Agenda Item 8

Leicestershire County Council

HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY COMMITTEE - 6 MARCH 2025

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 the confirmed reported road casualty statistics up to the end of 2023; 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 2022, the Highways and Transport Overview and Scrutiny Committee considered a report on road casualty reduction in Leicestershire. Members welcomed the report, but suggested that future reports could focus on a smaller number of key issues, in particular collisions being caused by electric vehicles and the increase in casualties for pedal cyclists which members were particularly concerned about.

3. In May 2022, the County Council approved its Strategic Plan (2022-26), which 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 this outcome, road safety and casualty reduction also contributes to 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, walking, and wheeling), reduce the Council's carbon footprint, and support its aims to tackle climate change and improve health outcomes.

4. In June 2024, the Cabinet approved Leicestershire County Council's Road Safety Strategy (RSS). The RSS was not a new approach or policy, but it presented in one document everything that the Council does to improve road safety. New ambitious casualty reduction targets support continuous improvement to road safety and road casualty reduction.

5. In October 2024, the Cabinet approved the updated Leicestershire Highway Design Guide. A range of policies and guidance within the Guide relate to road safety, including:

a) Highway Development Management (HDM) policy 2: access to the existing highway network - The Council will apply a risk-based assessment of proposals for new accesses onto the existing highway network and alterations to and/or intensification of existing accesses so that they do not result in unacceptable road safety and operational concerns.
b) HDM policy 3: highway safety - The Council will review development road safety information, to ensure that the scheme and the development proposals do not raise unacceptable safety concerns, and the Road Safety Audit process has been satisfactorily undertaken.
c) HDM policy 4: development impact policy - Significant operational and road safety impacts of development on the transport network must be mitigated to an acceptable degree.

6. In November 2024, the Cabinet considered the development of the Council's fourth Local Transport Plan (LTP4) and approved the LTP4 Core Document. This includes a range of core themes that the RSS and the casualty reduction targets support, including:

a) Enabling health and wellbeing;
b) Protecting the environment;
c) Delivering economic growth;
d) Enhancing the transport network's resilience;
e) Embracing innovation.

7. The LTP4 Core Policy 3 ('Enabling Travel Choice') is: "enabling travel choice in our communities that reflects their unique needs, ensures their safety, actively promotes health & wellbeing, and protect the environment". The RSS and casualty reduction targets contribute to this policy.

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 2004, although progress has slowed somewhat in recent years.

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.

11. The Department for Transport (DfT) monitors each LHA's casualty reduction progress through the national STATS19 road collision database.

12. In July 2024, Lilian Greenwood was appointed Minister for the Future of Roads at the DfT, which includes the responsibility for road safety. On 11 September

2024, in response to questions on road safety, the Minister for the Future of Roads stated that "The safety of our roads is an absolute priority for this Government and that is why the Department is committed to delivering a new Road Safety Strategy, the first in over a decade. The Department will set out next steps on this in due course". The Council will await further detail on the Government's timetable for a new national RSS and assess its implications at that time. In response to the Government, the Parliamentary Advisory Council for Transport Safety published a manifesto to set out its views, which is supported by other road safety organisations such as the Road Safety Trust.

13. The DfT released its annual road casualty report (Reported Road Casualties Great Britain, annual report: 2023) in September 2024 which set out the number of personal injury road traffic casualties in Great Britain, as reported by the police to the DfT using the STATS19 reporting system. The report focuses on severity, road user group, age, and sex of casualties, compared with previous years since 2013. In 2023, there was a small decline in reported road casualties in Great Britain with casualty numbers broadly following the trends observed before the Covid-19 pandemic. Further detail on current trends can be found in Appendix B of this report.

14. There has been some community concern about the increasing and inappropriate use of a range of relatively new modes of transport, including e-scooters, e-bikes, and mobility scooters. A full update was provided to the Committee in March 2024. Members will continue to be kept advised of issues in Leicestershire relating to these modes and any future changes to legislation.

