999/2000 and 2000/2001 a large area-wide Safer Routes to School Project has been developed in the Evington area. It will link local schools to the local Green Ringway orbital cycle route and Regional Bike Route 63 that links Leicester to Peterborough via Evington Village. This project will also serve as an example for the development of work across Central Leicestershire. A Safer Routes Project Steering Group meets quarterly and involves representatives from both authorities,

Leicestershire Health Authority, the Police and other ad hoc members participating in the Project. Student, Governor or school workers from participating schools will be invited to join the Steering Group in the future.

2.10 The Project currently involves 2 Primary schools, 2 Secondary schools and a Community College and has involved extensive consultations with school users, local residents, community group and other agencies. Construction is currently underway to build two new and convert three existing signal controlled junctions targeted specifically at the needs of pedestrians and cyclists. Three new toucan crossings are also planned together with a zebra crossing, refuges, road narrowing and traffic calming, a 20mph Zone, cycle parking facilities in the Secondary Schools and Community College are proposed. Approximately 8km of advisory and mandatory cycle lanes will be introduced this summer and protected from obstruction by parked vehicles during peak times with waiting restrictions. Public Transport use is being promoted through the introduction of Real-time Bus Information technology on the local authority supported no.22 bus route linking Evington schools with the City Centre and the primary residential areas of local students. This feature will be targeted particularly at students attending Juggemeadow Community College evening classes.

#### 2.11 **Traffic Calming Priority**

2.12 The report to Urban Management Sub-Committee on 6<sup>th</sup> January 1999, Traffic in Residential Areas revised priorities for traffic calming in the city. As with the previous reviews of traffic calming priorities in 1993 and 1995, a comprehensive examination of all residential streets in the city was carried out to ensure that efforts to secure funding are focussed on those areas where there would be the most benefit.

2.13 The committee report details how successful traffic calming is at reducing vehicle speeds and therefore accidents. Overall there has been about a two thirds reduction in the number of accidents.

### 3 Implications.

OTHER IMPLICATIONS	YES/NO	PARAGRAPH REFERENCES WITHIN SUPPORTING PAPERS
Equal Opportunities	NO	
Policy	NO	
Sustainable and Environmental	NO	
Crime and Disorder	YES	1.37,2.13
Human Rights Act	NO	

### 4 Background Papers

- 4.1 Tomorrows Roads – Safer for Everyone - DETR – March 2000
- 4.2 New Directions in Speed Management – DETR – March 2000
- 4.3 Report to Planning Committee Traffic in Residential Areas 13th June 1993.
- 4.4 Report to Planning Committee Traffic in Residential Areas 12th September 1995.
- 4.5 DETR Circular 05/99 – 20 MPH Speed Limits.

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