

# Report of the Strategic Director, Regeneration to the meeting of Environment and Waste Management Overview and Scrutiny Committee to be held on 20<sup>th</sup> December 2017.

**S**

---

**Subject:** Twelve Month Review of the recommendations of the detailed scrutiny review into Road Safety and Casualty Reduction issues in the district.

**Summary statement:** This report provides an update to the three previous recommendations around the management of the District's Killed and Serious Injuries (KSI's) on the highway. The report also comments on the current risk to the Inter-Departmental Agreements between Planning, Transportation & Highways Service and Public Health around the Road Safety Team and Active School Travel.

---

Mike Cowlam  
Strategic Director, Regeneration

**Portfolio:**

Regeneration, Planning and Transport

Report Contact: Simon D'Vali  
Phone: (01535) 618375  
E-mail: [simon.dvali@bradford.gov.uk](mailto:simon.dvali@bradford.gov.uk)

**Overview & Scrutiny Area:** Environment and Waste management



## 1. SUMMARY

### 1.1 Bradford 2015 Casualty Summary

- Overall reduction in the number of casualties for both KSI and all severities.
- Child casualties of all severities and KSI increased by 2% and 14% respectively.
- More pedestrian casualties (all), but fewer KSI recorded in the District this year.
- Cyclist KSI have increased slightly, but all casualties have reduced marginally.
- Serious injuries amongst Powered Two Wheeler (PTW) riders are static since 2012, but overall casualties fell slightly.
- Car occupant KSI and all severities have reduced in the district.

## 2. BACKGROUND

- 2.1 The number of road users fatally injured on Bradford roads reduced significantly in 2015 (7) compared to the previous year (15). Amongst the 7 people killed were four pedestrians, one car driver, one motorbike rider and an elderly rider of a mobility scooter.
- 2.2 After a slight increase in 2014, the number of people Killed or Seriously Injured in Bradford has decreased by 8% (-17) to 188 in 2015. Of that total, 71 (38%) including 23 children, were pedestrians, 46 (25%) car occupants, 35 (19%) motorcycle riders and 24 (13%) cyclists. The overall reduction is essentially sustained by car occupant KSI which are down 34% to 46 in 2015. Cyclist KSI's are up by 4 to 24 (**Appendix 1**).
- 2.3 There has been a slight reduction in the number of casualties of all severities in road traffic collisions reported to the police. In 2015; a total of 1,685 road users were injured, a reduction of 4% compared to 2014 (1,752). Car occupants (down by 82 to 1,046) have contributed the most to the reduction. The increase amongst pedestrians (up by 11% to 326) and PSV users (up by 48% to 43) have limited the extent of the overall reduction in 2015.
- 2.4 The number of children (0-15 years) injured on Bradford roads has increased by 4 to 227 in 2015. Despite the increase, this year's total still compares favourably against the results prior to 2013. Half of those injured were pedestrians (113), 37% were car occupants (85) and 10% cyclists (22). The increased number of casualties amongst car occupants (+10) has overshadowed the slight reduction amongst other road user groups.
- 2.5 In 2015, no child was fatally injured in the District compared to two last year. However, serious injuries amongst children are up by 4 to 33.
- 2.6 This year, the number of cyclist casualties is down 7% to 121 including 99 adults and 22 children. The slight reduction is largely associated with fewer injuries



amongst adult cyclists (fell 9% to 99) as the number of children injured is up by 1 to 22.

- 2.7 Bradford's overall casualty reduction performance last year stands out above the remainder of the county and is the only Local Authority that is currently meeting the casualty reduction targets as set out in the Local Transport Plan.

