

Report presented by Head of Service Health Equity, Welfare & Partnerships
(Appendix 'A' refers)

Road Safety in Lancashire

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Executive Summary

This report summarises key road safety issues in Lancashire and identifies the actions being taken by Lancashire County Council and partners to reduce the number of road casualties in Lancashire.

The overall trend in number of people killed or seriously injured on the roads in Lancashire has been broadly in line with the downward national trend seen over the last 10 years; with the lowest number occurring in 2012. Subsequently, there has been an increase in the 2 years 2013 to 2014; followed by a levelling off, in line again with the national trend. Within that, the overall trend in fatally injured casualties in Lancashire has mirrored the national trend over the last 10 years; although in both cases the rate of decrease has stalled since 2012.

The report also summarises trends in terms of mode of transport, ages and geographic distribution of casualties, together with information about when casualties are occurring, and the factors that contribute to road casualties, with 'failed to properly look' the single most important factor identified.

The report also discusses the current information available about 20 mph limit areas, the role of Lancashire Road Safety Partnership, and the key actions that are being taken to reduce road casualties by Lancashire County Council and partners.

Recommendation

The Cabinet Committee on Performance Improvement is requested to provide feedback, and endorse the actions being undertaken to reduce casualties on Lancashire roads.

1. Background and Advice

This report provides an overview of road safety in Lancashire. Lancashire County Council is a partner of, and works closely with, the Lancashire Road Safety Partnership which is established on a pan Lancashire geography, including the local authority areas of Blackburn with Darwen and Blackpool Councils. In particular, the Partnership works to reduce the number of people killed and seriously injured (KSI) on the roads of Lancashire, including the motorway network.

This report utilises the information available about road casualties on a pan Lancashire geography (Lancashire 14), whilst identifying interventions that are pertinent to the administrative area of Lancashire County Council.

The more detailed statistical information on casualty trends and profiles in Lancashire is provided at Appendix A.

1.1 Overall Context

Great Britain has injury rates among the lowest in Europe, yet despite this, the main results underpinning the most recent Department for Transport (DfT) annual report (2015) shows a total of 1,730 people were killed, and 22,144 people were seriously injured in reported road traffic accidents in England, Wales and Scotland.

The DfT suggests that there is no single underlying factor that drives road casualty numbers; instead, there are a number of influences, including:

- The distance people travel (which is partly affected by economic circumstances)
- The volume and mix of transport modes used
- Behaviour of drivers, riders and pedestrians
- Mix of groups of people using the road (e.g. changes in the number of newly qualified or older drivers)
- External effects such as the weather, which can influence behaviour (for instance, encouraging / discouraging travel, or closing roads) or change the risk on the roads (by making the road surface more slippery)

It is very difficult to disentangle many of these factors between years. In particular, road casualty data only gives a limited amount of information about behaviour changes, and it is very rare to be able to identify such changes between individual years. Hence, it is important to consider the data in terms of trends, rather than by year to year variation.

Comparing the data locally, the overall trend in number of KSI casualties in Lancashire has been broadly in line with the downward national trend seen over the last 10 years; with the lowest number occurring in 2012. Subsequently, there was an increase in the 2 years 2013 to 2014; followed by a levelling off, in line again with the national trend. Within that, the overall trend in fatally injured casualties in Lancashire has mirrored the national trend over the last 10 years; although in both cases the rate of decrease has stalled since 2012. The overall trend in the number of pedal cyclist KSI casualties has increased both nationally and across Lancashire over the last 10 years; and in particular during 2013 and 2014. However, both nationally and locally, cycle mileage is reported to have increased over this time.

The overall trend in pedestrian KSI casualties decreased both nationally and locally between 2007 and 2013; with pedestrian KSI casualties across Lancashire showing a slight year on year increase since 2013, whilst the national trend in general levelling.

The overall trend in car occupant KSI casualties shows a decrease both nationally and locally over the years 2007 to 2012; although since 2012 this casualty group shows an increase in Lancashire, whilst nationally the numbers of such casualties have remained broadly similar.

The overall trend in Powered 2 Wheel (P2W) KSI casualties has decreased nationally, but locally remained broadly similar over the last 10 years; with variations year to year and an overall increase since 2010.

