



HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY
COMMITTEE - 7 MARCH 2024

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 2022; the Council's approach to casualty reduction; and the Leicestershire Police's approach to road safety (Appendix A).

Policy Framework and Previous Decisions

2. 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. The Cabinet approved the LLSTP in November 2020.
3. 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 (LLRSP) and lobbying HM Treasury regarding the reinvestment of revenue generated from speeding offences into the CSEI.
4. 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.
5. 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 member raised concerns regarding the increase in casualties for pedal cyclists.
6. In May 2022, the County Council approved its Strategic Plan (2022-26), enabling the Council 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; 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 the Council’s carbon footprint, and support its aims to tackle climate change and improve health outcomes.

7. In March 2023, the Highways and Transport Overview and Scrutiny Committee considered a report on road casualty reduction in Leicestershire. Members noted:
 - a) Recent changes to the Highway Code, giving priority to pedestrians over vehicles;
 - b) Changes to the 2017 casualty figures were due to a change in reporting information/approach;
 - c) The Government would issue guidance for vulnerable road users, pedestrians and cyclists using shared spaces;
 - d) Changes to medium and long-term road safety targets; and
 - e) The minimum threshold for the Rural Road Initiative (RRI) intervention.

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 has fallen by 50% since 2000 although progress has slowed somewhat since 2012.
9. This long-term reduction is due to a variety of reasons, including safer infrastructure, new vehicle technologies, improvements to driver testing such as 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 (the Local Road Network) which is 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. The Council’s emerging Road Safety Strategy (the subject of a separate report on the agenda for this meeting) will be informed by the Government’s road safety objectives.
11. The DfT monitors each LHA’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, the Statement 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 DfT developing a future Road Safety Strategy.
14. During 2020, the Government reviewed the Highway Code, 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 priorities for road users, including a hierarchy of road users, and clarifying 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 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 setting long-term targets of zero deaths/serious injuries. Like most countries, Great Britain uses three injury severity categories: fatal, serious and slight. The majority of British police forces now use injury-based reporting systems to record road collisions and casualties. The move from severity-based to injury-based reporting has resulted in a substantial increase in the number of casualties recorded as 'serious', as beforehand many casualties with serious injuries were wrongly being recorded as having a severity of 'slight'. The DfT estimates the average value of prevention of a serious road casualty in 2022 was £252,935, with a total value of £6.77bn.
16. In September 2023, the DfT released its annual road casualty report (Reported road casualties Great Britain, annual report: 2022) which set out the number of personal injury road traffic casualties in Great Britain, which were reported by the police to the DfT in 2022 using the STATS19 reporting system. The report focuses on severity, road user group, age and sex of casualties, compared with previous years since 2012. In 2022, road casualties largely returned to following the pre-Covid-19 pandemic trends, as traffic levels returned to that seen in 2019. Further detail on current trends can be found in Appendix B of this report.
17. In October 2023, the Government published its Plan for Drivers, confirming that Great Britain has some of the safest roads in the world, in part thanks to long-running campaigns and actions to encourage responsible driving and penalise those who drive dangerously. The Plan is intended to update guidance (in England) on 20mph speed limits. Stating 'While 20mph zones are an important tool in improving road safety in residential areas, over-use risks undermining public acceptance (...) 20mph zones should be considered on a road-by-road basis to ensure local consent, not as blanket measures'. The Council already takes an evidence-based approach to implementation of 20mph speed restrictions and will review its approach when the updated Government guidance is published.
18. The Council's approach to casualty reduction is consistent with the Government's priorities. Full details of Leicestershire's road safety initiatives and

actions can be found in Appendix C of this report. This includes information covering, but not limited to:

- a) Planning a safer road environment through development management, safety audits;
- b) Managing speed through CSEI, safety cameras, advisory 20mph school safety zones;
- c) Road safety education programme covering education, training and publicity, including driver education workshops, bespoke targeted 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, which involves Camera Car enforcement for improving behaviour outside schools.

Statistical Update

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

Collision Data Management

Collection and Validation – Current Process

20. Leicestershire Police is legally responsible for capturing information about road traffic collisions. The information to be recorded 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, and to support subsequent investigation should it be required.
21. 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 DfT 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 Council receives the collision report as soon as the Pronto report is completed, instead of waiting for paper STATS19 forms to arrive in the post.
22. 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.
23. The 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. 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 raised with Leicestershire Police, ensuring that all information is as accurate as possible.

Data Provision and Sensitivity

24. Collision data is shared monthly with Leicestershire Police, Leicester City Council, Rutland 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.
25. 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, gender; and,
 - c) Other circumstances of the collision that may prejudice ongoing investigations, for example, description, breath test results, seat belt use.
26. Consequently, some of the information provided by the police may not be shared, as doing so would infringe information security and data protection legislation.
27. 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

28. While every effort is made to capture collision data as accurately as possible, there are factors outside the Council's control that can affect data quality. Notably, 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.
29. 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 this reduction, suggesting the remainder reflects a genuine fall in collisions. Leicestershire Police is 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 themselves.
30. In January 2019, Leicestershire Police launched a publicly available online reporting system called Single Online Home which 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 May 2023, the Traffic Prosecutions Team at Leicestershire Police has 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.

