



**REPORT TITLE: Gloucestershire Road Safety Policy**

<b>Cabinet Date</b>	23 <sup>rd</sup> November 2022
<b>Cabinet Member</b>	Cllr Dave Norman, Cabinet Member for Fire, Community Safety and Libraries
<b>Key Decision</b>	Yes
<b>Purpose of Report</b>	For Cabinet to agree to the recommendations outlined in this report. To review feedback from the recent public consultation and agree a road safety policy to make Gloucestershire's roads safer for all
<b>Recommendations</b>	To approve and adopt the Road Safety Policy as shown at Appendix A of this report.  That funding options to deliver additional Road Safety policy elements are considered as part of the 2023/24 budget setting and MTFS through potential adjustments to the Highways Capital Programme.
<b>Reasons for Recommendations</b>	Outlined at paragraph 48-53 of the report
<b>Resource Implications</b>	The one-off Community Speedwatch Fund of £600k has already been approved and additional investment by the council for a Road Safety Engagement post in Gloucestershire Fire and Rescue Service and a Traffic Engineer team within Economy, Environment and Infrastructure will all work towards delivering the Road Safety Policy.  Additional resources will be required to deliver the objectives in the Road Safety Policy over the next ten years. Scope for additional funding from third parties such as government grants and partner organisations will be explored together with a £155k base revenue budget MTFS bid and a £1.2m MTFS capital bid both of which are subject to approval in February 2023.  The ability to reduce GCC's KSI figure by 50% by 2032 will depend on the co-ordination and work of road safety partners, the quality of the prioritisation list and the available funding.

<b>Background Documents</b>	<a href="#">PACTS GB Road Safety Performance Index November 2021</a> <a href="#">ICM decision 8th July 2022</a> <a href="#">Minutes of Environment Scrutiny Committee Road Safety Item, September 2022</a>
<b>Statutory Authority</b>	<ul style="list-style-type: none"> <li>• The Council as the Highway Authority, Fire Authority, and Public Health Authority</li> <li>• Road Traffic Act 1988 section 39 - must prepare and carry out a programme of measures designed to promote road safety.</li> <li>• Traffic Management Act 2004 section 16 – duty to manage the road network.</li> <li>• Road Traffic Regulations Act 1984 section 122 – to secure the safe movement of traffic.</li> <li>• Health and Social Care Act 2012 – assess the needs of the community (including Road Safety).</li> <li>• Fire and Rescue Services Act 2004 section 8, part 1 a and b: <ul style="list-style-type: none"> <li>- Rescuing people in the event of road traffic collisions in its area:</li> <li>- Protecting people from serious harm to the extent it deems reasonable to do so, in the event of road traffic collisions in its area.</li> </ul> </li> </ul>
<b>Divisional Councillor(s)</b>	All
<b>Officer</b>	Name: Philip Williams Tel. no: 01452 328482 Email: philip.williams@gloucestershire.gov.uk
<b>Timeline</b>	15 <sup>th</sup> December 2021 Road Safety Workshop May to 31 <sup>st</sup> August 2022 Phase 1 of Community Speedwatch fund 8 <sup>th</sup> July 2022 – ICM decision to consult on draft policy 18 <sup>th</sup> July – 11 <sup>th</sup> September 2022 Consultation on draft policy Sept / October 2022 : Community Approaches to Road Safety (4 roadshows) 10 <sup>th</sup> October 2022 Phase 2 of Community Speedwatch fund opens 23 <sup>rd</sup> November 2022 – Cabinet considers draft policy December 2022 – Notify stakeholders of Decision and policy adoption December 2022 – Commence policy delivery from within existing budgets 31 <sup>st</sup> January 2023 – Phase 2 of Community Speedwatch closes February 2023 – Council approves 2023/24 budget and MTFS

