



HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY
COMMITTEE - 9 MARCH 2023

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:
 - a) Confirmed reported road casualty statistics up to the end of 2021;
 - b) Leicestershire's approach to casualty reduction; and
 - c) Leicestershire Police's approach to Road Safety (Appendix A).
2. The Committee is asked to note the proposed:
 - a) Change of medium and long-term road safety targets as set out in paragraph 61; and
 - b) Minimum threshold for Rural Route Initiative intervention as set out in paragraph 92.

Policy Framework and Previous Decisions

3. In March 2020, the Environment and Transport Overview and Scrutiny Committee was consulted on the draft Leicester and Leicestershire Strategic Transport Priorities (LLSTP). Theme 3 'Travel around Leicestershire' included an aim to improve safety for all road users of the transport network. Following this, the Cabinet approved the LLSTP in November 2020.
4. In October 2020, the Cabinet considered a report on the establishment of a Community Speed Enforcement Initiative (CSEI). It approved an ongoing programme of community speed enforcement initiatives, in addition to continued work through the Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP) 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 a report on the CSEI trial. Members supported the CSEI and welcomed further information that could be shared with their communities.
6. In March 2022, the Highways and Transport Overview and Scrutiny Committee considered a report on road casualty reduction in Leicestershire. Members

welcomed the report and stated that it provided very useful information. However, due to the report's length, it was suggested that future reports could focus on a smaller number of key issues. Members raised concerns about collisions being caused by electric vehicles and asked for future reports to contain a breakdown of how many collisions involved electric vehicles and a member raised concerns regarding the increase in casualties for pedal cyclists.

7. In May 2022, the County Council approved its Strategic Plan (2022-2026), enabling the Authority to continue to meet its commitments to protect and enhance the environment and recognise the need for accelerated action to avoid the worst impacts of climate change. It contains five strategic outcomes, one of which is 'Safe and Well' (the people of Leicestershire are safe and protected from harm and have the opportunities and support they need to take control of their health and wellbeing). In addition to helping deliver the 'Safe and Well' outcome, road safety and casualty reduction also contributes to the other strategic outcomes ('Clean and Green', 'Great Communities', 'Improved Opportunities', and 'Strong Economy, Transport, and Infrastructure'). As an example, reducing road casualties will help to reduce the fear of collisions, help to increase the use of active travel modes (cycling and walking), reduce our carbon footprint, and support our aims to tackle climate change and improve health outcomes.

Background

8. Great 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 18% between 2011 and 2021.
9. Road deaths in Great 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.
10. 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 strategic framework for road safety (2011) and casualty reduction objectives. The Department for Transport (DfT) is currently working to refresh this framework, with a new framework expected to be published in Spring 2023. The County Council's emerging Road Safety Strategy will be steered by the new national framework.
11. The DfT monitors each local highway authority's casualty reduction progress through the national STATS19 road collision database.
12. In July 2019, the DfT 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 included a 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 and actions for safer vehicles, safer speed, and safer infrastructure, acknowledging the 'Safe System' approach.

13. As well as announcing new measures and initiatives, it also summarised what was already under way, including road safety campaigns; strategic road network campaigns; 20mph speed limits; and developing the collision evidence base and referred to the future road safety strategy.
14. During 2020 the Government undertook a review of the Highway Code, designed to improve the safety of vulnerable road users (pedestrians, cyclists, and horse riders). Changes were adopted in January 2022 and consisted of significant amendments to hierarchy and priorities for road users, including clarity on existing rules on pedestrian priority on pavements, guidance on cyclist priority at junctions and guidance on safe passing distances and speeds when overtaking cyclists and horse riders.
15. In September 2022, the DfT released its annual road casualty report ('Reported road casualties Great Britain, annual report: 2021'). This provided the number of personal injury road traffic casualties in Great Britain, which were reported by the police to the DfT in 2021 using the STATS19 reporting system. The report focuses on severity, road user group, age, and sex of casualties, compared with previous years since 2011. In 2021, an increase in road casualties showed signs of a return to the pre-Covid-19 pandemic trends, compared to 2020 when casualty numbers were low, largely because of periods of lockdown resulting in a reduction in road traffic. There was also a lockdown in the first half of 2021, resulting in overall figures for 2021 remaining lower than the pre-pandemic levels. Over the second half of the year, both casualties and traffic returned to levels similar to those in 2019.
16. In November 2022, the Parliamentary Advisory Council for Transport Safety published an article 'Getting serious about road casualties. But how serious is serious?'. More and more countries and road safety authorities are adopting zero deaths or serious injuries as their vision. Like most countries, the UK uses three injury severity categories: fatal, serious, and slight. Most British police forces now use injury-based reporting systems to record road collisions and casualties. The move to this system has resulted in a substantial increase in the number of casualties recorded as 'serious,' which previously would have been recorded as 'slight'. The DfT estimates the average value of prevention of a 'serious' road casualty in 2021 was £237,614, with a total value of £5.6bn across Great Britain. Once emergency services, insurance and property damage costs are added, the total value is as a cost to society.
17. Leicestershire County Council's approach to casualty reduction, which is outlined in this report, is consistent with the Government's priorities. Full details of Leicestershire's road safety initiatives and actions can be found in Appendix B. This includes information covering, but not limited to:
 - a) Planning a safer road environment – development control, safety audits;
 - b) Managing speed – Community Speed Enforcement Initiatives, safety cameras, advisory 20mph school safety zones;
 - c) Road safety education programme covering education, training, and publicity – driver education workshops, drink-driving campaigns, pre-driver and fleet driver training, publicity campaigns;
 - d) Improving safety for vulnerable road users, including motorcyclists, pedestrians, cyclists; and

- e) 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 C. 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 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 22 April 2020, Leicestershire Police captures the same information using a digital system known as Pronto instead. This means that the Authority 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), 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 complies with the DfT’s validation criteria. 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 Leicestershire Police, ensuring that all information is as accurate as possible.