31. 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.
32. 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 may help to further improve the quality of information recorded.

STATS19 Review

33. The DfT began reviewing the STATS19 specification in autumn 2018, for the first time since 2008. This review involved a working group, comprising members of the police, local authorities, road safety researchers and stakeholders.
34. A survey on some of the recommendations ran from February to April 2021. The Council responded in general agreement to what was being proposed.
35. The DfT published its final recommendations in June 2021, which have been implemented for any collisions occurring on or after 1 January 2024. The recommendations included:
 - 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.

Reported Road Casualties 2022

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 country. The RRCGB is normally published in two stages consisting of provisional results (end of June) and 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 affect local collision statistics which, in turn, will be used by the Government to calculate national collision statistics.
39. The RRCGB 2022 annual report and associated datasets were released at the end of September 2023 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 B of this report. This includes information relating to:
 - a) Collisions and casualties in 2022;
 - 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 2022 data release.
42. An illustrative summary of the results for Leicestershire has been produced by the Road Safety Partnership, which is provided on page two of Appendix E of this report.

43. The key statistics are shown below:

- a) **22 people were killed** in reported road traffic collisions in Leicestershire in 2022. This is two more than in 2021 (20) but is lower than the 2015-19 and 2010-14 averages (29 and 31).
- b) In addition to the 22 fatalities, **228 people were seriously injured**, bringing the total number of those killed or seriously injured (KSI) to 250. This is the highest total on record, mirroring a national concern that KSI casualty totals are not reducing.
- c) **There were 828 casualties of all severities (combined)** in reported road traffic collisions in Leicestershire in 2022. This is the lowest total on record, 98 fewer than in 2021, and a significant decrease when compared with the 2015-19 average (1373) and the 2010-14 average (1952).
- d) **Total casualties for car occupants, pedestrians, motorcyclists and pedal cyclists are generally decreasing** even compared to the pre-Covid-19 pandemic levels. This is primarily due to a reduction in reported slight injury casualties rather than KSI which are typically not reducing.
- e) When comparing KSI casualties between 2022 and the 2015-19 average in Leicestershire, **there were increases for pedestrians, pedal cyclists, children (aged 0-15) and older casualties (aged 60+)**.
- f) **There have been very few reported collisions involving e-scooters** in Leicestershire, with just seven in 2022. Across Great Britain, the increase was much smaller between 2021 and 2022 (4%), compared with 2020 and 2021 (194%).
- g) **Leicestershire ranks highly** when 2018-22 casualty rates are compared against other counties, authorities that are characteristically similar, or within the East Midlands.

44. The conclusions of this report are:

- a) Total casualties in 2022 were the lowest on record, continuing the long-term trend that appears to show overall casualty numbers are decreasing.
- b) KSI casualties do not appear to be reducing locally or nationally, with 2022's total being the joint highest since 2009.
- c) Leicestershire continues to be a high performing authority when compared with other county councils, East Midlands authorities and its 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 B of this report, broken down by road user type and age groups. The key findings are as follows, with 2022 totals compared against the pre-pandemic levels (based on the 2015-19 average):

- a) **Pedestrians** – 37% fewer casualties overall compared to 2015-19 average (compared to 16% decrease across the country), but 20% more KSI (41 total and four fatal).
- b) **Pedal cyclists** – 30% decrease compared to 2015-19 average in overall pedal cyclist casualties (compared to 13% decrease across Great Britain), but nine more KSI (29 total, one fatality).
- c) **Motorcyclists** – 98 total casualties, 28 less than 2015-19 average (22% decrease, compared to 6% decrease across the country). 42 motorcyclists KSI, eight less than in 2015-19. Four out of the 42 were fatal.
- d) **E-scooters** – seven total casualties in 2022 in Leicestershire, three more than in 2021. Three KSI casualties in 2022, compared to none in 2021. Further information on national trends is included in Appendix B.
- e) **Children (aged 15 or under)** – 76 total casualties in 2022, 27% (28) less than 2015-19 average. 22 seriously injured (one fatally) in 2022, compared to 13 KSI on average between 2015-19.
- f) **Older casualties (aged 60 or over)** – 36% fewer total casualties in 2022 compared with 2015-19 average (14% decrease across Great Britain). 22% higher (nine more) KSI casualties in 2021, taking total to 50.
- 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