1.2 Who are the Casualties in Lancashire?

More detailed analysis of the ages of the KSI casualties in Lancashire indicates high numbers of younger adult casualties in general, and in particular relating to car occupancy.

Pedestrian casualties are particularly prevalent amongst school aged children with the younger secondary school aged children having the highest numbers of pedestrian casualties.

Pedal cyclist casualties are spread across the age groups from secondary school aged children to those aged in the late fifties.

Casualties amongst P2W users show two distinct groupings, the most significant number being young riders aged between 16 – 24 years, followed by those between 40 and 54 years of age.

The more vulnerable road users i.e. pedestrians, cyclists and P2W account for 62% of KSI casualties.

1.3 Where are the Casualties in Lancashire?

Casualties are broadly distributed across Lancashire in line with density of population, demographic age profiles and volumes of traffic, with the highest absolute number of killed and seriously injured casualties by district occurring in Lancaster in the 5 years 2012 to 2016.

Approximately 62% of KSI collisions occur on roads with 30mph speed limits; 19% occurring on roads with 60mph speed limits; and the remainder recorded as distributed across 20mph, 40mp, 50mph and 70 mph limits.

1.4 When are Casualties Occurring in Lancashire?

The month of year with the highest number of cumulative KSI casualties is July; with casualties predominantly occurring during the autumn months.

The number of KSI casualties by day of the week shows little variation.

Most casualties occur in the afternoon/evening peak travel period, corresponding to school closing times and through the general commute home between 3pm and 6pm.

1.5 Why are Road Casualties Occurring in Lancashire?

After an injury collision is reported to the police, a contributory factor may be assigned if the officer considers it has either possibly or definitely contributed to the collision occurring.

Factors Contributing to KSI Casualties (Lancs 14) 2012 to 2016

Rank	Frequency	Contributory Factor	Attributed to
1	1255	Failed to properly look	Driver/Rider
2	694	Failed to judge other persons path/speed	Driver/Rider
3	650	Loss of control	Driver/Rider
4	582	Poor turn	Driver/Rider
5	494	Failed to look properly	Pedestrian
6	411	Careless/reckless/hurrying	Driver/Rider
7	359	Travelling too fast for conditions	Driver/Rider
8	239	Impaired by alcohol	Driver/Rider
9	208	Speeding	Driver/Rider
10	203	Slippery road due to weather	Road Environment
11	198	Crossing road masked by stationary vehicle	Pedestrian
12	186	Careless/reckless/hurrying	Pedestrian
13	174	Learner driver	Driver/Rider
14	171	Failed to judge vehicles path/speed	Pedestrian
15	164	Sudden breaking	Driver/Rider
16	154	Other	Unknown
17	148	Illness/disability	Driver/Rider
18	136	Swerved	Driver/Rider
19	133	Aggressive driving	Driver/Rider
20	132	Stationary vehicle	Driver/Rider
21	108	Road layout	Road Environment
22	98	Impaired by alcohol	Pedestrian
23	92	Disobeyed give way	Driver/Rider
24	91	Too close to cyclist, horse or pedestrian	Driver/Rider

Whilst the most frequently recorded contributory factor is 'failed to properly look', the majority of collisions have multiple contributory factors recorded, and are a coming together of circumstances, behaviours and errors. As examples, there could be a combination of 'failed to judge other person's speed' and 'speeding' or a combination of 'slippery road due to weather' and 'driving too fast for conditions'.

Factors contributing to collisions resulting in fatalities more frequently include 'speeding', 'impaired by alcohol' and 'illness/disability' than KSI collisions in general.

1.6 20mph Limit Areas

Sign-only 20mph limit areas were introduced across the main residential areas of Lancashire between 2010 and 2014.

Academic evaluation of casualty data has not been undertaken in relation to the 20mph areas in Lancashire, and hence it is difficult to draw any conclusive findings. However, based on data obtained from 1 January 2007 to 30 June 2016, the average number of casualties per year has been calculated. Data was analysed where there was casualty information available for at least one year after implementation, which equated to 242 areas in Lancashire. The 'before implementation' data is an annual average based on three year casualties. The 'after implementation' data is the annual average of the casualty data for three years after implementation. Where three years data was not available, the data available was multiplied up pro rata.

