Leicestershire County Council

ENVIRONMENT AND TRANSPORT OVERVIEW AND SCRUTINY COMMITTEE - 4 MARCH 2021

ROAD CASUALTY REDUCTION IN LEICESTERSHIRE

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to provide the Committee with updates on:

    - confirmed reported road casualty statistics up to the end of 2019;
    - Leicestershire's approach to casualty reduction; and
    - Leicestershire Police's approach to Road Safety (Appendix A)

Policy Framework and Previous Decisions

2. In July 2018 the Council adopted its Strategic Plan (2018-2022), 'Working together for the benefit of everyone'. One of its five strategic outcomes is 'keeping people safe: people in Leicestershire are safe and protected from harm'. In April 2020 the Cabinet approved a revised Strategic Plan. The strategic outcome of 'Keeping people safe: people in Leicestershire are safe and protected from harm' remained unchanged.

3. In June 2020 the Environment and Transport Overview and Scrutiny Committee considered a report on road casualty statistics and Leicestershire's approach to casualty reduction. The Committee raised concerns about the impact of people's perception that walking to school was dangerous was having on travel behaviour, despite a lack of evidence to support this perception. The Director advised members that the problem of perceived danger was also felt with other active travel methods, such as with cyclists on shared walkways or roads. The Director agreed to provide a more detailed breakdown of available evidence and highlight figures relating to vulnerable road users in future reports. Statistics broken down by travel mode and age group can be found in Appendix B.

4. In October 2020 the Cabinet considered a report on the establishment of a Community Speed Enforcement Initiative (CSEI), following the trial of average speed cameras at seven locations across Leicestershire. It approved an ongoing programme of community speed enforcement initiatives; continued work through the Leicester, Leicestershire and Rutland Road Safety Partnership and lobbying HM Treasury regarding the reinvestment of revenue generated from speeding offences into the CSEI.

5. In November 2020, the Environment and Transport Overview and Scrutiny Committee considered the CSEI. Further information can be found from paragraph 127.

6. In November 2020 the Cabinet approved the Leicester and Leicestershire Strategic Transport Priorities. Theme 3: 'Travel around Leicestershire' includes an aim to improve safety for all road users of the transport network.

Background

7. Britain continues to have some of the lowest road casualty rates in the world. Despite significant increases in traffic over the last few decades, the number of road deaths fell by 21% between 2009 and 2019.

8. Road deaths in Britain have been reducing over the past thirty years. This is due to a variety of reasons, including safer infrastructure, new vehicle technologies, improvements to driver testing including the introduction of the theory test and hazard perception testing, tougher enforcement, shifting social attitudes and better trauma care.

9. Most road traffic collisions occur on local roads under the direct control of local highway authorities (LHAs), who are key partners in the delivery of the government's Road Safety Strategy and casualty reduction objectives. The Department for Transport (DfT) monitors each LHA's casualty reduction progress through the national STATS19 road collision database.

10. In December 2015, the government set out, in the DfT publication 'Working Together to Build a Safer Road System British Road Safety Statement', how it would support its delivery partners, who are working to ensure a safer road system. The government's key priorities included:

    - Protecting vulnerable road users, including pedestrians, cyclists, motor cyclists and horse riders. This would be done through infrastructure and vehicle improvements, promotion of safer behaviour and equipment and ensuring other road users are aware of the risks posed to these groups so that they could adapt accordingly;

    - taking tough action against those who speed, exceed the drink-drive limit, take drugs or use their mobile phone whilst on the road;

    - continuing the "THINK!" campaign to provide road user education and influence behaviour in a targeted and engaging way;

    - supporting Highways England and local authorities in improving the safety standards of roads;

    - supporting further devolution of road safety policy, in a way that meets the needs of the nation as a whole; and,

    - underpinning policy decisions with robust evidence, research and evaluation.

11. In March 2019 a Transport Select Committee launched a road safety inquiry. It was concerned that road traffic collision reductions had levelled off as, despite a 40%+ reduction in fatal collisions from 2007 to 2012, there has been no reduction over the last five years. The inquiry investigated what changes would be most effective at reducing the number and severity of road traffic collisions.

12. Due to the general election on 12 December 2019 the Committee closed this inquiry. Following the dissolution of Parliament on 6 November 2019, all Select Committees ceased to exist. If an inquiry on this subject is held in the future, the Committee may refer to the evidence already gathered.

13. In April 2019 the County Council submitted its evidence to the inquiry. Its response focussed on nine key areas:

    - Funding - introduction of specific long-term consolidated revenue and capital funding streams to provide a 5 to 7 year funding certainty;
    - Fines - a portion of speeding fine revenue from new safety camera sites to fund the installation and ongoing operating costs of safety cameras;
    - Targets - Set specific national targets for collision reduction;
    - Data - support the efficient collection of robust and consistent collision data;
    - National Strategy - a new national road safety strategy with clear aims and objectives;
    - National focus - a co-ordinated approach, encouraging the wider use of nationally recognised measures and interventions and the sharing of best practice and effective innovative solutions;
    - Evidence - dissemination of information (best practice, outcome of trials, initiatives and safety schemes, etc);
    - Interventions - evidence based local safety schemes which implement a range of effective engineering, enforcement and education initiatives;
    - Partnerships - utilise partnerships to work collaboratively and share expertise, such as the Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP).

14. In July 2019, the Department for Transport published 'The Road Safety Statement 2019: A Lifetime of Road Safety'. This summarised road safety progress and set out a two-year action plan, building a future based on evidence, research, collaboration and consultation. Key highlights include:

    - £100m Safer Roads Fund;
    - Improving safety on the 50 most dangerous roads in England;
    - The Cycling and Walking Safety Review;
    - Focus on four priority road user groups - Young Road Users, Rural Road Users, Motorcyclists and Older Vulnerable Road Users;
    - A move towards an integrated approach to road safety;

- There are also several actions for safer vehicles, safer speed and safer infrastructure, acknowledging the three other pillars of a 'Safe System' approach.

15. As well as announcing new measures and initiatives it also summarised what is already under way, including road safety campaigns; strategic road network campaigns; 20mph speed limits and developing the collision evidence base.

16. Leicestershire County Council's approach to casualty reduction, which is outlined in this report, is consistent with government's priorities.

17. Full detail of Leicestershire's Road Safety Initiatives and actions can be found in Appendix C. This includes information covering, but not limited to:

- Planning a safer road environment – development control, safety audits;
- Managing speed – safety cameras, advisory 20mph school safety zones;
- Road safety education programme covering education, training and publicity – driver education workshops, drink-driving campaigns, pre-driver and fleet driver training, publicity campaigns;
- Improving safety for vulnerable road users – motorcyclists, pedestrians, cyclists; and,
- School Keep Clear – Camera Car enforcement for improving behaviour outside schools.

Statistical Update

18. A set of definitions used throughout the remainder of this document is shown in Appendix D. The term 'collision' is used throughout. This should not be taken as the Council's view of the relative merits of the terms 'accident', 'collision', 'crash' or any other term.

Collision Data Management

Collection and Validation – Current Process

19. Leicestershire Police is legally responsible for capturing information about road traffic collisions. The information to be captured is set by the Department for Transport (DfT), and contains basic information about the collision, along with the casualties and vehicles involved. It is designed to capture the key circumstances of the collision, and to support subsequent investigation should it be required.

20. The standards and specifications for reporting and recording collisions, including what should and should not be reported, are defined in the supporting STATS20 and STATS21 documents. Historically, the information has been captured using a paper form created by the DfT known as the STATS19, although since 22nd April 2020, Leicestershire Police capture the same information using a digital system known as Pronto instead. This means that LCC receives the collision report as soon as the Pronto report is completed, instead of waiting for paper STATS19 forms to arrive in the post.