15. The Council's approach to casualty reduction is consistent with the Government's known priorities and industry best practice. 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 and safety audits;
    b) Managing speed through the Community Speed Enforcement Initiative (CSEI), safety cameras and 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

16. 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 'collision', 'crash' or any other term (please note that the term 'accident' is no longer used).

Collision Data Management

Collection and Validation – Current Process

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

18. 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 called 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.

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

20. 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

21. 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.

22. 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.

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

24. 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

25. 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.

26. 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.

27. 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. In 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.

28. The Council is continuously working with several teams at Leicestershire Police to ensure that the quality of the 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;
    d) No record of vehicles that failed to stop at the scene.

29. Some work has been undertaken on the police's Pronto system which has helped to reduce the frequency of these issues occurring, but where there are ongoing concerns, these will continue to be raised with Leicestershire Police directly and through the Road Safety Partnership meetings where suitable.

STATS19 Changes

30. Following a review by the DfT that ran from 2018-2021, the STATS19 specification has changed for all collisions occurring on or after 1 January 2024. The main changes include:

    a) A new vehicle type category for "personal powered transporter" such as e-scooters;
    b) The existing set of 79 "Contributory Factors" to be replaced by new set of 36 "Road Safety Factors";
    c) The current severity categories to be removed and replaced by injury lists (which will correspond to existing severity categories for historical comparison purposes); and
    d) A means of distinguishing between cases reported by a police officer, or by a member of the public through online reporting.

31. To support stakeholders through these changes, the DfT has released an updated technical specification (STATS21) and completion guidance (STATS20). A National Collision Reporting Form has also been released for police forces who are not yet working with a digital system, which effectively replaces the previous STATS19 form.

32. Leicestershire Police updated its Pronto system to account for these changes, meaning that the forms received for collisions occurring on or after 1 January 2024 contain the required information to comply with the updated specification.

33. For the Council to validate collision reports against the new specification, an update to AccsMap was required. This was not released until February 2024, and further technical issues prevented the Council from validating any collision reports until May 2024. The issues have since been resolved and the backlog of collision reports was promptly dealt with. This delay did not affect the Council's investigations into fatal collisions, which are usually completed prior to entering the details into AccsMap. However, any analysis or data provision undertaken during this period would have been missing data from the beginning of 2024.

Reported Road Casualties 2023

Great Britain

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

35. Local authorities use these national statistics to compare with their own local collision statistics, highlighting any deviation from the national trend. However, it is recognised that different local factors, including the geographical area, road

environment and driver attitude, may also vary in different parts of the country (for example, more affluent areas may have a much greater proportion of new vehicles with advanced safety features). The collision statistics for each local authority area may, therefore, differ from the national picture to a greater or lesser extent.

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

37. The RRCGB 2023 annual report and associated datasets were released at the end of September 2024 and have been used as the basis for comparing Leicestershire in a national context.

Leicestershire

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

    a) Collisions and casualties in 2023;
    b) Short, medium, and long-term trends;
    c) Travel modes;
    d) Road type (built-up roads, non-built-up roads, local road network versus strategic road network);
    e) Age groups;
    f) Comparisons with other authorities.

39. Where possible, all statistics have been placed into a context with national trends by comparing with the information included in the RRCGB 2023 data release.

40. Several key statistics derived from the 2023 figures are shown below:

    a) **34 people were killed** in reported road traffic collisions in Leicestershire in 2023. This is 12 more than in 2022 (22) and is one of the highest totals over the past ten years.

    b) In addition to the 34 fatalities, **193 people were seriously injured**, bringing the total number of those killed or seriously injured (KSI) to 227. While this is lower than in 2022, it continues the concern (locally and nationally) based on data from the past ten years that KSI casualty totals are not reducing.

    c) **There were 916 casualties of all severities (combined)** in reported road traffic collisions in Leicestershire in 2023. While this is higher than in 2022, it is the third lowest total on record, and a significant decrease compared with the 2016-20 average (1196) and the 2011-15 average (1882).

    d) **Total casualties for car occupants, pedestrians, motorcyclists, and pedal cyclists are generally decreasing** based on long-term trends, although in more recent years the reductions have slowed or even started to show increases.

e) When reviewing KSI casualties over the past five years, there are signs that **pedestrian, motorcyclist, child (aged 0-15) and older casualties (aged 60+) are generally increasing.**

f) **There have been very few reported collisions involving e-scooters** in Leicestershire, with just seven in 2023. Across Great Britain, total and KSI casualty numbers were lower in 2023 than both 2022 and 2021.

g) **Leicestershire ranks highly** when 2019-23 casualty rates are compared against other counties, authorities that are characteristically similar, or within the East Midlands.

