

# ANNEX 13:

## Travel Safety Strategy

### Introduction

At a national level the shared priority for safety is 'Safer Roads' and local authorities must ensure safe transport networks and infrastructure for those who live or work close to these.

In the first Local Transport Plan, Darlington presented its Road Safety Plan, developed to achieve the Government's casualty reduction targets for 2010. This Plan is still as relevant today and this travel safety strategy incorporates the original Road Safety Plan.

At a local policy level in Darlington the aim is to improve safety for everyone who travels and in particular address the fear of crime which impacts on people's travel choices and access to facilities and services. The fear of crime is out of proportion with the actual levels of danger in Darlington, but perception about potential dangers strongly influences travel behaviour. This has a knock on effect not only on how people travel, but also on whether they choose to make a journey at all, reducing people's opportunity to take an active role in their community.

This document sets out:

- The policy context
- The Road Safety Plan
- Evidence
- Strategic approach
- Travel safety programme, target setting and monitoring

### Policy Context

At a national level Road Safety is one of the four shared priorities that must be addressed through the Local Transport Plan. It is interlinked with the other shared priorities, with road safety often contributing to the other shared priorities, particularly accessibility, and the recognition that no scheme should result in an increase in road casualties, either directly or indirectly.

In Darlington the policy context for the Travel Safety Strategy is the Community Strategy, adopted by Darlington Borough Council and the Local Strategic Partnership. One of the four visionary goals in Darlington's Community Strategy is

### "A place for living safely and well"

One of the eight themes in Darlington's Community Strategy is

### "Promoting Community Safety"

The Community Safety theme group has the following key outcomes:-

1. Local people feel safer within their community
2. Lower levels of crime
3. Reduced levels of anti-social behaviour
4. Reduced offending behaviour

Through the achievement of these outcomes people will feel safer when out walking, cycling, using public transport and driving. Outcomes from other theme groups will also have an impact on travel safety, either through direct intervention such as:-

- Improved road safety
- Highways maintained to a high standard

Or through indirect measures that encourage more people to travel around their neighbourhoods, which in turn reduces real and perceived crime rates, such as:-

- Building community confidence
- Improving access to services
- Improved parks and open spaces
- Living healthier lifestyles
- Cleaner streets and open spaces

It is clear from this that addressing issues of safety is not a transport issue alone. In fact it is something that needs to be delivered in partnership with other agencies, both to address actual risk and the perceived risk of danger, which creates fear.

The Travel Safety Strategy has been developed to support the delivery of the transport objectives outlined in the Second Local Transport Plan (see **Table 1**)

**Table 1 Travel Safety implications**

Strategy Objectives	Travel Safety implications
<b>A</b> To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.	Design and provision of new developments, including residential developments, to provide a safe environment for all road users.
<b>B</b> To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.	Safe Routes to School Address safety issues for those using public transport, walking, cycling, motorcycles, taxis and community transport.
<b>C</b> To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network.	Measures to tackle congestion, including road space reallocation, junction priority and traffic management must address safety issues for all road users.  To reduce accidents on the highway to minimise disruption to traffic flow.
<b>D</b> To improve travel safety and security for all by addressing the real and perceived risks.	Main aim of the travel safety strategy.
<b>E</b> To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.	Safety issues, in particular perceptions of safety must be addressed in order to promote travel choices.
<b>F</b> To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.	The health benefits of sustainable (active) travel must not be outweighed by potential casualty risk.  Safe Routes to Health

## The Road Safety Plan

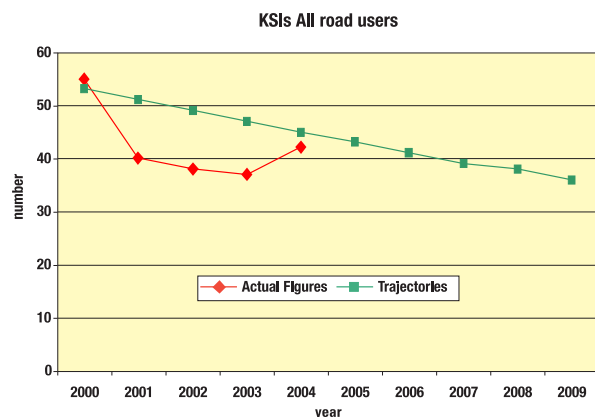
In the first Local Transport Plan Darlington developed its Road Safety Plan 2000-2010. It has the following key objective:

**‘To improve safety for all road users within the Borough and to contribute to the Government’s strategy and targets for 2010.’**

During the first plan period Darlington has made significant progress in achieving the targets set out in the Road Safety Plan.