21. A further benefit of capturing collision information in a standardised format is that the information can be easily shared and understood, enabling software providers to develop applications that help with validating the information on the forms.

22. Leicestershire County Council validates collision information on behalf of Leicestershire Police for the entire force area (including the City of Leicester and Rutland). This is achieved using a collision data management system called AccsMap. When entering collisions into this system, it will check that all mandatory information has been entered, and that what has been entered is valid. County Council officers also manually verify the information received from the police prior to and during data entry. Any queries relating to missing or potentially inaccurate information are directed back to the relevant teams in the police, ensuring that all information entered is as accurate as possible. This can involve speaking to the officer who filled in the collision report after attending the scene.

Data Provision and Sensitivity

23. Collision data is shared monthly with Leicestershire Police, Leicester City Council, Rutland County Council, Highways England and Leicestershire Fire & Rescue Service. It is also supplied to the DfT on behalf of Leicestershire Police, contributing to the DfT's assessment and publication of data for the whole of Great Britain.

24. Requests for data are also received on an ad-hoc basis, for both commercial and non-commercial reasons. Collision records contain data that fall under both the personal and sensitive data categories such as:

    - Contributory factors based on the opinion of police officers attending the scene;
    - personal information about the individual casualties involved e.g. age, gender; and,
    - other circumstances of the collision that may prejudice ongoing investigations e.g. description, breath test results, seat belt use.

    Consequently, some of the information provided by the Police may not be shared, as doing so would infringe information security and data protection legislation.

25. Collision data deemed 'non-sensitive' or 'non-personal' is currently shared, often as part of commercial data requests or Freedom of Information (FOI) requests. Anything further is only provided if it is essential for completion of a safety audit, subject to the agreement of the third-party that it will only be used for this purpose.

Data Quality

26. While every effort is made to capture collision data as accurately as possible, there are factors outside of the control of the Council that can affect data quality. For a collision report to be submitted to the Council, it must relate to a collision either attended by a police officer or reported to a police station. Only in these circumstances will the Police send a collision report to the Council for validation.

27. There was a sudden 30% reduction in the number of reported collisions in 2017 compared with 2016, which has been sustained or reduced further since. A Leicestershire Police study estimated that resource-driven process changes accounted for approximately 17% of the sudden reduction, suggesting the remainder is attributed to a genuine reduction. At Leicestershire Police, officers are typically no longer deployed to collisions where casualties have only suffered slight injuries, despite such collisions being part of the STATS19 dataset. It is therefore incumbent on the casualties involved to report such collisions to the ever-lessening number of police stations.

28. In January 2019, Leicestershire Police went live with a publicly available online reporting system called Single Online Home (SOH). SOH includes the functionality for users to report Road Traffic Collisions, despite such a report not fulfilling the obligations to report a collision under the Road Traffic Act 1988. It is still a legal requirement for collisions to be reported at a police station, even where an online form has been submitted.

29. While reports are being received by Leicestershire Police through SOH, it is understood that they are not currently being processed by Leicestershire Police in the same way that collisions reported through the STATS19 process are, owing to data quality issues.

30. Until such a time that the Road Traffic Act 1988 is amended and the submitted data is of a sufficient quality, it is not possible to include such reports in the official statistics. In the meantime, it is hoped that the majority if not all of road traffic collisions reported through SOH are also reported through the official channels.

<u>STATS19 Review</u>

31. The DfT is in the process of reviewing the STATS19 specification for the first time since 2008, to keep up with changes in technology, make improvements to completeness and accuracy, and reduce the reporting burden.

32. The topics in the review include:

- The completeness and quality of collision data, including types of vehicle and the quality of location data;
- Whether any changes should be made to the recording of casualties;
- The contributory factors list;
- Improvements to methodology, data processing, reporting and dissemination;
- Future data strategy for STATS19 by making better use of data linking and other sources to reduce burden and enrich the data.

33. In the Reported Road Casualties in Great Britain: 2019 Annual Report released in September 2019, the DfT stated that the review would run through 2020. Recommendations on modifications would then be made and consulted on, although to-date no consultation has been published.

Reported Road Casualties 2019

Great Britain

34. The DfT uses data supplied by local authorities to produce 'Reported Road Casualties Great Britain' (RRCGB), the official statistical publication of traffic casualties, fatalities and related road safety data in the UK. The RRCGB is normally published in two stages:

    - Provisional results (end of June); and,
    - final results and annual report (end of September).

35. Local authorities use these national statistics to compare with their own local collision statistics, highlighting any deviation from the national trend. However, it is recognised that different local factors, including the geographical area, road environment and driver attitude, may also vary in different parts of the country (for example, more affluent areas may have a much greater proportion of new vehicles with advanced safety features). The collision statistics for each local authority area may therefore differ from the national picture to a greater or lesser extent.

36. Both national and local decisions can have an impact on collision statistics. National decisions influence the priorities and resources of local authorities, which affect decisions taken on a wide range of services, including road safety. This may impact on local collision statistics which, in turn, will be used by government to calculate national collision statistics.

37. The RRCGB 2019 annual report and associated datasets were released at the end of September 2020 and have been used as the basis for comparing Leicestershire in a national context.

Leicestershire

38. A separate document, providing detail on Leicestershire's road traffic collisions and casualties, is provided in Appendix B of this report. This includes information relating to:

    - Collisions and casualties in 2019;
    - short, medium and long-term trends;
    - travel modes;
    - road type (built-up, non-built-up);
    - age groups; and,
    - motorways and trunk roads (the Strategic Road Network).

39. Where possible, all statistics have been placed into a context with national trends by comparing with the information included in the RRCGB 2019 report.

40. An illustrative summary of the results for Leicestershire has been produced by the Road Safety Partnership, which is provided on page eight of Appendix E of this report.

41. The key statistics are shown below:

- **33 people were killed** in reported road traffic collisions in Leicestershire in 2019. This is higher than 2018 (25) and the 2012-16 average (29), but a reduction from the 2007-11 average (44);

- in addition to the 33 fatalities, **142 people were seriously injured**, bringing the total number of those killed or seriously injured to 175. This represents a decrease against 2018 (245), the 2012-2016 average (220), and the 2007-2011 average (251);

- **there were 996 reported casualties of all severities**. This is the lowest total on record, and a significant decrease when compared with 2018 (1207), the 2012-16 average (1830) and the 2007-11 average (2193);

- **total casualties for every travel mode decreased by at least 13%** when compared with 2018, by at least 36% compared with the 2012-16 average and by at least 44% compared with the 2007-11 average;

- there is an **increase in the number of killed or seriously injured casualties among the older population** being seen across Great Britain (33% higher in 2019 than the 2007-11 average), and in Leicestershire (35% higher in 2019 than the 2007-11 average); and,

- **Leicestershire ranks 2nd and 3rd best out of 16 statistical neighbours** when 2015-19 casualty rates are compared against population and traffic flow respectively.

42. The conclusions of this report are:

- There was a significant reduction in overall casualty totals between 2019 and 2018 to the lowest total on record, continuing the long-term trend which shows that overall casualty numbers are reducing.

- 2019 saw the lowest number of killed or seriously injured casualties on record, while Great Britain has seen a year-on-year increase since 2015.

- Leicestershire continues to be a high performing authority when compared with other County Councils, East Midlands authorities and statistical neighbours.

- Generally, it appears that Leicestershire performs well over most key statistics compared with the rest of Great Britain, with local trends usually better or consistent with those nationally.