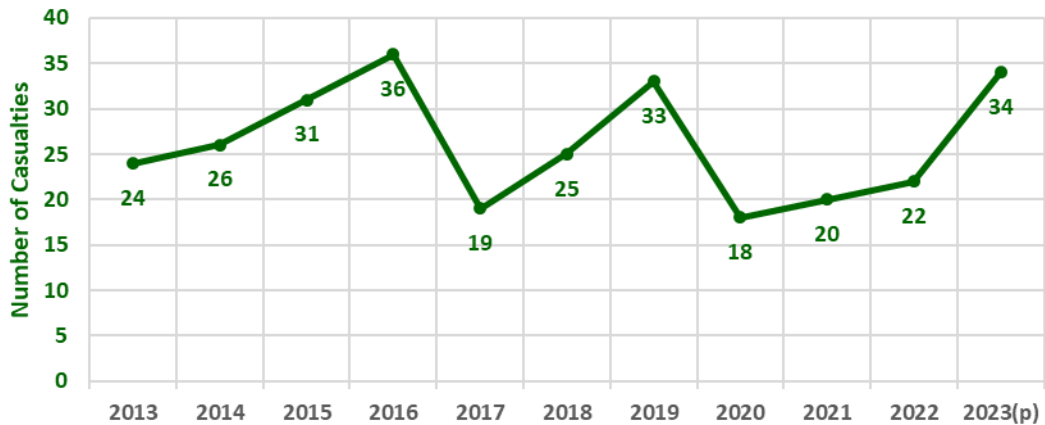
- 46. Whilst it is not possible to say precisely what proportion of collisions are caused wholly or in part by human error, the detailed analysis of individual collision reports over many years suggests that it is over 90%. Engineering measures address this issue by providing a road environment which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

2023 Provisional Update

- 47. Collision information for any given year is provisional until it is formally validated by the DfT in the following year. The statistics below are, therefore, estimated and subject to change, as the 2023 figures are yet to be finalised.
- 48. Of the **34 people killed** in reported road traffic collisions in Leicestershire in 2023, 27 were on the Local Road Network, maintained by the Council.

Casualties in Leicestershire 2013-23 (provisional)

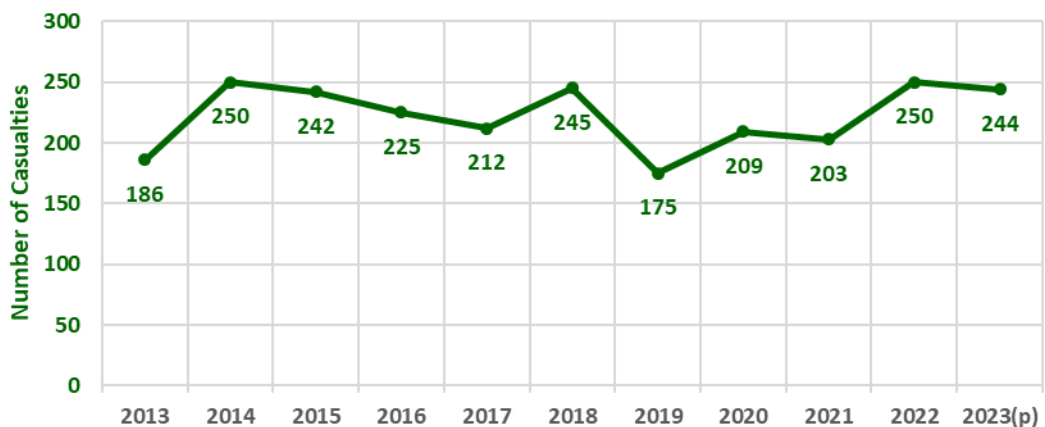
Fatal



49. The rolling 12-month total from November 2022 to October 2023 suggests that the final 2023 figures will likely see a **similar number** of KSI casualties compared with 2022.

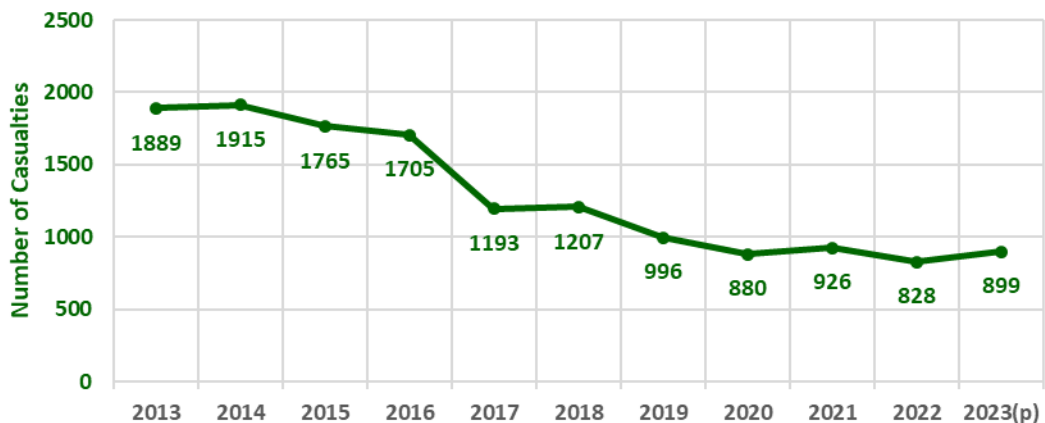
Casualties in Leicestershire 2013-23 (provisional)