Data Provision and Sensitivity

23. Collision data is shared monthly with Leicestershire Police, Leicester City Council, Rutland County Council, National Highways and Leicestershire Fire and Rescue Service. It is also supplied to the DfT on behalf of Leicestershire Police, contributing to the DfT’s publication and analysis 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:
 - a) Contributory factors based on the opinion of police officers attending the scene;
 - b) Personal information about the individual casualties involved, for example, age, sex; and,
 - c) Other circumstances of the collision that may prejudice ongoing investigations, for example, description, breath test results, seat belt use.
25. Consequently, some of the information provided by the Police may not be shared, as doing so would infringe information security and data protection legislation.
26. Collision data deemed 'non-sensitive' or 'non-personal' is currently shared, often as part of commercial data requests or via Freedom of Information requests. Anything further is only provided if it is essential for completion of a road safety audit, subject to the agreement of the third-party that it will only be used for this purpose.

Data Quality

27. 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.
28. 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 reliant on the casualties involved to report such collisions to the ever-lessening number of police stations.
29. In January 2019, Leicestershire Police went live with a publicly available online reporting system called Single Online Home. It includes the functionality for users to report Road Traffic Collisions. Until recently, these reports have not been included in the STATS19 dataset due to concerns over data quality, and whether they could be legally included. However as of late 2022, the Traffic Prosecutions Team at Leicestershire Police have started sending collision reports to the Council based on the information received in these reports, where the information is deemed to be of sufficient quality. Following consultation with other organisations in the Road Safety Partnership and the DfT, it has been decided that these reports can and will be included in the STATS19 dataset from 2023 onwards.
30. The Council is continuously working with several teams at Leicestershire Police to ensure the quality of information (regardless of its source) being sent through

on their collision reports is to the highest possible standard. Regular areas of concern include:

- a) Reports of known collisions apparently not being sent through to the Council;
 - b) Pedal cycles not always being recognised as vehicles, reporting cyclists as pedestrians;
 - c) Inaccurate, missing, incomplete or contradictory information, for example, casualty severities, locations, vehicle directions, speed limits, goods vehicle details; and
 - d) No record of vehicles that failed to stop at the scene.
31. Some work has been undertaken on the Police's Pronto system which has helped to reduce the frequency of these issues occurring. Additional training for those within Leicestershire Police involved in the collection of road traffic collision information would help to further improve the quality of information recorded.

STATS19 Review

32. The DfT began the process of reviewing the STATS19 specification in the autumn of 2018, for the first time since 2008. This review involved a working group, comprising of members of the police, local authorities, road safety researchers and stakeholders.
33. A survey on some of the recommendations ran from February to April 2021. The Council responded in general agreement to what was being proposed.
34. The DfT published its final recommendations in a paper released in June 2021. Unfortunately, it is not clear from this report or elsewhere when the DfT intends to implement the proposed changes. The recommendations include:
- a) Removal of paper form, replaced by a new requirement for forces to use digital systems to capture information;
 - b) A new vehicle type category for "personal powered transporter" such as e-scooters;
 - c) The existing set of 79 "Contributory Factors" to be replaced by new set of 36 "Road Safety Factors";
 - d) The current severity categories to be removed and replaced by injury lists (which will correspond to existing severity categories for historical comparison purposes); and
 - e) A means of distinguishing between cases reported by a Police Officer, or by a member of the public through online reporting.
35. There is currently no confirmed timeline for the implementation of these changes, but it is believed that the DfT are working towards the start of the 2024 calendar year.

Reported Road Casualties 2021

Great Britain

36. 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:

- a) Provisional results (end of June); and
 - b) Final results and annual report (end of September).
37. 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.
38. 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 the Government to calculate national collision statistics.
39. The RRCGB 2021 annual report and associated datasets were released at the end of September 2022 and have been used as the basis for comparing Leicestershire in a national context.

Leicestershire

40. A separate document, providing detail on Leicestershire's road traffic collisions and casualties, is provided in Appendix D of this report. This includes information relating to:
- a) Collisions and casualties in 2021;
 - b) Short, medium, and long-term trends;
 - c) Travel modes;
 - d) Road type (built-up, non-built-up);
 - e) Age groups;
 - f) Motorways and trunk roads (the Strategic Road Network); and
 - g) Other local authorities.
41. Where possible, all statistics have been placed into a context with national trends by comparing with the information included in the RRCGB 2021 data release.
42. An illustrative summary of the results for Leicestershire has been produced by the Road Safety Partnership, which is provided in Appendix E of this report.
43. The key statistics are shown below:
- a) **20 people were killed** in reported road traffic collisions in Leicestershire in 2021. This is two more than in 2020 (18), however, it is lower than the 2014-2018 and 2009-2013 averages (27 and 33).
 - b) In addition to the 20 fatalities, **183 people were seriously injured**, bringing the total number of those killed or seriously injured (KSI) to 203. This is less

than in 2020 (209), the 2014-2018 average (235), and the 2009-2013 average (224).