Investment in traffic calming and local safety schemes, a high quality education programme and enforcement through close collaboration with the Police and other organisations has resulted in the Council being ahead of target in respect of fatal & serious casualties (7% ahead), child fatal and serious casualties (37% ahead) and slight casualties (8.6% ahead). See **Figure 1**

**Figure 1**



Where local safety schemes have been carried and where 3 years before and after data is available casualties have reduced by 38% from 321 to 200. Fatalities have reduced from 7 to 2, serious casualties from 26 to 14 and slight casualties from 288 to 184.

Programmes have included:

- Safer Routes to School
- Pateley Moor Home Zone
- Firthmoor Safety Partnership
- Exemplar on-road cycle training programme
- Pedestrian training
- Promotions such as Walk to School Week
- Implementation of the County Durham and Darlington Speed Management Strategy 2001-2006
- Local safety schemes

In addition other safety concerns were addressed through the Local Transport Plan delivery programme such as:

- Improvements to car parks – 10 now having secure car park status and with car crime levels at an all time low
- CCTV on buses in partnership with the bus operators
- CCTV at bus stops
- Improvements to street lighting through the white light conversion programme and new lights at rural bus stops and in residential areas reporting anti-social behaviour.

Safety programmes have been developed in partnership with local communities and the Police, as well as with neighbouring authorities. Darlington takes an active role in the Tees Valley Road Safety Group, the North East LARSOA (Local Authority Road Safety Officer Association) Group and the Northern Region Road Safety Forum.

## Evidence

There is a great deal of evidence to support the progress made in the implementation of the Road Safety Plan, as well as to support the extension of the Plan to incorporate safety for all types of travel, in a Travel Safety Strategy.

### Progress against targets

In the Road Safety Plan Darlington adopted the national targets for reducing casualties:

- A 40% reduction in the number of people killed or seriously injured (a maximum target of 34 in 2010)
- A 50% reduction in the number of children killed or seriously injured (a maximum target of 5 in 2010)
- A 10% reduction in the slight casualty rate (a maximum target of 466 in 2005)

Darlington is making excellent progress in achieving all of these targets through a programme of engineering, enforcement, education and encouragement, targeted at areas or groups most at risk. Motorcyclists, which account for less than 1% of all trips in Darlington, have a proportionately high accident rate, and this will be addressed through the Second Local Transport Plan period.

### Link to deprivation

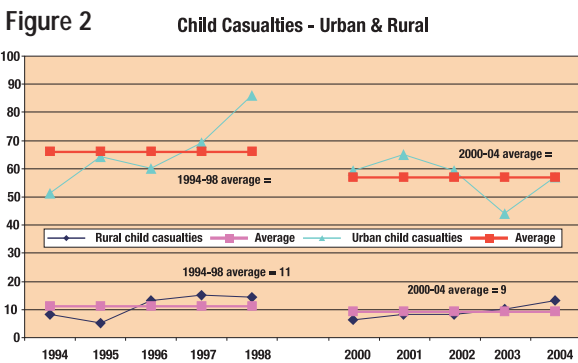
The 2001-03 child casualty accident data and levels of deprivation by ward were analysed and mapped to assess any links between the two sets of data. There was no direct link between the two, but this is now monitored on an annual basis.

In 2004, of the 5 child killed and serious injury accidents, none occurred in the most deprived wards. (They occurred in wards ranked 8, 9 and 10 in Darlington). Child slight casualties occurred in many locations across the urban area and, as part of the Child Safety Audit, these will be investigated to develop the programme for local safety schemes, area-wide safety schemes (as in Eastbourne ward), Safer Routes to School and road safety education and training programmes.