Killed or Seriously Injured



50. The rolling 12-month total from October 2022 to September 2023 suggests that the total number of casualties will remain similar to 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 2013-23 (provisional) All Severities (Combined)

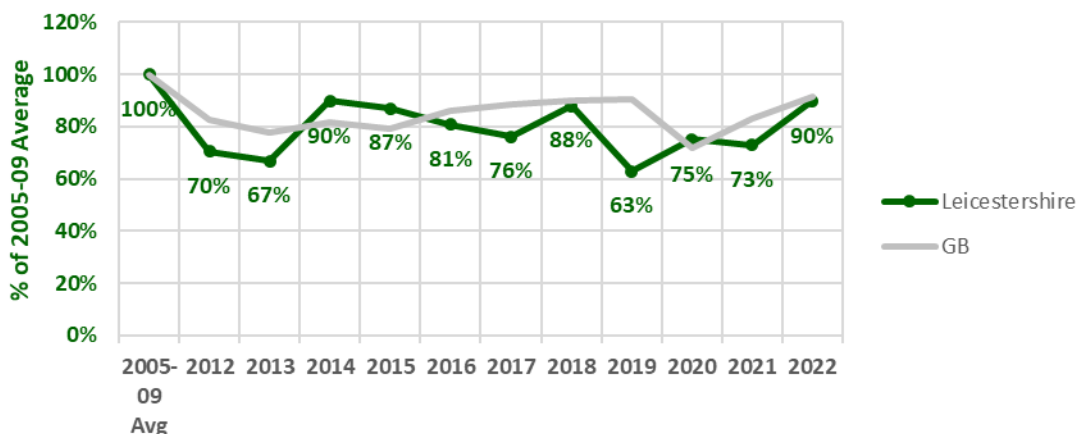


Statistical Targets Review

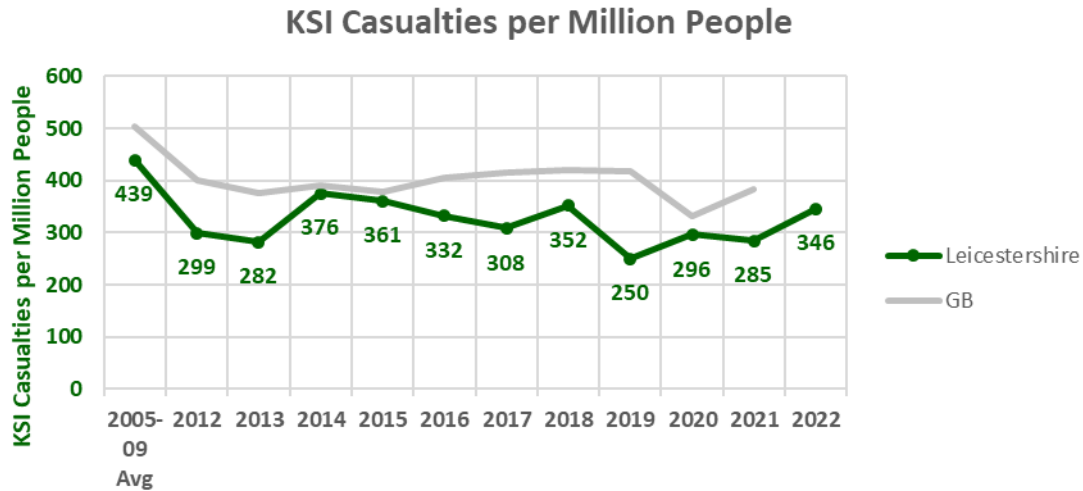
National Targets

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 the age of 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:

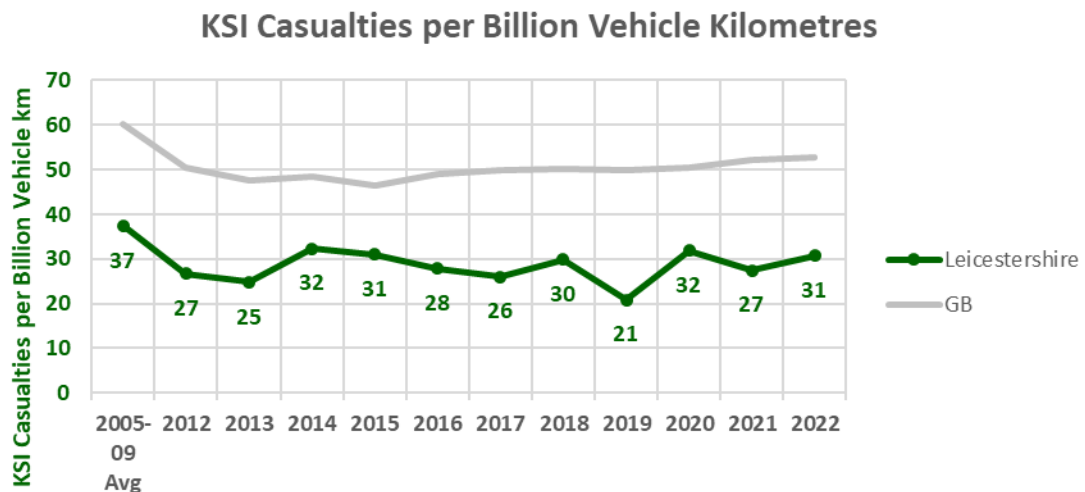
KSI Change Compared to 2005-09 Average



b) Rate of KSI casualties per million people;