- c) **There were 926 reported casualties of all severities.** This is 46 more than in 2020, however, it is still the second lowest total on record and a significant decrease when compared with the 2014-2018 average (1557) and the 2009-2013 average (2011).
- d) **Total casualties for car occupants, pedestrians, motorcyclists, and pedal cyclists increased** when compared with 2020, but were still significantly less than the 2014-2018 and 2009-2013 averages.
- e) When comparing KSI casualties between 2021 and 2020 in Leicestershire, **there were increases for pedestrians, motorcyclists, children (aged 0-15) and older casualties (aged 60+).**
- f) **Leicestershire ranks either first or second** when 2017-21 casualty rates are compared against other counties, that are characteristically similar, or within the East Midlands.

44. The conclusions of this report are:

- a) While there was a slight increase in the total number of casualties in 2021 compared with 2020, the long-term trend would still suggest total casualty numbers are decreasing.
- b) 2021 saw a small decrease in the number of KSI casualties in Leicestershire compared with 2020, despite a significant increase across Great Britain.
- c) Leicestershire continues to be a high performing authority when compared with other county councils, East Midlands' authorities and statistical neighbours.
- d) 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

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

- a) **Pedestrians** – nearly the same number of casualties overall compared to 2020 (compared to 13% increase across Great Britain), but 33% more (40 total) KSI (five fatal).
- b) **Pedal Cyclists** – 15% increase compared to 2020 in overall pedal cyclist casualties (compared to 15% across Great Britain), but 14% decrease in number of KSI pedal cyclists (24 total, one fatality).

- c) **Motorcyclists** – 79 total casualties, five more than 2020 (7% increase, compared to 16% increase across Great Britain). 40 motorcyclists KSI, nine more than in 2020. Five out of the 40 were fatal.
- d) **E-Scooters** – 4 total casualties in 2021 in Leicestershire, one more than in 2020. No KSI casualties in 2021, compared to one in 2020. Further information on national trends can be found in Appendix D.
- e) **Children (aged 15 or under)** – 78 total casualties in 2021, 24% (15) higher than in 2020. 13 seriously injured and no fatalities in 2021, compared to 11 KSI in 2020.
- f) **Older Casualties (aged 60 or over)** – 16% higher total casualties in 2021 compared with 2020, compared to similar level of increase across Great Britain. 43% higher (12 more) KSI casualties in 2021, taking total to 40.
- g) Identifying local trends in KSI 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.

Human Error in Road Traffic Collisions

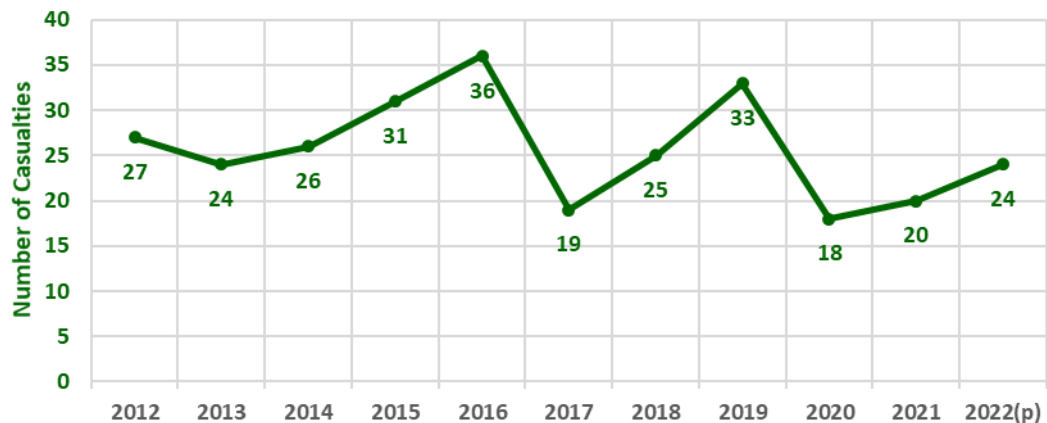
- 46. Whilst it is not possible to say precisely what proportion of collisions are caused wholly or in part by human error, the detailed analysis of individual collision reports over many years suggests that it is over 90%. Engineering measures address this issue by providing a road environment which 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.

2022 Provisional Update

- 47. 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 2022 figures are yet to be finalised.
- 48. **24 people were killed** in reported road traffic collisions in Leicestershire in 2022, 19 of the 24 were on the Local Road Network.

Casualties in Leicestershire 2012-22 (provisional)

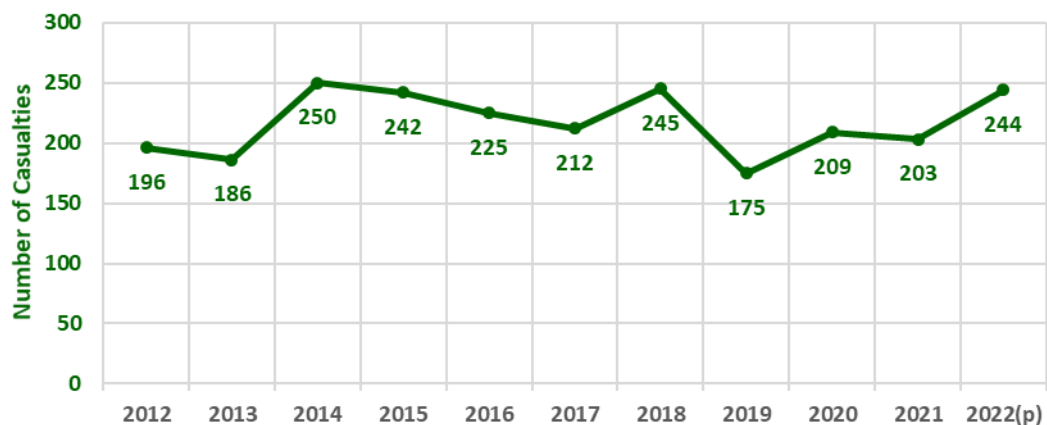
Fatal



49. The rolling 12-month total from November 2021 to October 2022 suggests that the final 2022 figures will likely see a **significant increase** in the number of KSI casualties, compared with the totals between 2019 and 2021.

