

Scrutiny Committee

Meeting to be held on 16 October 2015

Electoral Division affected: All

Road Safety

Appendix A refers

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Executive Summary

This report provides details of the latest road safety statistics for Lancashire providing details of the numbers of people who have been killed or seriously injured on our roads set against the national picture. Action being taken to address the recent rise in casualties is set out in terms of – Education, Engineering and Enforcement.

The report also identifies the role of the Lancashire Partnership for Road Safety in ensuring a strategic approach to road safety, with all partners working together to reduce casualty numbers.

Recommendation

The Committee is asked to note the current performance relating to road safety in Lancashire and action being taken to address the increase in road casualties.

Background and Advice

Road safety issues were last considered by Scrutiny Committee in February and May 2014. The earlier report provided an update on progress in delivering the key elements of the County Council's Road Safety Strategy, including the roll out of the 20mph speed limit programme. The second paper in May presented the latest information about people killed or seriously injured (KSI) on our roads, together with details of the methodology used to target road safety interventions, particularly the additional £1m of capital funding made available by the Cabinet Member for Highways and Transport in October 2013.

This paper provides details of the latest road safety statistics for Lancashire, identifying current issues and priorities and sets out action being taken and planned to address the rising casualties, set in the context the road safety budget, as well as giving an update on the 20mph speed limit programme.

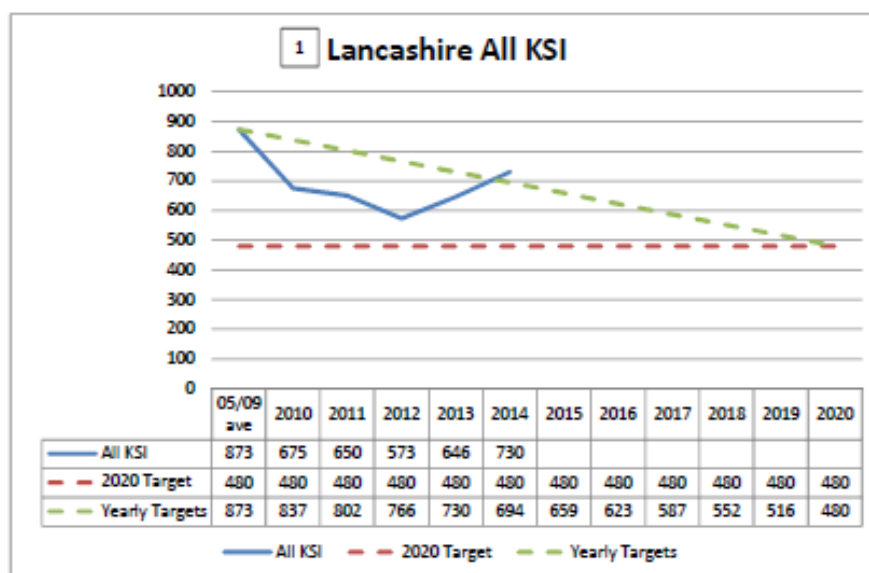
The paper is structured as follows:

- Road safety statistics for Lancashire
- An update from the Lancashire Partnership for Road Safety (LPfRS)
- Action to address casualty reduction
- An update on the 20mph speed limits

Road Safety Statistics

Road injuries now rank as the world's eighth-leading cause of death and the biggest cause of death in young people aged between 15 to 24 years¹. Great Britain has injury rates among the lowest in Europe, yet despite this 1775 people were killed and 22,807 people were seriously injured in 2014². During 2014 fatalities rose for the first time in 11 years, except for the calendar year 2010 when there was a rise attributed to severe weather. Similarly during 2014 there was the first rise in seriously injured casualties since 1994.

In Lancashire 2012 saw the lowest numbers of people killed and seriously injured on our roads. Unfortunately, over the last 2 years numbers have increased from 646 in 2013 to 730 in 2014.



In general child KSIs have shown a strong downward trend from the 2005 – 2009 baseline average of 119, to 58 in 2013. During 2014 68 children were killed and seriously injured accounting for 9.3% of all the KSIs.

During the first six months of 2015 (January to end of June) a total of 332 people were killed and seriously injured on our roads, of which 41 were child casualties. During the same period in 2014 a total of 338 people were killed and seriously injured, of which 32 were child casualties.

¹ Global Road Safety Facility, the World Bank; Institute for Health Metrics and Evaluation. *Transport for Health: The Global Burden of Disease from Motorized Road Transport*. Seattle, WA: IHME; Washington, DC: The World Bank, 2014

² Department of Transport; Road casualties in GB: June 2015

To understand and prevent road injuries and fatalities, casualties need to be examined by road user type.

Table 1 below highlights the proportion of Lancashire and GB fatalities in reported road accidents by road user type. In general Lancashire has similar proportions to the Great Britain average.

	Lancashire %	Great Britain%
Pedestrian	25%	25%
Cyclist	7.5%	6%
Powered 2 wheeled vehicles	15%	19%
Car occupant	47.5%	45%
Other	5%	5%

Detailed casualty reports are being prepared to further investigate the issues and contributory factors by age group, user group and geographically across Lancashire.