41. 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.

Vulnerable Road Users

42. 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 2023 totals compared against the 2016-20 average unless otherwise stated:

a) **Pedestrians** – 11% fewer casualties overall in Leicestershire (compared to 9% decrease across Great Britain), but 11% more KSI (37 total and six fatal).

b) **Pedal cyclists** – 29% decrease in overall pedal cyclist casualties (compared to 14% decrease across Great Britain), but one less KSI casualty (21 total, one fatality).

c) **Motorcyclists** – 7% less casualties (compared to 1% increase across Great Britain), but seven more KSI casualties with 50 in total (six fatal).

d) **E-scooters** – seven total casualties in 2023 in Leicestershire, the same as in 2022. One KSI casualty in 2023, compared to three in 2022. Further information on national trends is included in Appendix B.

e) **Children (aged 15 or under)** – 27% fewer casualties in 2023 (compared to 15% fewer across Great Britain). Five more KSI casualties in 2023 (18 total, three fatal).

f) **Older casualties (aged 60 or over)** – 3% fewer total casualties in 2023 (5% decrease across Great Britain). 17% higher (seven more) KSI casualties in 2023, taking total to 46.

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

43. 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.

2024 Provisional Update

44. 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 2024 figures are yet to be finalised.

Fatal Casualties

45. Of the **26 people killed** in reported road traffic collisions in Leicestershire in 2024, 21 were on the Local Road Network, maintained by the Council.

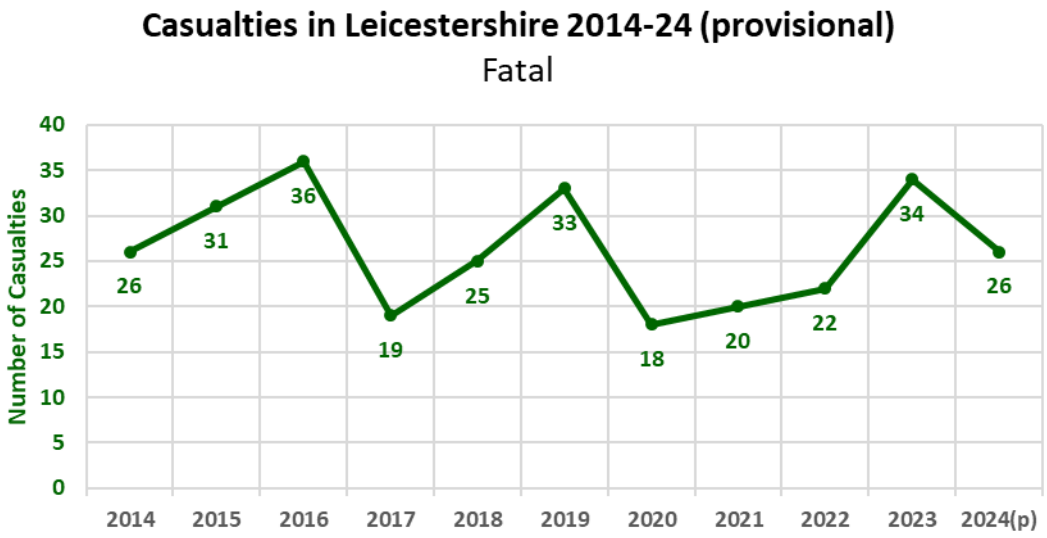

Figure 1: Fatal Casualties in Leicestershire 2014-24 (provisional)

Killed or Seriously Injured Casualties

46. The rolling 12-month total from November 2023 to October 2024 suggests that the final 2024 figures will likely see a **higher number** of KSI casualties compared with 2023.