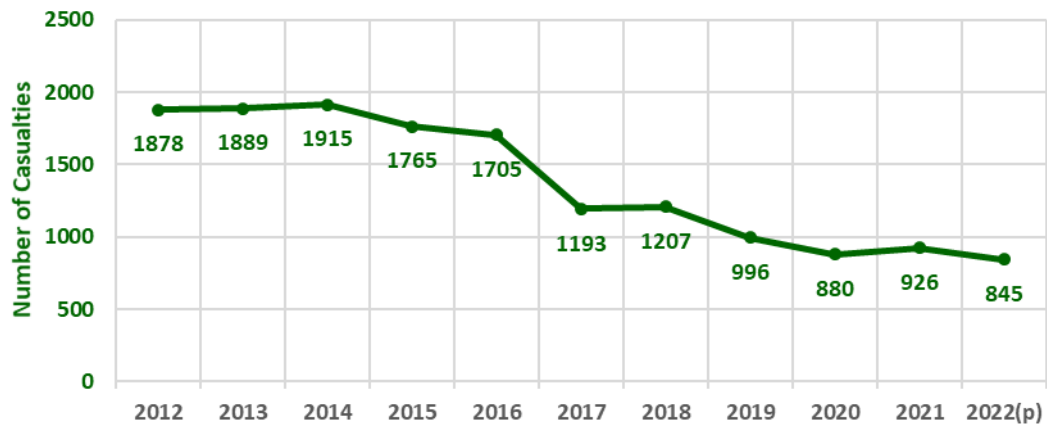
Casualties in Leicestershire 2012-22 (provisional)

Killed or Seriously Injured



50. The rolling 12-month total from November 2021 to October 2022 suggests that the total number of casualties will remain similar to the recent years. However, this estimate is prone to change, due to the end-of-year exercise to capture as much missing collision information as possible.

Casualties in Leicestershire 2012-22 (provisional) All Severities (Combined)



Statistical Targets Review

National Targets

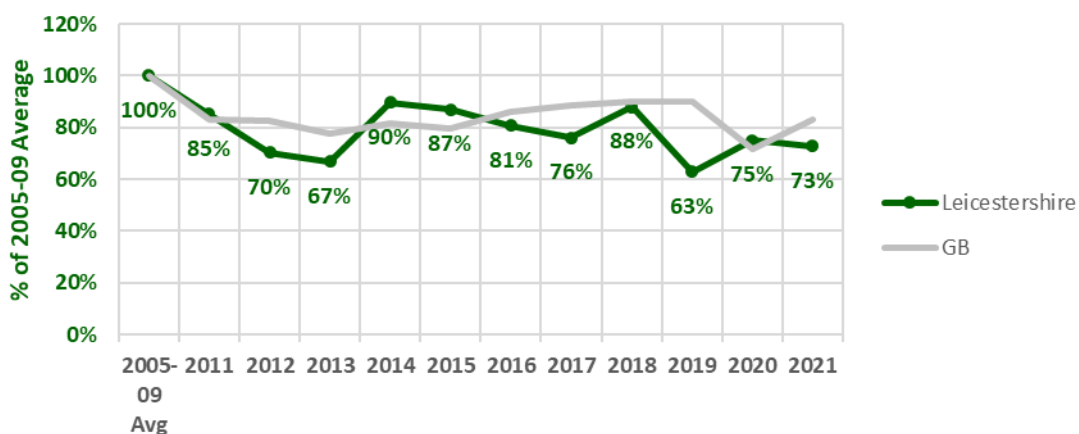
51. In 2011, the DfT published its 'Strategic Framework for Road Safety'. This included six key indicators relating to road deaths, which would be monitored at a national level:

- 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:

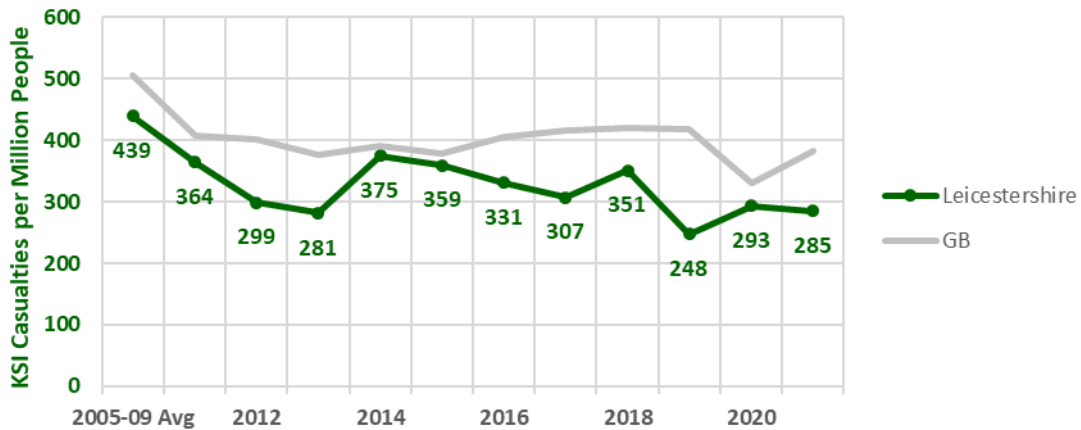
- Number of KSI casualties

KSI Change Compared to 2005-09 Average



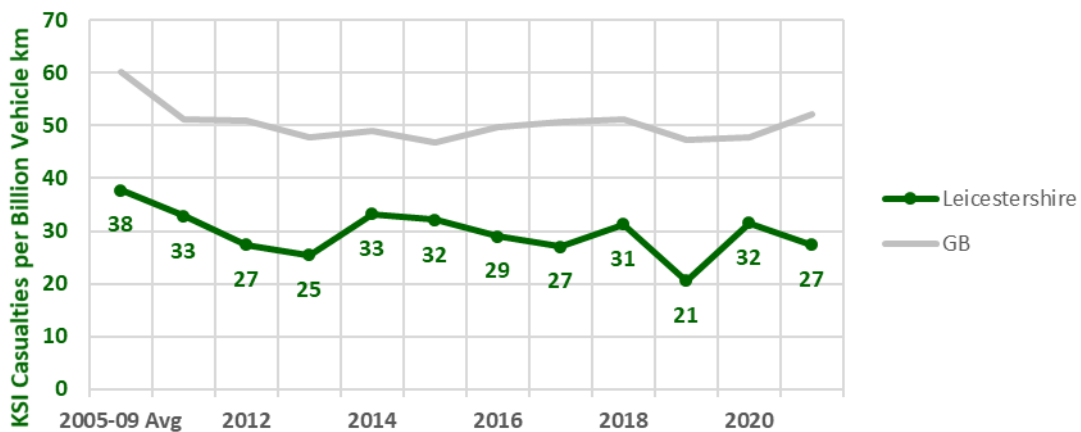
- Rate of KSI casualties per million people

KSI Casualties per Million People



c) Rate of KSI casualties per billion vehicle miles/km

KSI Casualties per Billion Vehicle Kilometres



53. Leicestershire remains consistently below the national rates for those KSI, 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 2005-2009 average) and by 50% if lower performing authorities (which did not include Leicestershire) made stronger progress in reducing casualty rates. By 2020, there was a 28% reduction across Great Britain compared to the 2005-2009 average, while KSI casualties in Leicestershire have reduced by 25% 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 as 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 40mph, but that on higher speed roads there would continue to be additional reductions.

Local Targets

56. In 2013 it was noted that future annual milestones for ‘total’ and ‘slight’ casualties had already been achieved. The performance indicators were therefore revised, seeking a more challenging 40% reduction (by 2020) across all three casualty groups.
57. At its meeting on 1 March 2018, the Environment and Transport Overview and Scrutiny Committee reviewed the suitability of the milestones, and recommended that:
- There should be no change to the ‘total’ or ‘slight’ casualty milestones or targets;
 - That the KSI casualty milestones revert to those originally set in the Local Transport Plan - Implementation Plan 2012-15; and
 - Milestones and targets would be reviewed again in the 2019/20 year.
58. 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.
59. While many of these issues are still ongoing, the existing targets had reached the end of their timeframe, and it was therefore necessary to review and set future local targets.
60. As 2020 was the year that the targets were set against, a final summary of the performance against these targets was provided to the Highways and Transport Overview and Scrutiny Committee at its meeting on 3 March 2021. This showed that:
- Total casualties in 2020 (880) were well below the target (1494).
 - Slightly injured casualties in 2020 (671) were well below the target (1371).
 - KSI casualties in 2020 (209) were above the target (167), and at no point from 2014 onwards had they been less than the yearly milestone.
61. Following a review of Leicestershire’s statistics and targets set elsewhere locally and nationally, it is proposed to set the following medium and long-term targets:
- A 40% reduction in KSI casualties % from the 2016-2020 average by 2031.
 - Zero deaths caused by road traffic collisions by 2050.
62. These targets will be finalised as part of ongoing work relating to the development of a Road Safety Strategy and LTP 4, will be monitored through the annual casualty reduction report, and reviewed if necessary.
63. In the interim, the following key performance indicators are being used for internal monitoring purposes. The final 2021 and provisional 2022 totals are shown for information:

| Key Performance Indicators | 2021 | 2022 (p) | 2022/23 Target | 2023/24 Target | 2024/25 Target |
|---|-------------|-----------------|-----------------------|-----------------------|-----------------------|
| Total casualties on Leicestershire roads | 926 | 845 | 1109 | 1066 | 1022 |
| Number of people killed or seriously injured (KSIs) | 203 | 244 | 198 | 190 | 182 |

| Key Performance Indicators | 2021 | 2022 (p) | 2022/23 Target | 2023/24 Target | 2024/25 Target |
|---|------|----------|----------------|----------------|----------------|
| Total casualties involving road users, walking, cycling & motorcyclists (excluding cars) | 253 | 253 | 292 | 281 | 269 |
| Number of people killed or seriously injured (KSI), walking, cycling & motorcyclists (excluding cars) | 104 | 112 | 91 | 87 | 84 |

64. The yearly targets are calculated from a linear trend line, based on a reaching a 40% reduction from the 2016-2020 average by 2031.

Approach to Casualty Reduction Update

Collision Investigation and Site Prioritisation

65. The following approach to identifying and prioritising sites was described in the report firstly presented to the Environment and Transport Overview and Scrutiny Committee on 12 September 2016 and reinforced at its meetings annually.
66. 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.
67. 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). This approach ensures comparability between years, and avoids results being skewed by factors such as seasonal variance. The site must also be on the local road network (as opposed to the Strategic Road Network, which is managed by National Highways).
68. Cluster site lists are produced shortly after the data has been finalised for the previous year. This can only be used for site prioritisation once the DfT's RRCBG annual report has been released, to enable assessment against national averages and predicted collision rates. The cluster site list can be re-generated periodically through the year to identify emerging sites of concern.
69. The 2017 to 2021 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.
70. Assessment is undertaken to identify sites with patterns of treatable collisions.
71. Sites which have been identified through this method are then investigated to identify appropriate measures to reduce casualties.
72. If an appropriate scheme is identified, funding will be sought, or measures introduced as part of other schemes.

