

ROAD CASUALTY REDUCTION IN LEICESTERSHIRE

March 2022 Report

Purpose of the Report

1. The purpose of this report is to provide:
 - confirmed reported road casualty statistics up to the end of 2020; and
 - Leicestershire's approach to casualty reduction.

Policy Framework and Previous Decisions

2. In July 2018 the Council adopted its Strategic Plan 2018-2022, 'Working together for the benefit of everyone' (revised in 2020). One of its five strategic outcomes is 'keeping people safe: people in Leicestershire are safe and protected from harm'.
3. In March 2020 the Environment and Transport Overview and Scrutiny Committee was consulted on the draft Leicester and Leicestershire Strategic Transport Priorities (LLSTP). Theme 3: 'Travel around Leicestershire' included an aim to improve safety for all road users of the transport network. Following this, the Cabinet approved the LLSTP in November 2020. The Committee's views and responses were set out in Part B and Appendix C of the Cabinet report.
4. In June 2020 the Environment and Transport Overview and Scrutiny Committee considered a report on road casualty statistics and Leicestershire's approach to casualty reduction. The Committee raised concerns about the impact of people's perception of safety was having on travel behaviour. The Director of Environment & Transport agreed to provide a more detailed breakdown of available evidence relating to vulnerable road users in future reports. Statistics broken down by travel mode and age group can be found in Appendix A.
5. 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; 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.
6. In November 2020 the Cabinet approved the LLSTP. Theme 3: 'Travel around Leicestershire' includes an aim to improve safety for all road users of the transport network.
7. In March 2021 the Environment and Transport Overview and Scrutiny Committee considered a report on road casualty reduction in Leicestershire 2019-20. Members were concerned about the increased traffic accidents and speeding complaints received during the pandemic. The Police and the County Council were aware that similar patterns were being considered nationally by the

Department for Transport (DfT). The County Council continues to work with the Police and local communities through community speed enforcement initiatives, but, due to the Council's limited resource and oversubscription of the schemes, it is important to focus on the most 'at risk' areas.

8. A consultation on the Council's 2022-2026 Strategic Plan took place from 1 November 2021 to 21 January 2022. It was proposed that the draft strategic outcomes be revised, including the strategic outcome for safety, which now states 'Keeping people safe and well – The people in Leicestershire are safe and protected from harm and have the opportunities and support they need to take control of their health and wellbeing'.

Background

9. Great Britain continues to have some of the lowest road casualty rates in the world. Despite significant increases in traffic over the last few decades, the number of road deaths fell by 21% between 2010 and 2020.
10. Road deaths in Great Britain have been reducing over the past thirty years. This is due to a variety of reasons, including safer infrastructure, new vehicle technologies, improvements to driver testing including the introduction of the theory test and hazard perception testing, tougher enforcement, shifting social attitudes and better trauma care.
11. Most road traffic collisions occur on local roads under the direct control of local highway authorities (LHAs), who are key partners in the delivery of the Government's Road Safety Strategy and casualty reduction objectives. The DfT monitors each LHA's casualty reduction progress through the national STATS19 road collision database.
12. In December 2015, the Government set out, in the DfT publication 'Working Together to Build a Safer Road System: British Road Safety Statement', how it would support its delivery partners, who are working to ensure a safer road system. The Government's key priorities included:
 - protecting vulnerable road users, including pedestrians, cyclists, motor cyclists and horse riders. This would be done through infrastructure and vehicle improvements, promotion of safer behaviour and equipment and ensuring other road users are aware of the risks posed to these groups so that they could adapt accordingly;
 - taking tough action against those who speed, exceed the drink-drive limit, take drugs or use their mobile phone whilst on the road;
 - continuing the "THINK!" campaign to provide road user education and influence behaviour in a targeted and engaging way;
 - supporting National Highways and local authorities in improving the safety standards of roads;
 - supporting further devolution of road safety policy, in a way that meets the needs of the nation as a whole; and
 - underpinning policy decisions with robust evidence, research and evaluation.

13. In March 2019 a Transport Select Committee launched a road safety inquiry, as it was concerned that road traffic collision reductions had levelled off. The Council submitted evidence to the inquiry, focusing on nine key areas:
 - Funding - introduction of specific long-term consolidated revenue and capital funding streams to provide a five to seven-year funding certainty;
 - Fines - a portion of speeding fine revenue from new safety camera sites to fund the installation and ongoing operating costs of safety cameras;
 - Targets - set specific national targets for collision reduction;
 - Data - support the efficient collection of robust and consistent collision data;
 - National Strategy - a new national road safety strategy with clear aims and objectives;
 - National focus - a co-ordinated approach, encouraging the wider use of nationally recognised measures and interventions and the sharing of best practice and effective innovative solutions;
 - Evidence - dissemination of information (best practice, outcome of trials, initiatives and safety schemes, etc);
 - Interventions - evidence based local safety schemes which implement a range of effective engineering, enforcement and education initiatives; and
 - Partnerships - utilise partnerships to work collaboratively and share expertise, such as the LLRRSP.
14. Unfortunately, due to the general election in December 2019, all Select Committees ceased to exist. If an inquiry on this subject is held in the future, the Committee may refer to the evidence already gathered.
15. 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:
 - £100m Safer Roads Fund;
 - Improving safety on the 50 most dangerous roads in England;
 - The Cycling and Walking Safety Review;
 - Focus on four priority road user groups - young road users, rural road users, motorcyclists and older vulnerable road users;
 - A move towards an integrated approach to road safety; and
 - There are also several actions for safer vehicles, safer speed and safer infrastructure, acknowledging the three other pillars of a 'Safe System' approach.
16. As well as announcing new measures and initiatives, it also summarised what is already under way, including road safety campaigns; strategic road network campaigns; 20mph speed limits and developing the collision evidence base.

17. In September 2021, the DfT released its annual road casualty report.
18. During 2019 the Government undertook a review and consulted on changes to the Highway Code designed to improve the safety of vulnerable road users namely: pedestrians, cyclists and horse riders. These changes were laid before Parliament on 1 December 2021, with the DfT working with the Driver and Vehicle Standards Agency (DVSA), to implement the changes at the end of January 2022. These updates to the Highway Code consist of significant changes on hierarchy and priorities for road users and include:
 - introducing a hierarchy of road users to ensure those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others;
 - clarifying existing rules on pedestrian priority on pavements to advise that drivers and riders should give way to pedestrians crossing or waiting to cross the road;
 - providing guidance on cyclist priority at junctions to advise drivers to give priority when travelling straight ahead; and
 - establishing guidance on safe passing distances and speeds when overtaking cyclists and horse riders.
19. Leicestershire County Council's approach to casualty reduction, which is outlined in this report, is consistent with the Government's priorities. Full details of Leicestershire's Road Safety Initiatives and actions can be found in Appendix B. This includes information covering, but not limited to:
 - Planning a safer road environment – development control, safety audits;
 - Managing speed – safety cameras, advisory 20mph school safety zones;
 - Road safety education programme covering education, training and publicity – driver education workshops, drink-driving campaigns, pre-driver and fleet driver training, publicity campaigns;
 - Improving safety for vulnerable road users – motorcyclists, pedestrians, cyclists; and
 - School Keep Clear – Camera Car enforcement for improving behaviour outside schools.

Statistical Update

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

Collision Data Management

Collection and Validation – Current Process

21. Leicestershire Police is legally responsible for capturing information about road traffic collisions. The information to be captured is set by the Department for Transport (DfT), and contains basic information about the collision, along with

the casualties and vehicles involved. It is designed to capture the key circumstances of the collision, and to support subsequent investigation should it be required.

22. The standards and specifications for reporting and recording collisions, including what should and should not be reported, are defined in the supporting STATS20 and STATS21 documents. Historically, the information has been captured using a paper form created by the DfT known as the STATS19, although since 22nd April 2020, Leicestershire Police captures the same information using a digital system known as Pronto instead. This means that LCC receives the collision report as soon as the Pronto report is completed, instead of waiting for paper STATS19 forms to arrive in the post.
23. 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.
24. Leicestershire County Council validates collision information on behalf of Leicestershire Police for the entire force area (including the City of Leicester and Rutland), using a collision data management system called AccsMap. When entering collisions into this system, it will check that all mandatory information has been entered, and that what has been entered complies with the DfT's validation criteria. County Council officers also manually verify the information received from the police prior to and during data entry. Any queries relating to missing or potentially inaccurate information are directed back to the relevant teams in the police, ensuring that all information entered is as accurate as possible. This can involve speaking to the officer who filled in the collision report after attending the scene.