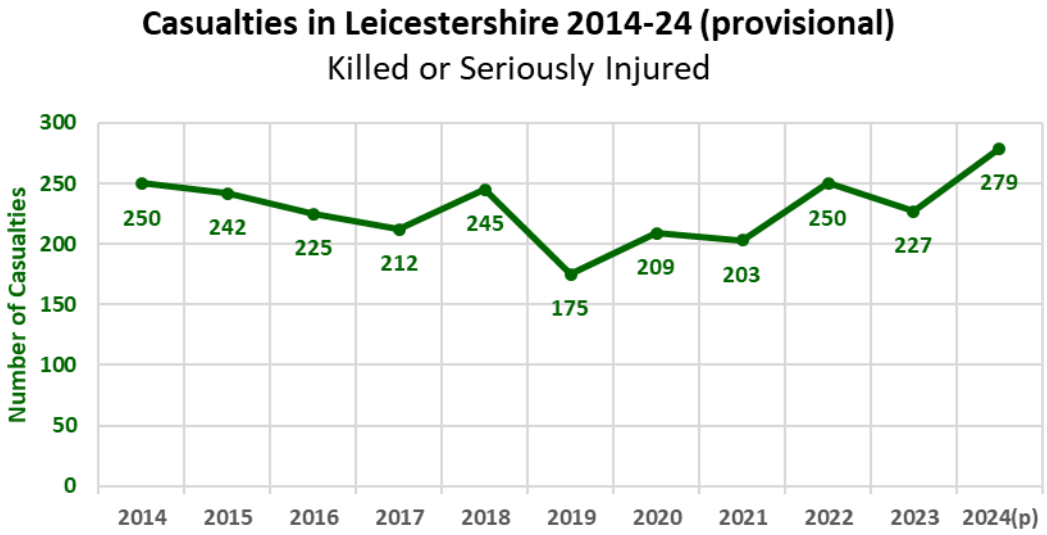

Figure 2: KSI Casualties in Leicestershire 2014-24 (provisional)

47. This is an expected rise following the changes in the STATS19 specification (see paragraphs 30 to 33), specifically caused by the change from severity to injury-based reporting. This change means that police officers now record injuries sustained from a set list, which maps directly to the historical severity levels. This removes an element of officer judgement from the coding of severity, resulting in more accurate and consistent data. The DfT's own analysis has shown that severity-based reporting often under-categorises casualty severity, so they have developed a methodology to produce adjusted figures that account for this.

48. Comparing the provisional 2024 total with the adjusted totals supplied by the DfT for previous years suggests that while still high, the 2024 total is slightly lower than 2022 and 2023 and significantly lower than ten years ago (rather than higher as the actual figures suggest).