Vulnerable Road Users

43. Statistics and trends for vulnerable road users in Leicestershire and Great Britain can be found in Appendix B, broken down by road user type and age groups. The key findings as follows:

- There were **36% fewer pedestrian casualties** in Leicestershire in 2019 (10% fewer in Great Britain) when compared with the 2012-2016 average. The reduction is greater against the 2007-2011 average (44% for Leicestershire, 21% for Great Britain).

- Overall pedal cyclist casualties in Leicestershire were at their lowest on record, with **65 pedal cyclist casualties reported in Leicestershire in 2019**. This represents a 57% reduction from the 2012-16 average, significantly more than the Great Britain reduction of 13% over the same timeframe.

- A total of **30 pedestrians were killed or seriously injured in 2019, down from 43 in 2018**. Of the 30 casualties, 6 were fatal.

- There were **13 killed or seriously injured pedal cyclists in Leicestershire in 2019**, 7 less than 2018, with no fatalities in either 2018 or 2019. However, the picture across Great Britain would suggest a national increase of killed or seriously injured pedal cyclists in the last ten years.

- Motorcycle casualties in Leicestershire appear to be reducing at a greater rate than across Great Britain. **When 2019 is compared to the 2012-2016 average, motorcycle casualties are 52% lower** in Leicestershire (17% in Great Britain), and 59% lower in Leicestershire when compared to the 2007-11 average (22% in Great Britain).

- There were **37 motorcyclists reported killed or seriously injured in Leicestershire in 2019**, down from 58 in 2018. This is fewer than the 2012-2016 average (50) and the 2007-2011 average (51). Of the 37, eleven were fatal, the highest number in a single year since 2005.

- There were **73 reported child (aged 15 or under) casualties in total in 2019 in Leicestershire**. This represents significant decreases against the 2018 total (102), the 2012-16 average (140) and the 2007-11 (171) average.

- There were **10 children killed or seriously injured in Leicestershire in 2019**, ten fewer than 2018, with one fatality.

- The **total number of older (aged 60 or over) casualties was 167 in Leicestershire in 2019**. This is an 11% decrease from 2018, a 29% decrease from the 2012-16 average and 26% from the 2007-11 average.

- There were **38 killed or seriously injured older casualties in Leicestershire in 2019**, eight less than 2018. However, this is slightly more than the 2012-16 average and ten more than the 2007-11 average. While these increases can partially be explained by natural variation due to the small numbers involved, the picture across Great Britain also suggest significant increases in this category.

- Identifying local trends in killed or seriously injured collisions is not always possible when broken down by road user type or age group, as the small numbers involved can be prone to significant natural variation year-on-year.

<u>Human Error in Road Traffic Collisions</u>

44. Whilst it is not possible to say precisely what proportion of collisions are caused wholly or in part by human error, the detailed analysis of individual collision reports over many years suggests that it is over 90%. The Royal Society for the Prevention of Accidents (RoSPA) states that ‘A road accident is a rare, random, multifactor event that is always preceded by a situation in which one or more

road users have failed to cope with their environment, resulting in a vehicle accident'.

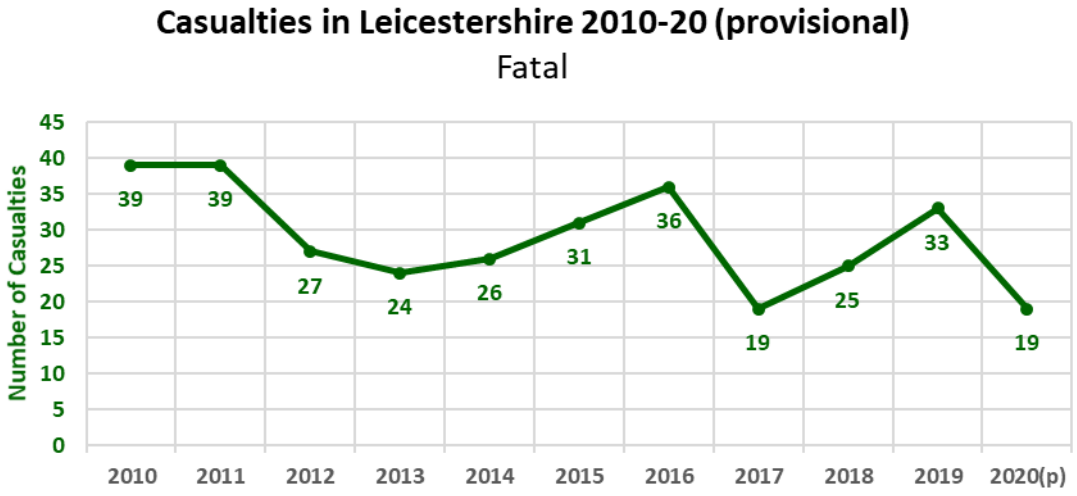
45. Engineering measures address this issue by providing a road environment which is more easily understood by drivers, thereby reducing the potential for driver error, whereas road safety education training and publicity targets more general driver attitudes, encouraging drivers to exercise more care and responsibility.

2020 Provisional Update

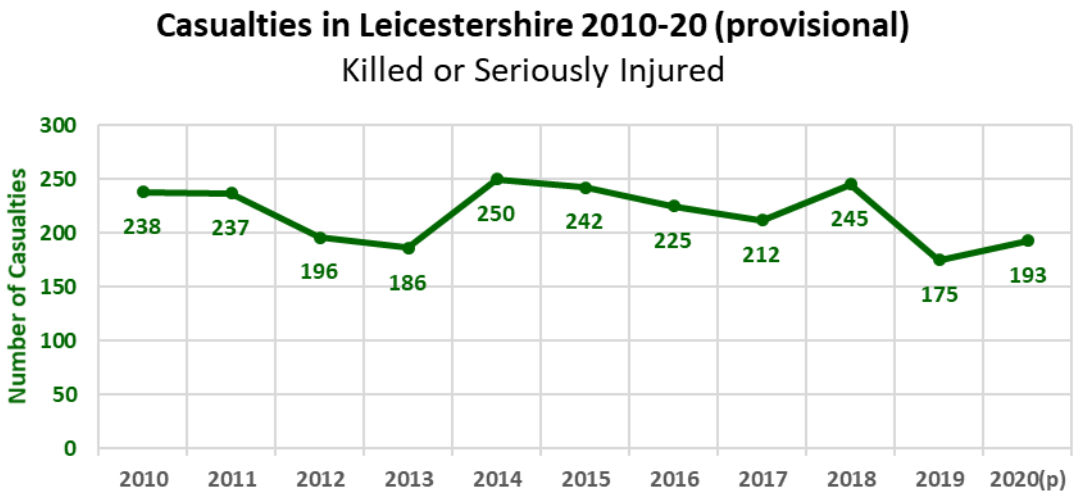
46. Collision information for any given year is provisional until it is formally validated by DfT in the following year. The statistics below are therefore estimated and subject to change, as the 2020 figures are yet to be finalised.