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

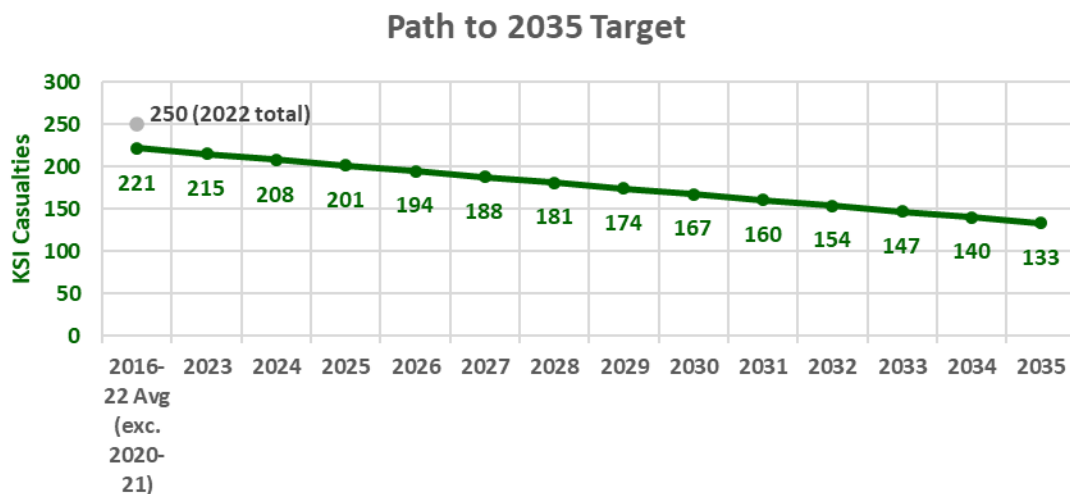


53. Leicestershire remains consistently below the national rates for those KSI, when comparing nationally against both population and traffic volume.
54. The DfT's Strategic Framework contained a target that national KSI casualties should reduce by 40% by 2020 (relative to the 2005-09 average) and by 50% if lower performing authorities made stronger progress in reducing casualty rates. By 2020, there was a 28% reduction across Great Britain compared to the 2005-09 average, while KSI casualties in Leicestershire 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, i.e., features such 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 March 2023, the Committee noted the Council's proposed medium- and long-term road safety targets:
- A 40% reduction in KSI casualties from the 2016-20 average by 2031.
 - Zero deaths caused by road traffic collisions by 2050.
57. As part of the work undertaken to develop the Council's Road Safety Strategy, the subject of a separate paper to this meeting, it is proposed to amend the medium-term target to a 40% reduction in KSI casualties by 2035 from the 2016-22 average (this average excludes 2020 and 2021 due to the impact of the Covid-19 pandemic on traffic and casualty statistics). This amendment allows the Council to use a baseline that incorporates the latest available year of data, and the most recent five years of data that are not impacted by the pandemic.
58. These targets will be finalised as part of the ongoing work relating to the Road Safety Strategy and will be monitored through the annual casualty reduction report and reviewed if necessary.



59. Additionally, the following key performance indicators are monitored for internal performance reporting purposes:
- Total casualties on Leicestershire roads;
 - Number of people KSI;
 - Total casualties involving road users, walking, cycling and motorcyclists (excluding cars);
 - Number of people KSI, walking, cycling and motorcyclists (excluding cars).
60. It is proposed that the baseline and target date are reset for these indicators, to align with the medium-term target that is included in the draft Road Safety Strategy.

Approach to Casualty Reduction Update

Collision Investigation and Site Prioritisation

61. A list of 'cluster sites' is the starting point to the methods used by the 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.
62. The Council uses 50 metres as the distance threshold (groups of collisions within a 50-metre radius), using collisions from the five most recent full calendar years (as confirmed with the 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).
63. 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 RRCGB 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.
64. The 2018 to 2022 cluster site list is shown in Appendix F of this report. Only cluster site with seven or more collisions will be included on the list for site prioritisation. These sites include locations currently under investigation, where schemes are at present 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.
65. Assessment is undertaken to identify sites with patterns of treatable collisions.
66. Sites which have been identified through this method are then investigated to identify appropriate measures to reduce casualties.
67. If an appropriate scheme is identified, funding will be sought, or measures introduced as part of other schemes.
68. 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.

Impacts of Covid-19 Pandemic on Casualty Reduction

69. 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.
70. 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.