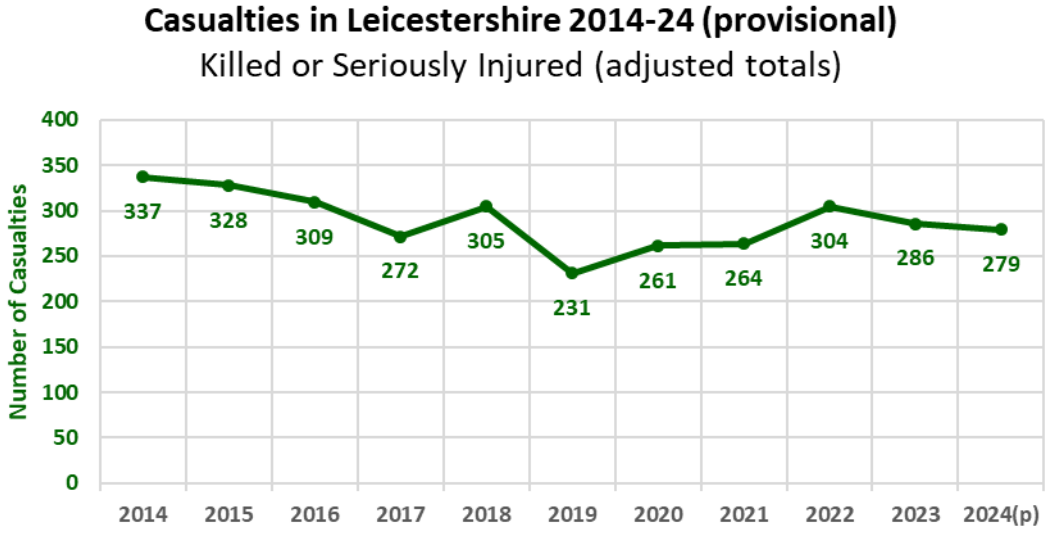

Figure 3: KSI Casualties in Leicestershire 2014-24 (provisional) (adjusted totals)

All Casualties

49. The rolling 12-month total from November 2023 to October 2024 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.

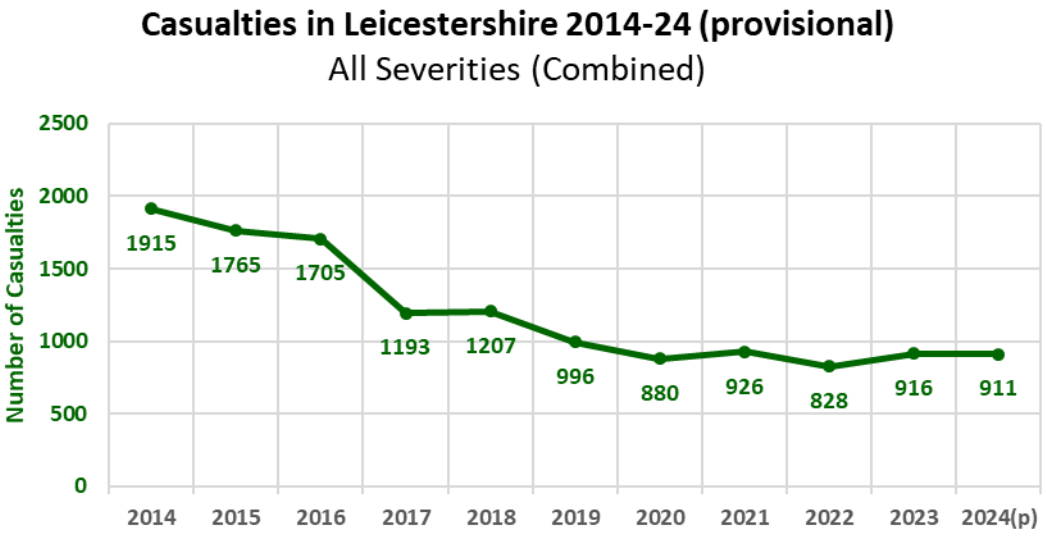

Figure 4: All Casualties in Leicestershire 2014-24 (provisional)

Statistical Targets Review

National Targets

50. 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:

a) Number of road deaths (and rate per billion vehicle miles);
b) Rate of motorcyclist deaths per billion vehicle miles;
c) Rate of car occupant deaths per billion vehicle miles;
d) Rate of pedal cyclist deaths per billion vehicle miles;
e) Rate of pedestrian deaths per billion miles walked;
f) Number of deaths resulting from collisions involving drivers under the age of 25.

51. The DfT's Strategic Framework also forecasted a 40% reduction in KSI casualties by 2020 (relative to the 2005-09 average). 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.

52. The forecasts 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, for example, features such as air bags and seat belts. These do not prevent collisions but will reduce the impact of the collision on those who are 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

53. In March 2023, the Committee considered a report on the development of the Council's RSS. The Committee's views were sought on the draft RSS, which was approved by the Cabinet in June 2024. The RSS included new casualty reduction targets:

a) A 40% reduction in KSI casualties by 2035.
b) Zero deaths caused by road traffic collisions by 2050.

54. The target of a 40% reduction in KSI casualties by 2035 is calculated from the 2016-2022 average (this average excludes 2020 and 2021, due to the impact of the Covid-19 pandemic on traffic and casualty statistics). As an example, this equates to 221 KSIs per year between 2016 and 2022, excluding 2020 and 2021, with a target of 133 by 2035 (the numbers are rounded up). 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.