Reported road casualties

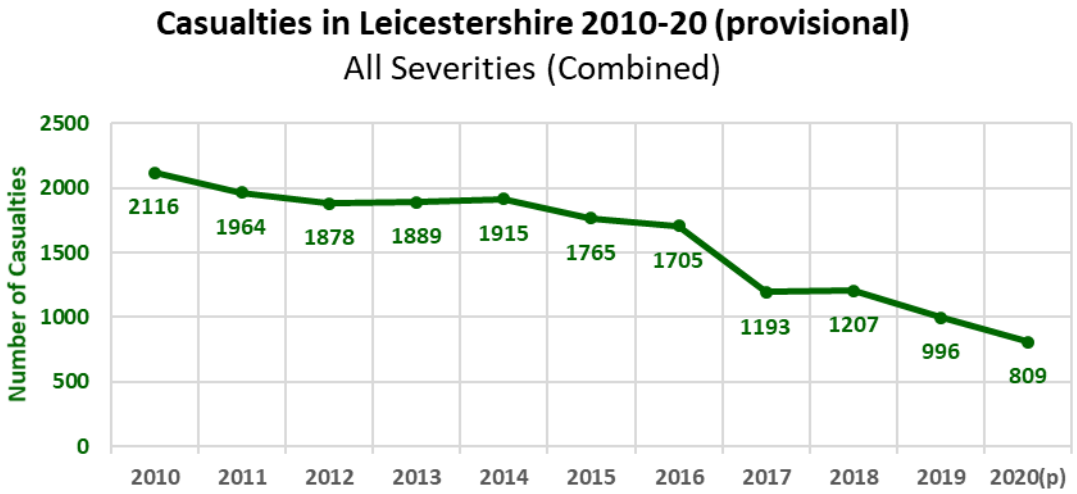
47. **19 people were killed** in reported road traffic collisions in Leicestershire in 2020, which is the joint lowest on record. 16 of the 19 were on the Local Road Network.



48. The rolling 12-month total from October 2018 to September 2019 shows a **10% increase in casualties killed or seriously injured** compared with 2019:



49. The rolling 12-month total from October 2018 to September 2019 shows a **19% reduction in casualties of all severities (combined)** compared with 2019:



50. At this stage it appears that the COVID-19 pandemic has not significantly affected overall casualty totals or trends. However, totals and trends may be affected when broken down by travel mode, due to the reported reduction in car traffic and increase in cycling. This will be examined further once the 2020 statistics have been confirmed and are released later in 2021.

Statistical Targets Review

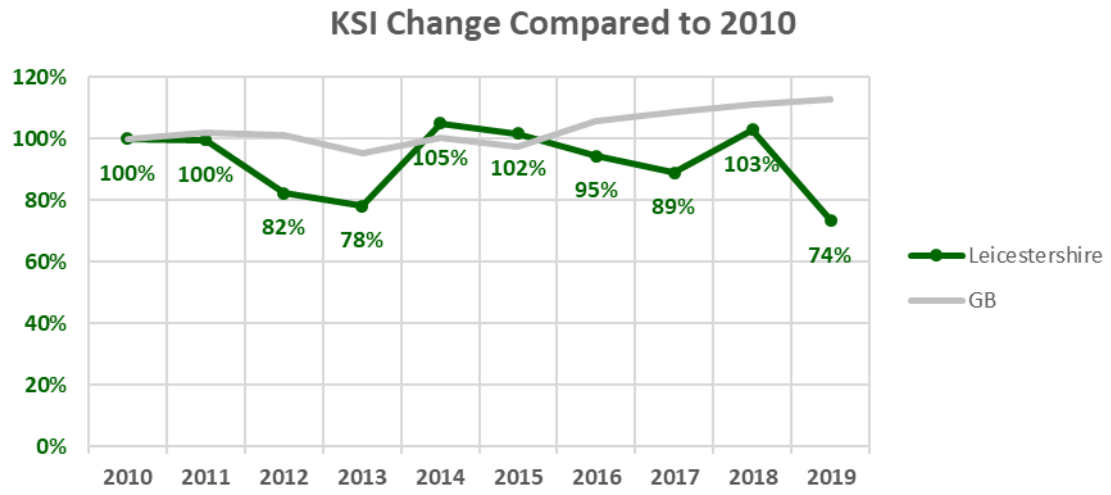
National Targets

51. In 2011, the DfT published its 'Strategic Framework for Road Safety'. This included six key indicators relating to road deaths, which would be monitored at a national level:

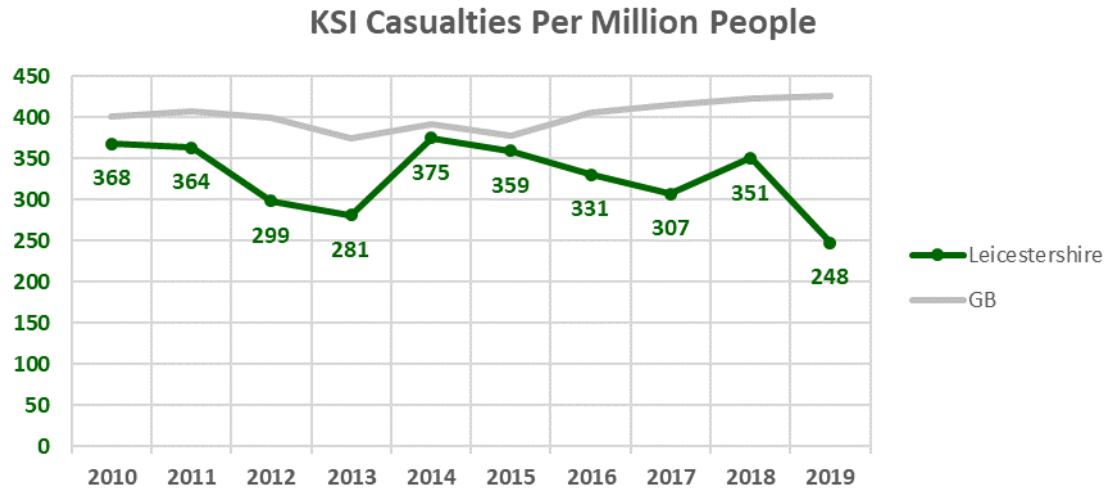
- Number of road deaths (and rate per billion vehicle miles);
- rate of motorcyclist deaths per billion vehicle miles;
- rate of car occupant deaths per billion vehicle miles;
- rate of pedal cyclist deaths per billion vehicle miles;
- rate of pedestrian deaths per billion miles walked; and,
- number of deaths resulting from collisions involving drivers under 25.

52. It also identified the following local indicators, for which the current position for Leicestershire is shown in the associated graphs against each indicator:

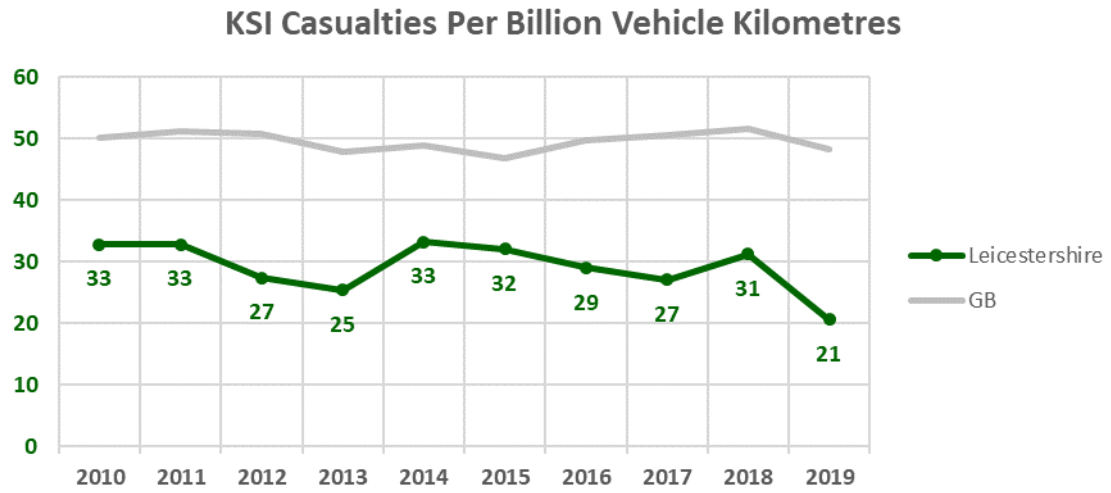
- Number of Killed or Seriously Injured casualties;



- Rate of Killed or Seriously Injured casualties per million people;



- Rate of Killed or Seriously Injured casualties per billion vehicle miles/km.



