



CITY MOBILITY PLAN 2021-2030

Implementation Plan

Delivering Actions for Road Safety

Supporting Information

February 2024

◆ EDINBURGH ◆
THE CITY OF EDINBURGH COUNCIL

Delivering Actions for Road Safety – Supporting Information

1. Introduction

This paper augments and supports the delivery of the Council's [City Mobility Plan](#) (CMP). It describes the Council's strategic road safety priorities and sets out how we will address the challenges and interventions required to deliver the actions and targets set out. Actions in this paper will help to help meet committed Council targets, in particular Vision Zero - where by 2050 there are zero fatalities or serious injuries on Scotland's roads.

Specifically, the actions set out should be read in conjunction with the CMP Implementation Plan (updated in 2024). The Implementation Plan includes key delivery information across the full suite of mobility actions including those set out in this paper, and presents expected delivery milestones, funding/cost information (where known at this stage) and delivery responsibilities.

It should also be read in conjunction with the Our Future Streets (Circulation Plan) which gives strategic direction to delivering road space reallocation across the city with particular focus on key corridors, the city centre and neighbourhoods. The Framework will support the delivery of key CMP objectives and is intended to improve road safety on our road network.

The CMP is informed by extensive consultation with key stakeholders including members of the public. The most recent consultation in 2023 sought further understanding of the city's biggest priorities in order to meet CMP objectives and key Council targets.

2. Our Vision

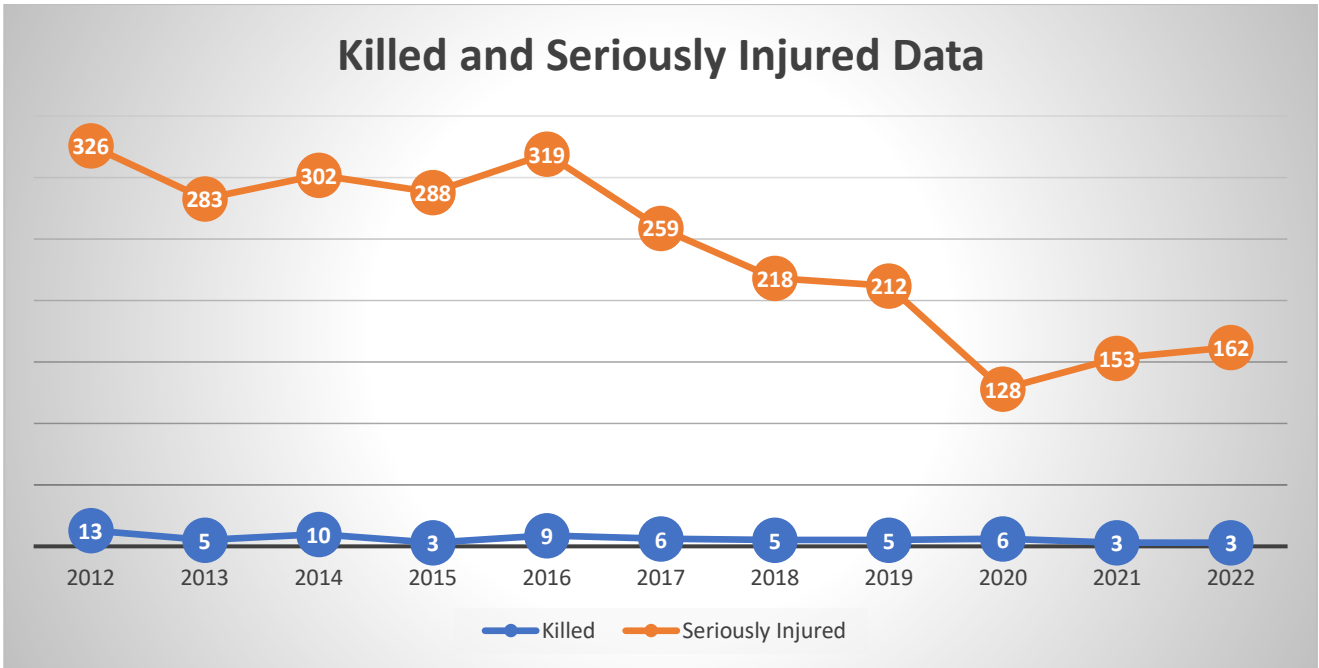
Our vision is based on the Safe Systems approach where we can influence *Safe Road Use*, create and work in partnership with colleagues and stakeholders to improve or create *Safe Roads and Roadsides* and manage road user behaviour in terms of *Safe Speeds*.