71. As sites are reviewed based on five years' worth of data, the 'dip' 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 17 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 (RRI)

72. 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 RRI.
73. The aim of this initiative was to identify which of these road lengths (above 2.2km) 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.
74. 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.
75. A total of 43 schemes have now been delivered, with some schemes combining two routes; the remaining identified schemes are currently underway and will be completed in the 2024/25 financial year. Progress on this initiative is detailed on a site-by-site basis in paragraphs 76-85 below.

Schemes

Schemes Completed or Ongoing

76. In the most recent interim cluster site list, 17 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 of this report.
77. Of these, six 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.
78. Of the remaining sites:
- a) Five sites have a scheme currently proposed;
 - b) Two sites are under investigation; and
 - c) Four 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.

79. Four cluster site schemes are currently underway based on the 2022/23 end of year and interim analysis, whilst an additional site with a clear pattern in collisions at B4114 King Edward Avenue/Carlton Park and A6 Kibworth retexturing was included for mitigation measures. These are:
- a) A563 Lubbethorpe Way – Grove Farm Triangle A5460 Narborough Road South - exit from Asda Six Hills Lane junction with the A606 Melton Road, Ab Kettleby;
 - b) A47 Leicester Road, Barwell.
80. A total of 43 schemes were delivered as part of the first three waves of RRI schemes in between 2019 and 2023; there is one outstanding scheme which is due to be completed early next financial year.
81. 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.
82. Speed and flow surveys have been requested for the remaining 13 sites previously completed. Analysis will be carried out in the 2024/25 financial year.
83. The 2022 results show that across all the survey sites:
- a) On average there was a small reduction in mean and 85th percentile speeds;
 - b) 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);
 - c) 20/29 routes showed a reduction in collisions per year (plus one no change); and
 - d) 20 routes showed a reduction in collision rates.
84. 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.
85. 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

86. Following on from the evaluation of the RRI completed schemes, 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 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.

87. As such a minimum of seven collisions in the most recent five years along the route will be 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

88. 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.
89. 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.
90. 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 pandemic 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.
91. Whilst it is proposed to continue to undertake these studies, additional analysis has been carried out using a larger radius area which has identified a number of additional schemes. Council officers also looked at several sites which were not highlighted through the cluster analysis but that had a high KSI rate. These locations were looked at as a route rather than section in isolation and led to the development of several schemes for analysis in addition to the cluster sites identified in Appendix F.
92. Periodic desktop reviews of KSI collisions will continue to be undertaken to ensure that the Council is aware of any emerging collision problems across the network. This will be undertaken alongside updates for cluster sites throughout the year.

Community Speed Enforcement

93. In March 2017, the Cabinet approved a trial Community Speed Management Initiative (CSMI), 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 the Council's 2016/17 underspends).
94. 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.
95. Following the trial, the Cabinet considered a report in October 2020 on the establishment of a CSMI. 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.

96. The Cabinet 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 of cameras, several criteria must be satisfied.
97. A rolling programme of sites will be identified, and average speed camera assets will be moved around the County. A data collection exercise has been developed to identify sites that meet the criteria as set out in the report considered by the Cabinet in October 2020.
98. Over 300 locations have been identified under CSMI as requiring extensive surveys to assess if they meet Council criteria and have a factual or perceived speeding issue. Countywide surveying began in January 2023 and as of mid-February 2024, over 75% of the required locations have been surveyed, and completion date for all data retrieval is expected to be May 2024.
99. Officers are currently reviewing the data to determine if locations meet criteria to be put forward for further investigations, and members will begin receiving updates on locations within their divisions starting from March 2024. All locations will have been reviewed by the end of summer 2024, with any locations which meet the criteria for intervention being taken forward to determine what measures will be required to generate speed limit compliance.
100. The Council will continue to lobby the HM Treasury regarding the reinvestment of revenue generated from speeding offences into the CSEI.

20mph Zones

101. The guidance set out by the DfT suggests the mean speed for a village road that is being considered for a 20mph speed limit/zone should be at or below 24mph. 24mph is the suggested speed since it falls in the lower end of the 20's and, therefore, the implementation of a 20mph limit would be self-enforcing, i.e., without the need for any physical traffic calming measures.
102. Where the mean speeds are higher than 24mph, physical calming measures such as speed humps and chicanes would be required to control and maintain speeds. For physical traffic calming features to be allowed on the highway, street lighting is required.
103. The requirements for the use and siting of such measures are set out in the same guidance from the DfT. Since 2002, the Council has been implementing advisory 20mph school safety zones at schools that have produced School Travel Plans. Appendix C of this report provides further information.

Micro-mobility: e-scooters

104. The term 'e-scooter' is broad and can be used to describe a range of electrically powered wheeled vehicles. However, the term tends to be used in a way to describe vehicles which fall into two general categories in regard to their configuration and legal status for use on the public highway.