53. Leicestershire remains consistently below the national rates for those killed or seriously injured, when comparing nationally against both population and traffic volume.

54. The DfT's Strategic Framework contained a target that national KSI casualties should reduce by 40% by 2020 (relative to the 2005/09 average) and by 50% if lower performing authorities made stronger progress in reducing casualty rates. There has been an 8% reduction in 2019 across Great Britain compared to the 2005/09 average, while KSI casualties in Leicestershire have reduced by 37% over the same period.

55. The forecasts also recognised that between 1995 and 2010, the single development that has had the most significant effect on the national casualty total had been the improvement of car secondary safety. Car secondary safety features include such things air bags and seat belts. These do not prevent collisions but will reduce the impact of the collision on those involved. However, analysis in 2011 suggested that for car secondary safety there would be no further casualty reductions on roads with speed limits up to 40 mph, but that on higher speed roads there would continue to be additional reductions.

56. In January 2015, the Parliamentary Advisory Council for Transport Safety (PACTS) published a list of priorities for road safety that it felt could substantially reduce the level of death and injury on roads in the UK, with the expectation that it would form the basis for discussions with the government on the direction of the national road safety strategy.

57. In September 2016, PACTS published a report highlighting that, whilst the UK has one of the lowest rates of road death per capita, it compares less favourably to other countries in certain areas. These include:

- More 'vulnerable user' road deaths per capita (including pedestrians and motorcyclists);
- a higher proportion of deaths in the 18-24 age group in relation to other age groups;
- a higher proportion of deaths on roads with speed limits of 60mph or more; and,
- more deaths per mile/km of motorway.

58. The County Council is aware of the challenges set out in PACTS 2020 priorities and acknowledges the general principles and vision, as they broadly align with our approach and aims to improving road safety as detailed in Appendix C.

Local Targets

59. As part of the LTP Implementation Plan 2012-2015, the DfT's indicator 'number of killed or seriously injured casualties' was adopted by the County Council as a performance indicator (PI), together with PIs for total and slight casualties. Targets for 2020 (in comparison with the 2005-09 average) were set. However, in preparation for the second LTP3 implementation plan in 2013, it was noted that the 2014, 2015, and 2016 annual milestones for total and slight casualties had already been achieved. The opportunity was therefore taken to revise the performance indicators and a 40% reduction (by 2020) across all 3 casualty groups was adopted.

60. At its meeting on 1 March 2018, the Environment and Transport Overview and Scrutiny Committee report 'Road Casualty Reduction in Leicestershire and

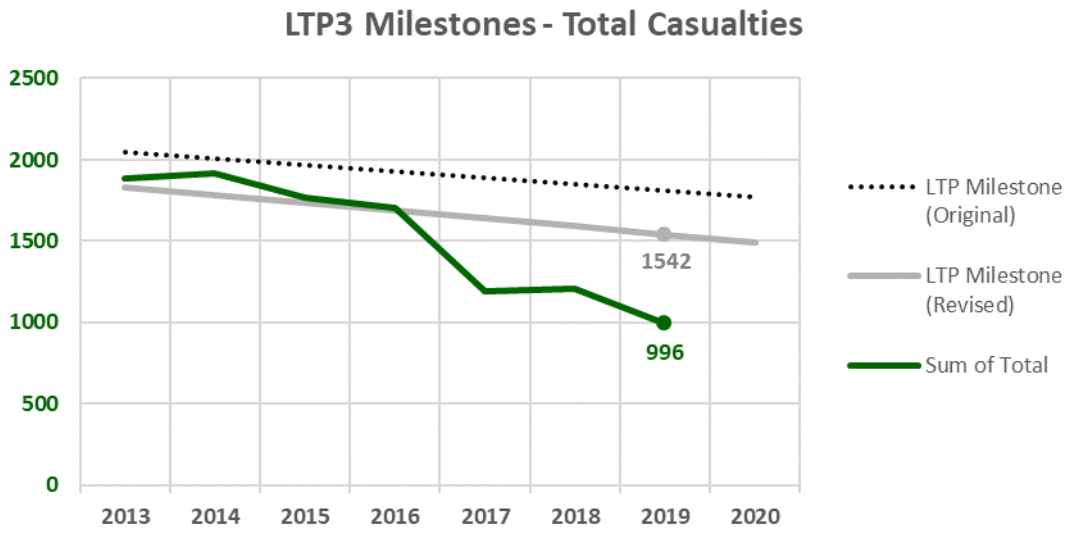
Future Approach to Casualty Reduction' reviewed the suitability of the milestones, and supported that:

- There should be no change to the Total or Slight Casualty milestones or targets;
- that the KSI Casualty milestones are reverted to those originally set in the LTP Implementation Plan 2012-15; and,
- milestones and targets would be reviewed again in the 2019/20 year (by which time it would be clearer whether the statistical decline in 2017 was an anomaly, or the new baseline on which future targets should be considered against).

61. Further issues which prevented the review of milestones and targets from taking place were reported to the Environment and Transport Overview and Scrutiny Committee at its meeting on 4 June 2020. While many of these issues still subsist, it is recognised that the target date set by the LTP is nearing. It is therefore the intention to undertake a full review into the measuring of casualty reduction performance, commencing as soon as the 2020 figures for Leicestershire have been finalised (likely Spring 2021).

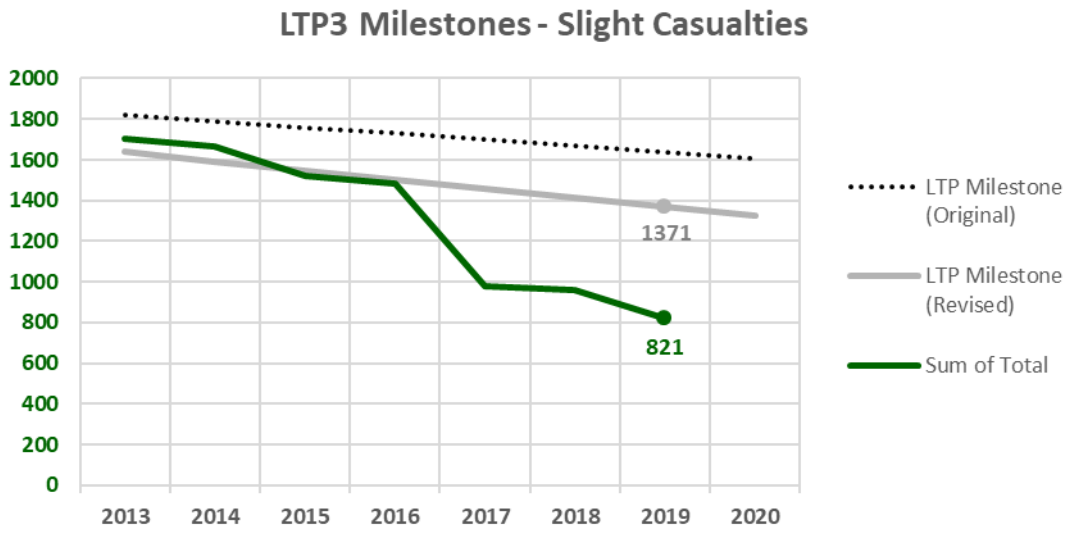
62. As of the end of 2019, total casualties are **below the target milestone by 35%**:

Total Casualties	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2020 Target %**
Original Target	2049	2010	1970	1931	1891	1851	**1812**	1772	29%
Current Target	1830	1782	1734	1686	1638	1590	**1542**	1494	40%
Casualties	*1889*	*1915*	*1765*	*1705*	*1193*	*1207*	***996***		