### **Killed or Seriously Injured (KSI) Casualties**

- 2.8 In 2015, with a total 188 KSI casualties, Bradford has recorded its lowest total ever. That result put the district 8% below the last three years' average (205) and 24% below the 2005~09 average (248). This year's total has improved by 2 the previous lowest figure (190 in 2013) and the District is back in line with the results of 2009 and 2010.
- 2.9 The year 2010 marked the end of a relatively long period during which KSI in Bradford had been reducing. The increase in 2011 and subsequently in 2012 has flattened the downward trend. The reduction in 2013 came with the hope that the downward trend has resumed its course and was rapidly overshadowed by the slight increase of 2014. The reduction of 2015 brings a fresh hope of a more sustained reduction in coming years and places Bradford's target position below the desired trajectory towards the 2026 target.
- 2.10 The overall KSI reduction is sustained by the decreased number of car occupant casualties which constitute the largest group of road casualties. If this reduction is maintained in coming years, Bradford will be in a strong position to meet the 2026 target (**Appendix 2**)

### **Child Casualties**

- 2.11 With 223 children injured in 2014, the District has reduced by 38% the total recorded a decade ago. The slight increase (up by only 4 to 227) has not changed the overall downward trend of child casualties in the district.
- 2.12 The number of child KSI casualties (29) recorded in 2014 was an improvement (-9%) over previous 3 years; despite the slight increase in 2015, the District still compares favourably against the baseline (-25%) and the average of the last three years (-4%) (**Appendix 3**).
- 2.13 Pedestrian casualties constitute the largest proportion of child casualties in general and child KSI (shown on the graph below) in particular. This high proportion has not changed over the last decade. Acting on reducing the number of pedestrian casualties will certainly contribute to reduce child casualties and meet the 2026 target.



## Age and Transport Mode

2.14 Table 1 shows the age range and severity of injury in Bradford.

		All Casualties Age of casualties							
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All ages	
<b>2015</b>	<b>Fatal</b>	7	0	0	0	1	2	4	7
	<b>Serious</b>	169	5	28	13	43	63	29	181
	<b>Slight</b>	1059	29	165	122	407	628	146	1497
	<b>TOTAL</b>	1235	34	193	135	451	693	179	<b>1685</b>

Table 1

In terms of KSIs, the largest group is in the 30 – 59 age range, the majority of which are car occupants. Of concern is the number of vulnerable users (children and elderly) that fall within the KSI category which total 63. Further investigation of this is necessary.

2.15 Table 2 shows the age range of pedestrian casualties in Bradford

		Pedestrian Casualties						
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All Ages
<b>2015</b>	<b>Fatal</b>	0	0	0	0	1	3	4
	<b>Serious</b>	3	20	2	9	23	10	67
	<b>Slight</b>	11	79	20	35	74	36	255
	<b>TOTAL</b>	14	99	22	44	98	49	<b>326</b>

Table 2

Once again, statistics relating to vulnerable users are showing some concern and this requires further investigation. Extra work around protection from both a capital build and an ET&P base is required.

2.16 Table 3 shows the age range of cycle casualties in Bradford

		Pedal Cycle Casualties						
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All Ages
<b>2015</b>	<b>Fatal</b>	0	0	0	0	0	0	0
	<b>Serious</b>	0	4	0	3	14	3	24
	<b>Slight</b>	1	17	5	28	44	2	97
	<b>TOTAL</b>	1	21	5	31	58	5	<b>121</b>



Table 3

There were no fatal cyclist injuries in Bradford in 2015 and all cycle injuries have marginally gone down despite a slight increase in cycle KSIs.

2.17 Table 4 shows the age range of Powered Two Wheeler casualties in Bradford

		PTW Rider + Pillion Casualties						
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All Ages
<b>2015</b>	<b>Fatal</b>	0	0	0	1	0	0	1
	<b>Serious</b>	0	1	7	11	14	2	35
	<b>Slight</b>	0	1	12	27	31	3	74
	<b>TOTAL</b>	0	2	19	39	45	5	<b>110</b>

Table 4

2.18 Table 5 shows the age range of Car Driver Casualties in Bradford

		Car Driver Casualties						
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All Ages
<b>2015</b>	<b>Fatal</b>	0	0	0	0	1	0	1
	<b>Serious</b>	0	1	0	11	9	6	27
	<b>Slight</b>	0	1	22	184	328	63	598
	<b>TOTAL</b>	0	2	22	195	338	69	<b>626</b>