105. The first category is generally similar in size and configuration as a petrol powered moped. As such, these e-scooters are classed as a motorcycle as defined by section 185 of the Road Traffic Act 1988 and, because of their lower speed, fall within the subclass of moped. This means that this type of e-scooter must abide by the same traffic road legislation as mopeds and motorcycles, such as an MOT, licencing, tax, insurance and wearing a helmet. Therefore, as mopeds these e-scooters are entirely illegal to ride on public pavements, spaces set aside for pedestrians, cyclists, and horse riders, and on motorways, in the same way as petrol powered mopeds.
106. The second general category is a type of e-scooter which is classed as a personal light electric vehicle (PLEV). These are generally not much bigger than a large skateboard with a handlebar and are currently illegal to use on a public road or pavement, except in areas where a Government-approved rental trail is established. This type of vehicle falls into the DfT's new STATS specification as a "Personal Powered Transporter Device". This is the type of e-scooter that people generally mean when they use the term e-scooter, and is the type referred to in the paragraphs below.
107. In May 2020, the Secretary of State for Transport announced a series of planned rental trials around the country; Leicestershire was not part of this trial.
108. In June 2022, the Government said it would look to create a new category of low-speed zero emission vehicle in the Transport Bill (announced in the May 2022 Queen's Speech), allowing regulation of e-scooters.
109. In December 2022, the Government published an evaluation of the e-scooter trials. This included the usage, availability, and demographic of e-scooter users. It drew the following conclusions:
 - a) There had been an increased use of rental e-scooters for purposeful journeys, such as commuting.
 - b) There had been a progressive increase in mode shift away from private vehicles as trials matured.
 - c) Rental e-scooters had provided access to new travel options for some groups, with people from ethnic minority groups and on low incomes more likely to use e-scooters regularly.
 - d) The majority of residents in trial areas saw the introduction of e-scooters in their area as positive.
110. In May 2023, in response to a question from the House of Commons Transport Committee, Jesse Norman, minister at the DfT, stated that the Government was considering the fact that since they were initially introduced:
 - a) Trials had shown that e-scooters primarily displaced active travel, rather than travel in private vehicles;
 - b) There were safety concerns around the use of e-scooters;
 - c) The Government planned to lay regulations relating to e-scooters under existing rules, rather than pass primary legislation.

111. In July 2023, the Government said it intended to introduce legislation on micromobility vehicles, which would encompass e-scooters 'when parliamentary time allows'.
112. Following the King's Speech on 7 November 2023, the Government has advised it is not planning to legislate for micromobility in the next parliamentary session, but will continue gathering evidence to ensure safety, user accountability and market growth are considered in any future laws. The Government also advised it will extend the current e-scooter trials for a further two years, to 31 May 2026. There are currently no e-scooter trials in Leicestershire.
113. E-scooters are not mentioned in the Highway Code because their use is currently illegal on the highway. If e-scooters were to be legalised in the future, education of users and the wider public would be needed. Skills and safety training could also potentially be incorporated into programmes, such as Bikeability, if required and funding was available.

Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP)

114. The LLRRSP brings together the following organisations:
- a) Leicestershire County Council;
 - b) Leicester City Council;
 - c) Rutland Council;
 - d) Leicestershire Police;
 - e) National Highways;
 - f) Leicestershire Fire and Rescue Service;
 - g) Public Health; and,
 - h) East Midlands Ambulance.
115. 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 evidence-based programmes of road safety education, training and publicity.
116. 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.
117. The Council runs and manages the DEW operation; during the period 1 April 2022 to 31 March 2023, 26,436 drivers attended a National Driver Offender Retraining Scheme course. Since the pandemic, DEW has reintroduced classroom courses and is now offering clients a blended approach with on-line and classroom provision available. This equates to more than 100,000 hours of driver training.
118. There is a memorandum of understanding between the main LLRRSP partners which runs from April 2023 until March 2028.
119. 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.
120. A key focus for the Camera Operations Group has been the establishment of new hard standing areas for mobile enforcement plus the expansion of existing routes.
121. The digital cameras have not resulted in any significant changes in client numbers; the operation has worked hard to maintain a strong delivery presence in 2022.
122. The Data Group has produced casualty information to highlight trends and issues to inform the work of the Communications and Publicity Group (Appendix E).
123. A full programme of communication and training initiatives for 2022 and 2023 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. During 2022 campaigns specifically focused on drink drug driving, illegality of e-scooters and encouraging older drivers to refresh their driving skills. In 2023, campaigns reminded drivers of the change to the Highway Code (hierarchy of road users), focused on the risks to vulnerable road users (pedestrians, cyclist, horse riders) and repeated a reminder about the illegality of private e-scooter use on highways and pavements. This work is funded by the Partnership and managed by its Communications Officer.
124. The Senior Traffic Management Officer at Leicestershire Police has provided a report giving further detail on the Leicestershire Police's contribution to casualty reduction and the LLRRSP (Appendix A).

Consultations

125. 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

126. Following publication of the Government Network North policy document on 4 October 2023, setting out indications of how HS2 monies are to be reallocated, the DfT has intimated that around £2.2bn worth of funding will be available through Local Integrated Transport Settlements, which will cover a seven-year period, 2025/26-2031/32. It is currently understood that the DfT expects uses of the funding could include measures such as: upgrading junctions to improve safety, enabling children to travel to school safely, making streets feel safer at night, and other projects that communities at a local level will find valuable. Subject to further detail and confirmation of funding levels, there may be opportunities to further improve road safety in future years by expanding the Council's various schemes and programmes.