Lancashire – 20 mph Limit Areas and Casualty Numbers

Casualty	Average Number of Casualties per Year Before Implementation	Average Number of Casualties per Year After Implementation	% Change
All Ages - All Severities	575.7	530.4	- 8%
All Ages - KSI	85.0	91.0	+7%
Child - All Severities	131.7	102.8	- 22%
Child - KSI	24.3	23.3	- 4%
All Age Pedestrian - KSI	42.0	37.8	- 10%
Child Pedestrian - KSI	18.7	16.4	- 12%
All Age Pedal Cyclist - KSI	11.3	17.3	+ 53%
Child Pedal Cyclist - KSI	5.0	3.9	- 22%

Available post implementation data shows an overall slight decrease in casualties of 8%, but with an increase in those killed and seriously injured by 7%; and with child casualties decreasing by a larger proportion.

All pedestrian casualties have reduced (all age and child); all age pedal cyclist KSIs have increased, with child pedal cyclist KSIs reducing, in the context of an increase in cycling over this period.

Factors Contributing to KSI Collisions within 20mph Areas in Lancashire (post implementation)

Rank	Frequency	Contributory Factor	Attributed to
1	503	Failed to properly look	Driver/Rider
2	181	Failed to judge other persons path/speed	Driver/Rider
3	176	Failed to look properly	Pedestrian
4	158	Poor turn	Driver/Rider
5	145	Careless/reckless/hurrying	Driver/Rider
6	104	Loss of control	Driver/Rider
7	85	Crossing road masked by stationary vehicle	Pedestrian
8	70	Stationary vehicle	Driver/Rider
9	64	Careless/reckless/hurrying	Pedestrian
10	63	Travelling too fast for conditions	Driver/Rider
11	59	Disobeyed give way	Driver/Rider
12	58	Failed to judge vehicles path/speed	Pedestrian
13	53	Impaired by alcohol	Driver/Rider
14	46	Speeding	Driver/Rider
15	42	Slippery road due to weather	Driver/Rider
16	40	Learner driver	Driver/Rider
17	39	Other	Driver/Rider
18	36	Dangerous action in carriageway	Pedestrian
19	36	Junction overshoot	Driver/Rider
20	31	Sudden breaking	Driver/Rider

Whilst the most frequently recorded contributory factor is 'failed to properly look', again, the majority of collisions have multiple contributory factors recorded, and are a coming together of circumstances, behaviours and errors. Speeding ranks 14th in the above table of contributory factors in Lancashire.

National research has been commissioned into the effectiveness of 20mph areas in terms of average speeds, perceptions of safety and propensity to walk and cycle rather than purely casualty numbers per se. The interim results have been presented to the Parliamentary Advisory Council for Transport Safety, with the final report expected during 2017.

Key provisional findings from the national study include:

- 20mph limits are generally supported by residents and drivers, particularly once they have been implemented.

- The majority of residents are thought to be aware of the 20mph limit in their street; but some residents are perceived to be unaware and are therefore unlikely to have changed driving behaviour or perceived any benefits.
- 20mph limits have had limited impact on driving behaviour (in terms of speed, traffic flow and driver consideration) – most residents and drivers do not perceive an improvement.
- Two-thirds of drivers report that they are now more aware of hazards and risks.
- Half of drivers feel that the new limit is frustrating; although only a third of residents reported seeing evidence of this.
- 20mph limits are perceived to be beneficial for pedestrians, cyclists and residents; and the questionnaire results suggest a small number of residents are walking and cycling more in some of the case study locations.
- 20mph limits are also perceived to be beneficial for the local community, although it is unclear whether there are additional benefits in addition to those associated with pedestrians and cyclists.

It is anticipated that the final report will provide an evaluation of the effectiveness of 20mph limit areas nationally.

2. Lancashire Road Safety Partnership

Membership of Lancashire Road Safety Partnership (LRSP) comprises Lancashire County Council, Blackpool and Blackburn with Darwen Councils, Lancashire Constabulary, Lancashire Fire & Rescue Service, Highways England and the Office of the Police & Crime Commissioner. The partnership has appointed a Partnership Co-ordinator and Analyst to support evidence based, development and delivery of the road safety strategy.