Table 5

2.19 Table 5 shows the age range of Car Passenger Casualties in Bradford

		Car Passenger Casualties						
		0 to 4	5 to 15	16 to 19	20 to 29	30 to 59	60 +	All Ages
<b>2015</b>	<b>Fatal</b>	0	0	0	0	0	0	0
	<b>Serious</b>	2	2	2	6	3	3	18
	<b>Slight</b>	13	66	60	120	120	23	402
	<b>TOTAL</b>	15	68	62	126	123	26	<b>420</b>

Table 6

### Casualties in West Yorkshire as a direct result of Criminal Activity

2.20 Reducing the number of road traffic collision (RTC) casualties involving criminal activities is closely linked to enforcement and therefore has been analysed in the



district and county areas. The year 2005 saw the nationwide introduction of a standard set of Contributory Factors. These factors reflect the reporting officer's opinion as to the probable causes of the crash. Amongst the new codes are '901 Stolen Vehicle' and '902 Vehicle in course of crime'. These codes are to be used where the fact that the vehicle was involved in criminal activity influenced the driver's behaviour and contributed to the crash.

- 2.21 **Appendix 4** shows for the county, the number of casualties from crashes, where a vehicle has been involved in criminal activity and was subsequently involved in a road crash. The figures include both casualties from the vehicle involved in crime and also from vehicles hit by the criminal.
- 2.22 The number of collisions arising from criminal activities in the county has increased by 21% (+17) to 99 in 2015. A total of 22 caused serious injuries to all road users. This year's increase is sustained essentially by more collisions in Bradford (up by 43% to 40), Kirklees (increased by 67% to 15) and Calderdale (up by 3 to 9) in 2015. It should be noted that fewer collisions and casualties related to crime were recorded in Leeds (-3) this year.
- 2.23 A total of 158 casualties including 28 KSI were recorded in the county against only 152 (33 KSI) in 2014 and 75 (8 KSI) in 2013. Bradford (64) and Leeds (46) have recorded the largest number of casualties (Figure 3).
- 2.24 With regard to the casualty total, the situation for the County as a whole was a bit more haphazard with no clear pattern emerging until 2009. The reduction in two consecutive years (2010 and 2011) had set the start of a potential downward trend which had been stopped with the 14% increase in 2012. The reduction in 2013 was welcomed but is now overshadowed by the increase of the recent two years. Casualties from these incidents account for 2% of all casualties in the county.
- 2.25 Whilst numbers are generally low in this area, it is still of some concern that Bradford is showing the highest levels of casualties as a direct result of criminal activity in the county. New joint Partnership projects such as Operation Steerside may have an impact on these casualty levels in 2016 and beyond. Enforcement maybe the key area to investigate.

### **Single Transport Plan and Road Safety**

- 2.26 A Safer Roads element will be part of the new Single Transport Plan starting in April 2017. It is a 5 year plan instead of the previous one at 3 years. It is not currently clear what priorities will emerge from the ongoing development. What is clear is that KSIs are at such a level in the District, consideration must be given to closer links with other methods of casualty reduction such as ET&P and Enforcement.
- 2.27 The budget for the first implementation plan of the Single Transport Plan (5 years) stands at £65.5M compared to £68.3M for the last 3 years. This reduction will no doubt impact on the value of the safer roads element of the plan.
- 2.28 The KSI target is currently under review. Discussions focusing on accident rates instead of the absolute figures and the three year rolling averages currently being



reported. Examples of rates could include casualties per head of population or casualties per 1000km travelled. Another example would be to link casualties to traffic growth.

- 2.29 The formation of the new West Yorkshire Safer Roads Executive has given strong Strategic buy in to Road Safety in West Yorkshire. Now at Heads of Service level, the Partnership is a commissioning group with the ability to shape programmes and set strategic direction. Partners also include Senior West Yorkshire Police officers and Directors of Public Health. This group will oversee the direction of the Safer Roads element of the Single Transport Plan.