However an initial review of the 2014 data highlights the following trends in Lancashire:

- Both nationally and in Lancashire car occupants form the largest road user group killed and seriously injured. This can be attributed to cars making up almost 80 per cent of all traffic. However the vulnerable user groups (usually defined as pedestrians, pedal cyclists and motorcyclists) account for disproportionately more casualties than would be expected, given the distance travelled.
- A year on year decline in seriously injured pedestrians continues, with 2014 recording the lowest rates, with all age groups seeing a decrease.
- In 2014 the number of people killed and seriously injured riding powered two wheel vehicles (P2W) was the highest for 7 years. 60% of the casualties were in the 26 – 64 year age group. This increase is also reflected nationally in the number of motorcycle users who were killed and seriously injured.
- Pedal cycle casualties have doubled since 2007. In 2014 a total of 119 pedal cyclists were killed and seriously injured with those aged 16 - 64 the most affected age group. The Department of Transport recognises there is an ever increasing problem with pedal cyclist casualties nationally

The Lancashire Partnership for Road Safety (LPfRS)

The LPfRS is the strategic coordinating partnership for road safety in Lancashire, Blackburn and Blackpool. Its main functions are to review the level and distribution of enforcement activity undertaken and to encourage a collaborative approach to education and engagement. It oversees the development of pan-Lancashire projects such as the digital speed camera upgrade and is considering the introduction of average speed cameras at a number of locations across Lancashire.

The Partnership is developing an evidenced based multi-agency strategy setting out agreed priorities which each partner can contribute to delivering in a more co-ordinated way. The Partnership Executive Board has recently approved the recruitment of a road safety analyst and a casualty reduction manager/road safety co-ordinator, to deliver a co-ordinated and cohesive approach to road safety pan-Lancashire. Both posts will be funded through the Partnership from income generated via the speed awareness courses.

It is anticipated that the analyst will be in post within the next few months and will provide improved timely intelligence to identify patterns, trends and thematic issues as well as researching regional and national casualty reduction best practice.

In the interim, a senior public health specialist has recently joined the County Council on secondment from Health Education North West, and will initially be providing extra capacity to focus on improving road safety. The specialist is currently looking at how the data can best be used to inform strategy / action plan development and resource allocation. This will inform work going forward.

Action to Address Casualty Reduction

The [County Council's Road Safety Strategy](#) was approved in January 2012 to inform the County Council's actions to improve road safety. In the light of most recent data, the Lancashire Partnership for Road Safety is working to develop an evidence based multi-agency strategy to inform and co-ordinate partner activity. However in the interim a refresh of the LCC strategy is being carried out to target County Council activity geographically and by user group.

The latest statistics highlight some issues that need addressing as part of the refresh, including action in relation to road safety for older people and car occupants.

It is proposed that actions are focussed on the '3E's of Road Safety' – Education, Engineering and Enforcement i.e.:

- Change the behaviour of all road users to improve road safety
- Ensure the highway infrastructure minimises the risk and severity of accidents
- Manage speed across the highway to reduce the number and severity of casualties

Change the behaviour of all road users to improve road safety

Engagement with children and young people continues to be a priority and action plans are produced for each district to reflect the casualty profile. A range of activities is available for primary age children and those in transition to high school. These include the Safer Schools Moodle - an online interactive learning platform providing resources to schools including lesson plans, activity sheets, films, presentations; Right Start pedestrian training and Bikeability cycle training. Interventions and resources have also been developed in response to an increase in complaints regarding dangerous parking outside schools, such as the provision of 'A' Boards and signage.

The Wasted Lives young driver education programme continues to be delivered in partnership with Lancashire Fire and Rescue Service to 10,000 young drivers and their passengers each year. This has been running since 2008 and is shown to change attitudes of young people - using hard hitting examples from across the county to demonstrate the real life consequences of losing a loved one in a road traffic collision. Targeting the same age group, 'Safe Drive Stay Alive' is a series of live presentations delivered by officers of the emergency services and families directly affected by road traffic collisions. The presentations were piloted in July 2015 to an audience of 400 at Weeton Barracks, with a countywide roll out planned.

Initiatives targeting a wider audience include, the Driving Safer for Longer project to improve skills and confidence of older drivers, the development of social media campaigns and the development of E-Learning packages to distribute to large employers with targeted messages to facilitate behaviour change.

Details of current engagement and education activity is provided at Appendix A.

Driver training courses provide a range of practical and theory based education for drivers and riders, offered to offenders in place of enforcement such as prosecution. Five courses have been developed - Driver Alertness, Speed Awareness, RIDE (motorcycle offences), What's Driving Us (addressing attitudes) and Driving for Change (addressing skills). Historically these courses were commissioned from LCC by Lancashire Constabulary. However from 1 November 2015 these courses will be provided directly by Lancashire Constabulary, through the TUPE transfer of associated staff from LCC.