2.1 Towards Zero Lancashire

Towards Zero Lancashire: Road Safety Strategy for Lancashire sets out the partnership response to improving road safety. The overarching framework was agreed by the Road Safety Partnership Executive in the autumn of 2016. The strategy is built on the principles of the 'Safe System' approach and the belief that no one should be killed or seriously injured as a result of using the road – 'vision zero'. The strategy identifies the following aims:

1. Reduce road traffic fatalities by user group and age
2. Reduce severity and numbers of road traffic injuries by user group and age
3. Improve outcomes for vulnerable road users
4. Improve and change road safety attitudes and behaviours

The strategy identifies the following priorities:

1. Coordinated and evidence based response to road safety (Evidence)
2. Enabling, engaging and educating individuals and communities to influence road user attitudes and behaviour (Education & Engagement)
3. Intelligence led enforcement (Enforcement)

4. Engineering for safety (Engineering)

3. Interventions to Reduce Road Casualties of All Ages & Road User Types

Education& Engagement

- Media & Campaigns: Working with the Lancashire Road Safety Partnership and LCC Corporate Communications, to maximise opportunities to engage with residents of Lancashire through a range of local and social media, highlighting local issues and supporting national road safety campaigns.
- A suite of e-learning modules is currently under development to engage with the working age population through employers. It aims to equip participants to change behaviours such as failing to look properly, driving at inappropriate speed and driving under the influence of alcohol and/or drugs.
- Driving for Better Business is a programme that is currently under development locally to promote best practice and the business benefits of safe travel among those driving for work.
- Lancashire Constabulary offers a range of retraining courses to motorists committing offences in the Lancashire area, including the National Speed Awareness Course.

Engineering

- An annual programme of engineering interventions targets collision hot spots. Projects are determined by analysing collision data and applying an approved criteria to maximise the return on investment. The cycle network in Lancashire is under further development, together with local safety schemes incorporating pedestrian crossings and signage to protect vulnerable road users.
- Department for Transport Safer Roads Bid: In November 2016 the DfT announced an additional £175m of funding over a four year period to target England's fifty most dangerous local roads. The routes were identified by the Road Safety Foundation, with five in Lancashire:
 - A588 from Skippool to Lancaster
 - A6 from M6 Junction 33 to Lancaster City Centre
 - A581 from Rufford to Euxton
 - A682 from Barrowford to Long Preston
 - A683 from Lancaster to Kirkby Lonsdale

Highway Authorities have been invited to bid for funding to improve safety on these roads. Working with the Road Safety Foundation the five routes identified above have been reviewed to identify safety measures already in place and then using the Foundation's road safety software system, a range of potential further engineering interventions have been suggested.

Officers are currently considering the suggested measures, with a view to submitting a bid for funding to the DfT at the end of September 2017.

Enforcement

- Excessive speed is identified as a factor contributing to KSI collisions in Lancashire. Working in partnership with Lancashire Constabulary all reports about inappropriate speed are investigated and locations are prioritised for mobile speed enforcement. Where enforcement is not prioritised the County Council works with communities to provide Speed Indicator Devices (SPIDs), Community and School Roadwatch and /or further signage to encourage appropriate speed for the road.
- Average Speed Cameras: The Lancashire Road Safety Partnership selected 8 routes in the county for average speed solutions based on both speed and casualty data. These are the first average speed routes in the county and national research suggests that the expected number of people killed or seriously injured on these routes could reduce by up to 39%. Early indications are that compliance levels are high on routes where there are live cameras in Lancashire.

Work began in January 2017, with all routes estimated for completion by the end of 2017:

- A565 Southport New Road – cameras installed
- A6 London Road, Preston – cameras installed
- A675 Belmont – cameras installed
- A682 Gisburn Road, Pendle - installation underway
- A588 Head Dyke Lane, Pilling - installation underway
- B6232 Grane Road, Haslingden - installation underway
- A59 Brockholes Brow, Preston - installation to commence September 2017
- A583 Preston New Road - installation to commence October 2017

Lancashire Constabulary enforcement activities address driving offences of all types, improving safety for all road users. Intensive campaigns are carried out periodically to target specific behaviours such as drink driving and mobile phone use.

3.1 Interventions to Reduce Child Casualties in Lancashire

While absolute numbers of children killed and seriously injured on Lancashire's roads are low when compared to other age groups, the rate per head of population for child KSIs in Lancashire remains above the national average.