**Rural/urban**

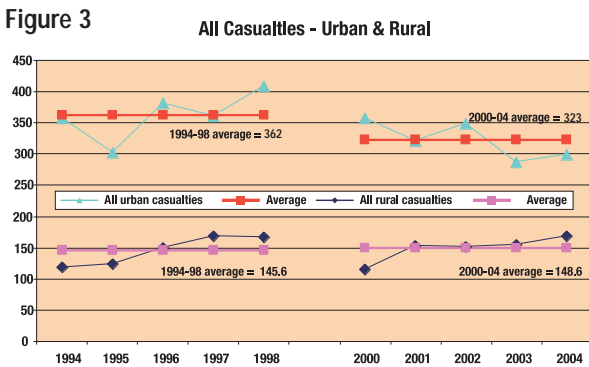
Safety issues are of major importance in both the rural and urban areas and need to be addressed in the most appropriate way.

Darlington has made good progress in reducing child casualties - in rural wards from an average of 11 per year to an average of 9 per year (a decrease of 18%) and in urban areas from an average of 66 to an average of 56.8 (a decrease of 14%) - over the last decade. **Figure 2**



Similarly Darlington has made good progress in reducing total casualties in the urban area from an average of 362 in 1994-98 to an average of 323 in 2000-04. In the rural wards there has been a small increase (2% increase between the 5 year averages) and partnership working with the Police will continue to address issues of speed related accidents in these areas.

**Figure 3**



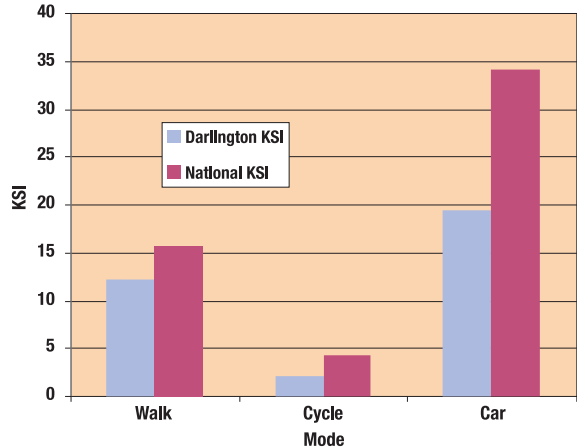
**Exposure to risk**

Analysis has been undertaken to compare the risk of being involved in an accident in Darlington to the national average, and to compare the risk of having an accident by the 4 main modes.

**Figure 4** shows that for fatal and serious accidents Darlington has a better safety record than the national average for all

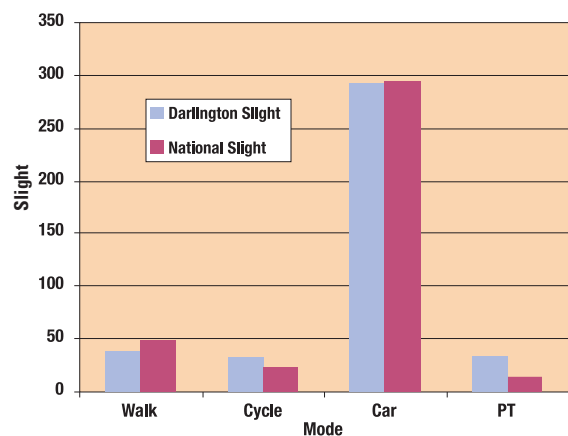
modes. There were no Killed and Seriously Injured (KSI) accidents on public transport in Darlington in 2004 and therefore there is no figure recorded on the graph. Cycling is the 'safest' mode, followed by walking and cars.