Ensure the highway infrastructure minimises the risk and severity of accidents

The provision of a high quality highway network which is well maintained and designed is vital. A methodology has been developed that has allowed casualty data across Lancashire to be analysed to identify road safety interventions, guiding both capital and revenue spend.

This methodology was presented to the Committee in May last year and was used to inform the allocation of the £1m of capital funding made available by the Cabinet Member for Highways and Transport in October 2013. The funding supported:

- 12 site specific proposals to introduce engineering solutions following a series of Accident Investigation and Prevention (AIP) studies. The introduction of targeted and strategic traffic calming measures into existing 20mph speed

limit areas. These are localised areas where speed related problems still exist despite the introduction of new speed limits and community engagement work;

- Areas where enhanced signing and lining is needed to support and reinforce existing 20mph areas;
- Improved warning and information signs in areas of high pedal cycle casualties;
- Measures aimed at roads with persistent speeding;
- Enhancements to local safety schemes; and
- Additional small residential 20mph sign only speed limit areas.

In addition, the highway maintenance, road safety and public rights of way new starts capital programme 2015/16 included £0.5m to address road safety issues, plus £0.5m to specifically address pedal cycle casualties. In total 14 road safety schemes and 13 cycle safety schemes have been identified, with the majority of the schemes are being designed and consulted on in 2015/16 and constructed during 2016/17.

The 2016/17 draft programme of works for cycle and road safety (totalling £1m) is under preparation and will be considered as part of the Council's commissioning process. The same methodology will be applied to identifying schemes for this programme of work, ensuring funding is allocated to projects that have the best prospect of further reducing casualty statistics.

Manage speed across the highway to reduce the number and severity of casualties

Driving speed is an important factor in road safety. Speed not only affects the severity of a crash, but is also related to the risk of being involved in a crash. There is good evidence internationally for the effectiveness of reducing the speed and volume of traffic in reducing injury rates^{3,4}.

The management of speed remains a high priority and is a key element of making the roads safer and improving public confidence.

Speed tasking is a partnership between LCC and Lancashire Constabulary, set up to prioritise requests for speed enforcement activity. Following a speed survey, the tasking group assesses the information recovered, together with the casualty record, to determine appropriate action. This could include police mobile enforcement; the installation of a temporary Speed Indicator Display (SpID) which displays the speed of vehicles and smiling or frowning faces as appropriate; or no action required.

The County Council also works alongside Lancashire Constabulary in establishing the Community Road and School Road Watch schemes. These schemes involve

³ Aarts L, van Schagen I. Driving speed and the risk of road crashes: a review. *Accid Anal Prev*2006;38:215-24. [CrossRefMedlineWeb of Science](#)

⁴ Bunn F, Collier T, Frost C, Ker K, Steinbach R, Roberts I, et al. Area-wide traffic calming for preventing traffic related injuries. *Cochrane Database Syst Rev* 2009;(4)

trained volunteers and /or schoolchildren working alongside the police to monitor and record the speeds of vehicles on a road. This approach allows target enforcement in the areas of high speeds and accidents, as well as areas that are of concern to local communities.

The 20mph Programme

A key element of the current road safety strategy has been the roll out of the 20 mph speed limit programme in response to road safety concerns.

The sign only programme has now been completed. Approximately 250 schemes have been implemented in main residential areas, with over 200 advisory, part time schemes implemented at schools outside the main residential areas.

In general, slower vehicle speeds result in fewer and less severe collisions. 20mph schemes are one way to achieve this, although actual speed reductions vary depending on the detail of each scheme. In the UK, signed-only 20mph schemes have generally achieved relatively small speed reductions of 1–2mph although early monitoring suggests that even this small change is translating into noticeable road safety benefits⁵. Similarly the evidence for 20mph zones supported by physical traffic calming features has highlighted a significant reduction in average speeds of about 9mph.

The University of Central Lancashire has reviewed Lancashire casualty numbers prior to and following implementation of the 20mph speed limit programme. Unfortunately the findings are inconclusive. A greater reduction of casualties has been noted in the 20mph areas compared to non 20 mph areas, however, this reduction was not statistically significant.

Budget Decisions

The service offers agreed by Council in January 2015 identified the likelihood of reductions in road safety activity in terms of non-diversionary courses, speed tasking, deployment of SPIDs/speed counts, road safety education and the healthy streets programme. Staffing resources have decreased, but to date the programmes of work have been sustained. The main programmes of work are identified at Appendix A.

Consultations

Officers from Lancashire Constabulary and Lancashire Fire and Rescue Service have been consulted and will be in attendance at the meeting.

Implications:

This item has the following implications, as indicated:

Risk management

⁵ London Borough of Merton on behalf of LEDNet, Research into the impacts of 20mph speed limits and zones October 2014.

Financial – no new implications attributed to this report.
Legal – no new implications attributed to this report.

Local Government (Access to Information) Act 1985
List of Background Papers

Paper	Date	Contact/Tel
Road Safety (Part 1)	7 February 2014	Vali Birang, 01772 534788
Road Safety (Part 2)	9 May 2014	Vali Birang, 01772 534788

Reason for inclusion in Part II, if appropriate

N/A