63. As of the end of 2019 slight casualties are **below the target milestone by 40%**:

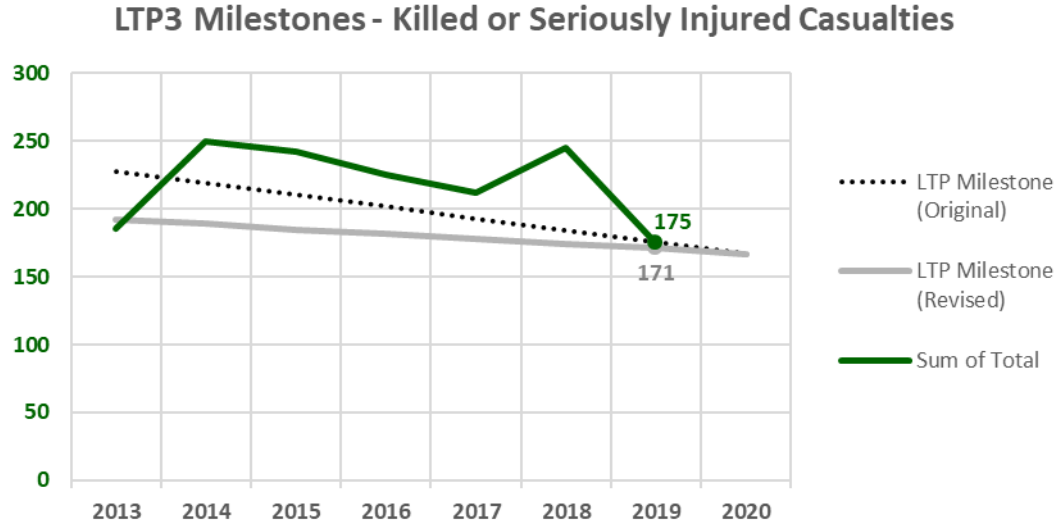
Slight Casualties	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2020 Target %**
Original Target	1821	1790	1760	1729	1698	1667	**1636**	1605	27%
Current Target	1638	1593	1549	1505	1460	1416	**1371**	1327	40%
Casualties	*1703*	*1665*	*1523*	*1480*	*981*	*962*	***821***		



64. As the proposed changes to the KSI milestones are yet to be incorporated into the LTP, the comparisons below are based on the revised target, with the original target also shown for reference purposes.

65. As of the end of 2019, killed or seriously injured casualties (KSI) are **above the target milestone by 2%**:

KSI Casualties	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2020 Target %**
Original Target	228	219	211	202	193	184	**176**	167	40%
Current Target	192	189	185	182	178	174	**171**	167	40%
Total Casualties	186	250	242	225	212	245	***175***		



Approach to Casualty Reduction Update

Collision Investigation and Site Prioritisation

66. The following approach to identifying and prioritising sites was described in the report presented to the Environment and Transport Overview and Scrutiny

Committee at its meeting on 12 September 2016 and reinforced at its meetings on 1 March 2018 and 7 March 2019.

67. A list of ‘cluster sites’ is the starting point to the methods used by the County Council for site prioritisation. A cluster site is a group of collisions that have occurred within a specified distance of each other, between a specified timeframe.

68. The County Council uses 50m as the distance threshold (groups of collisions within a 50m radius), using collisions from the five most recent full calendar years (as confirmed with DfT) and any validated collisions so far from the year the report was generated. The site must also be on the local road network (as opposed to the Strategic Road Network managed by Highways England).

69. From 2020 onwards, the cluster list will be generated as soon as the previous year’s figures are finalised and will only include collisions from the five most recent full calendar years (as confirmed with DfT), excluding collisions in the current year to-date. This will ensure comparability between years, and avoid results being skewed by factors such as seasonal variance.

70. Cluster site lists are produced at any point in the year where a scheme identification process is undertaken but are in particular produced shortly after the data has been finalised for the previous year. This can only be used for site prioritisation once the DfT’s ‘Reported Road Casualties Great Britain’ annual report has been released, to enable assessment against national averages and predicted collision rates.

71. The most recently produced cluster site list is shown in Appendix F. Only clusters with seven or more collisions will be included on the list for site prioritisation. These sites include locations currently under investigation, where schemes are currently in design or have been recently implemented, locations that have been assessed but no further action is proposed or where other major schemes are proposed.

72. Assessment is undertaken to identify sites with patterns of collisions or treatable collisions.

73. Sites are assessed against national averages and predicted collision rates (COBA – Cost Benefit Analysis), to put the local position into wider context. If the number of collisions at a site is higher than the national figure, or if vulnerable road users are disproportionately highly represented, further investigation will be carried out. If below, the site will generally not be investigated further.

74. Sites which have been identified through this method are then investigated to identify appropriate measures to reduce casualties.

75. If an appropriate scheme is identified, funding will be sought or measures introduced as part of other schemes.

76. Where appropriate, an assessment of collisions involving specific vulnerable users or types of collisions may take place. As an example, these may include collisions in wet/damp conditions, collisions involving pedestrians, cyclists or motorcyclists or collisions on rural bends. This list would be used to bid for

funding that is targeted at specific types of measures. Alternatively, where appropriate, improvements could be delivered as part of other works.

Impact of COVID-19 on Casualty Reduction

77. As things stand the impacts of the COVID-19 epidemic, on both short and long-term traffic patterns and transport behaviours, are still unknown. In March 2020 traffic volumes decreased dramatically nationally, with some reports of between 60% and 70% reductions in traffic initially.

78. Public transport continues to be dramatically reduced, however, travel restrictions and unseasonably warm weather have combined to bring about an increase in cycling and walking, both for work and leisure. Whilst traffic volumes have increased since the summer, especially as the colder weather returned, the varying levels of movement restrictions have meant that these changes are not consistent.

79. This makes undertaking road studies difficult, with speed and flow surveys unlikely to be representative of 'normal' traffic conditions. As the duration of travel restrictions are still unknown it is also difficult to determine their impact on long term travel behaviours. For example, it is unlikely that all previous users will return to public transport immediately.

80. There is a potential for this to have an impact on the evaluation and development of our current wave of programmes from both an engineering and education perspective. For example, undertaking speed and flow counts have been suspended during lockdown conditions. This has delayed the development of new Rural Road schemes and investigations into future cluster sites and routes may continue to be hampered.

Rural Roads Initiative

81. Following an increase in KSI collisions on rural roads with a 60mph speed limit from 2014 to 2016, detailed collision analysis was undertaken and at its meeting on 1 March 2018, the Environment and Transport Overview and Scrutiny Committee discussed the 'Rural Roads Initiative' (RRI).

82. The aim of this initiative was to identify which of these road lengths had a collision rate higher than the national average, based on collisions per billion vehicle kilometres, and to reduce the speed limit on these roads to 50 mph, with complementary signing and lining measures as necessary.

83. All route lengths with collision rates above the national average were identified in the first round of analysis. Investigations were undertaken on the highest ranking routes considering existing traffic speeds alongside the flows and types of collisions recorded before discussions with Leicestershire Police to ascertain their support for reducing the speed limit on those routes.

84. 30 schemes have now been delivered, with some schemes combining two routes, and a second wave of schemes are currently underway. Progress on this initiative is detailed on a site by site basis in the section on 'Schemes' below.

Schemes

Schemes Completed or Ongoing

85. In line with the methodology discussed in the Environment and Transport Overview and Scrutiny Committee on 12 September 2016, 31 sites were identified where seven or more collisions were recorded within the previous five years of data. A list of these sites is in Appendix F.