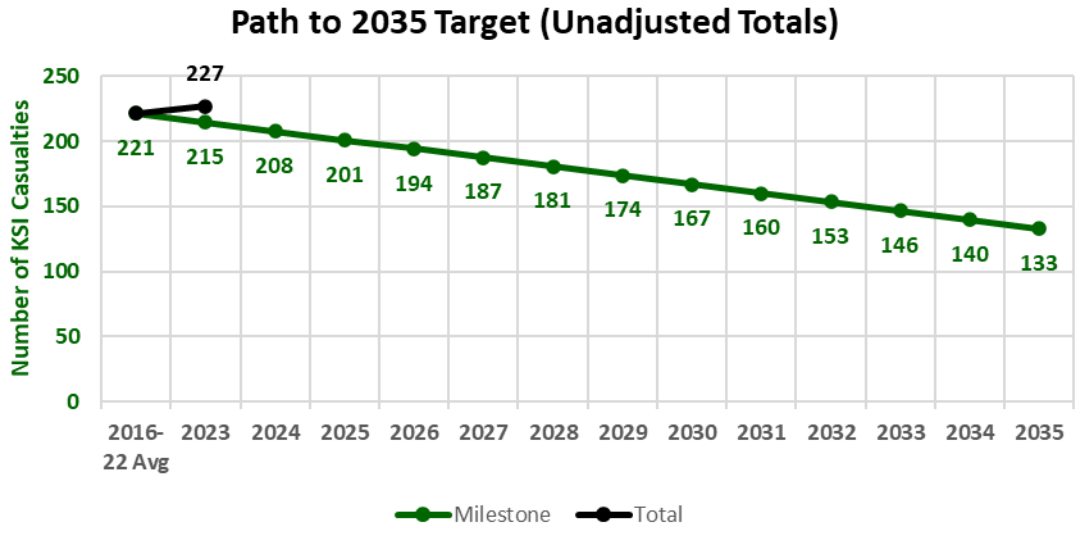

Figure 5: Path to 2035 Target (unadjusted totals)

55. The numbers above do not account for the change from severity-based reporting to injury-based reporting as of 1 January 2024 which, as explained in paragraph 47, is expected to have a significant effect on serious injury totals from 2024 onwards. It is therefore proposed to use the DfT's adjusted totals to calculate the 2016-22 average for the baseline and 2023 total, as Leicestershire Police was using severity-based reporting during these years.

56. Using the example in paragraph 54, this equates to 284 KSI casualties per year between 2016 and 2022, excluding 2020 and 2021, with a target of 171 by 2035.

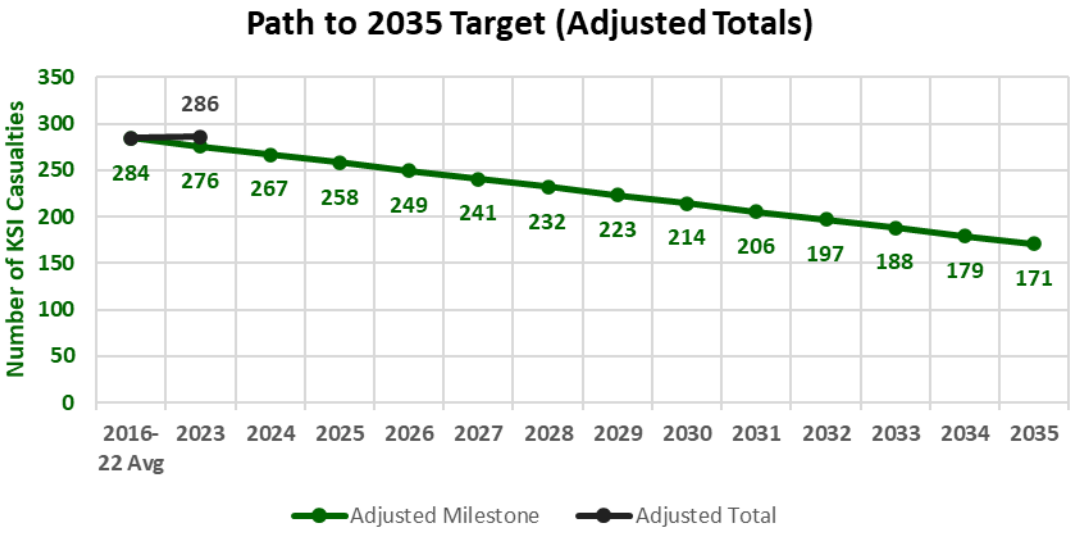

Figure 6: Path to 2035 Target (adjusted totals)