### **Road Safety Education, Training and Publication (E,T&P) in Bradford**

- 2.30 Currently the Road Safety Team revenue funding is derived from the Public Health Grant following a report on the synergies between Casualty Reduction and Health Priorities three years ago.
- 2.31 Public Health are reviewing all Inter-Departmental Agreements (IDAs) due to budget cuts within the Council and the Road Safety team IDA is part of this review. The most recent proposal is for no cut in the first year, £62,500 in the second year and a further £62,500 in the third year (a net reduction of £125,000).
- 2.32 The budget review is currently out for consultation. Through this process, Highways and public health will look at possible ways of making up the shortfall.
- 2.33 National evidence suggests that Local Authorities which have cut or removed a Road Safety ET&P service have gone on to experience an increase in casualty levels. It has then taken 5 years of intensive ET&P to get back to a casualty level that existed before the removal of the service.
- 2.34 Road Safety ET&P has been instrumental in child pedestrian kerbside training and young cycle training. Pedestrian child casualties make up the largest proportion of child injuries and the training offered to primary and secondary schools provides a strong natural awareness base for children developing life skills. This allows a demonstrable change in child behaviour on the highway network for the better. This in turn assists to keep casualty levels down.
- 2.35 The activities promoted by the Road Safety Team link directly with many health agendas such as Cardio Vascular (Non-movement issues), obesity agenda, injury minimisation, premature death and green/alternate travel modes.
- 2.36 **Appendix 5** lists the activities of the West Yorkshire Safer Roads Delivery Group. This is delivered and chaired through the Bradford Road Safety Team.





## **Active School Travel programme**

- 2.3.7 Loss of the Active School Travel programme. The resource offered by this primary schools based programme has allowed CBMDC to help thousands of children and their families to live a more active lifestyle with the promotion of walking and cycling. Levels of regular cycling amongst participating schools have risen from 1.8% to 13.4% and regular walking from 3.5% to 21.9%. The programme has focused in Bradford's most deprived areas and where issues of children's obesity are at their most acute and with significant increases in participation, has proven benefits for those children in the district most at risk from physical activity related health issues. As such, rather than being a training programme available to all schools Active School Travel has been specifically designed to help improve active lifestyle choices for some of our most vulnerable children. Without the programme in place one of our most well proven ways to help tackle children's obesity is at risk. This is a further IDA budget cut proposal with Public Health. The value of the programme is £56,000/year.
- 2.3.8 The programme has also piloted a Learn to Ride / Learn to Balance early years intervention which is well proven to be a highly effective way for younger children to develop the introductory skills that lead to quicker more effective learning in bike handling when learning to ride and on the Bikeability programme. The loss of the skilled resource that has run the learn to Ride / Learn to Balance pilot would impact on the ambition to roll this opportunity out to more schools.

### **3. OTHER CONSIDERATIONS**

- 3.1 There are no other considerations.

### **4. FINANCIAL & RESOURCE APPRAISAL**

- 4.1 In terms of the budget process, the reduction in the funding for the road safety team is currently only a proposal and is out for consultation. There is a risk to staffing if the proposal is adopted.

### **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

- 5.1 If there are no significant risks arising out of the implementation of the proposed recommendations.

### **6. LEGAL APPRAISAL**

- 6.1 If there are no legal issues arising.

### **7. OTHER IMPLICATIONS**

#### **7.1 EQUALITY & DIVERSITY**

- 7.1.1 If the funding cut proposal is adopted, there is a risk to delivery around education,





training and publicity to more vulnerable groups in areas of high risk, given there is a link between casualty levels and deprivation.

