

Fire and Rescue Scrutiny Committee

11th November 2022

Item 6: Response to Motion 901 - Road Safety in Gloucestershire

Background

At the Council meeting on 18 May 2022, the following motion was agreed:

This Council notes:

- *That 2022 has seen a significant number of incidents with motor vehicles in Gloucestershire, resulting in 96 serious injuries and 14 deaths in just the first four months.*
- *That Gloucestershire's road safety record has actually worsened over the last decade, with our county in the bottom 5 per cent of local authorities in Britain for reducing the number of people killed or seriously injured between 2011 and 2019.*

This Council believes that road safety needs to be proactively managed, with the emphasis on preventing deaths and serious injuries, and should not wait until tragedy strikes for changes to be made.

This Council welcomes the road safety policy review being undertaken, which will involve county wide consultation, seeking responses from District, Town and Parish Councils. Interested road safety groups and residents will be encouraged to respond. Safer Gloucestershire will receive regular input from the Road Safety Forum, provided by officers who have a statutory responsibility for road safety. This dialogue will be open and transparent. County Councillors will be encouraged to work with their Parish, Town and District colleagues, ensuring that local voices are heard regarding county road safety.

This Council resolves to:

- *Ask officers to provide Environment Scrutiny and Fire and rescue Scrutiny with a thorough briefing on recent accidents and their causations.*
- *Call on Cabinet to ensure that communities and all levels of governance in Gloucestershire are thoroughly consulted on the refreshed Road Safety Policy.*
- *Call on Cabinet to work with Environment Scrutiny and Fire and rescue Scrutiny to develop a policy of ongoing dialogue with our residents to see road safety measures proactively installed in our communities.*

Members to receive a briefing on recent accidents and their causations and to consider how to work with Cabinet to develop a policy of ongoing dialogue with Gloucestershire residents on road safety measures in the community.

Background Documents

[PACTS GB Road Safety Performance Index November 2021](#)

[ICM decision 8th July 2022](#)

[Minutes of Environment Scrutiny Committee Road Safety Item, September 2022](#)

Response to Motion 901

Motion 901 action: to provide a thorough briefing on recent accidents and their causations.

Earlier this year there was a higher level of multi-casualty collisions on our road network. We can only speculate as to their causes until the Coroner has completed their work.

Therefore a larger review of collisions has been conducted to identify common themes and trends. The larger dataset makes findings more statistically robust. This work has also helped to inform the emerging road safety strategy.

Key findings are set out below. These highlight the importance of having a road safety strategy that is tailored to rural communities with high speed roads and also to urban communities and lower speed streets.

- Data from the ten years up to 2022 indicates only a marginal (not statistically significant) fall in fatalities. (Table 1)
- During the same period there was a significant increase in people seriously injured in road traffic collisions.
- The proportion of fatalities on roads managed by National Highways is 15.8% with around half this level for serious injuries.
- There is a marked skew in the distribution of fatalities by district, the highest number being in the Cotswolds (see table 2) and rural districts with a higher speed roads.
- 53% of KSI casualties in 2019, 2020 and 2021 occurred because of collisions at hotspot junctions and road lengths on the latest 2019-21 hotspot list.
- Table 3 shows that the largest group of road users are motor vehicle drivers and passengers, reflecting the high level of car use in the county. It also shows relatively high levels of KSI's for vulnerable / unprotected road users – pedestrians, cyclists, motorcycle riders and horse riders. These are mainly in urban areas.
- Table 4 shows that most pedestrians and cyclists are killed or seriously injured in the urban areas of Cheltenham and Gloucester.
- Analysis of contributory factors highlights that speed accounts for around half of all collisions (Table 5)
- 48% of fatalities are on single carriageway roads with a 60mph limit.
- People are most likely to be seriously injured in collisions on 30mph roads (predominantly residential/urban).
- By far the largest number of injuries are slight injuries. These account for around 75% of the total, averaging 842/year between 2014-18.

Table 1: Gloucestershire road casualties (Killed and Seriously injured) 2012-2021

Severity	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Killed	33	32	29	26	27	20	28	20	23	23
Serious	222	181	195	228	253	294	257	297	254	302
Total KSI	255	213	224	254	280	314	285	317	277	325

Actual number KSI recorded between 2012 and 2021

Table 2: Gloucestershire KSI's broken down by district (2019-2021)

2019/20/21	Cotswold	Gloucester	Stroud	Tewkesbury	Forest	Cheltenham
Killed	25	6	8	16	8	3
Serious	227	147	144	127	107	103
Total KSI	252	153	152	143	115	106

Table 3: KSI's by road user type at hotspot list sites

Vehicle Occupant	Motorcycle	Cyclist	Pedestrian	Horse Rider
253	111	69	58	1

Table 4: Pedestrian and cyclist KSI's by district, 2019-2021

2019/20/21	Gloucester	Cheltenham	Stroud	Cotswold	Tewkesbury	Forest
Pedestrian KSI's	37	24	19	24	19	15
Cyclist KSI's	35	34	28	21	24	5
Total	72	58	47	45	43	20