**Figure 4 KSI per 100,000 Population**



Darlington has a lower than national average risk of slight accidents for walking, which is supported by the continuing reduction in BVPI99aii slight casualties pedestrians, down to 37 in 2004 against a target of 70. Risks of being involved in an accident causing slight injuries when cycling or using public transport in Darlington are above the national average. However the actual numbers of accidents are very low, 32 cycling accidents and 33 public transport accidents. **Figure 5**

**Figure 5 Slight Accident per 100,000 Population**



**Perception**

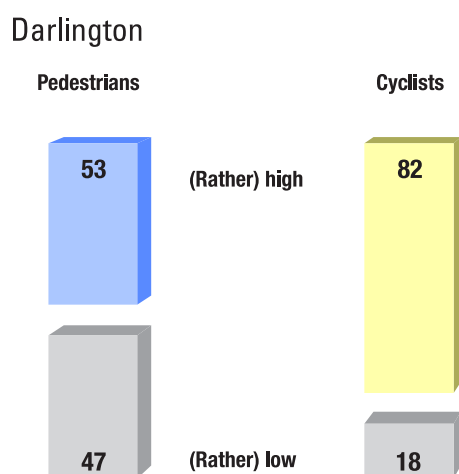
Whilst the evidence demonstrates that actual risk of death or injury in a road traffic accident has reduced significantly over recent years in Darlington there is still a perception that there are significant road traffic dangers. Indeed this is quoted as one reason for not letting children walk to school and a reason given by many for not cycling in Darlington.

During 2004 Darlington was successful in a bid to become a sustainable travel demonstration town. As part of the 'Town on the Move' initiative Socialdata undertook a major piece of travel behaviour research<sup>1</sup>, including perceptions of, and attitudes to, different travel options. This survey included over 400 households from across the town and has provided a comprehensive picture of travel in Darlington.

The travel behaviour research undertaken in Darlington shows that the perceived risk of traffic accident is as follows:

Interviewees in Darlington were also asked about their perceptions of risk for different travel modes. **Figure 6** shows a roughly even balance between those perceiving a low risk and a high risk to pedestrians (47 and 53 % respectively).

**Figure 6 Risk of a traffic Accident**



Cycling is perceived as more dangerous: 82 % of Darlington people think the risk of a traffic accident by bicycle is rather high, only one out of six (18 %) believe the risk is rather low.

However for those car trips where an alternative was available safety was not a major reason for the alternative not being used. Only 5% quoted comfort as a reason for not cycling (this includes safety) compared to 44% that stated time as the limiting factor.

There is also an issue about the perception of safety, particularly among young people, which was highlighted in the consultation for this document. Antisocial behaviour is an issue for local residents and the Community Safety Partnership is addressing this through the Anti Social Behaviour Strategy, which is being drafted for publication in November 2005. The link between anti-social behaviour and how this impacts on

peoples travel behaviour and the travel choices that people make (and how this influences peoples opportunities to access key services, such as health, education, shopping and leisure), will need to be addressed.

The Stakeholder Consultations<sup>2</sup> reported that improving safety is not seen as a high priority as it is not seen as a significant problem compared to congestion and accessibility. Also addressing these issues will have a positive contribution to safety.

The general public do not separate road safety, crime and disorder, street cleansing, urban design and so on. It is therefore important that there is a joint approach to addressing issues of the real and perceived safety concerns and the broader concept of 'travel safety' was accepted as a good way of achieving this. This approach also provides a good link with the Community Safety element of the Community Strategy.

However safety issues were raised in the focus group sessions:

Young people – *'there's loads of dark places. You think someone's in the bushes and when someone walks out towards you. ....its just not fun at all.'*

Urban low car ownership - *'I'd be scared to be on a bike on the road'*

Urban high car ownership – *'I wouldn't like to go out at night and wait for a bus'*

The Best Value Performance Plan highlights that peoples perceived levels of safety are decreasing and therefore there is still significant progress to be made in addressing these fears. The Community Safety Partnership is leading on this area of work, but there are significant impacts on travel behaviour, and the solutions may involve improvements to the transport network such as lighting, cleansing, maintenance, and CCTV.

**Local indicator SS9** records the percentage of residents surveyed who said that they feel 'fairly safe' or 'very safe' after dark whilst outside in the local authority area.

Year	Target	Actual
2003/04	37%	51.8%
2004/05	52%	48.3%
2005/06	53%	not available

1 Darlington: Sustainable Travel Demonstration Town Travel Behaviour Research Baseline Survey; September – December 2004; Socialdata.