73. 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 pandemic on Casualty Reduction

74. As noted previously, the impacts of the Covid-19 pandemic, in terms of traffic volume and collision numbers, was significant. This was especially the case during the periods of restricted travel with some reports of between 60% and 70% reductions in traffic initially.
75. The impact in terms of absolute road traffic collision numbers, when combined with the issues of under-reporting and under-recording of injury collisions, has implications for the established casualty reduction programmes in terms of scheme identification and evaluation.
76. Following a review of sites based on five years' worth of data, the reduction across 2020 and the start of 2021, particularly in slight injury collisions, may have a prolonged impact on the ease of identifying sites and suitable mitigation measures up to the end of 2025. Only 16 sites have met the 'seven collisions in five years' cluster site criteria this year, a reduction of over a third in terms of the total number of sites when compared to 2020.

Rural Roads Initiative

77. 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).
78. 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 50mph, with complementary signing and lining measures, as necessary.
79. 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.
80. 42 schemes have now been delivered, with some schemes combining two routes, and a fourth raft of schemes are currently underway. Progress on this initiative is detailed on a site-by-site basis in the section below.

Schemes

Schemes Completed or Ongoing

81. In line with the methodology discussed in the Environment and Transport Overview and Scrutiny Committee on 12 September 2016, in the most recent interim cluster site list, 16 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.
82. Of these, eight 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.
83. Of the remaining sites:
 - a) One site has a scheme currently proposed;
 - b) Four sites are under investigation; and
 - c) Three 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.
84. Five cluster site schemes are currently underway based on the 2021/22 end of year and interim analysis, whilst an additional site with a clear pattern in collisions at Grace Dieu was included for mitigation measures. These are:
 - a) Duck Pond Lane junction with Barkby Thorpe Lane, Barkby Thorpe (previously delayed scheme);
 - b) Shenton Lane junction with Fenn Lanes;
 - c) Six Hills Lane junction with the A606 Melton Road, Ab Kettleby;
 - d) B4114 King Edwards Avenue / Carlton Park; and
 - e) A512 Grace Dieu Road, Ashby Bends.

Rural Roads Initiative

85. As detailed above, RRI was reported at the Environment and Transport Overview and Scrutiny Committee on 1 March 2018. A total of 42 schemes were delivered as part of the first three waves of schemes between 2019 and 2022, with five schemes delivered in 2021/22. Four new or outstanding schemes are due to be completed by the end of March 2023.
86. A list of the completed and in progress routes are in Appendix G.
87. An extensive monitoring and evaluation process was undertaken in 2022, looking at the 29 routes where 12 months of collision data was available and where speed and flow surveys were able to be undertaken. A summary of the evaluation of the 54 survey sites across the 29 routes is within Appendix H.
88. The results show that, across all the survey sites, on average there was a small reduction in mean and 85th percentile speeds, which are summarised below:
 - a) 19 routes showed a decrease in mean speeds across the route and 18 routes showed a reduction in 85th percentile speed across the route (and one no change); and
 - b) 20/29 routes showed a reduction in collision rates (collisions per billion vehicle kilometres).

89. Of the routes that showed an increase in collision rates, one saw a drop in the number of collisions but the decrease in vehicle flows resulted in an increase in the rate overall. This shows the sensitivity of a number of the routes where collision numbers were low and changes small.
90. This sensitivity arises through monitoring over a relatively short period and evaluating sites where one collision within the monitoring period may cause sizeable increase in the collision rate when vehicle flows are small. All sites will also be subject to a three-year monitoring process, reviewing accident numbers.

Potential Future RRI Routes

91. Following on from the evaluation of the RRI completed schemes, it is recommended that a review of the potential routes for inclusion in future waves of schemes is undertaken once the complete and validated 2022 collision data is available. However, the fragility of the rates (collisions per billion vehicle kilometres) for these routes, specifically where collision numbers are low (one per year or fewer) suggest that a higher threshold for inclusion in the programme would help to identify those schemes whereby a change in the speed limit is most likely to be of benefit.
92. As such, it is recommended that a minimum of seven collisions in the most recent five years along the route is introduced as a minimum threshold, as is the case with cluster sites, to be able to better justify further routes.

Casualty Reduction - the next steps

93. 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 collision 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.
94. 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.
95. Due to a combination of factors including continued underreporting issues of injury collisions, the significant decrease in slight injury collisions in 2020 due to the Covid-19 travel restrictions and the impact of previous interventions, fewer viable sites are being identified through the RRI and cluster site studies, and additional analysis is to be undertaken.
96. A review of routes with a high number of KSIs was undertaken in 2022. This review identified a number of routes where the KSI rates were high. Therefore, these and similar routes will be the focus of further investigations during 2023/24 alongside the cluster sites and RRI studies.

Community Speed Enforcement

97. In March 2017, the Cabinet approved a trial Community Speed Enforcement Initiative (CSEI), to combat issues around speeding and safety. The trial involved

average speed cameras in seven locations across the County at a cost of £500,000 (funded from 2016/17 underspends).