Data Provision and Sensitivity

25. Collision data is shared monthly with Leicestershire Police, Leicester City Council, Rutland County Council, Highways England and Leicestershire Fire & Rescue Service. It is also supplied to the DfT on behalf of Leicestershire Police, contributing to the DfT's publication and analysis of data for the whole of Great Britain.
26. Requests for data are also received on an ad-hoc basis, for both commercial and non-commercial reasons. Collision records contain data that fall under both the personal and sensitive data categories such as:
 - Contributory factors based on the opinion of police officers attending the scene;
 - personal information about the individual casualties involved e.g. age, gender; and,
 - other circumstances of the collision that may prejudice ongoing investigations e.g. description, breath test results, seat belt use.

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

27. Collision data deemed 'non-sensitive' or 'non-personal' is currently shared, often as part of commercial data requests or Freedom of Information (FOI) requests. Anything further is only provided if it is essential for completion of a 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 of the control of the Council that can affect data quality. For a collision report to be submitted to the Council, it must relate to a collision either attended by a police officer or reported to a police station in person (this is a legal requirement under the Road Traffic Act 1988, Section 170). 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 the sudden reduction, suggesting the remainder is attributed to a genuine reduction. At Leicestershire Police, officers are typically no longer deployed to collisions where casualties have only suffered slight injuries, despite such collisions being part of the STATS19 dataset. It is therefore reliant on the casualties involved to report such collisions at police stations in person.
30. In January 2019, Leicestershire Police went live with a publicly available online reporting system called Single Online Home (SOH). SOH includes the functionality for users to report road traffic collisions, despite such a report not fulfilling the obligations to report a collision under the Road Traffic Act 1988. It is still a legal requirement for collisions to be reported at a police station, even where an online form has been submitted.
31. While reports are being received by Leicestershire Police through SOH, it is understood that they are not currently being processed by Leicestershire Police in the same way that collisions reported through the STATS19 process are, owing to data quality issues.
32. Until such a time that the Road Traffic Act 1988 is amended and the submitted data is of a sufficient quality, it is not possible to include such reports in the official statistics. In the meantime, it is hoped that the majority if not all of road traffic collisions reported through SOH are also reported through the official channels.
33. The Council is also working with several teams at Leicestershire Police to improve the quality of information being sent through. This includes, but is not limited to, the following areas of concern:
 - a) Reports for collisions of all severities (including fatal and serious) apparently not being sent through to the County Council.
 - b) Pedal cycles not always being recognised as vehicles, reporting cyclists as pedestrians.

- c) Inaccurate, missing, incomplete or contradictory information e.g. casualty severities, locations, vehicle directions, speed limits, goods vehicle details.
 - d) No record of vehicles that failed to stop at the scene.
34. While some of these issues have always been present to a degree, the regularity has increased significantly in recent years. The Council is working with Leicestershire Police to explore the reasons for this.
35. Inaccuracies with the information in the Police reports are usually spotted and queried or corrected by Council officers during validation of the report, but the increasing regularity of the issues has placed additional demand on the Council's limited resource to validate collision information on behalf of Leicestershire Police. This also increases the demand on officers at Leicestershire Police, as the Council needs to query police officers directly on a more frequent basis.
36. This impacts all users of the data, including LLRRSP partners who are reliant on the data to target road safety initiatives and interventions in the correct areas.
37. The Council has offered to provide training to the relevant officers at Leicestershire Police, explaining what needs to be recorded, how the information they collect is used by the Council to fulfil statutory road safety obligations, and how it is used by other LLRRSP partners and third parties. In response, the Police have suggested setting up a working group to discuss these issues further. Suitable contacts have been provided by the Council, so it is anticipated that there will be ongoing work to resolve these issues during 2022.

STATS19 Review

38. The DfT began the process of reviewing the STATS19 specification in the autumn of 2018, for the first time since 2008. This review involved a working group, comprising of members of the police, local authorities, road safety researchers and stakeholders.
39. A survey on some of the recommendations ran from February to April 2021. Leicestershire County Council responded in general agreement to what was being proposed.
40. The DfT published its final recommendations in a paper released in June 2021. Unfortunately, it is not clear from this report or elsewhere when the DfT intends to implement the proposed changes. The recommendations include:
- Removal of paper form and requirement for forces to use digital systems to capture information;
 - A new vehicle type category for "personal powered transporter" such as e-scooters;
 - Existing set of 79 "Contributory Factors" to be replaced by new set of 36 "Road Safety Factors"
 - Current severity categories to be removed and replaced by injury lists (which will correspond to existing severity categories for historical comparison purposes); and

- A means of distinguishing between cases reported by a Police Officer, or by a member of the public through online reporting.
41. There is currently no known timeline for the implementation of these changes, but it would be expected to coincide with the beginning of a calendar year. Therefore, as there have been no updates since the report was released, it is anticipated that the changes will not be implemented until at least the start of 2023.

Reported Road Casualties 2020

Great Britain

42. The DfT uses data supplied by local authorities to produce 'Reported Road Casualties Great Britain' (RRCGB), the official statistical publication of traffic casualties, fatalities and related road safety data in the UK. The RRCGB is normally published in two stages:
- Provisional results (end of June); and,
 - final results and annual report (end of September).
43. 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.
44. Both national and local decisions can have an impact on collision statistics. National decisions influence the priorities and resources of local authorities, which affect decisions taken on a wide range of services, including road safety. This may impact on local collision statistics which, in turn, will be used by government to calculate national collision statistics.
45. The RRCGB 2020 annual report and associated datasets were released at the end of September 2021 and have been used as the basis for comparing Leicestershire in a national context.

Leicestershire

46. A separate document, providing detail on Leicestershire's road traffic collisions and casualties, is provided in Appendix A of this report. This includes information relating to:
- a) Collisions and casualties in 2020.
 - b) Short, medium and long-term trends.
 - c) Travel modes.
 - d) Road type (built-up, non-built-up).
 - e) Age groups.

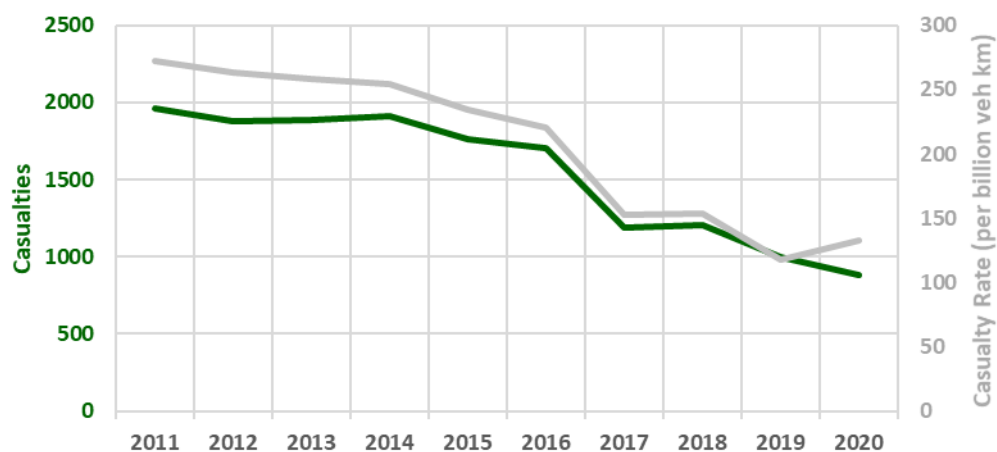
- f) Motorways and trunk roads (the Strategic Road Network).
47. Where possible, all statistics have been placed into a context with national trends by comparing with the information included in the Reported Road Casualties Great Britain (RRCGB) 2020 report.
48. An illustrative summary of the results for Leicestershire has been produced by the Road Safety Partnership, which is provided on page eight of Appendix D of this report.
49. The key statistics are shown below:
- a) **18 people were killed** in reported road traffic collisions in Leicestershire in 2020. This is nearly halved from 2019 (33) and is also lower than the 2013-2017 and 2008-2012 averages (27 & 39).
 - b) in addition to the 18 fatalities, **191 people were seriously injured**, bringing the total number of those killed or seriously injured to 209. This represents an increase against 2019 (175) but is less than the 2013-2017 average (223), and the 2008-2012 average (237).
 - c) **there were 880 reported casualties of all severities**. This is the lowest total on record, and a significant decrease when compared with 2019 (996), the 2013-2017 average (1693) and the 2008-2012 average (2081).
 - d) **total casualties for car occupants, pedestrians and motorcyclists decreased, but increased for cyclists and other vehicles** when compared with 2019. Casualty totals for all travel modes were significantly less than the 2013-17 and 2008-12 averages.
 - e) when comparing killed or seriously injured casualties between 2020 and 2019 in Leicestershire, there were **significant increases for pedal cyclists, younger casualties (aged 17-24) and casualties involved in collisions on built-up roads**.
 - f) **Leicestershire ranks either 1st or 2nd** when 2016-20 casualty rates are compared against other counties, authorities that are characteristically similar, or within the East Midlands.
50. The conclusions of this report are that:
- a) There was a significant reduction in overall casualty totals from 2019 to 2020 to the lowest total on record, continuing the long-term trend which shows that overall casualty numbers are reducing.
 - b) 2020 saw an increase in the number of killed or seriously injured casualties in Leicestershire, despite a significant decrease in traffic due to the Covid-19 pandemic and a significant reduction across Great Britain.
 - c) Leicestershire continues to be a high performing authority when compared with other county councils, East Midlands' authorities and statistical neighbours.
 - Generally, it appears that Leicestershire performs well over most key statistics compared with the rest of Great Britain, with local trends often better or consistent with those nationally. However, as detailed in *The*