2 Stakeholder Consultations on Second Local Transport Plan; March 2005; Steer Davies Gleave.

**Local indicator SS10** records the percentage of residents surveyed who said that they feel 'fairly safe' or 'very safe' during the day whilst outside in the local authority area.

Year	Target	Actual
2003/04	80%	94.5%
2004/05	95%	93.3%
2005/06	95%	not available

## Strategic approach

The Travel Safety Strategy will contribute to the achievement of the following transport objective in the Second Local Transport Plan:

- **To improve travel safety and security for all by addressing the real and perceived risks.**

Darlington's new strategic approach is therefore to:

- Continue with the implementation of the Darlington Road Safety Plan 2010, which has proved successful in reducing accidents through Engineering, Encouragement, Enforcement and Education;
- Work with partners in the Community Safety Partnership and the bus industry to tackle the fear of crime whilst travelling, through investment in facilities such as street lighting, good urban design, secure cycle parking and CCTV;
- Leverage added value through cleansing and maintenance of the pedestrian, cycling and public transport environments as well as the road environment;
- Promote travel choices to encourage greater participation in walking and cycling in the local neighbourhood providing a sense of 'safety in numbers'.
- Build on the existing partnerships with organisations such as the Police, Community Wardens and bus operators, and deliver locally in partnership with Parish Councils and Community Partnerships.
- Trial area wide 20mph zones in the urban area, defined by signs only.

Each of these initiatives comprise numerous activities, as follows:

### Continue with the implementation of the Road Safety Strategy

- Speed management including urban and rural 20mph zones
- Local safety schemes
- Cycle and pedestrian training

- Education & Training Programmes including the Safety Carousel, a joint safety programme with the Police, Fire and Ambulance services.
- Support national and local publicity initiatives, in particular targeting motorcyclists
- Improvements to bus stops and routes to bus stops and rail stations
- Greater use of enforcement powers – decriminalised parking; antisocial behaviour.
- School crossing patrol service
- Schemes benefiting vulnerable road users, including the elderly, children and those with a disability.
- The development of safe cycle and pedestrian networks.

**In line with our focus on safety we are proposing trialling area wide 20 mph zones in the urban area, defined by signs and road markings only. This approach is at variance with current practice where 20 mph speed limits are reinforced through the installation of physical measures such as chicanes, speed humps and cushions.**

- We believe that we can achieve results, both by this intervention and supporting promotion, that are comparable to those achieved in Hull. Hull City Council have turned 26% of the city's roads into 20 mph zones with a 90% reduction in Killed and Seriously Injured (KSI) figures and a 74% drop in child pedestrian casualties. Hull's work is estimated to have a 10:1 value for money ratio, in excess of many traditional solutions to traffic speed. We also believe that more widespread 20 mph zones could help counteract inaccurate perceptions of the safety of walking and cycling, and so help to increase use of these modes and public transport.
- Our proposals also include trialling a 20 mph 'village' in our rural area, as well as specific interventions in support of the Safer Routes to School programme, as highlighted in consultation workshops. We will assess the impact of these actions through the annual survey process, carried out by the sustainable town initiative to test the success of the trial.

**Work with partners in the Community Safety Partnership and bus industry to tackle the fear of crime whilst travelling, through investment in facilities such as street lighting, good urban design, secure cycle parking and CCTV**

- CCTV on all buses
- Monitor trial of CCTV at bus stops and extend to new sites
- Extension of secure car park status

- Greater involvement of uniformed officers and wardens
- Investment in street lighting
- Development control to ensure safety through design
- Improved secure cycle and motorcycle parking and promote use of bike locks to reduce bike theft

**Leverage added value through cleansing and maintenance of the pedestrian, cycling and public transport environments as well as the road environment**

- Maintenance of highways, footpaths and cycle routes – in particular the implementation of a maintenance strategy for cycle routes
- Improvements to the walking and cycling environment, including cleansing and signs
- Maintenance contract for all bus stops to ensure that waiting facilities are safe and pleasant

**Promote travel choices to encourage greater participation in walking and cycling in the local neighbourhood providing a sense of ‘safety in numbers’**

- Individualised travel marketing programme
- Increased participation in cycle and pedestrian training
- Use of school travel plans to allay safety fears of parents
- Marketing programme to change perceptions
- Joint marketing with the bus operators to promote the safety aspects of travelling by bus – low accident rates and CCTV on board for the safety of passengers.