Immediate priorities are to increase the team resource, build on capacity and focus on achieving positive outcomes for our communities and most vulnerable road users.

Improving road safety across the city is not just the responsibility of the Council; it is a responsibility for everyone who uses our road network.

3. What We Know

The following graph provides information relating to people killed and seriously injured on our roads. Since 2012 it shows there has been a general decline in people killed and seriously injured up until 2022.



4. Our Statutory Duty and Priorities

Section 39 of the Act requires local authorities to ‘Prepare and carry out a programme of measures designed to promote road safety; conduct studies into accidents on roads, other than trunk roads within their area; take appropriate measures to prevent such accidents including the dissemination of information and advice relating to the use of the roads; the giving of practical training to road users; the construction, improvement, maintenance or repair of roads for which they are the highway authority.’

Under the 1988 Road Traffic Act, local authorities have a statutory responsibility for road safety.

5. ACTIONS

The action set out in this section priorities support the following CMP Objectives and policy measures:

Supported Objectives	Supported Policy Measures
Improve the safety for all travelling within our city.	PEOPLE 1 – Supporting Behaviour Change
Increase the proportion of trips people make by active and	MOVEMENT 14 – Walking and Wheeling
	MOVEMENT 15 - Cycling

<p>sustainable travel modes.</p> <p>Improve sustainable travel choices for all travelling into, out of and across the city.</p> <p>Encourage behaviour change to support the use of sustainable travel modes.</p> <p>Ensure that transport options in the city are inclusive and affordable.</p> <p>Reduce vehicular dominance and improve the quality of our streets.</p>	
	MOVEMENT 20 - Protecting Vulnerable Road Users
	MOVEMENT 21 - Speed Limit Reductions
	MOVEMENT 22 - Tackling Inconsiderate Parking
	MOVEMENT 23 - Mitigate Conflict in Shared Spaces
	MOVEMENT 24 - Safe and Accessible Paths and Streets
	MOVEMENT 25 - Strategic Approach to Road Space Allocation
	MOVEMENT 29 Monitoring and Evaluation
	MOVEMENT 37 - Parking, Waiting, Loading Restrictions
	PLACE 1 – Edinburgh City Centre Transformation
	PLACE 2 – 20 Minute Neighbourhoods
	PLACE 4 – Liveable Places
	PLACE 5 – Streets for People

Our actions, referenced in the City Mobility Plan Implementation Plan include:

<p>Develop and deliver an annual funded and prioritised Road Safety project programme that reflects the statutory duties required by the service that aligns with national transport strategy and casualty reduction targets.</p> <p>To achieve this we will submit and seek approval of a business case to increase staff resource levels in the existing Road Safety team.</p>
<p>Review all available School Travel Plans with our school communities and prepare a programme of school travel improvement infrastructure focusing on safer road crossing facilities and active travel infrastructure near schools.</p> <p>Prepare a short-term delivery plan for school travel plan infrastructure to support behavioural change and active travel options.</p>
<p>Develop a Transport Service wide Pedestrian Crossing Framework that considers the provision of safe pedestrian and cyclist crossing infrastructure across the City. Move away from purely demand led assessments and define approved criteria that reflects pent up demand or need. Existing PV² assessment programme to continue in 2024/2025 until a new framework can be developed and approved.</p>

<p>Develop and deliver a prioritised programme to reflect statutory duties in terms of collision and casualty reduction and strategic targets including:</p> <ul style="list-style-type: none"> - Accident Investigation and Prevention (AIP) - Driver Behaviour assessment (Speed Surveys and analysis) - Education and Engagement events for our young and older road user groups (VRUs).
<p>Develop and seek approval for a new road safety policy including predictive risk modelling. Risk modelling should be a valuable tool when considering future road safety investment decisions. If the frequency of collisions and causalities reduces (as hoped) traditional data led investment strategies may not address the risk of harm on our road network.</p>
<p>Undertake design and promote the statutory Traffic Order process for the next phase of the 20mph speed limit extension.</p>
<p>Undertake design and promote the statutory Traffic order process for the proposed rural speed limit reductions.</p>
<p>Engage with Transport Scotland on legislation change to enable sub-20mph speed limits in appropriate locations and explore possibility of experimental approach</p>
<p>Major Junctions Review (MJR): Develop individual project Packages for each element of the programme.</p> <p>Package 1 - Commence engagement, promote traffic order process and complete detailed design for medium-term interventions (Option 3) at the Kings Road / High Street junction, Portobello.</p> <p>Package 2 - Review requirement and delivery of 40 early interventions following approval of the CMP Future Streets Framework.</p> <p>Package 3 - Review MJR for the top 10 junctions following approval of the CMP Future Streets Framework.</p>
<p>School Crossing Patrol team: Undertake a citywide review of the School Crossing service to consider scope of operation. Undertake appropriate staff recruitment to reach an appropriate resource level. Undertake site audits in partnership with the Road Safety team to consider school travel infrastructure and crossing improvements.</p>