Table 5: 2017-21 KSI's ranked by Contributory Factor (top 20 categories)

Category	Detail	Times Used	Percentage of all KSI's
Driver/ Rider Error or Reaction	Failed to look properly	482	15.5%
Behaviour/ Inexperience	Careless/Reckless/In a hurry	314	10.1%
Driver/ Rider Error or Reaction	Failed to judge other person's path or speed	281	9.1%
Driver/ Rider Error or Reaction	Loss of control	185	6.0%
Driver/ Rider Error or Reaction	Poor turn or manoeuvre	122	3.9%
Impairment/ Distraction	Driver impaired by alcohol	109	3.5%
Injudicious Action	Travelling too fast for conditions	97	3.1%
Pedestrian Error	Ped failed to look properly	95	3.1%
Behaviour/ Inexperience	Aggressive driving	84	2.7%
Injudicious Action	Exceeding speed limit	71	2.3%
Impairment/ Distraction	Distraction inside vehicle	64	2.1%
Road Environment	Slippery road (due to weather)	62	2.0%
Driver/ Rider Error or Reaction	Swerved	52	1.7%
Behaviour/ Inexperience	Inexperienced or learner driver/rider	51	1.6%
Impairment/ Distraction	Illness or disability, mental or physical	50	1.6%

Motion 901 actions:

- to ensure that communities and all levels of governance in Gloucestershire are thoroughly consulted on the refreshed Road Safety Policy; and

- to develop a policy of ongoing dialogue with our residents to see road safety measures proactively installed in our communities.

In July 2022 the Cabinet Member for Fire, Community Safety and Libraries launched a public consultation on a draft Road Safety Policy setting out ambitious proposals to improve road safety in the county. The strategy includes a challenging casualty reduction target of 50% fewer Killed and Seriously Injured casualties on our roads by 2032 and the Vision Zero aspiration of no deaths and injuries by 2050.

Because no single organisation can achieve this improvement alone delivery of the strategy and targets is proposed using the 'Safe System' approach, outlined below. In Gloucestershire this means closer partnership working through the Community Safety Partnership, Road Safety Partnership and with parish and district councils to coordinate efforts across a range of complementary activities to deliver safer roads, safer road users, safer vehicles, safer speeds and improved post-collision response.

Shaping emerging Policy

Dialogue with residents and local stakeholders on the emerging strategy began in December

2021 with a road safety workshop to review current practices, list activities which support the Safe System approach and identify the main challenges with meeting ambitious targets. Delegates included town, parish, district and county elected members, mobility and road user groups and statutory agencies (OPCC, Gloucestershire Constabulary, Gloucestershire Fire and Rescue Service, Public Health). In addition we surveyed all levels of local government in the county to understand the appetite for introducing 20mph limits and satisfaction with existing schemes. Feedback from the workshop and the 20mph survey helped to inform the draft Road Safety strategy.

Community Speedwatch

In the summer of 2022 the cabinet member also launched phase 1 of a £600k Community Speedwatch fund. This initiative enables local community groups to apply for up to five measures to support local efforts to reduce speeding. By 31st August, when phase 1 closed, over 200 measures had been requested by community groups, ranging from for a site visit by a road safety engineer, to speed surveys, wheelie bin stickers, vehicle activated signs and community speedwatch cameras. Delivery of these measures is now well underway and a second round has opened, inviting bids from communities by the deadline of 31st January 2023.

CARS Toolkit

To support local groups with information and advice on tackling speeding the council commissioned Gloucestershire Rural Communities Council (GRCC) to refresh the Community Approaches to Road Safety (CARS) Toolkit. Four public workshops were held during September and October in the Forest, Stroud, Cotswolds and Tewkesbury where communities heard about the measures in the CARS toolkit, the support available from the County Council and Gloucestershire Constabulary and the experiences of local road safety champions.

Vision Zero and the Safe System approach

Vision Zero and the Safe System approach are advocated within our road safety policy that is currently being consulted on. Vision Zero is a transformational approach to road safety, first developed in Sweden, and recognised across the world. Its aim is to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all, by 2050. It is an ambitious vision, but no death can be considered “acceptable”.

The Safe System approach to Road Safety, which enhances the traditional “enforce, engineer, educate” approach by engaging and collaborating with everybody who can influence outcomes.

The Safe System approach



Examples of each intervention

Safe Roads - Road design which includes segregation through roadside and central barrier systems, separate bicycle and motorcycle facilities, pedestrian footpaths and crossings and traffic signs and line markings.

Safe Speeds - Road designs which reduce vehicle speeds through the use of traffic calming, roundabouts, gateway treatments, lower speed limits and speed cameras.

Safe Road Use - improving the training regime through extensive on-road practice, graduated driving licence systems, hazard perception training, public education and campaigns (as part of an integrated strategy), enforcement, penalties, alcohol interlocks, speed monitoring and increased helmet wearing rates

Safe Vehicles - The application of minimum vehicle safety standards and vehicle ratings (through the Global New Car Assessment Program [NCAP], seat belts, vehicle maintenance, daytime running lights, under-run guards on trucks, Electronic Stability Control and other advanced vehicle technologies.