98. 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.
99. Following the trial, the Cabinet considered a report in October 2020 on the establishment of a CSEI. It noted that funding of the programme would be identified and managed through the annual Highways Capital Programme and Works Programme. The report noted that the ongoing revenue budget for additional sites would need to be managed as part of the existing maintenance programme. Further information can be found in the October 2020 Cabinet and November 2020 Environment and Transport Overview and Scrutiny Committee CSEI reports.
100. The Cabinet approved an ongoing programme of community speed enforcement, to deliver appropriate measures to reduce speed in communities. Before installation of speed cameras is considered, communities in liaison with the County Council must explore and exhaust all other appropriate options for reducing speed, such as: Gateway treatments, Community Speed Watch, Vehicle Activated Signs, and mobile Vehicle Activated Signs.
101. Due to the Covid-19 pandemic, the surveys required to develop a rolling programme of sites was delayed. Data from 400 sites is currently being collated in order to prioritise routes to be targeted by speed management interventions across the County.
102. In the 2023-27 MTFs there is funding included for expansion of the average speed cameras as part of future community speed enforcement initiatives.
103. Maintaining and improving road safety is a combination of education, engineering, and enforcement. The range of Leicestershire road safety initiatives has been described in Appendix B.

20mph Zones

104. Slower speeds not only save lives but can transform how roads are used and shared. 20mph zones can create safer roads for pedestrians and cyclists, encouraging sustainable transport, reducing emissions, and improving air quality for all.
105. Since 2002, the Council has been implementing advisory 20mph school safety zones at schools that have produced School Travel Plans. Appendix B provides further information.

Micro-mobility: E-Scooters

106. In March 2020, the DfT launched a consultation to explore whether micro-mobility vehicles, such as e-scooters, should be legally permitted on the road and, if so, what vehicle and user requirements would be appropriate.

107. In May 2020, in light of the Covid-19 pandemic, the Secretary of State for Transport, announced that a series of planned rental trials would be fast-tracked and expanded around the country. Leicestershire was not part of this trial.
108. The trials are currently gathering data to help inform the Government's decision-making, including safety for pedestrians. The current e-scooter trial has been extended to May 2024, although some local authorities are finishing their trials earlier. DfT published its 'National evaluation of e-scooter trials report', and its response in December 2022, concluding that: 'To maximise the benefits of the e-scooter trials evaluation report, DfT will learn lessons from this evaluation, and we look forward to releasing further information on the future policy around e-scooters and similar light electric vehicles.'
109. Further progress on the trials along with the expected launch of a consultation on legalising e-scooters is awaited in 2023/24.
110. If taken forward, the Government will create a new 'powered light vehicle' class in its Transport Bill, which will also allow for the creation of other e-modes of transport. Legislation is expected to take at least 18 months.
111. E-scooters are not currently mentioned in the Highway Code, because their use is presently illegal on the highway. Education of the public and other road users is needed, prior to e-scooters being legalised, which is the current expectation, subject to consultation outcomes. At present, skills and safety training does not include e-scooters, but could potentially be incorporated into programmes, such as Bikeability, if required, and should funding be available.

Leicester, Leicestershire, and Rutland Road Safety Partnership (LLRRSP)

112. The LLRRSP brings together the following organisations:
 - a) Leicestershire County Council;
 - b) Leicester City Council;
 - c) Rutland County Council;
 - d) Leicestershire Police;
 - e) National Highways;
 - f) Leicestershire Fire and Rescue Service;
 - g) Public Health; and
 - h) East Midlands Ambulance.
113. The overall objective of the LLRRSP is to reduce the number 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.
114. 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'. The Police offer Driver Education Workshop (DEW) courses to drivers within a prescribed threshold.
115. The County Council runs and manages the DEW operation. In 2021/22 25,516 drivers were booked on a DEW course. Since the Covid-19 pandemic, DEW has

reintroduced classroom courses and is now offering clients a blended approach with online and classroom provision available. This equates to more than 102,000 hours of driver training.

116. There is a memorandum of understanding between the main LLRRSP partners which was extended to March 2023. The new five-year memorandum will run from April 2023 to March 2028.
117. The LLRRSP structure consists of:
- a) A Board represented by senior managers from the individual organisations;
 - b) A Management Group (allowing time to pick up items in detail from the Board); and
 - c) Service groups – Camera Operations, Data and Communications function, and DEW all represented by officers from across the Partnership.
118. A key focus for the Camera Operations Group has remained the settling in of the digital cameras.
119. The digital cameras have not resulted in any significant changes in client numbers and the Covid-19 pandemic 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 2021.
120. 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.
121. A full programme of communication and training initiatives for 2021/22 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.
122. Further detail on Leicestershire Police's contribution to casualty reduction and the LLRRSP are included in the Leicestershire Police Road Safety Report (see Appendix A).

Consultations

123. 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

124. In March 2023, the Highways and Transport Overview and Scrutiny Committee will consider the Environment and Transport 2023/24 Highways and Transport Capital Programme and Works Programme. This includes an MTFS total of £1,967,000 for safety schemes for the four-year period 2023/24-2026/27. In 2023/24 the budget of £1,217,000 includes funding to expand the average speed camera programme and other targeted speed reduction schemes.

| MTFS Capital Programme budget allocation for Road Safety | |
|---|------------|
| 2023/24 | £1,217,000 |
| 2024/25 | £250,000 |
| 2025/26 | £250,000 |
| 2026/27 | £250,000 |
| 4-year MTFS total: £1,967,000 | |

MTFS: Capital Programme – Safety Schemes allocation - *Subject to MTFS approval

125. Despite being a low-funded county authority, and following years of austerity and budget savings, the Council has continued to provide a wide range of road safety initiatives in Leicestershire (Appendix B). Going forward, the financial situation will be even more challenging. Whilst limited funds will be focused on delivering our statutory duties along with other priorities, this will include necessary safety measures.
126. The Director of Corporate Resources and the Director of Law and Governance were consulted on the content of the report.