## **7.2 SUSTAINABILITY IMPLICATIONS**

7.2.1 There are no sustainability issues.

## **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

7.3.1 There are no Greenhouse gas emission impact issues.

## **7.4 COMMUNITY SAFETY IMPLICATIONS**

7.4.1 Refer to 7.1.1

## **7.5 HUMAN RIGHTS ACT**

7.5.1 There are no Human Rights Act implications.

## **7.6 TRADE UNION**

7.6.1 The trade unions will be informed if the budget cuts to the Road Safety Team impact on staffing levels.

## **7.7 WARD IMPLICATIONS**

7.7.1 Refer to 7.1.1

## **7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)**

7.8.1 Under the devolved process, the Road Safety Team currently report to each Area Committee on performance in each Parliamentary Constituency on an annual basis. The Area Committees are able to comment and request detailed information on ET&P and guide the direction of the team based on local knowledge. A reduction in budget may impact on the deliverables in each Parliamentary Constituency.

## **8. NOT FOR PUBLICATION DOCUMENTS**

8.1 None.

## **9. OPTIONS**

9.1 The Committee may wish to have a further detailed break down of the impact of activities carried out by the Road Safety Team.

## **10. RECOMMENDATIONS**

10.1 That Overview and Scrutiny endorse the strong Casualty Reduction performance in



Bradford against the rest of the County;

- 10.2 That the Strategic Director, Regeneration, be requested to provide a status in March 2017 on the progress of the Safer Roads element of the Single Transport Plan;
- 10.3 That the Director of Public Health and the Strategic Director, Regeneration be requested to update this Committee on the budget outcome and any impact on the Road Safety Team and the Active School Travel programme as a result;
- 10.4 That the Director of Public Health and the Strategic Director, Regeneration be requested to update the Committee on a strategy to underwrite the continued existence of the Road Safety Team and Active School Travel Programme and report back in March, 2017.

## **11. APPENDICES**

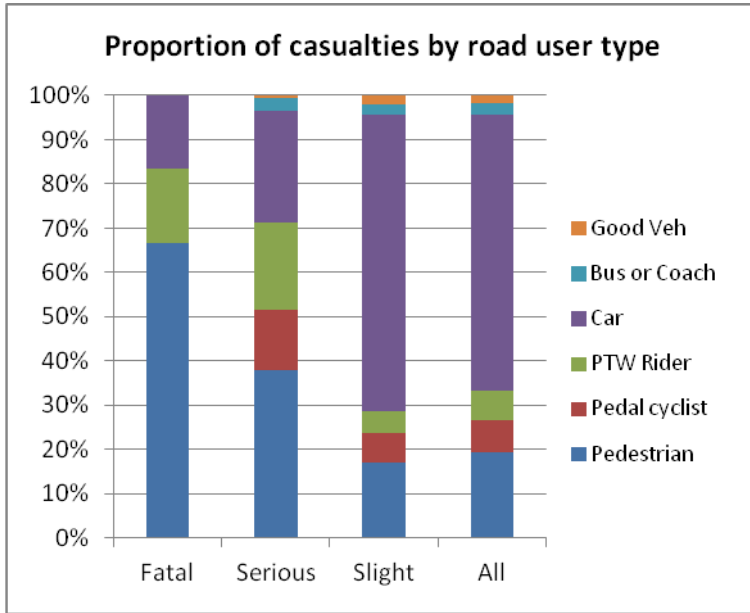
- 11.1 Appendix 1: Proportion of all casualties by road user types in Bradford;
- 11.2 Appendix 2: Road collision KSI casualties and target trajectory to 2026 for Bradford;
- 11.3 Appendix 3: Road collision child casualties and target trajectory to 2026 for Bradford;
- 11.4 Appendix 4: Road collisions involving criminal activities in West Yorkshire;
- 11.5 Appendix 5: West Yorkshire Safer Roads Delivery Group Activities.

## **12. BACKGROUND DOCUMENTS**

- 12.1 None.