**Partnership**

- Police
- Community Safety Partnership
- Bus operators
- Community wardens

## and monitoring

The travel safety programme will ensure that safety is paramount in the management of the existing infrastructure, such as a focus on maintenance of footways, cycleways and roads for the benefit of all road users; focusing resources where they are most needed; and using promotion and education to address issues of perception about the risks of travelling in and around Darlington. The development of travel safety will be achieved through the integration of revenue and capital budgets to ensure that investment in capital infrastructure is maximised through education and promotion.

Details of the capital programme can be found in **Chapter 6** of the Second Local Transport Plan.

Additional funding has also been made available through the integration, at a national level, of safety camera funding into the Local Transport Plan system from 2007/08 onwards. This has provided Darlington with a planning guideline of £152,875 of capital and £687,926 revenue funding between 2007/08 and 2010/11. This money will be used to deliver the Travel Safety Strategy and address priorities as assessed against a thorough analysis of accident data, identification of at risk groups, public perception of danger and interventions to encourage sustainable travel.

Since the money was awarded in early 2006, work has just started on a programme to utilise this money to achieve target outcomes, value for money and to continue to implement best practice. A draft programme is in **Table 2**.

**Table 2 Provisional programme for additional road safety funding 2007/08 – 2010/11.**

Intervention	Capital funding	Revenue funding
Continuation of the cycle training programme in schools		66,000
Continuation of the pedestrian training programme in schools		46,000
Appointment of road safety officer to develop promotional campaigns targeted to address casualty reduction targets		120,000
Road safety events trailer	20,000	
Regional and local publicity		80,000
Appointment of road safety engineer to analyse casualty statistics and design innovative engineering solutions to address casualty reduction targets		120,000
Engineering innovation e.g. lighting, CCTV,	100,000	
Develop support package for motorcycle training to address trends in motorcycle casualties and increase levels of motorcycling		40,000
Speed enforcement, including expansion of SpeedVisor programme, and partnership with the Police to develop 20mph zones	30,000	85,000
Driver training for older drivers (potentially using Durham County Council's SAGE model)		40,000
Driver improvement training for council staff, then roll out to other employers as part of travel plan process.		90,000
<b>TOTAL</b>	<b>150,000</b>	<b>687,000</b>

### Making the most of investment

Levels of investment in road maintenance will continue to be maximised for the safety benefits that can accrue, such as dropped kerbs for cyclists and those with mobility issues; upkeep of link footpaths that provide short cuts; and maintenance of the cycle route network.

Coordination of street cleansing, maintenance and infrastructure investment (such as street lighting) on an area basis will provide the basis for a stepchange in perception of safety through an enhanced street environment. This is being implemented through the Streetscene corporate project. Continued collaboration with the bus operators and rail industry will provide the basis for further improving safety for bus and train users.

### Indicators

In order to monitor progress a number of targets have been set for this strategy, which appear in the Second Local Transport Plan.

These are the mandatory indicators:

- Total number of people killed or seriously injured on the roads in the Borough
- Total number of children (aged under 16) killed or seriously injured in the Borough
- Total number of slight casualties, all road users

And the local indicator

- Total number of slight casualties, children

In addition other information will be monitored to assess the impact of local initiatives and to use in the promotion and education programmes to change perception of risk and reduce the fears that deter people from travelling. These may include:

- Levels of reported crime – car crime in car parks; bike theft; damage to highway assets such as street lighting or bus shelters;
- Fear of crime – researched and monitored through the Community Survey and Quality of Life indices.
- Participation levels in cycle training and pedestrian training

## Summary

The Travel Safety Strategy incorporates the Road Safety Plan 2010 and expands its remit to cover safety for all travel choices.

The Strategy seeks to address perceptions about the levels of road safety risk and other fear factors that impact on travel such as anti-social behaviour.

The implementation of initiatives will be focussed in areas of most risk, identified through accident statistics, partnership working with local communities and the Community Safety Partnership.