Impact of Covid-19 section of this report, there were a number of trends that differed between Leicestershire and Great Britain in 2020.

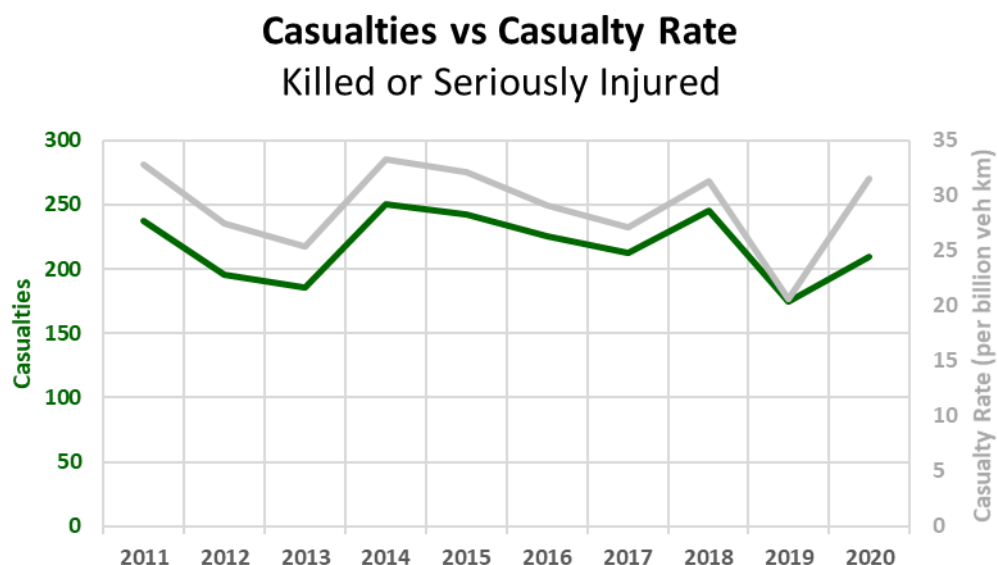
Impact of COVID-19

51. All the statistics for 2020 presented in this report and appendices are affected by the Covid-19 pandemic, which has resulted in a shift in travel behaviours nationally as well as locally.
52. In September 2021, the DfT published a report titled, 'The impact of lockdown on reported road casualties Great Britain, final results 2020' alongside its usual annual report. This report made the following observations:
 - a) Road casualties decreased in line with road traffic and national lockdowns.
 - b) Reductions of fatalities in Great Britain followed a similar pattern to the European Union.
 - c) There were smaller reductions in fatalities than all casualties.
 - d) There were greater reductions in pedestrian and car occupant casualties.
 - e) Fatality trends differed by road user type.
 - f) Pedal cycle fatalities and cycle traffic both increased during lockdowns.
 - g) Female casualties saw a greater decrease, compared to males.
 - h) Children and over 60s had greater reductions in casualties over the year.
 - i) Patterns of casualties across police force areas were broadly similar.
 - j) Roads with a speed limit of 70mph saw a greater decrease in casualties.
53. In Leicestershire, 2020 saw the fewest number of total casualties on record (880). This is to be expected when traffic is estimated to have reduced by 22% between 2019 and 2020 because of the pandemic. However, when comparing the casualty rate per billion vehicle kilometres travelled, it can be seen that the casualty rate actually increased slightly in 2020:

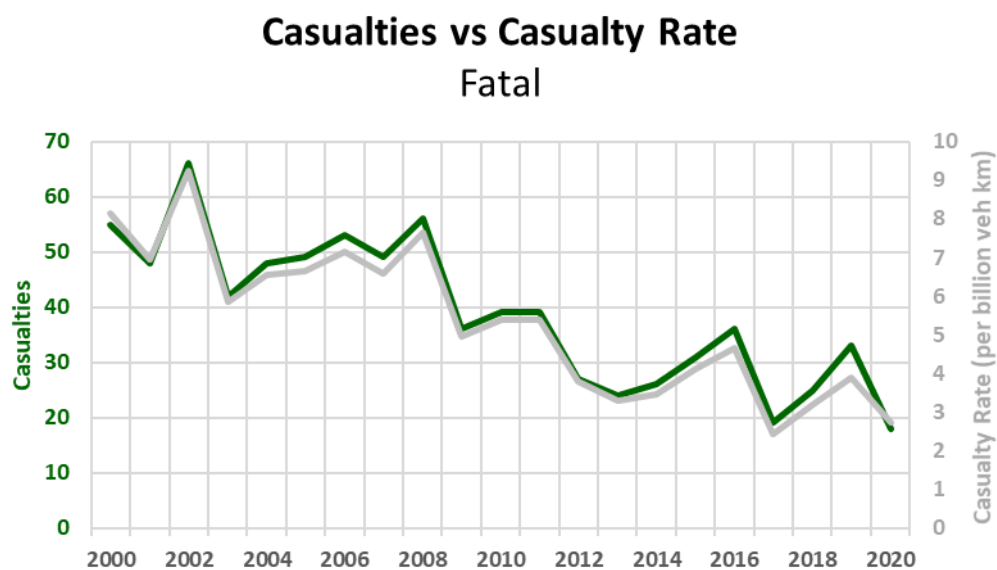
Casualties vs Casualty Rate All Severities - Combined



54. Furthermore, the killed or seriously injured casualty rate per billion vehicle km was one of the highest rates seen in the last ten years despite the total (209) being one of the lowest:



55. Of the 209 killed or seriously injured, 91% (191) were seriously injured while 9% were fatal (18). This is the lowest number of fatalities on record, and the second lowest rate of casualties killed per billion vehicle kilometres:



56. Notable statistical differences for 2020 between Leicestershire and Great Britain included:
- a) An overall increase in the number of killed or seriously injured casualties, despite a significant reduction across Great Britain.
 - b) An increase in the number of car occupants killed or seriously injured, against a 27% decrease across Great Britain.
 - c) No reduction in the number of pedestrians killed or seriously injured, despite a 32% decrease across Great Britain.