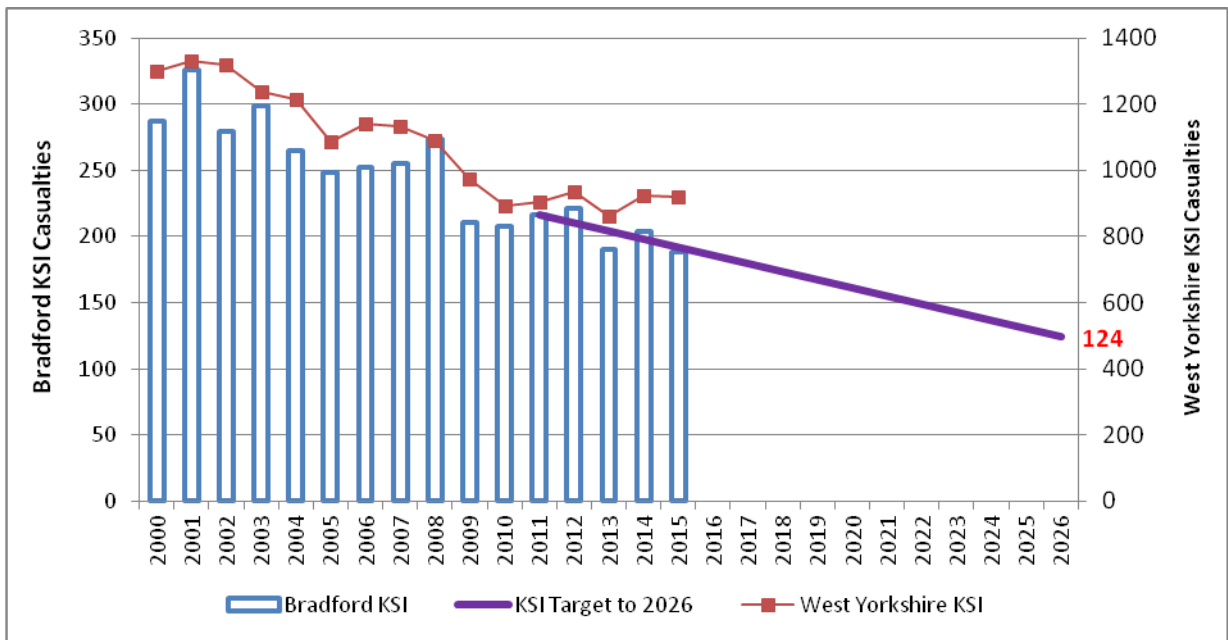


# Appendix 1



Proportion of all casualties by road user types – Bradford

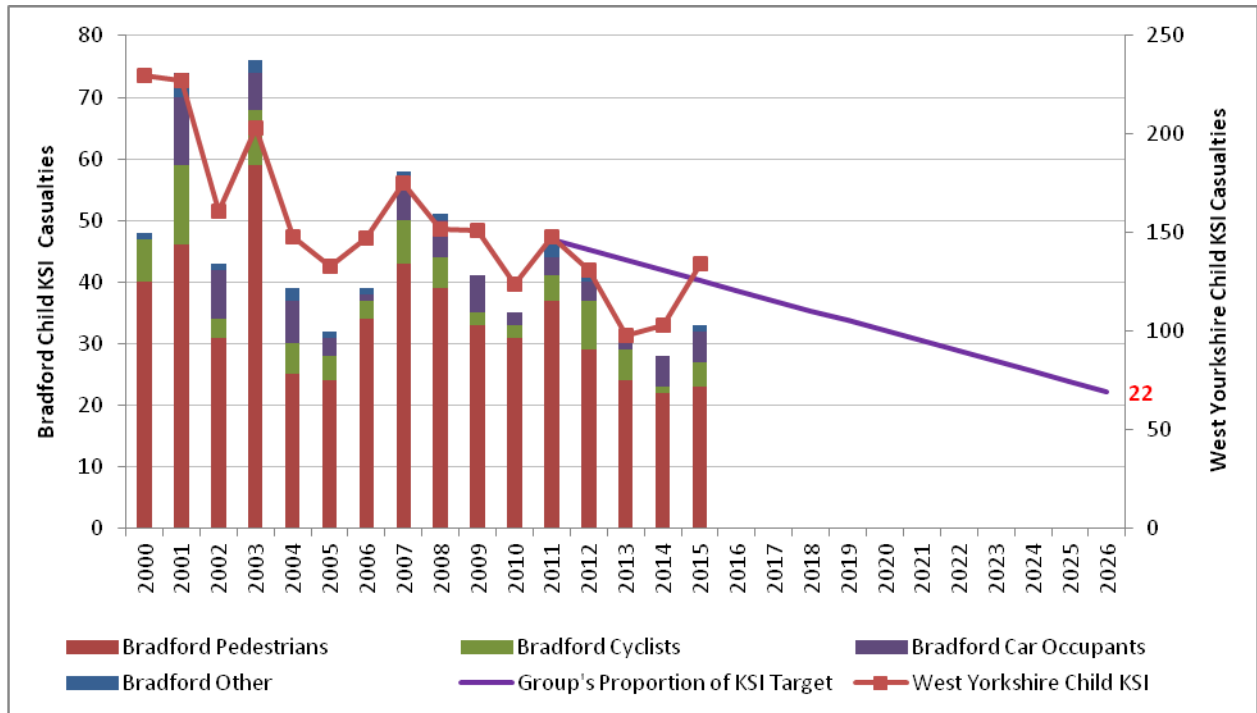
# Appendix 2



Road collision KSI casualties and target trajectory to 2026 – Bradford

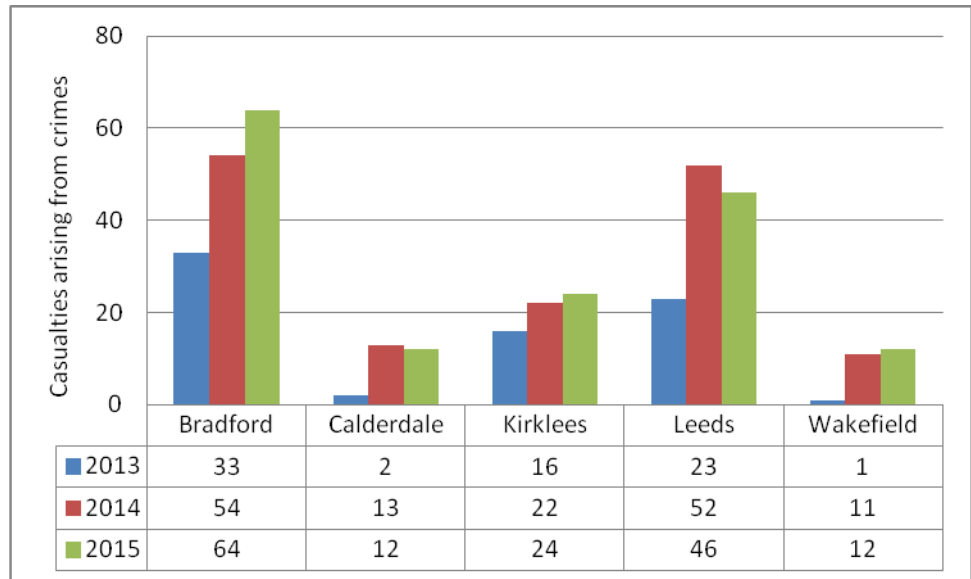


### Appendix 3



Road collision child casualties and target trajectory to 2026 - Bradford

### Appendix 4



Road collisions involving criminal activities in West Yorkshire



## Appendix 5

### *West Yorkshire Safer Roads Delivery Group*

Throughout 2015 the West Yorkshire Delivery Group has undertaken a number of campaigns and initiatives developed as a result of analysis of accident and casualty trends.