Priorities have been identified from casualty data, survey results, engagement with partners and key stakeholders and consultation as part of the City Mobility Plan. Over time priority interventions, projects and engagement will be implemented via the Safe Systems approach, at the core of Scotland's Road Safety Framework to 2030.

To deliver the actions and targets set out, the Council will work with Transport Scotland and other partners to ensure that appropriate budgets and resources are sought.

6. Prioritising Our Most Vulnerable Road Users

Vulnerable road users are those who have less protection than occupants of motor vehicles and are therefore at a greater risk of being injured or killed in a collision.

The most vulnerable road user groups are pedestrians, children and young people, elderly people, cyclists and motorcyclists and will be a focus of future Action Plans.

As a local authority we have a duty to “*Promote Road Safety and Prevent Accidents*”. The vulnerability of specific road user groups should be considered at all stages of the design process and our transport hierarchy should give priority to these vulnerable road users where practicable.

6.1 Pedestrians

Pedestrians account for the majority of deaths on our roads.

Pedestrian casualties have reduced significantly over the past decade, however, there is still work to be done to ensure further casualty reductions in this group of road users.

We will continue to invest in our Pedestrian Crossing Programme as well as looking at a new pedestrian crossing framework approach to improve pedestrian safety across the city. However, the reduction of pedestrian casualties cannot be addressed by engineering measures alone. We have programmes in place to engage with our young road users within our primary schools and offer schools support in introducing road safety education for young children and their parents or guardians.

This continues within secondary schools targeting key year groups and risk factors. We engage with schoolchildren, parents, guardians, and school staff to identify barriers to walking and wheeling to school through the School Travel Plans process. Our planned reviews will identify infrastructure improvements to ensure children, parents and guardians have a safe, accessible network to enable them to walk and wheel to school.

Campaigns such as Be Bright, Be Seen are important to remind pedestrians to be visible in low light conditions, as 30% of collisions involving pedestrians take place during the hours of darkness, with 57% of pedestrian collisions occurring over the winter months.

We will also continue to review speed limits across our network and reduce them where there are appropriate levels of walking and wheeling. This will include further extensions of the 20mph network in Edinburgh and in our more rural settings.

The majority of collisions involving pedestrians between 2016 and 2020 occurred in the City Centre, however, a significant number of incidents also occurred on main arterial routes (data set between 2016 and 2020).

Accident Investigation and Analysis (AIP) will be undertaken to ensure collision clusters are investigated and emerging trends resulting in increased pedestrian casualties can be addressed and reported via the Road Safety Action Plan.

6.2 Cyclists

Cyclists accounted for 18% of all casualties on our network between 2011 and 2020, whilst in Bike Life Edinburgh 2019, only 9% of residents were identified to travel five or more days a week by bike.

Overall, the reduction in cyclist casualties is positive given the noted increase in the number of cyclists on our network, of around 4% to 2019. However, serious casualties in this road user group have not decreased at the same rate and have increased slightly since 2018.

As we continue to encourage sustainable travel and strive to increase the number of cyclists using our network, we must ensure there is safe, segregated infrastructure where appropriate and our wider network is suitable for safe cycling. The majority of collisions involving cyclists occurred on our main routes (data set between 2016 and 2020).

Collisions involving pedal cyclists can be the result of multiple factors, including, but not limited to, decisions or behaviours of individual road users. Utilising the Safe Systems approach in Edinburgh we need to continue to develop engineering, education and enforcement measures that assist cyclists in making safe journeys.

We will continue to work with colleagues and partners to run initiatives and engage with drivers to encourage safe road use around cyclists and safe driver behaviour. Cycle training in schools across the city, through Bikeability and I Bike will also continue, as well as supporting 'Bike Buses and Cycle Trains' on the journey to and from school.

6.3 Children and Young People

The safety of children and young road users is a core priority for the service. We want all children and young people to be able to travel safely and as actively as possible when making everyday journeys.

The number of children being injured on our network continues to reduce; however, we must focus our priorities around this group of vulnerable road users to ensure a further decrease in injuries.