86. Of these 16 have had a scheme recently implemented either as a cluster or a RRI scheme or as part of another major scheme completion. These sites continue to be monitored but no additional action is proposed.

87. Of the remaining sites:

- 1 will be tackled as part of a proposed RRI;
- 5 are at sites or are on routes where Major Schemes are proposed (e.g. the A511 Growth Corridor);
- 3 sites are under investigation; and
- 7 sites were investigated and no clear pattern in the collisions was identified whereby a scheme could have been considered likely to result in a reduction in collisions.

88. Works are due to be complete at the outstanding cluster site scheme on the A426 Leicester Road at the junction with Ullesthorpe Road (identified in the previous cluster site analysis), where there was a delay in installing the Vehicle Activated Signs due to COVID-19 interrupting the commissioning of the signs.

89. The cluster site scheme at the A47 Uppingham Road junction with the B6047 Tilton Road has also been completed this year.

90. Monitoring of all completed 2018/2019 schemes where 12 months of collision data is available is contained within Appendix G.

91. This early review shows a reduction of 13.6 injury collisions per year, across the 13 sites where 12 months of data is available.

92. There are two sites that show an increase in collisions – at the C3208 Shepshed Road junction with Beacon Road and at the B591 Loughborough Road junction with Charley Road. At the former site, whilst three collisions were recorded in the first 12 months following completion no collisions have been recorded in the subsequent 12 months (to June 2020) or since. This junction will continue to be monitored.

93. At the Loughborough Road / Charley Road junction however, there have been some additional collisions despite the mitigation that was provided, equating to approximately three collisions per year when pro rata'd. Analysis of these collisions show a varied causality and directions of travel. A full review of this junction and any additional collisions will be undertaken when 2020 data is complete.

94. As discussed in the 2018/19 report, cluster site analysis will continue so as to monitor the impact on collision numbers at those sites where schemes have been implemented and to ensure that any new sites, or changes in collision type at existing sites, are identified and treated accordingly.

Rural Roads Initiative

95. As detailed above, the Rural Roads Initiative (RRI) was reported at Scrutiny on 1 March 2018. A total of 19 schemes were delivered as part of the first wave of schemes in 2019/20 with the delivery of a number of schemes delayed either by objections to the Traffic Regulation Order or by delays in delivering the works due to the COVID-19 outbreak in March 2020. A further 11 routes have now been completed.

96. Studies were undertaken on a further 19 routes that met the criteria for inclusion in the programme, with proposals for six routes being developed in 2020/21. These six schemes, along with the three remaining outstanding routes from the previous year, are due to be delivered by the end of the 2020/21 financial year subject to consultation. A list of the completed and in progress routes is in Appendix H.

97. The sites will be subject to a three year monitoring process, reviewing accident numbers and vehicle speeds.

Potential Future Routes – (Initial investigations commenced)

98. Following a review of the updated collision data, a further 90 routes with higher than the national average collision rates were identified for further investigation. This was to establish if these routes met the criteria to reduce the speed limit to 50mph as part of the RRI with a view to then putting them forward for Capital Funding in 2021/22.

99. From these investigations it was determined that there could be safety benefits of implementing 50mph speed limits on seven of these routes, prioritised based on accident rates and total numbers of accidents, which were put forward for Capital Funding in 2021/22. These schemes are listed in Appendix I.

Casualty Reduction - the next steps

100. The above shows the Council's recent approach to casualty reduction in terms of cluster analysis and the RRI. There is enough scope, in terms of routes exceeding the national average accident rate, to continue the RRI on an ongoing basis and the annual cluster analysis will continue to pick up new sites, and monitor existing sites annually.

101. It is however becoming more difficult to clearly identify viable intervention measures at the majority of the outstanding cluster sites, as there are no common identified causation factors, for which an Engineering solution would be appropriate.

102. The methodology for generating cluster site lists from 2021 onwards was reviewed during 2020, to ensure the effect of any data quality issues (as referred to earlier in this report) are minimal. Options for future analysis include retaining the current approach, moving to an approach based on Killed or Seriously

Injured (KSI) collision statistics only, or a more formulaic hybrid where higher severities are weighted more highly.

103. It is also proposed to undertake a review of how route analysis is undertaken, with a methodology for considering all routes, urban and rural, with speed limits under 50mph i.e. those not captured by the RRI, in 2021. The aim of this review is to help identify alternative routes where cost effective mitigation measures can be applied to help work towards reducing collision numbers moving forwards.

104. A review of these alternative options and a recommended way forward will be presented to the Director in discussion with the Lead Member for Highways and Transport in 2021, and be reported to the Committee.

Community Speed Enforcement

105. To combat issues around speeding and safety on the roads, the Council trialled a community speed enforcement initiative (CSEI), which involved average speed cameras in seven locations across the county. The areas chosen were Sharnford, Woodhouse Eaves, Measham, Walcote, the A6 Harborough Road at Oadby, the A50 Field Head and the B676 Melton. The results of the trial showed that average speed cameras had a positive impact in reducing vehicle speeds.

106. Following the trial, the Cabinet considered a report in October 2020 on the establishment of a CSEI. It approved an ongoing programme of community speed enforcement, to deliver appropriate measures to reduce speed in communities. Before being considered as a suitable location for installation several criteria must be satisfied.

107. A rolling programme of sites will be identified, and average speed camera assets will be moved around the county. The programme will be developed in Spring 2021 as data is collated and the criteria are worked through for potential sites. This process will be repeated annually, to include any new sites put forward for consideration.

108. The Council will continue to work through the Leicester, Leicestershire and Rutland Road Safety Partnership to lobby the HM Treasury regarding the reinvestment of revenue generated from speeding offences into the CSEI.

109. In November 2020 the Environment and Transport Overview and Scrutiny Committee considered a report on the trial.

Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP)

110. The LLRRSP brings together the following organisations:

- Leicestershire County Council;
- Leicester City Council;
- Rutland County Council;
- Leicestershire Police;
- Highways England;
- Leicestershire Fire and Rescue Service;
- Public Health; and,
- East Midlands Ambulance.

111. The overall objective of the LLRRSP is to reduce the numbers of people killed and injured on the highway network within the Partnership area through collaborative working. The LLRRSP seeks to achieve this through the provision of camera enforcement and evidenced based programmes of road safety education, training and publicity.

112. The Safety Camera Scheme is directly managed by Leicestershire Police. The Police run and manage the static and mobile cameras and the processing of offences from their 'Road Safety Unit' (RSU). The Police offer Driver Education Workshop (DEW) courses to drivers within a prescribed threshold.

113. The County Council run and manage the DEW operation; in 2019/20, 26,686 drivers were booked on a DEW course. This equates to more than 100,000 hours of driver training.

114. There is a memorandum of understanding between the main LLRRSP partners which was renewed in 2017 and will last until 2022.

115. The LLRRSP structure consists of:

- A Board represented by senior managers from the individual organisations;
- the reinstatement of a Management Group during 2020 (allowing time to pick up items in detail from the Board) and,
- delivery groups – Camera Operations, Data, Communications and Publicity, and DEW all represented by officers from across the Partnership.

116. A key focus for the Camera Operations Group has remained the settling in of the digital cameras.

117. The digital cameras haven't resulted in any significant changes in client numbers and COVID-19 has seen a forced change from classroom course delivery to virtual course delivery. The operation has worked hard to maintain a strong delivery presence in 2020.

118. The Data Group has produced casualty information to highlight trends and issues to inform the work of the Communications and Publicity Group. A copy of this work can be found in Appendix E.