Education & Engagement

- The Safe & Healthy Travel Team continues to pro-actively target and engage with schools in areas where child casualties are high, encouraging participation in road safety education and activities to prevent child casualties.
- School Crossing Patrols: There are currently 333 active school crossing points in Lancashire, where children are supervised to cross the road safely.
- 'Let's Look Out for Each Other' child pedestrian safety campaign: This campaign has been developed further to an analysis of the locations and circumstances of collisions involving children aged 0-15 years across Lancashire; and a study of the behaviours most frequently resulting in children being killed or seriously injured on the roads. The 'Let's Look Out for Each Other' campaign focuses on engaging with parents and carers to reinforce road safety education, highlighting specific actions which can be taken.

The campaign is has been intensively targeted in areas where the highest number of child pedestrian casualties have been recorded i.e. Pendle, Hyndburn, Burnley, and Preston. The campaign launched in July and will run until the end of September 2017.

- Early Years (0-4 years): Children's Centres, private nurseries and child minders across Lancashire have received an updated copy of the Little Safety Stars road safety toolkit, enabling partners and professionals to deliver road safety messages in a structured format against Early Years Foundation Stage guidelines.
- In-Car Safety events continue to be delivered in districts where there are higher numbers of child car occupant casualties. During these events up to 70% of child car seats have been found to be inappropriate or incorrectly fitted. The Safe & Healthy Travel Team are also now working with health visitors to promote in-car child safety to new and expectant mothers.
- Right Start pedestrian training for Key Stage 1: continues to be delivered to primary schools across Lancashire, in addition to providing resources to encourage walking and other forms of active travel to school. During 2016/17 this programme was delivered by trained volunteers to 17,255 pupils. Additional promotion has taken place during 2017 to encourage participation by all schools in areas where there are the highest number of child casualties.
- A Key Stage 2 classroom workbook has been developed to help children learn more about road and cycling safety prior to taking part in Bikeability training. This has been distributed to schools across Lancashire and is also now available on-line.
- Bikeability Cycle Training: DfT funding of over £1m has been secured, enabling the delivery of Bikeability training across Lancashire until April 2020. This practical training is delivered to children in Year 6 prior to transition to high school, when risks to both pedestrians and cyclists increase as children begin to

travel independently over greater distances. Around 10,000 children participate in Bikeability training each year in Lancashire.

- Scooting: In response to the increasing popularity of scooting among young children, and in anticipation of a possible rise in associated casualties, a 'Scoot Safe' training package has been developed. The videos enable schools to deliver practical training sessions and documentation to support the planning and safe effective delivery of the training.
- The Safer Schools Moodle, an interactive on-line learning platform, continues to undergo further development, and contains a range of resources to encourage safe/active travel to school including films, lesson plans, activities and practical training.
- Parking A-Boards are provided to schools across Lancashire to support schools in addressing illegal and inappropriate parking. To support schools with the use of the A-Boards online resources have been created on the Safer Schools Moodle.
- Crime and antisocial behaviour on the bus network is addressed by two Police Community Support Officers (PCSOs) employed within the Safe and Healthy Travel team. In addition to direct interventions with individual pupils, the PCSOs organise transition events in conjunction with bus operators, delivering key bus safety messages to Year 7 pupils during the autumn.
- Lancashire Fire and Rescue Service and the Lancashire Road Safety Partnership Co-ordinator have developed 'Road Sense' for delivery to primary school children in year 6 across Lancashire, before transition to high school. This is an interactive road safety intervention which focuses on safe independent travel. A follow up activity workbook to enable pupils to plan and practice a safe journey to high school is subsequently provided.

3.2 Interventions to Reduce P2W Casualties in Lancashire

Education& Engagement

- BikeSafe is a national initiative run by police forces, aimed at reducing casualties by giving motorcyclists the opportunity to review their existing riding skills. The sessions cover skills such as positioning, group riding and hazards, and are followed by an observed ride that offers practical information at a follow up debrief.
- The Lancashire Road Safety Partnership is planning a targeted social media campaign aimed at young riders (aged 16-19 years) in early October 2017 to provide information about the risks they face, and how to minimise them e.g. through the use of appropriate protective clothing. The message will be reinforced through local colleges.
- Biker Down is a free training course run by bikers for bikers of all ages and experience. The course offers people the opportunity to learn practical skills to

help avoid being involved in a crash, as well as essential first aid training and advice on what to do should they find themselves first on the scene of an accident where someone is injured. The course draws on the expertise of the emergency services and RoSPA Advanced Drivers and Riders (RoADAR) Riders Group and is co-ordinated by Lancashire by the Fire & Rescue Service.