Our team endeavors to engage and create a school travel plan for every school in Edinburgh where possible. We are currently taking stock of the outcomes and plans and will develop a rolling delivery plan considering appropriate interventions and education for our school communities.

Our initial review is expected to be complete in Spring 2024, when we will report on the status of school engagement, provide an outline of planned interventions and provide a draft programme for future work and activities.

We will also continue working with our Junior Road Safety Officers to help us promote road safety in schools across the city. Our annual launch event will continue to meet with the young officers and get them ready for their year ahead.

Our team will continue to plan and arrange the Edinburgh 'Young Drivers' event. This is a well-regarded road safety event held with several of our partners specifically focused for novice drivers. This builds on the education messages which have been delivered to the pupils throughout their education including peer pressure, fatigue, drink and drugs, vehicle maintenance and respecting other road users.

Finally, road safety education plays an important role in shaping the attitudes and behaviours of children and young people. In Edinburgh, we want to do everything we can to ensure they can all become responsible road users.

6.4 Older Road Users

While those aged 65 and over account for 15% of the population of Edinburgh, 10% of all collisions on our network from 2011 to 2020 involved people within this age group.

Edinburgh has an aging population, with the number of people over the age of 75 in Scotland to almost double by 2043, in response the Safe System should consider measures appropriate for older road users.

As part of our analysis we will look to establish whether there is an increased risk of elderly people being involved in collisions on our network, the specific causes collisions and develop education campaigns for road users aged 65 and over.

6.5 Motorcyclists

Motorcyclists have a disproportionately high risk of involvement in a collision, when compared to the numbers of riders using this mode of transport. In Scotland, motorcyclists account for less than 1% of all traffic, but represent 7% of casualties in road collisions. In Edinburgh they were involved in 9% of all collisions (up to 2020).

The number of collisions involving motorcyclists has decreased slightly and is on a continual downward trend. However, we must do more using the safe systems approach to ensure that the number of serious collisions continues to decrease. We will continue to work with partners and schools to educate young people to prevent joyriding stolen motorcycles to avoid serious and fatal injuries to them and other road users.

7. Our Casualty Reduction Targets

To enable us to quantify and monitor our performance in relation to historical data, it is necessary to set local targets to ensure we prioritise our efforts to reduce the number of people killed or seriously injured on our roads.

In setting targets, we must not forget that each and every incident involves a person. We must ensure we, alongside our partners, are committing adequate resources to ensure these targets are met by 2030.

A Delivery Plan will be produced by the Road Safety team on an annual basis and reported to the Transport and Environment Committee for approval. This plan will set out project priorities, resource availability/pressures and a delivery programme for the year ahead. We will also introduce a formal review of progress towards our approved reduction targets.

7.1 Targets to 2030

We have adopted ambitious targets that are similar to the interim targets set in Scotland's Road Safety Framework.

Our Committee approved targets to be met by 2030 are:

- Zero fatalities
- A 50% reduction in people seriously injured.
- A 60% reduction in children and young people seriously injured (<18)

The targets to be met by 2030 are:

- 40% reduction in pedestrians seriously injured
- 30% reduction in cyclists seriously injured
- 30% reduction in motorcyclists seriously injured
- 20% reduction in road users aged 65+ seriously injured
- 70% reduction in road users aged between 18 to 24 seriously injured

We will work closely with Transport Scotland throughout the duration of this plan to monitor progress against the strategic actions of Scotland's Road Safety Framework and the actions of its Delivery Plan.

The Council's City Mobility Plan will also monitor the following casualty indicators:

- Number of people killed (annual)
- Fatalities of Active Mode Users

7.2 The Safe Systems Road Safety Approach

The Safe Systems approach is considered an international best practice to road safety management based on a set of four main principles:

1. People make mistakes that lead to collisions on the network.

2. The human body has a limited physical ability to tolerate forces caused in collisions before bodily harm occurs.
3. People have a responsibility to act with care and comply with traffic laws, a shared responsibility exists with those who design, build, manage and maintain roads and vehicles to prevent collisions resulting in serious injury or death and provide post-collision care.
4. Finally, all parts of the system must be strengthened to increase their effects, meaning all road users are protected, even if one part fails.

The main goal of safe systems is to ensure that these mistakes do not lead to a collision; or should a collision occur, it is sufficiently controlled to not cause a death or a life-changing injury.