Conclusions

127. Overall, it should be noted that roads in Leicestershire are significantly safer than they were in 2000, despite increases in motor vehicle traffic.
128. 2021 saw one of the fewest numbers of total casualties on record (926), while the overall casualty rate decreased when compared to traffic flow.
129. The number of fatalities increased from 18 in 2020 to 20 in 2021, although the number of KSI casualties decreased from 209 to 203.
130. The County Council met the targets for 2020 set in LTP3 for total and slight casualties, but not KSI casualties.
131. New medium and long-term targets have been proposed and will be finalised as part of the ongoing work relating to the development of a Road Safety Strategy and LTP4.
132. Identifying local trends is not always possible when broken down by road user type or age group, due to the small numbers.
133. The approach taken to identifying sites and investigating concerns has been designed to ensure that benefits are maximised within the framework of the significant financial challenges that the Authority faces.
134. 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.

135. As a result, and to continue contributing to reducing casualties in Leicestershire, a review of routes, regardless of speed limit and starting with the Major Route Network, is to be undertaken once the complete 2022 data is available, with the aim of identifying those routes where collision rates are high and where sufficient commonality in the collision types can justify intervention measures.
136. 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 undertaken 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

May 2022 - County Council Strategic Plan (2022-2026)

<https://politics.leics.gov.uk/documents/s167328/Appendix A - LCC Strategic Plan 2022-26.pdf>

<https://www.leicestershire.gov.uk/sites/default/files/field/pdf/faq/2022/4/12/Appendix-B-LCC-Strategic-Plan-2022-26.pdf>

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>

October 2020 – Cabinet – Community Speed Enforcement Initiative

<http://cexmodgov1.ad.leics.gov.uk:9075/ieListDocuments.aspx?CId=135&MId=5998#A164509>

November 2020 - Environment and Transport Overview and Scrutiny Committee - Community Speed Enforcement Initiative.

<http://cexmodgov1.ad.leics.gov.uk:9075/ieListDocuments.aspx?CId=1044&MId=5963&Ver=4>

4 March 2021 – Environment and Transport Overview and Scrutiny Committee – Road Casualty Reduction in Leicestershire 2019 - 2020

<https://politics.leics.gov.uk/ieListDocuments.aspx?CId=1044&MId=6393&Ver=4>

House of Commons Transport Committee – E-scooters report (2020)

<https://committees.parliament.uk/publications/2806/documents/27570/default/>

3 March 2022 - Highways and Transport Overview and Scrutiny Committee – Road Casualty Reduction in Leicestershire

<http://cexmodgov1.ad.leics.gov.uk:9075/ieListDocuments.aspx?CId=1293&MId=6733&Ver=4>

House of Lords Library - E-scooters the road ahead (July 2022)

<https://lordslibrary.parliament.uk/e-scooters-the-road-ahead/>

29 September 2022 – Department for Transport – Reported road casualties in Great Britain, annual report: 2021

<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2021/reported-road-casualties-great-britain-annual-report-2021>

23 September 2022 – Cabinet – Medium Term Financial Strategy

<http://cexmodgov1.ad.leics.gov.uk:9075/documents/s171253/MTFS%20Update%20Supplementary%20Report.pdf>

25 November 2022 – Cabinet – Managing the Risk Relating to the Delivery of Infrastructure to Support Growth

<http://cexmodgov1.ad.leics.gov.uk:9075/ieListDocuments.aspx?CId=135&MId=6751&Ver=4>

16 December 2022 – Cabinet – Medium Term Financial Strategy 2023/24 to 2026/27 Proposals for Consultation

<http://cexmodgov1.ad.leics.gov.uk:9075/ieListDocuments.aspx?CId=135&MId=6746&Ver=4>

November 2021 – PACTS - Getting serious about road casualties. But how serious is serious?

<https://www.pacts.org.uk/wp-content/uploads/DEFINING-SERIOUS-INJURY-V8.pdf>

2022 – Department for Transport - Average and total value of prevention of collisions, 2022

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1106330/ras4001.ods

Circulation under the Local Issues Alert Procedure

None

Equality Implications

137. 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.

138. Where appropriate, Equality Impact Assessments (EIAs) will be undertaken during the review of departmental policies and strategies or the development of measures and schemes.

Human Rights Implications

139. Initiatives to reduce road casualties benefit all road users, focussing limited resources where they will provide the most benefit. Reducing fatal and serious casualties support Part 1, Article 2 of the Human Rights Act (Right to life).

140. Where appropriate, human rights implications will be assessed during the review of departmental policies and strategies or the development of measures and schemes.

Appendices

Appendix A - Leicestershire Police Road Safety Report
Appendix B - Leicestershire's Road Safety Initiatives
Appendix C - Definitions
Appendix D - Reported Road Casualties in Leicestershire 2021
Appendix E - LLRRSP Road Safety Report 2020
Appendix F - Cluster Sites
Appendix G - Rural Roads Initiative Routes
Appendix H - Rural Roads Initiative Routes – Monitoring Summary

Officers to Contact

Ann Carruthers
Director, Environment and Transport
Telephone: (0116) 305 7000
Email: Ann.Carruthers@leics.gov.uk

Janna Walker
Assistant Director, Environment and Transport
Telephone: (0116) 305 0785
Email: Janna.Walker@leics.gov.uk