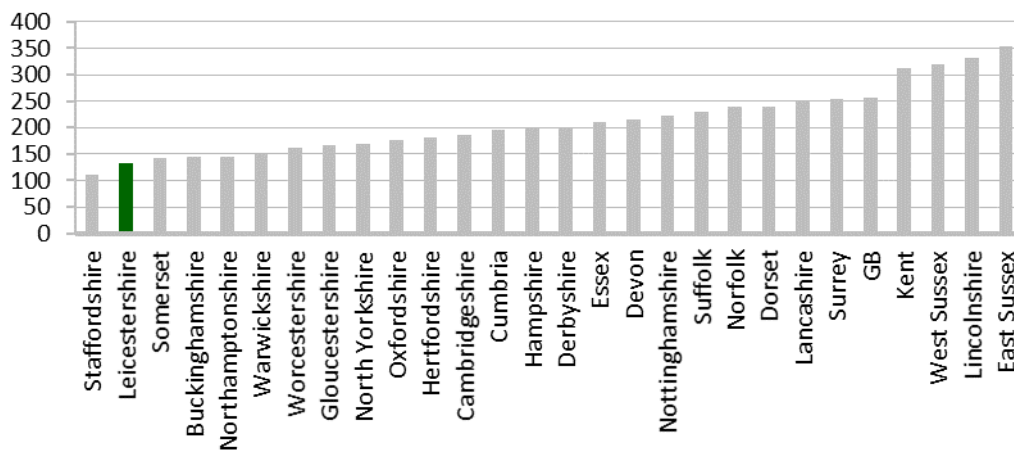
- d) An increase in the overall number of pedal cycle casualties for the first time since 2014, despite a small reduction across Great Britain.
- e) A significant increase in the younger driver casualties (aged 17-24), particularly killed or seriously injured, which decreased across Great Britain.
- f) A large increase in the number of killed or seriously injured casualties on Leicestershire's built-up roads, which was reduced significantly across Great Britain.

57. Comparing the Local Road Network (LRN) maintainable by the Council against the Strategic Road Network (SRN) maintainable by National Highways:

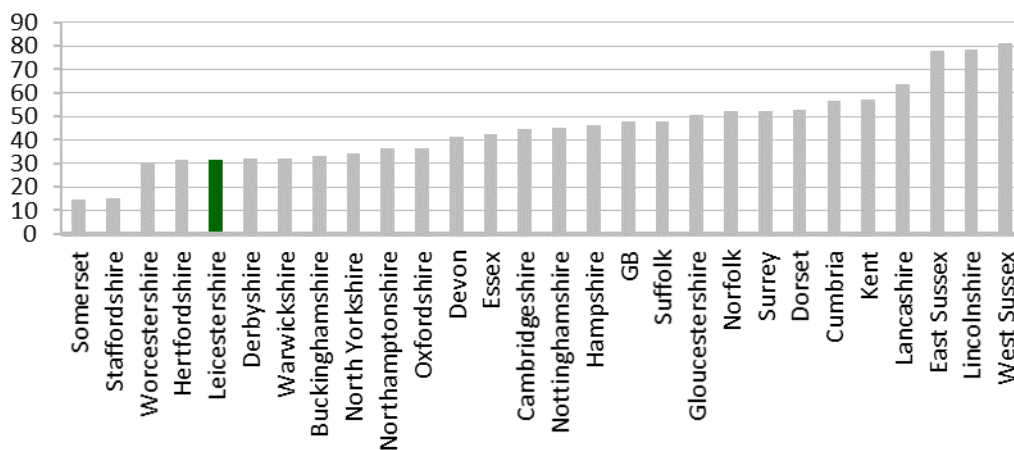
- a) Overall casualty totals continued to decline on both networks.
- b) Killed or seriously injured casualties on the LRN increased by 33% but reduced on the SRN by 45%.

58. The below graphs illustrate Leicestershire's casualty rate per billion vehicle kilometres in 2020 compared to other county authorities:

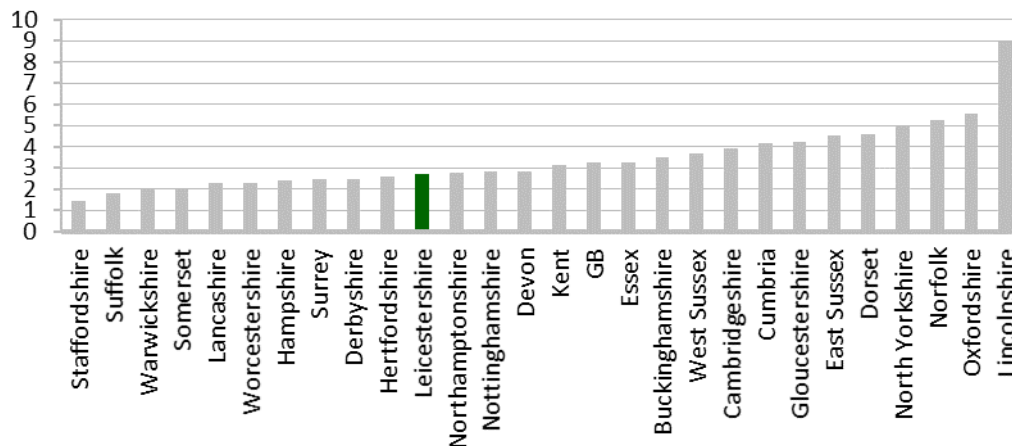
County Authorities Casualty Rate
All Severities (Combined)



County Authorities Casualty Rate
Killed or Seriously Injured



County Authorities Casualty Rate Fatal



59. While statistics for 2021 are yet to be finalised, it would appear based on collision reports received at the time of writing that there is not likely to be a significant statistical difference between 2020 and 2021.

Vulnerable Road Users

60. Statistics and trends for vulnerable road users in Leicestershire and Great Britain can be found in Appendix A, broken down by road user type and age groups. The key findings are as follows:
- a) There were **38% fewer pedestrian casualties** in Leicestershire in 2020 (39% fewer in Great Britain) when compared with the 2013-2017 average. The reduction is greater against the 2008-2012 average (50% for Leicestershire, 44% for Great Britain).
 - b) Overall pedal cyclist casualties in Leicestershire increased slightly in 2020, with **71 pedal cyclist casualties reported in Leicestershire in 2020**. This represents a 51% reduction from the 2013-17 average, significantly more than the Great Britain reduction of 15% over the same timeframe.
 - c) A total of **30 pedestrians were killed or seriously injured in 2020, the same as 2019**. Of the 30 casualties, one was fatal.
 - d) There were **28 killed or seriously injured pedal cyclists in Leicestershire in 2020**, 15 more than 2019, with three fatalities. The picture across Great Britain would suggest a national increase of killed or seriously injured pedal cyclists in the last ten years.
 - e) Motorcycle casualties in Leicestershire appear to be reducing at a greater rate than across Great Britain. **When 2020 is compared to the 2013-2017 average, motorcycle casualties are 52% lower** in Leicestershire (29% in Great Britain), and 60% lower in Leicestershire when compared to the 2008-12 average (32% in Great Britain).
 - f) There were **31 motorcyclists reported killed or seriously injured in Leicestershire in 2020**, down from 37 in 2019. This is fewer than the 2013-2017 average (50) and the 2008-2012 average (49). Of the 31, three were fatal, down from 11 in 2019.

- g) There were **63 reported child (aged 15 or under) casualties in total in 2020 in Leicestershire**. This is less than the 2019 total (73), the 2013-17 average (128) and the 2008-12 (161) average.
 - h) There were **11 children killed or seriously injured in Leicestershire in 2020**, one more than in 2019 but with no fatalities.
 - i) The **total number of older (aged 60 or over) casualties was 128 in Leicestershire in 2020**. This is a 23% decrease from 2019, a 44% decrease from the 2013-17 average and 43% lower than the 2008-12 average.
 - j) There were **28 killed or seriously injured older casualties in Leicestershire in 2020**, ten less than 2019. This is also less than the 2013-17 average (36) and the 2008-12 average (29). The picture across Great Britain suggests significant increases across this category in the last ten years, except for 2020.
61. Identifying local trends in killed or seriously injured collisions is not always possible when broken down by road user type or age group, as the small numbers involved can be prone to significant natural variation year-on-year.