The Safe System approach has five core pillars:

1. Safe road use
2. Safe roads and roadsides
3. Safe speeds
4. Safe vehicles
5. Post-crash response

Transport Scotland – Road Safety Framework to 2030:



7.3 Safe Road Use

The Council will continue to work closely with Police Scotland and partners on road safety matters at both a strategic and local neighbourhood level. Enforcement remains a key area of casualty reduction within the safe systems approach. Drink/drug driving, dangerous driving, speeding, failing to wear a seat belt or driving whilst using a mobile device are just some examples of unsafe behaviours whilst using the roads that require police enforcement. Over the lifecycle of this plan, we will work with partners through the Local Partnership Forum on innovative measures, such as providing dashcam footage for enforcement purposes and other initiatives.

To encourage safe road use across the city, we will continue to develop our network and its use in line with changes to policy and guidance both at a local and national level as these change, such as the Highway Code.

Other measures, including working together across the council and with partners to reduce car-based traffic, which is a council target to reduce by 30% by 2030, by inspiring people to use active modes, such as walking, wheeling or cycling or to use public transport rather than private vehicles will also contribute to safer road use over the life of this plan.

Education is also key to ensure all road users are aware of the danger posed to each mode as set out in the road user hierarchy and act appropriately to keep themselves and others safe on the road.

We will continue to utilise Road Safety Scotland resources to ensure consistent messaging across the country whilst developing our own resources when appropriate.

It is important to recognise the benefits of road safety education for all ages, especially the teaching of road safety skills at an early age. Through the School Travel Plan process we will work with schools to ensure our education events are aligned with the curriculum for excellence and school communities have an input to what they feel would make their journeys to school safer.

7.4 Safe Roads and Roadsides

Our road system should be designed and managed to prevent collisions.

The Road Safety Team will continue to undertake Accident Investigation and Prevention collision investigation (AIP) within the City of Edinburgh Council area using a rolling dataset. This investigation is carried out using the STATS19 collision details supplied by Transport Scotland. From this analysis it is possible to determine locations where the collision rate is giving cause for concern and where intervention may be appropriate.

The Department for Transport estimates the values assigned to the cost of road casualties and collisions in Great Britain, for use in cost-benefit analysis in the prevention of collisions resulting in personal injury. This information will be considered as AIP and other schemes are developed where collisions have occurred. This established methodology of costings should be considered when developing and monitoring the success or collision reduction schemes.

We will engage with schoolchildren, parents, guardians and school staff to identify the barriers to walking and wheeling to school through the School Travel Plans to inform where improved infrastructure could be introduced. This may also include engagement with the school communities, partners, stakeholders and residents who will be affected by any proposals that arise from discussions.

7.5 Safe Speeds

Through the Safe Systems approach, speed limits and appropriate road user behaviour are vital in reducing the speed at which potential collisions may occur.

Any changes to lower speed limits will require a significant change in driver behaviour and we will look to undertake various activities to encourage compliance, as well as working with Police Scotland to influence targeted enforcement across the city. Public communication campaigns will continue to raise awareness and encourage compliance. We will continue to work closely with the Police to consider where speed reduction measures are appropriate, make use of new data sources available to the team and seek enforcement of traffic speeds across the city.

To ensure speed limits are effective, we will undertake monitoring across the city on a bi-annual basis where concerns in relation to non-compliance of speed limits have been raised. We also work with Safety Cameras Scotland and Police Scotland on an annual basis to review live and potential Safety Camera sites. The aim of this partnership is to reduce the number of injuries on Scotland's Road network through targeted camera enforcement, through fixed, mobile and red-light cameras. Cameras are located primarily where they have the greatest casualty and collision reduction potential. All camera locations can be found on the Safety Cameras Scotland website.

7.6 Safe Vehicles

The safety standards in vehicle design and manufacture are internationally regulated to minimise the severity of collisions for all road users. As technology continues to advance road networks and vehicles will eventually be managed by intelligent traffic control systems, relying on ever-more autonomous vehicles and smart infrastructure. We will work with colleagues in Transport Scotland and the Scottish Government to support the CAV Roadmap and other national intelligent transport policies and initiatives as they are developed over the length of this plan.

We will also work with other partners as new emerging technologies and travel patterns emerge to ensure our road network adapts and protects our most vulnerable road users.

7.7 Post Crash Response

Partnership working is vital for the success of the Safe Systems Approach.

Through engagement, we will work with all emergency services and the National Health Service to ensure our road network is managed appropriately to support first responders. Our team will continue to support and attend post-incident investigations into the causes of

collisions on our roads. We will work closely with colleagues in Police Scotland and attend fatal and serious collisions investigations when required.