57. Significant road safety progress and investment has been made in Leicestershire over past decades. Establishing a long-term target of zero deaths caused by road traffic collisions by 2050 instils a 'vision zero' Safe Systems approach, which is consistent with the vision of many other organisations for road safety.

58. The targets 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:

    a) Total casualties on Leicestershire roads;
    b) Number of people KSI;
    c) Total casualties involving road users, walking, cycling and motorcyclists (excluding cars);
    d) 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 RSS.

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 2019 to 2023 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.

Rural Roads Initiative (RRI)

69. 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).

70. 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.

71. 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.

72. A total of 44 schemes have now been delivered, with some schemes combining two routes; all of the schemes have now been delivered and installed.

Schemes

Schemes Completed or Ongoing

73. In the most recent interim cluster site list, 12 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.

74. Of these, four 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.

75. Of the remaining sites:

    a) Two sites have a scheme currently proposed;
    b) Five sites are under investigation;
    c) One site was 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.

76. Seven cluster site schemes are currently underway based on the 2023/24 end of year and interim analysis. These are:

    a) One Ash roundabout – speed limit reduction (part of the overall scheme for 2025/26),
    b) A6 Hunters Way,
    c) Croft Road, Thurlaston,
    d) Fenn Lane junction with Shenton Lane,
    e) A444 Atherstone Lane,
    f) A563 Lubbesthorpe Way – Grove Farm Triangle,
    g) Station Road, Elmesthorpe.

77. An extensive monitoring and evaluation process was undertaken in 2022, looking at the routes where 12 months of collision data was available and where speed and flow surveys were able to be undertaken.

78. The previous 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);
    d) 20 routes showed a reduction in collision rates.

79. 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 several of the routes where collision numbers were low and changes small.

80. 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

81. 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.

82. 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

83. The above shows the Council's recent approach to casualty reduction in terms of cluster analysis and the RRI. The annual cluster analysis will continue to pick up new sites and the Council will continue to monitor existing sites annually.

84. 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.

85. 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.

86. Whilst it is proposed to continue to undertake these studies, additional analysis has been carried out using a larger radius area which has identified several 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.

87. 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.

88. National trends suggest that it is the strategic network of key 'A' and 'B' roads where casualty reduction is slower than on other parts of the national and regional highway network. A review of the Council's own Major Road Network has showed that rates are comparable or below the national levels. Therefore,

route studies are being undertaken on other 'A' and 'B' roads across Leicestershire, with a focus on KSI collisions.

Community Speed Enforcement

89. 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).

90. 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.

91. 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 Environment and Transport Highways and Transportation 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.

92. 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.

93. 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.

94. 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 once traffic levels had stabilised post-pandemic, with all sites being completed by the summer of 2024.

95. Upon analysis of the data, officers identified an issue with some early sites surveys requiring to be re-surveyed. This took place in late 2024.

96. Officers further reviewed 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 from March 2025. All locations have been reviewed, with any locations which meet the criteria for intervention currently being considered to determine what measures would be appropriate to enable speed limit compliance.

20mph Zones

97. 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, such as without the need for any physical traffic calming measures.

98. Where the mean speeds are higher that 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.

99. 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.

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

100. 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;
h) East Midlands Ambulance.

101. 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.

102. 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.

103. The Council runs and manages the DEW operation; during the period 1 April 2023 to 31 March 2024, 34,140 drivers attended a National Driver Offender Retraining Scheme course. The DEW continues to offer clients the option of undertaking either a classroom or online course. This equates to more than 102,000 hours of driver training.

104. There is a memorandum of understanding between the main LLRRSP partners which runs from April 2023 until March 2028.