127. The Network North announcement included £8.3bn of additional highways maintenance funding for this year and the next 10 years for local road resurfacing and wider maintenance activity on the local highway network. Leicestershire is set to receive up to £132m of this road maintenance funding over this period, helping to maintain local roads and bringing with it associated road safety benefits.
128. Elsewhere on the agenda, the Committee will consider the Environment and Transport 2024/25 Highways and Transportation Capital Programme and Works Programme. This includes a Medium Term Financial Strategy (MTFS) total of £1.695m for safety schemes for the four-year period 2024/25-2027/28. This does not include any Local Integrated Transport Settlement funding as allocations are currently unknown. In 2024/25 the budget of £955,000 includes funding to expand the average speed camera programme and other targeted speed reduction schemes.

MTFS Capital Programme budget allocation for road safety	
2024/25	£463,000
2025/26	£726,000
2026/27	£300,000
2027/28	£206,000
4-year MTFS total: £1,695,000	

MTFS: Capital Programme – Safety Schemes allocation

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

Conclusions

131. Overall, it should be noted that roads in Leicestershire are significantly safer than they were in 2000, despite increases in motor vehicle traffic.
132. 2022 saw the fewest number of total casualties on record (828), while the overall casualty rate decreased when compared to traffic flow but KSI casualties have increased.
133. The Road Safety Strategy (the subject of a separate report on the agenda) will include new medium- and long-term targets.
134. 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 Council faces.

135. Cluster sites will continue to be reviewed annually but 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.
136. As a result, and to continue contributing to reducing casualties, a review of routes in the County (regardless of speed limit and starting with the Major Route Network) will be undertaken to identify those where collision rates are high and where there is sufficient commonality in the collision types to justify intervention.
137. The Council's road safety education programme will complement this process in targeting measures in an evidence-led approach.

Background Papers

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

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1293&MId=6733&Ver=4#A170888>

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

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=6482&Ver=4#A171461>

9 March 2023 – Highways and Transport Overview and Scrutiny Committee – Road Casualty Reduction in Leicestershire

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1293&MId=7172&Ver=4#A174535>

15 September 2023 – Cabinet – Medium Term Financial Strategy – Latest Position

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7078&Ver=4#A175979>

4 October 2023 – Department for Transport – Local highways maintenance: additional funding from 2023 to 2034

<https://www.gov.uk/government/publications/highways-maintenance-funding-allocations/local-highways-maintenance-additional-funding-from-2023-to-2034>

04 October 2023 – Government – Network North: Transforming British Transport

<https://www.gov.uk/government/publications/network-north>

1 November 2023 - King's speech 2023: Transport (includes e-scooters)

<https://lordslibrary.parliament.uk/kings-speech-2023-transport/#heading-17>

19 December 2023 – Cabinet – Medium Term Financial Strategy 2024/25 to 2027/28

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7081&Ver=4#A177227>

Circulation under the Local Issues Alert Procedure

None

Equality Implications

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

Human Rights Implications

140. Initiatives to reduce road casualties benefit all road users, focussing limited resources where they will provide the most benefit.
141. Reducing fatal and serious casualties support Part 1, Article 2 of the Human Rights Act (Right to life).
142. Where appropriate, human rights implications will be assessed during the review of departmental policies and strategies or the development of measures and schemes.

Environmental Implications

143. As set out in paragraph 6 of this report, one of the key outcomes in the Council's Strategic Plan is 'Clean and Green'. Improvements in road safety and casualty reduction help toward achieving this outcome. Improving road safety through casualty reduction helps to reduce both extant and perceived safety concerns associated with greater use of vulnerable but more sustainable modes, such as cycling, walking and wheeling, help to improve air quality, carbon reduction and public health through mode shift away from car use.
144. Environmental Impact Assessments will be carried out in relation to work undertaken on individual projects and programmes where appropriate.

Health Implications

145. As set out in paragraph 6 of this report, one of the key outcomes in the Council's Strategic Plan is 'Safe and Well'. Improvements in road safety and casualty reduction help toward achieving this outcome. Casualty reduction achieved through road safety programmes outlined in this report have positive health implications, protecting the health and wellbeing of people, through reducing severity and number of casualties.
146. Improving road safety through casualty reduction helps to reduce both extant and perceived safety concerns associated with greater use of vulnerable but more sustainable modes, such as cycling, walking and wheeling, help to improve air quality, carbon reduction and public health through mode shift away from car use.

Appendices

Appendix A Leicestershire Police Road Safety Report

Appendix B Reported Road Casualties in Leicestershire 2022
Appendix C Leicestershire's Road Safety Initiatives
Appendix D Definitions
Appendix E LLRRSP Road Safety Report 2022
Appendix F Cluster Sites

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