119. A full programme of communication and training initiatives for 2020/21 was developed and approved by the LLRRSP Board. There has been an ongoing focus on the use of social media and social media-based advertising which matches the national approach from the THINK! campaign. This work is managed by the Partnership Communications Officer and funded via the partnership.

120. Graham Compton, the Senior Traffic Management Officer at Leicestershire Police, has kindly provided a report giving further detail on Leicestershire Police's contribution to casualty reduction and the LLRRSP (Appendix A).

Consultations

121. Individual road safety schemes will continue to be subject to consultations with local members and the public, and reports will be made available to members, as appropriate.

Resource Implications

122. The Council's short and medium-term priority is to support the development of the economy and minimise its impact on the environment. Whilst many of the measures supporting this objective will assist road safety, the changes to national funding mechanisms has removed the previous block allocations from government for casualty reduction schemes.

123. In March 2017, the Cabinet resolved to fund a Community Speed Enforcement initiative at seven trial sites throughout Leicestershire, using average speed cameras at a cost of £500,000 (from 2016/17 underspends).

124. At its meeting in February 2018, the County Council approved the Medium-Term Financial Strategy 2018/19-2021/22. This included £500,000 for safety schemes for the three-year period.

125. At its meeting in March 2019, the Cabinet considered the 2019/20 highways capital programme and transportation work programme. The Highways and Transportation Service related spend in 2019/20 included the Rural Route Initiative programmed and several newly identified cluster sites.

126. At its meeting in March 2020, the Cabinet considered the 2020/21 Highways Capital Programme and Transportation works programme. This included an MTFS budget of £250,000 for safety schemes in 2020/21.

127. In October 2020 the Cabinet considered a report on the establishment of a Community Speed Enforcement Initiative. It noted that funding of the programme will be identified and managed through the annual Highways Capital Programme and works programme. It authorised the Director to continue to lobby HM Treasury on behalf of the County Council regarding the reinvestment of revenue generated from speeding offences into the Community Speed Enforcement Initiative. The Environment and Transport Overview and Scrutiny Committee considered the CSEI in November 2020.

128. To manage the expansion of the CSEI, dedicated resource will need to be allocated in the Department. A summary of the resource requirements against the current funding available is provided below:

	One-off £m	On-going £m
Staffing		0.05
Camera maintenance cost across 14 sites		0.11
Site relocation (moving 7 sites annually)		0.25
Site installation (7 sites)	0.42	
Total Cost	0.42	0.41
Current Budget	-0.60	-0.06
Revenue Funding Requirement	-0.18	0.35

129. The staff costs of £50,000 per annum have been informed by the trial. Maintaining all 14 sites is expected to cost £110,000. To ensure that all communities within the criteria can benefit, sites will need to be relocated. This will cost £245,000 based on an estimated cost of £35,000 per site and assuming seven sites will be moved yearly.

130. Whilst there is a revenue budget of £55,000 to fund on-going maintenance of the existing seven sites, the ongoing revenue budget for additional sites will need to be managed as part of the existing maintenance programme in future years.

131. In addition to revenue, Capital investment will be required to implement each new site where average speed cameras are installed. This is estimated to cost £420,000 based on an average cost of £60,000 per site for seven additional sites. It is proposed that the number of sites that could be installed per year will be limited to ensure there is adequate resource to carry out full consultation and scheme development when identified.

132. A Capital allocation of £600,000 has been assigned in 2020/21. Given funding will not be required until 2021/22 the budget will need to be carried forward into the new financial year.

133. Full details of the trial, future proposals and resource implications can be found in the October 2020 Cabinet and November 2020 Environment and Transport Overview and Scrutiny Committee CSEI reports.

134. The Director of Corporate Resources and the Director of Law and Governance were consulted on the content of the report.

Conclusions

135. Overall, it should be noted that roads in Leicestershire are significantly safer than they were in 2000, despite increases in motor vehicle traffic (25% since 2000).

136. Whilst targets and milestones provide an ongoing reference point, it is the long term trends in collision statistics that are of most significance.

137. Key points can be summarised as follows:

- there were significant reductions in serious and slightly injured casualties between 2018 and 2019, although the number of fatal casualties increased;
- Leicestershire continues to be a high performing authority when compared with other County Councils, East Midlands authorities and statistical neighbours;
- generally, it appears that Leicestershire performs well over most key statistics compared with the rest of Great Britain, with local trends usually better or consistent with those nationally;
- overall and slight casualty numbers are well within LTP target milestones, although the KSI casualty total remains slightly higher;
- provisional 2020 data indicates that the COVID-19 pandemic has not significantly affected overall casualty totals or trends, but a deeper level of analysis is required to establish changes within certain road user types or age groups;
- it is important to consider that the statistics do not represent a complete picture of road traffic collisions on the highway network;

- secondary safety within cars has been the most important single contributor to reduced casualty numbers;

- traffic volume, which has a dominant influence on casualty numbers, is itself strongly influenced by national policy decisions and the level of employment;

- the Council is facing significant challenges relating to declining funding; and,

- the approach to casualty reduction aims to maximise benefits and ensure a continued customer focussed approach.

138. The approach taken to identifying sites and investigating concerns has been designed to ensure that benefits are maximised within the framework of the significant challenges that the Authority faces.

139. It is proposed to continue to review Cluster Sites on an annual basis, using the methodology agreed in 2016, to identify those sites with a high number of collisions or a change in collision types where intervention measures can be identified. However, as more of these sites are treated year on year it is becoming more difficult to identify a significant number of schemes where appropriate, cost effective mitigation measures can be identified or justified from a collision reduction perspective.

140. As a result, and to continue contributing to reducing casualties in Leicestershire, a review of routes, regardless of speed limit, is to be undertaken with the aim of identifying those routes where collision rates are high and where sufficient commonality in the collision types can justify intervention measures.

141. The County Council's road safety education programme, consisting of education, training and publicity initiatives will complement this process in targeting measures in an evidence led approach. A review is taken annually covering Leicestershire and the wider partnership area and the programme of initiatives is compiled covering outputs and outcomes and any gaps in provision are highlighted and addressed.

Background Papers

20 February 2019 – County Council – 'Medium Term Financial Strategy 2019/20 – 2022/23'
http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=5105&Ver=4

July 2019 – Department for Transport – The Road Safety Statement 2019: A Lifetime of Road Safety'
https://www.gov.uk/government/publications/road-safety-statement-2019-a-lifetime-of-road-safety

4 June 2020 – Environment and Transport Overview and Scrutiny Committee - Road Casualty Reduction in Leicestershire
http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1044&MId=5960&Ver=4

20 October 2020 - Cabinet – Community Speed Enforcement Initiative
http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5998&Ver=4

5 November 2020 - Environment and Transport Overview and Scrutiny Committee - Community Speed Enforcement Initiative
http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1044&MId=5963&Ver=4

17 February 2021 – County Council - MTFS
http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=6476

Circulation under the Local Issues Alert Procedure

None.

Equality and Human Rights Implications

142. Initiatives to reduce road casualties benefit all road users, but are particularly important for vulnerable groups such as pedestrians, motorcyclists, cyclists, the young / elderly and those with a disability.

143. Where appropriate, Equality and Human Rights Impact Assessments (EHRIAs) will be undertaken during the review of departmental policies and strategies or the development of measures.

Appendices

Appendix A Leicestershire Police Road Safety Report
Appendix B Reported Road Casualties in Leicestershire 2019
Appendix C Leicestershire's Road Safety Initiatives
Appendix D Definitions
Appendix E LLRRSP Road Safety Report 2019
Appendix F Cluster Sites
Appendix G Cluster Site Monitoring
Appendix H Rural Roads Initiative Routes
Appendix I Rural Roads Initiative Routes – Phase 3

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