105. 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);
c) Service groups – Camera Operations, Data and Communications function, and the DEW are all represented by officers from across the Partnership.

106. 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.

107. 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 2023/24.

108. The Data Group has produced casualty information to highlight trends and issues to inform the work of the Communications and Publicity Group (Appendix E).

109. A full programme of communication and training initiatives for 2023/24 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 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.

110. 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

111. 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

112. Elsewhere on the agenda, the Committee will consider the Environment and Transport 2025/26 Highways and Transportation Capital Programme and Works Programme. This includes a Medium-Term Financial Strategy (MTFS) total of £1.538m for safety schemes for the four-year period 2025/26-2028/29.

MTFS Capital Programme budget allocation for road safety	
2025/26	£543,000
2026/27	£538,000
2027/28	£207,000
2028/29	£250,000
4-year MTFS total: £1,538,000	

Figure 7: MTFS: Capital Programme – Safety Schemes allocation

113. 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, the Council's financial

situation will be even more challenging. Whilst limited, funds will be focused on delivering the statutory duties along with other priorities, and this will include necessary safety measures.

114. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of the report.

Conclusions

115. Overall, it should be noted that the roads in Leicestershire are significantly safer than they were 20 years ago, despite increases in motor vehicle traffic.

116. 2023 saw one of the lowest numbers of total casualties on record (916), while KSI casualties decreased but remain relatively high.

117. The RSS includes new medium and long-term targets.

118. 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.

119. 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.

120. 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.

121. 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#AI70888

18 May 2022 - County Council - Strategic Plan (2022-2026)
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=6482&Ver=4#AI71461

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#AI74535

15 September 2023 – Cabinet – Medium Term Financial Strategy – Latest Position
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7078&Ver=4#AI75979

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#AI77227

7 March 2024 – Highways and Transport Overview and Scrutiny Committee – Road Casualty Reduction in Leicestershire
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1293&MId=7456&Ver=4

21 June 2024 – Cabinet – Leicestershire County Council's Road Safety Strategy
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7507&Ver=4

Parliamentary Advisory Council for Transport Safety (PACTS): Manifesto for Road Safety 2024
https://www.pacts.org.uk/wp-content/uploads/PACTS-Manifesto-for-Road-Safety-2024-FINAL-1-.pdf

The Road Safety Trust: Manifesto for Road Safety 2024
https://www.roadsafetytrust.org.uk/news/new-manifesto-calls-for-immediate-and-strategic-action-to-improve-road-safety

Link to Minister statement:
https://questions-statements.parliament.uk/written-questions/detail/2024-09-04/4310/

22 October 2024 – Cabinet – Leicestershire Highway Design Guide Review Update and Consultation Outcomes
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7510&Ver=4

22 November 2024 – Cabinet – Local Transport Plan (LTP4)
https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7511&Ver=4

Circulation under the Local Issues Alert Procedure

None

Equality Implications

122. 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.

123. 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

124. There are no human rights implications arising from this report.

Environmental Implications

125. As set out in paragraph 3 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.

126. Environmental Impact Assessments will be carried out in relation to work undertaken on individual projects and programmes where appropriate.

Health Implications

127. As set out in paragraph 3 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.

128. Improving road safety through casualty reduction helps to reduce both existing and perceived safety concerns that might deter people from using active and sustainable modes of transport, such as cycling, walking, and wheeling. These modes help to improve public health, along with air quality and carbon reduction, through mode shift away from car use.

129. A health impact e-form has been completed to explore the Council's approach to road safety and health outcomes in Leicestershire (Appendix G). The e-form shows the interaction between a range of factors and road safety and the approach that the Council is taking, or could take in the future, to minimise/maximise impacts on health.

Appendices

Appendix A - Leicestershire Police Road Safety Report
Appendix B - Reported Road Casualties in Leicestershire 2023
Appendix C - Leicestershire's Road Safety Initiatives
Appendix D - Definitions
Appendix E - LLRRSP Road Safety Report 2023
Appendix F - Cluster Sites
Appendix G – Health Impact E-Form

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