3.3 Interventions to Reduce Young Driver Casualties in Lancashire

Education& Engagement

- Wasted Lives: This programme addresses the 'Fatal 4' (speed, seatbelts, driving under the influence of alcohol and/or drugs, and distractions). It empowers young people to take action as passengers and have awareness of risks before they learn to drive.

Since 2008 Wasted Lives has been delivered to 77,000 young people (age 15-24) in Lancashire. The Fire and Rescue service is aiming to deliver the programme to every year 11 pupil in the county.

- Safe Drive Stay Alive stage presentation covers the real life consequences of taking risks on the roads. This session is emotion based and gives young people an insight into the experiences of police, fire, ambulance and bereaved family members who all share their stories. Since 2015 Safe Drive Stay Alive has been delivered to 13,000 college age young people.

3.4 Interventions to Reduce Cycling Casualties

Education & Engagement

- The successful DfT Access Fund bid to increase cycling and walking has facilitated the provision of adult cycle training courses in East Lancashire.
- Lancashire Constabulary has launched a Safe Passing Distance campaign & community engagement activity to increase driver awareness of the recommended passing distance of 1.5m or more.
- The Lancashire Road Safety Partnership supports and promotes cycling safety campaigns via social media.

Engineering

- Ongoing development and implementation of capital schemes in support of cycling continues.

3.5 Interventions to Reduce Older Road User Casualties

Education & Engagement

- Travel4Life resources are being developed, promoting lifelong safe and independent mobility. Following consultation with the Lancashire 50+ Forum, an interactive presentation has been developed and will be available for delivery to groups from autumn 2017.
- Are Your Eyes Fit to Drive?: The Safe & Healthy Travel team provides information to encourage drivers to have regular eye tests, and is working with NHS England to promote National Eye Health Week 18-24 September 2017.
- A Pedestrian Safety Campaign is planned for delivery in autumn 2017, given the trend for increasing older pedestrian casualties during November and December.
- A pilot older road users half day road safety event is planned by Lancashire Road Safety Partnership for delivery in November 2017, with further events to follow should the evaluation be positive.
- Driver Training: Lancashire Constabulary has relaunched Drive Safely for Longer, a practical refresher course for drivers over 60 years. The course is designed to give drivers confidence in their skills as well as refresh participants on some aspects of the law and the Highway Code.

3.6 Future Plans to Reduce Road Casualties

- Working with partners to improve the quality of data, and conduct more detailed analysis, such as the profiling of demographic groups and behaviours, to facilitate more accurate targeting of campaigns.
- Vehicle safety can be a contributory factor in collisions and also has a significant impact on the severity of injuries sustained by casualties. Lancashire Road Safety Partnership plans to work with Highways England to promote vehicle checks, safe maintenance of vehicles and ensuring vehicles are prepared for winter.
- Further direct engagement with high schools to deliver road safety education in areas with a high rate of pedestrian casualties amongst those aged 11-15 years.
- Promote access to and utilisation of the road safety elements of the Safer Schools Moodle.
- Develop and promote a community based approach to encourage residents to take responsibility for looking after themselves and each other on the road network.
- Improve the accessibility of information about the incidence, locations, types and causes of collisions at a local level.

Excessive speed is identified as a factor contributing to KSI collisions in Lancashire, with a large number of Lancashire residents also contacting the Council, either directly or through an elected Member, to raise their concerns. Currently the capacity of the Safe & Healthy Travel team to respond to these concerns appropriately, whilst also delivering strategic activity to reduce road casualties, is challenging. As a consequence a review of capacity, policy and procedure regarding speed management and associated customer service is under consideration.

Consultations

N/A

Implications:

N/A

Risk management

N/A

List of Background Papers

	Date	Contact/Tel
Paper		

Reason for inclusion in Part II, if appropriate

N/A