**Radio campaigns** have been utilised as an effective way to promote a number of key messages throughout the year. Radio Heart has been the preferred provider due to its coverage extending across the whole of West Yorkshire, but also its main audience demographic matching that of accident analysis into those involved in accidents. The campaigns outlined below have over 2.6million impacts between them;

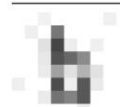
Over the winter months a **thermal campaign** highlights the importance of being prepared for winter driving whenever the temperature is forecasted to drop. The adverts are run throughout the morning commuter period, targeting drivers listening to the radio before they leave the house and as they travel to work.

Throughout the summer (July-September) a number of **adverts promoting** several key messages were played on rotation. These included adverts to discourage mobile phone use whilst driving, the 'One Glance' campaign, targeting younger drivers using social media while driving, and a child summer safety campaign, concentrated during the summer holidays to raise awareness of children playing in the road.

**Cyclist messages** have also been promoted on air, with key messages informing drivers to Look Out for cyclists, the use of segregated lanes, Cyclists' Road Positioning and advising drivers on the safe distance to pass a cyclist.

**Theatre in Education** was again used to Target Year 7 and Year 8 pupils in secondary schools. The statistics highlight this age group as particularly vulnerable, with "failure to look properly" being the main contributory factor. Schools in priority areas were targeted. Consultations with the Kirklees Road Safety Champions highlighted this means of education as one of the most effective means to deliver road safety messages to the target age group. In addition the 'Way to Go' resource was distributed to all pupils in Year 6, transitioning to secondary schools. The resource aims to provide them with guidance and advice to prepare them for their new, often independent travel to their secondary school.

A spate of accidents involving older pedestrians resulted in the development of a '**Be Bright, Be Seen**' campaign in September/October. The campaign included the distribution of over 1000 sturdy bags with a fluorescent trim, along with an informative supplementary leaflet. Road Safety teams worked closely with Age UK during Older Peoples Week to help deliver some of the key road safety messages to this vulnerable group.



## *Road Safety Project Officer Activities IN 2015*

The Safer Roads Group Project Officer has attended a number of events, and developed a number of resources to promote road safety among cyclist and motorcyclists.

**Radio adverts**, the backs of buses and street talk media have all been used to promote the Look Out message. The messages which aimed to get drivers and cyclists to look out for each other ran throughout July, August, September and October. The campaigns had the potential to have over 3 million impacts over the course of the campaigns. Alongside partners including go:cycling and CTC, campaigns were also run utilising 6 sheets to raise awareness of cyclists' behaviours to drivers. These campaigns were based on resources original developed by Transport for London. These have been supplemented by the continued use of the Someone's Son campaign and website.

**The Cycle Yorkshire:** Ride the Routes smartphone app was updated to include the routes of the inaugural Tour de Yorkshire, providing cyclists including the 6000 TdY sportive riders, with the tools and awareness to ride these routes, and other similar routes safely.

As in previous years a number of **Exchanging Places events** - allowing vulnerable road users to enter a HGV cabin to experience the visibility difficulties drivers of these vehicles have from the cabin - have been held across the region, including at numerous schools with partners such as Naylor Myers, Cemex, Morrison, DHL and YPO offering their support. These events are held in line with national statistics that highlight that vehicles such as HGVs are responsible for a disproportionate number of cyclist KSIs.

An increase in the number of cyclists commuting on two wheels throughout the year has resulted in an increase in casualty numbers throughout the winter months. As the dark nights have drawn in, cyclists and motorcyclists have been encouraged to be bright and be seen, over 1000 rucksack covers, 500 lights and 1000s of reflective spokes have been distributed.

To tackle complaints of cycle behaviour especially with the increase in shared use areas, a Considerate **Cycling campaign** was developed, utilising a series of TV adverts on Made in Leeds, and distribution of over 2000 saddle covers. The adverts continue to be available on YouTube.

In addition, work has been ongoing to encourage hauliers to adopt FORS and CLOCS standards for their fleet, and including Bikeability within the CPC training. The Project Officer has also been working closely with the Motorcycle Action Group, to foster stronger relations between the group and local authorities. Each local authority now has a motorcycle liaison officer, and a consultation group has been established to discuss other issues, including parking and riding in bus lanes.