Post Collision Response - Systems to improve emergency response time, better emergency care, improved first aid skills for the public, and improved hospital care.

Examples of work undertaken within the Safe System approach in Gloucestershire:

'Safe Roads' and 'Safe Speeds'

The road safety team works closely with the police and with local highway managers to review collision data, identify higher risk locations (hot spots and road lengths) and identify an appropriate response. This may include temporary additional enforcement of speeds by the police, engagement with high risk groups such as local schools by the ThinkTravel team, promoting road safety messages on social media through the council's media team, and carrying out a more in-depth review of the location to identify low cost or larger scale engineering remedial measures.

The hot spot list is reviewed periodically, and at least annually, to generate a rolling workplan of engineering measures at junctions and along road lengths. In urban areas this may include traffic calming, on higher speed roads this may involve reducing the speed limit, improving lighting, signing and lining at junctions and using gateway features on the approaches to towns and villages.

The council is investing in creating greater internal capacity to do this work, and a restructure is proposed to create a new Road Safety and Traffic Engineering team this year. This team will oversee the rolling work programme and liaison with the OPCC, Police, Gloucestershire Fire & Rescue Service and other stakeholders.

As highlighted earlier, inappropriate and excessive speeds are a major causation factor in road collisions (using national and local data) so the emerging road safety policy places considerable weight on the importance of reducing speeds, especially on single carriageway roads in rural areas where the national speed limit applies and within urban areas where there are higher levels of pedestrian and cycle activity by vulnerable road users.

‘Safe Road Use’

- Universal offer to schools across Gloucestershire covering pedestrian crossing, rail crossing, crossing by bus stop and shops. Awareness of 30 mph speed limits. Delivered at SkillZone to circa 6000 children every year.
- School Crossing Patrols are in place at 32 school sites across the county to assist children with walking to school safely.
- Bikeability training provided to over 5500 pupils in the last year, and provision extended to include adults and families and training for people with disabilities using adapted bicycles.
- What If? sessions. A half day multi-agency presentation type event with stories from people with lived experience of RTC. GFRS provide speakers and a compere, shared with Police and SWASfT. The aim of the programme is to change behaviour and reduce speeds, reduce drink/drug driving, improve passenger responsibility for keeping behaviour calm in the vehicle. 46 events facilitated in 2022 involving 6781 students.
- Wrecked and Passenger sessions delivered to schools, colleges and academies. This two hour educational event promotes good decision-making as a driver and passenger, speed awareness, drink/drug driving consequences, safer choices and decision points. Courses delivered throughout the year on request.

‘Safe Vehicles’

Many vehicles on our roads are owned or leased by businesses who are responsible for the health and safety of their employees and for the safe use of their fleet. Businesses can therefore play a key role in improving road safety by setting an example and educating their workforce about good practise such as fuel-efficient driving techniques.

This year the council brought all its fleet operations together within a single Corporate Fleet Unit that oversees the acquisition, use and disposal of vehicles across all directorates, including the fire fleet. The driver handbook has been refreshed and the team has a central role in ensuring that new and replacement vehicles are fit for purpose, safe and have lower greenhouse gas emissions to support our climate change strategy. Through this new unit it will be easier to ensure that new vehicles are fitted with trackers and have improved safety features such as higher levels of NCAP

crash protection and, moving forwards, passive safety features such as Intelligent Speed Assist.

'Post Collision Response'

- Work being undertaken by GFRS to improve emergency response time's e.g. pre-alert systems introduced to reduce the mobilisation of resources from the receipt of call into Fire Control to the actuation of operational response assets.
- Firefighters are trained in person centred extrication and receive trauma training
- Biker Down delivered which is a free 3 hour workshop: accident scene management, first aid for motorcyclists, being a "Thinking Biker".

Gloucestershire Strategic Road Safety Partnership

To enable the effective and efficient implementation of the Safe System approach; Gloucestershire's strategic road safety partnership has been refreshed. The strategic partnership is chaired by Cllr. Dave Norman and includes strategic representatives from Gloucestershire County Council (Economy, Environment and Infrastructure, Community Safety and Public Health), Gloucestershire Constabulary, Office of the Constabulary and Crime Commissioner for Gloucestershire; and South Western Ambulance Service NHS Foundation Trust. There are also conversations currently being held with Gloucestershire Rural Community Council, Active Gloucestershire, Gloucestershire Hospitals NHS Foundation Trust and National Highways.

The strategic partnership have agreed a draft terms of reference and aim to finalise this following engagement and feedback from stakeholders. The partnership are also using intelligence and evidence based learning to develop the strategic objectives and priorities and deliver measurable interventions to make our roads safer.

Officer contact:

Philip Williams

Assistant Director, Traffic & Transport

philip.williams@gloucestershire.gov.uk