Human Error in Road Traffic Collisions

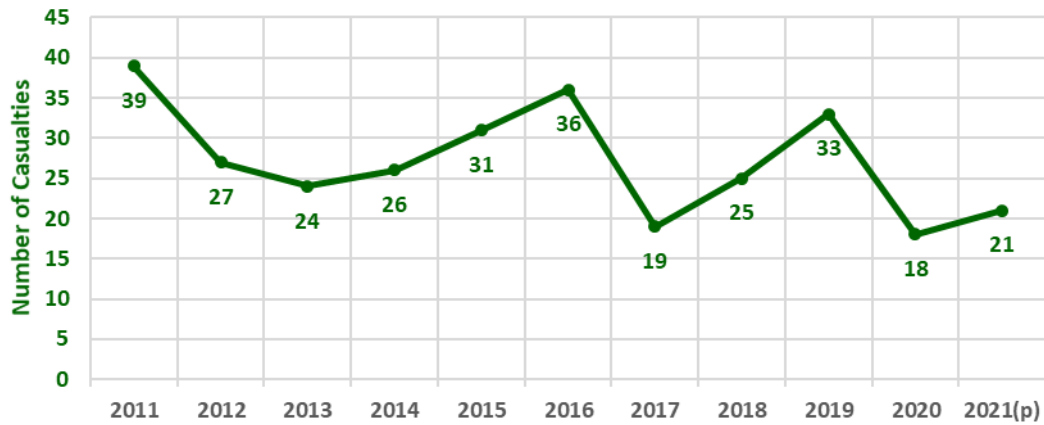
62. Whilst it is not possible to say precisely what proportion of collisions are caused wholly or in part by human error, the detailed analysis of individual collision reports over many years suggests that it is over 90%. The Royal Society for the Prevention of Accidents (RoSPA) states that 'A road accident is a rare, random, multifactor event that is always preceded by a situation in which one or more road users have failed to cope with their environment, resulting in a vehicle accident'.
63. 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.

2021 Provisional Update

64. Collision information for any given year is provisional until it is formally validated by DfT in the following year. The statistics below are therefore estimated and subject to change, as the 2021 figures are yet to be finalised.
65. **21 people were killed** in reported road traffic collisions in Leicestershire in 2021, 16 of the 21 were on the Local Road Network.

Casualties in Leicestershire 2011-21 (provisional)

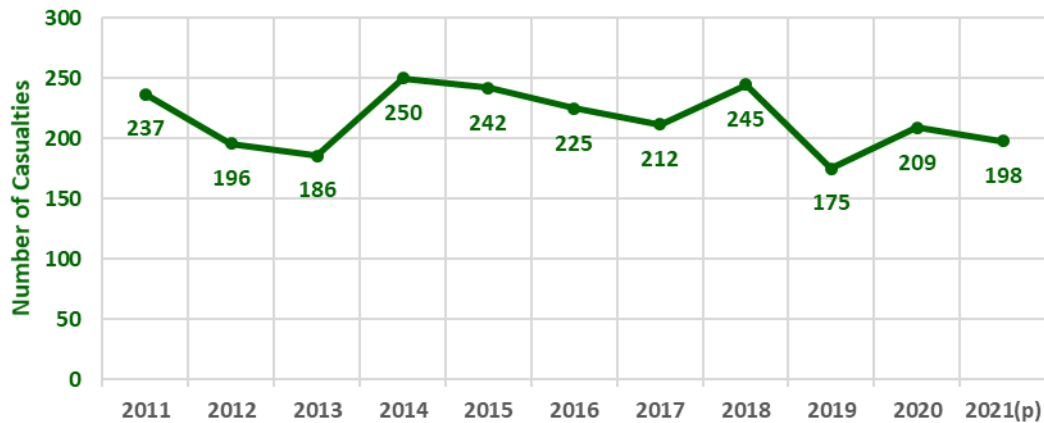
Fatal



66. The rolling 12-month total from November 2020 to October 2021 shows a **5% decrease in casualties killed or seriously injured** compared with 2020:

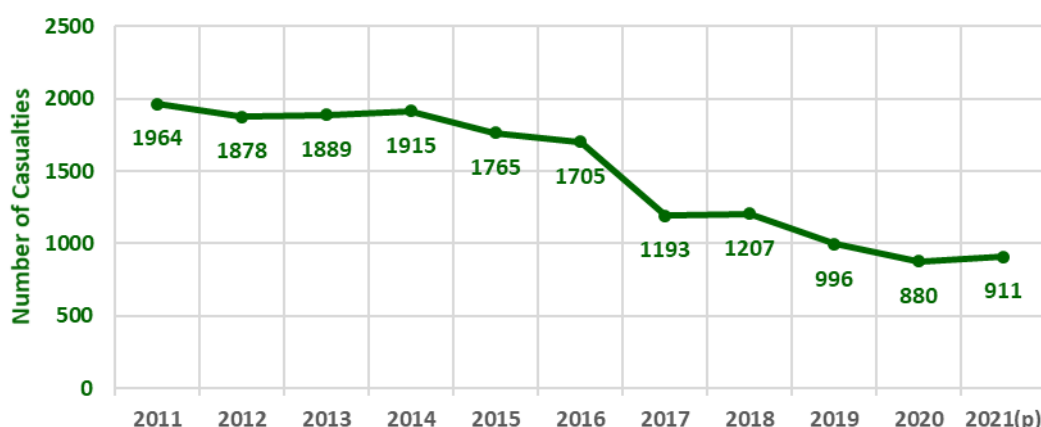
Casualties in Leicestershire 2011-21 (provisional)

Killed or Seriously Injured



67. The rolling 12-month total from November 2020 to October 2021 shows a **3.5% increase in casualties of all severities (combined)** compared with 2020:

Casualties in Leicestershire 2011-21 (provisional) All Severities (Combined)



Statistical Targets Review

National Targets

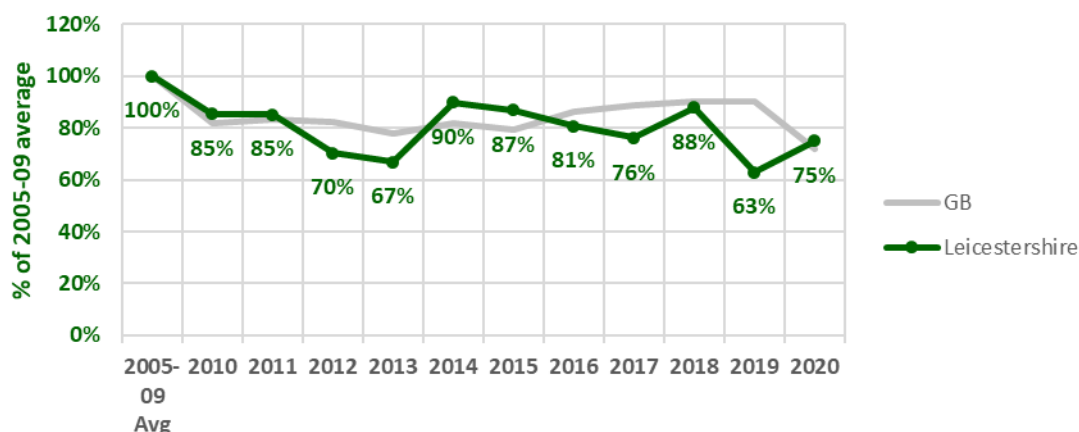
68. In 2011, the DfT published its 'Strategic Framework for Road Safety'. This included six key indicators relating to road deaths, which would be monitored at a national level:

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

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

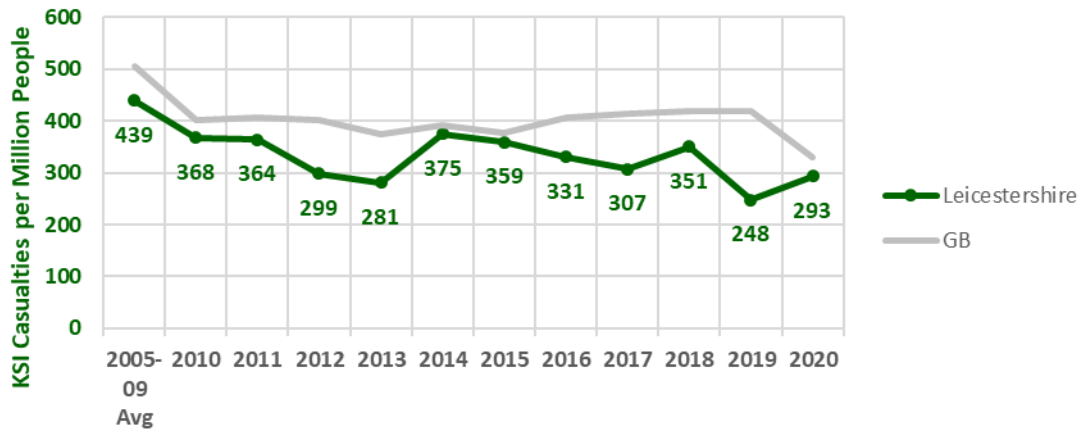
- Number of Killed or Seriously Injured casualties;

KSI Change Compared to 2005-09 Average



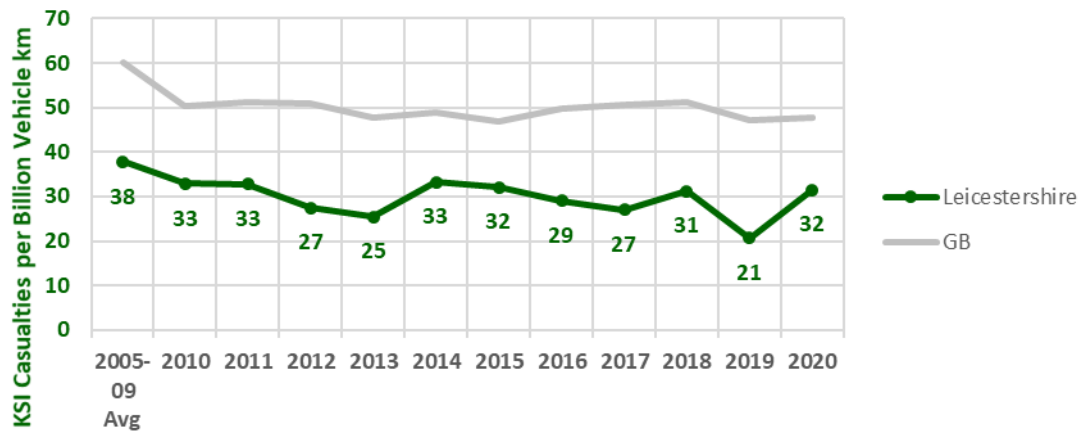
- Rate of Killed or Seriously Injured casualties per million people;

KSI Casualties per Million People



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

KSI Casualties per Billion Vehicle Kilometres



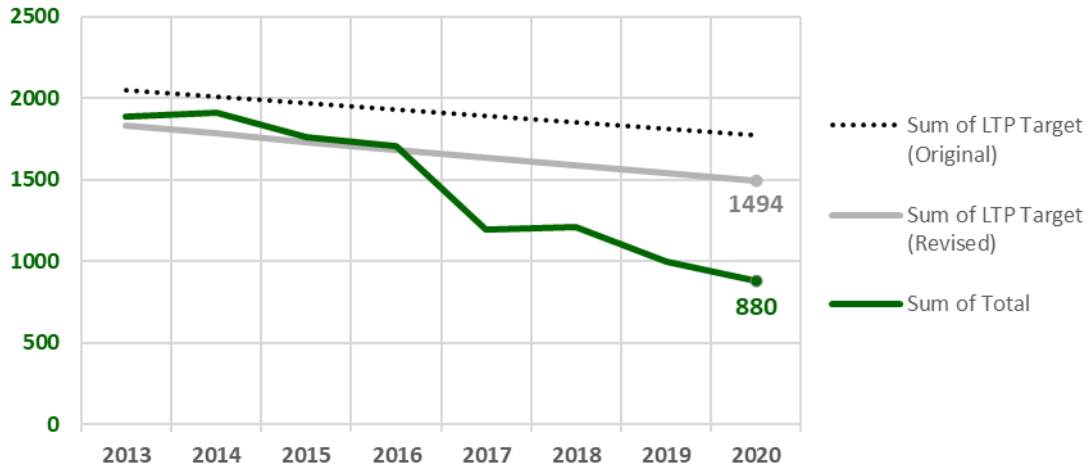
70. Leicestershire remains consistently below the national rates for those killed or seriously injured, when comparing nationally against both population and traffic volume.
71. The DfT's Strategic Framework contained a target that national KSI casualties should reduce by 40% by 2020 (relative to the 2005/09 average) and by 50% if lower performing authorities made stronger progress in reducing casualty rates. There has been a 28% reduction in 2020 across Great Britain compared to the 2005-09 average, while KSI casualties in Leicestershire have reduced by 25% over the same period.
72. The forecasts also recognised that between 1995 and 2010, the single development that has had the most significant effect on the national casualty total had been the improvement of car secondary safety. Car secondary safety features include such things air bags and seat belts. These do not prevent collisions but will reduce the impact of the collision on those involved. However, analysis in 2011 suggested that for car secondary safety there would be no further casualty reductions on roads with speed limits up to 40 mph, but that on higher speed roads there would continue to be additional reductions.

73. In January 2015, the Parliamentary Advisory Council for Transport Safety (PACTS) published a [list of priorities for road safety](#) that it felt could substantially reduce the level of death and injury on roads in the UK, with the expectation that it would form the basis for discussions with the government on the direction of the national road safety strategy.
74. In September 2016, PACTS published a report highlighting that, whilst the UK has one of the lowest rates of road death per capita, it compares less favourably to other countries in certain areas. These include:
- More 'vulnerable user' road deaths per capita (including pedestrians and motorcyclists);
 - a higher proportion of deaths in the 18-24 age group in relation to other age groups;
 - a higher proportion of deaths on roads with speed limits of 60mph or more; and,
 - more deaths per mile/km of motorway.
75. The County Council is aware of the challenges set out in [PACTS 2020](#) priorities and acknowledges the general principles and vision, as they broadly align with our approach and aims to improving road safety as detailed in Appendix B.

Local Targets

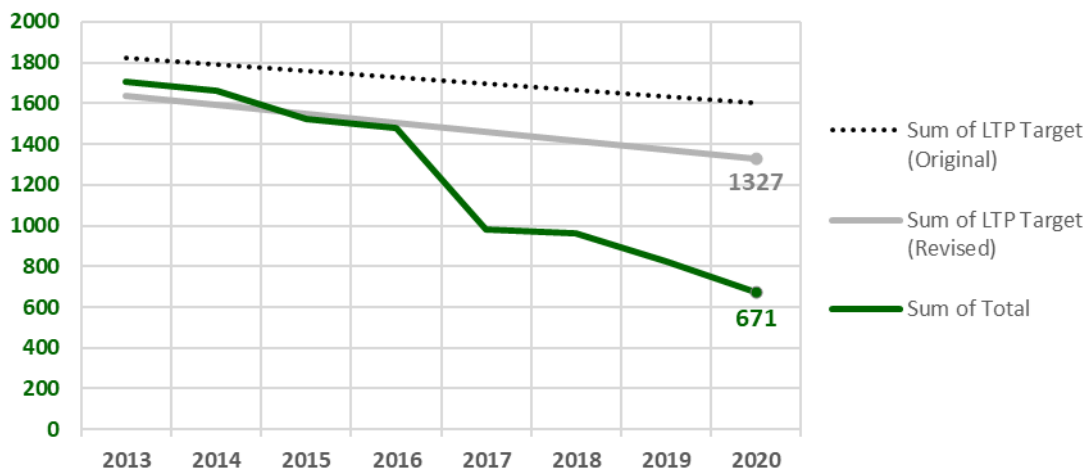
76. In 2013 it was noted that future annual milestones for 'total' and 'slight' casualties had already been achieved. The performance indicators were therefore revised, seeking a more challenging 40% reduction (by 2020) across all three casualty groups.
77. At its meeting on 1 March 2018, the Environment and Transport Overview and Scrutiny Committee reviewed the suitability of the milestones, and agreed that:
- a) There should be no change to the 'total' or 'slight' casualty milestones or targets.
 - b) The KSI casualty milestones revert to those originally set in the LTP Implementation Plan 2012-15.
 - c) Milestones and targets would be reviewed again in the 2019/20 year.
78. Further issues, which prevented the review of milestones and targets from taking place, were reported to the Environment and Transport Overview and Scrutiny Committee at its meeting on 4 June 2020.
79. While many of these issues still exist, the existing targets had reached the end of their timeframe, and it was therefore necessary to review and set future local targets.
80. As 2020 was the year that the targets were set against, a final summary of the performance against these targets is shown below:

LTP3 Milestones - Total Casualties



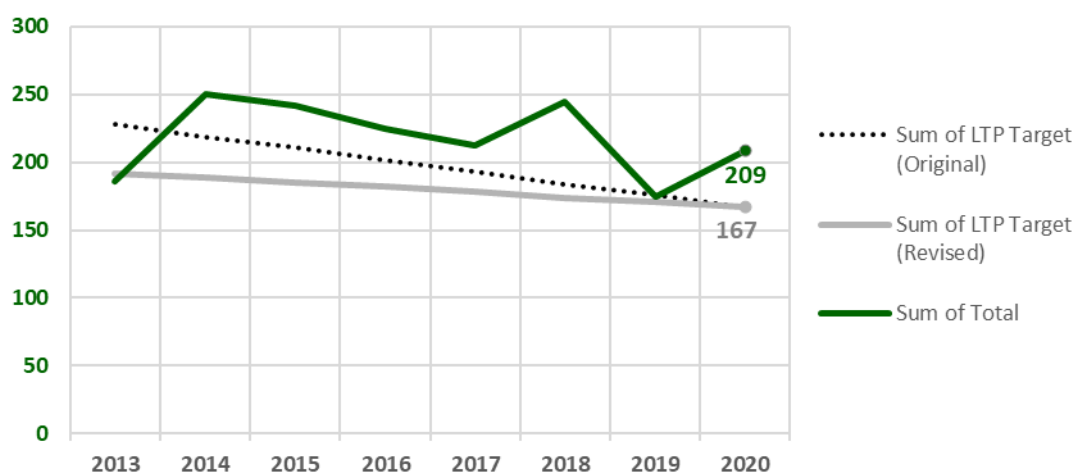
<u>Total Casualties</u>	2013	2014	2015	2016	2017	2018	2019	2020	2020 Target %
Original Target	2049	2010	1970	1931	1891	1851	1812	1772	29%
Current Target	1830	1782	1734	1686	1638	1590	1542	1494	40%
Casualties	1889	1915	1765	1705	1193	1207	996	880	

LTP3 Milestones - Slightly Injured Casualties



<u>Slight Casualties</u>	2013	2014	2015	2016	2017	2018	2019	2020	2020 Target %
Original Target	1821	1790	1760	1729	1698	1667	1636	1605	27%
Current Target	1638	1593	1549	1505	1460	1416	1371	1327	40%
Casualties	1703	1665	1523	1480	981	962	821	671	

LTP3 Milestones - Killed or Seriously Injured Casualties



KSI Casualties	2013	2014	2015	2016	2017	2018	2019	2020	2020 Target %
Original Target	228	219	211	202	193	184	176	167	40%
Current Target	192	189	185	182	178	174	171	167	40%
Total Casualties	186	250	242	225	212	245	175	209	

81. Total and slightly injured casualty numbers in 2020 were significantly better than the target, while the 2020 total for killed or seriously injured casualties did not meet the target.
82. Following a review of Leicestershire’s statistics and targets set elsewhere locally and nationally, it is proposed to set the following medium and long-term targets:
 - a) 40% reduction in killed or seriously injured casualties from the 2016-20 average by 2031.
 - b) Zero deaths caused by road traffic collisions by 2050.
83. These targets will be finalised as part of an ongoing work relating to the Road Safety Strategy and LTP4, will be monitored through the annual casualty reduction report, and reviewed if necessary.

Approach to Casualty Reduction Update

Collision Investigation and Site Prioritisation

84. The following approach to identifying and prioritising sites was described in the report presented to the Environment and Transport Overview and Scrutiny Committee and reinforced at its meetings annually.
85. A list of ‘cluster sites’ is the starting point to the methods used by the County Council for site prioritisation. A cluster site is a group of collisions that have occurred within a specified distance of each other, between a specified timeframe.
86. The County Council uses 50m as the distance threshold (groups of collisions within a 50m radius), using collisions from the five most recent full calendar years (as confirmed with DfT). This approach ensures comparability between

years, and avoids results being skewed by factors such as seasonal variance. The site must also be on the local road network (as opposed to the Strategic Road Network managed by Highways England).

87. 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 'Reported Road Casualties Great Britain' 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.
88. The most recently produced cluster site list is shown in Appendix E. Only clusters with seven or more collisions will be included on the list for site prioritisation. These sites include locations currently under investigation, where schemes are currently in design or have been recently implemented, locations that have been assessed but no further action is proposed or where other major schemes are proposed.
89. Assessment is undertaken to identify sites with patterns of treatable collisions.
90. Sites are assessed against national averages and predicted collision rates (COBA – Cost Benefit Analysis), to put the local position into wider context. If the number of collisions at a site is higher than the national figure, or if vulnerable road users are disproportionately highly represented, further investigation will be carried out. If below, the site will generally not be investigated further.
91. Sites which have been identified through this method are then investigated to identify appropriate measures to reduce casualties.
92. If an appropriate scheme is identified, funding will be sought or measures introduced as part of other schemes.
93. Where appropriate, an assessment of collisions involving specific vulnerable users or types of collisions may take place. As an example, these may include collisions in wet/damp conditions, collisions involving pedestrians, cyclists or motorcyclists or collisions on rural bends. This list would be used to bid for funding that is targeted at specific types of measures. Alternatively, where appropriate, improvements could be delivered as part of other works.

Impact of COVID-19 on Casualty Reduction

94. As noted above, the impacts of the COVID-19 epidemic, 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.
95. 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.
96. For example, as noted below, only 17 sites have met the 'seven collisions in five years' Cluster Site criteria. This is a reduction of over a third in terms of the total number of sites when compared to the previous year. Whilst many of the sites

within the list have been treated with casualty reduction measures, the 2020 data may, over the next five years, handicap the ability to clearly define sites and to clearly identify appropriate mitigation at those sites.

Rural Roads Initiative

97. 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).
98. The aim of this initiative was to identify which of these road lengths had a collision rate higher than the national average, based on collisions per billion vehicle kilometres, and to reduce the speed limit on these roads to 50 mph, with complementary signing and lining measures as necessary.
99. 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.
100. 38 schemes have now been delivered, with some schemes combining two routes, and a third wave of schemes are currently underway. Progress on this initiative is detailed on a site-by-site basis in the section on 'Schemes' below.

Schemes

Schemes Completed or Ongoing

101. In line with the methodology discussed in the Environment and Transport Overview and Scrutiny Committee on 12 September 2016, in the most recent interim cluster site list 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 E.
102. Of these nine 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.
103. Of the remaining sites:
 - 1 will be tackled as part of the A47 major scheme proposals;
 - 2 sites are under investigation; and
 - 3 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.
104. Three cluster site schemes are currently underway based on the 2020/21 analysis. These are:
 - A6 Lemyngton Street junction with Baxter Gate, Loughborough;

- Kibworth Road at the junction with Leicester Road, Wistow; and
- A447 junction with Bosworth Road, Peckleton.

Rural Roads Initiative

105. As detailed above, the Rural Roads Initiative (RRI) was reported at Scrutiny on 1 March 2018. A total of 38 schemes were delivered as part of the first two waves of schemes in 2019/20 and 2020/21.
106. Six further routes were identified and developed in 2021/22. These six schemes are due to be delivered by the end of the 2021/22 financial year. Lists of the completed and in progress routes are in Appendices G & H.
107. An extensive monitoring process is also planned, reviewing accident numbers and vehicle speeds on those routes that have been installed for over 12 months to establish the effectiveness of the Rural Roads Initiative. All sites will also be subject to a three-year monitoring process, reviewing accident numbers.

Potential Future RRI Routes

108. Once the 2021 collision data is fully validated and available, a review of the most recent five years of data will be undertaken. At the time of writing a list of future 2022/23 schemes is not available.

Casualty Reduction - the next steps

109. The above shows the Council's recent approach to casualty reduction in terms of cluster analysis and the RRI. There is enough scope, in terms of routes exceeding the national average accident rate, to continue the RRI on an ongoing basis and the annual cluster analysis will continue to pick up new sites and monitor existing sites annually.
110. 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.
111. Due to a combination of factors including continued underreporting issues of injury collisions, the significant decrease in slight injury collisions in 2020 due to COVID-19 travel restrictions and the impact of previous interventions, fewer viable sites are being identified through the RRI and Cluster Site studies and additional analysis is to be undertaken.
112. A monthly desktop review of all KSI collisions will be undertaken in an effort to ensure that we are aware of any emerging collision problems across the network as soon as practicable.
113. Additionally, national trends suggest that it is the strategic network of key A and B roads where casualty reduction is progressing at a slower rate than on other parts of the national and regional highway network. A review of our own Major Road Network (MRN) is therefore to be undertaken. As with the RRI programme collision rates will be determined for both collisions of all severities and KSI collisions in order to assess whether they are comparable with the national

averages. Where roads exceed the national average, possible mitigation measures will be considered for future funding bids.

114. A review of these alternative options and a recommended way forward will be presented to the Director in discussion with the Lead Member for Highways and Transport in 2022 and be reported to the Committee.

Community Speed Enforcement

115. To combat issues around speeding and safety on the roads, the Council trialled a community speed enforcement initiative (CSEI), which involved average speed cameras in seven locations across the county. The areas chosen were Sharnford, Woodhouse Eaves, Measham, Walcote, the A6 Harborough Road at Oadby, the A50 Field Head and the B676 Melton. The results of the trial showed that average speed cameras had a positive impact in reducing vehicle speeds.
116. Following the trial, the Cabinet considered a report in October 2020 on the establishment of a CSEI. It approved an ongoing programme of community speed enforcement, to deliver appropriate measures to reduce speed in communities. Before being considered as a suitable location for installation several criteria must be satisfied.
117. A rolling programme of sites will be identified, and average speed camera assets will be moved around the county. The programme will be developed in Spring 2021 as data is collated and the criteria are worked through for potential sites. This process will be repeated annually, to include any new sites put forward for consideration.
118. The Council will continue to work through the Leicester, Leicestershire and Rutland Road Safety Partnership to lobby the HM Treasury regarding the reinvestment of revenue generated from speeding offences into the CSEI.
119. In November 2020 the Environment and Transport Overview and Scrutiny Committee considered a report on the trial.

Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP)

120. The LLRRSP brings together the following organisations:

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

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

122. The Safety Camera Scheme is directly managed by Leicestershire Police. The Police run and manage the static and mobile cameras and the processing of offences from their 'Road Safety Unit' (RSU). The Police offer Driver Education Workshop (DEW) courses to drivers within a prescribed threshold.
123. The County Council run and manage the DEW operation; in 2020/21 around 19,000 drivers were booked on a DEW course. Due to COVID-19 face to face delivery was changed to an on-line virtual course delivery. There was a short delay in establishing this new approach which has caused the client numbers to drop compared to the previous year. This still equates to more than 75,000 hours of driver training.
124. There is a memorandum of understanding between the main LLRRSP partners which was renewed in 2017 and will last until 2022.
125. The LLRRSP structure consists of:
- A Board represented by senior managers from the individual organisations;
 - the reinstatement of a Management Group during 2020 (allowing time to pick up items in detail from the Board) and,
 - delivery groups – Camera Operations, Data, Communications and Publicity, and DEW all represented by officers from across the Partnership.
126. A key focus for the Camera Operations Group has remained the settling in of the digital cameras.
127. The digital cameras haven't resulted in any significant changes in client numbers and COVID-19 has seen a forced change from classroom course delivery to virtual course delivery. The operation has worked hard to maintain a strong delivery presence in 2020.
128. The Data Group has produced casualty information to highlight trends and issues to inform the work of the Communications and Publicity Group. A copy of this work can be found in Appendix D.
129. A full programme of communication and training initiatives for 2020/21 was developed and approved by the LLRRSP Board. There has been an ongoing focus on the use of social media and social media-based advertising which matches the national approach from the THINK! campaign. This work is managed by the Partnership Communications Officer and funded via the partnership.
130. Graham Compton, the Senior Traffic Management Officer at Leicestershire Police, has kindly provided a report giving further detail on Leicestershire Police's contribution to casualty reduction and the LLRRSP (Appendix F).

Consultations

131. 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

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

133. A funding decisions summary has been provided in the table below:

Date	Meeting approval	Capital Funds (£)	Measures	Comments
March 2017	Cabinet	£500,000 (from 2016/17 underspends)	Community Speed Enforcement Initiative (CSEI)	Seven trial sites throughout Leicestershire, using average speed cameras
February 2018	County Council	£500,000 (for the three-year MTFS period)	Safety schemes (Rural Route Initiative and Cluster Sites)	Approved the Medium-Term Financial Strategy (MTFS) 2018/19-2021/22
October 2020	Cabinet	£545,000 capital	CSEI	Average speed camera Funding managed through the Capital Programme and Works Programme. Ongoing revenue budget for additional sites managed as part of existing maintenance programme.
March 2021	Cabinet	Increase allocation of £210,000 (MTFS budget £792k)	Safety Schemes	2021/22 Highways and Transportation Capital Programme and Works Programme
March 2022	Highways and Transport Overview and Scrutiny Committee	Increase allocation of £1,000,000 (MTFS 2022/26 £1,100,000) (additional £250,000 annually from 2022/23)	Safety Schemes	Environment and Transport 2022/23 Highways and Transport Capital Programme and Works Programme

Conclusions

134. Overall, it should be noted that roads in Leicestershire are significantly safer than they were in 2000, despite increases in motor vehicle traffic.
135. 2020 saw the fewest number of total casualties on record (880), although the overall rate increased slightly when compared to traffic flow.
136. The number of fatalities decreased from 33 in 2019 to 18 in 2020, although the number of killed or seriously injured casualties increased from 175 to 209.
137. All the statistics for 2020 are affected by the Covid-19 pandemic, which has resulted in a shift in travel behaviours nationally as well as locally.
138. Road casualties decreased in line with road traffic and national lockdowns, with patterns of casualties across police force areas were broadly similar.
139. Pedal cycle fatalities and cycle traffic both increased during lockdowns, both locally and nationally.
140. The County Council met the targets for 2020 set in LTP3 for total and slight casualties, but not killed or seriously injured casualties.
141. New medium and long-term targets have been proposed and will be finalised as part of the ongoing work relating to the Road Safety Strategy and LTP4.
142. Identifying local trends is not always possible when broken down by road user type or age group, due to the small numbers.
143. The approach taken to identifying sites and investigating concerns has been designed to ensure that benefits are maximised within the framework of the significant challenges that the Authority faces.
144. It is proposed to continue to review Cluster Sites on an annual basis, using the methodology agreed in 2016, to identify those sites with a high number of collisions or a change in collision types where intervention measures can be identified. However, as more of these sites are treated year on year it is becoming more difficult to identify a significant number of schemes where appropriate, cost effective mitigation measures can be identified or justified from a collision reduction perspective.
145. As a result, and to continue contributing to reducing casualties in Leicestershire, a review of routes, regardless of speed limit and starting with the Major Route Network, is to be undertaken with the aim of identifying those routes where collision rates are high and where sufficient commonality in the collision types can justify intervention measures.
146. The County Council's road safety education programme, consisting of education, training and publicity initiatives will complement this process in targeting measures in an evidence led approach. A review is taken annually covering Leicestershire and the wider partnership area and the programme of initiatives is compiled covering outputs and outcomes and any gaps in provision are highlighted and addressed.

Background Papers

July 2019 – Department for Transport – The Road Safety Statement 2019: A Lifetime of Road Safety'

<https://www.gov.uk/government/publications/road-safety-statement-2019-a-lifetime-of-road-safety>

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

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

30 September 2021 - Department for Transport – Annual road accidents and safety statistics

<https://www.gov.uk/government/collections/road-accidents-and-safety-statistics>

The Highway Code for all road users, including pedestrians, mobility scooter users, cyclists, horse riders, drivers and motorcyclists

<https://www.gov.uk/guidance/the-highway-code>

2021/22 review, consultation and alterations to The Highway Code to improve road safety for cyclists, pedestrians and horse riders

<https://www.gov.uk/government/consultations/review-of-the-highway-code-to-improve-road-safety-for-cyclists-pedestrians-and-horse-riders>

Equality and Human Rights Implications

147. 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.

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

Appendices

Appendix A Reported Road Casualties in Leicestershire 2020

Appendix B Leicestershire's Road Safety Initiatives

Appendix C Definitions

Appendix D LLRRSP Road Safety Report 2020

Appendix E Cluster Sites

Appendix F Leicestershire Police Road Safety Report

Appendix G Rural Roads Initiative Routes

Appendix H Rural Roads Initiative Routes – Phase 3

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