## **Background**

1. In recent years there has been growing public awareness and interest in urban and rural communities to improve road safety. This has partly resulted from increases in casualty numbers nationally and partly from community's perceptions around safety.
2. In the past three years, the council has been receiving increasing demands for lower speed limits, particularly 20mph, and for local communities to be able to use vehicle activated signs and community speed watch cameras to help monitor and manage speeds.
3. Under the Road Traffic Act 1988 (section 39), the local authority must prepare and carry out a programme of measures designed to promote road safety. However it is important to note that the Council cannot achieve its aspirations for road safety alone. The role of the Police; National Highways; Fire and Rescue; health and medical services; schools and education; the Department for Transport, national guidelines and national campaigns; vehicle manufacturers and safety and self-drive technologies, all have a critical role to play.
4. Gloucestershire, like many authorities, has not had binding road safety targets for over 10 years, ever since the Department for Transport (DfT) made them discretionary and ended the link between Local Transport Plan targets, performance and funding. Towards the end of this period coordination of road safety activity was also hindered by the absence of a formal road safety partnership in the county and a reduction in funding both within GCC and within other partners, reflecting the removal of DfT oversight.
5. However, it is anticipated that a current road safety policy aligned with a strong Local Transport Plan is likely to be a key element to support potential future bid opportunities, going forwards, as these arise through DfT; particularly those with an active travel or area traffic calming focus, or of course those specifically related to road safety.
6. A study by the Parliamentary Advisory Council on Transport Safety in 2021 shows that 5 of the 6 worse performing authorities are in the Southwest of England, this may be due to the road networks in the Southwest being mainly rural in nature. Table 1 shows changes in Killed and Serious Injury (KSI) casualties over 5 years between 2015 and 2019.

**Table 1: Least effective areas for casualty reduction efforts across England, Wales & Scotland.**

Rank	In England	%age Change	In Scotland	%age Change	In Wales	%age Change
1.	Torbay	+53%	East Lothian	-10%	Caerphilly	+28%
2.	Devon	+46%	Moray	-20%	Monmouthshire	+27%
3.	Plymouth	+40%	North Ayrshire	-20%	Newport	+25%
4.	Luton	+32%	Edinburgh	-22%	Conwy	+21%
5.	Cornwall	+29%	Midlothian	-22%	Denbighshire	+16%
6.	Gloucestershire	+27%	East Renfrewshire	-24%	Torfaen	+8%
7.	City of London	+22%	West Lothian	-26%	Carmarthenshire	+5%
8.	Barking and Dagenham	+22%	North Lanarkshire	-26%	Powys	+1%
9.	West Sussex	+19%	West Dunbartonshire	-26%	Blaenau Gwent	0%
10.	Surrey	+18%	Glasgow City	-27%	Ceredigion	-1%

### Gloucestershire Casualty Analysis

- Annual KSI casualties in Gloucestershire over the past 10 years are shown in table 2 below. This shows a slight downward trend in the number of fatalities and a larger increase in serious casualties over this period. It should be noted that in 2018 there was a change of police reporting nationally that may have had an impact on the figures. Between 2010 and 2020 the population of Gloucestershire increased by 7.8% and the number of collisions increased by 8.6%.
- The proportion of injuries that occur on roads managed by National Highways varies by type, with 15.8% of fatalities being on these roads, dropping to around half this level for serious and slight casualties.

**Table 2: Gloucestershire KSI's 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

- What is not apparent from these countywide figures is the large variation in KSI's across the four rural and two urban districts, set out below in Table 3. Each area has a different total length of highway network, differing levels of traffic flow and a different split between vehicle users and vulnerable users (pedestrians and cyclists). However the table below still provides some initial insight and does show that the rural districts account for a disproportionately high share of fatalities on the road network (a position that is consistent nationally), with 38% of fatalities in

the Cotswolds alone. Police records show that the majority of fatalities are on rural roads and almost half (48%) are on single carriageway roads with a 60mph limit.

- There is less variation between districts in respect of the number of serious injuries however these are still highest totals across the rural areas and in particular in the Cotswolds. Police records show that the roads with the most serious injuries are those with a 30mph speed limit, typically found in urban and residential areas.

**Table 3: Gloucestershire KSI's broken down by district (2019-2021)**

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

- Whilst our targets focus on KSI's it is important to not lose focus on the need to tackle and reduce slight injuries, these still represent individuals that have needed a visit to hospital as a result of a collision and are often indicators of an underlying issue at that location or a increased risk of future KSI's. Slight injuries are monitored by the teams and form part of the prioritisation process when considering interventions. They occur across the network though typically more towards the urban areas where vehicle speeds are inevitably lower. They account for approximately three quarters of all injury accidents and fatalities (average of 842 per year in 2014-2018).
- Officers in the Road Safety, Highways and Police teams use data to identify clusters of collisions on the road network – identifying the top ones in terms of hot spots (junctions with at least 3 collisions in the past 3 years and road lengths with at least 5 collisions). This list is refreshed annually. The remaining collisions are dispersed across the network.
- 53% of KSI casualties in 2019, 2020 and 2021 occurred as a result of collisions at hotspot junctions and road lengths on the latest 2019-21 hotspot list. Table 4 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. Table 5 shows that most pedestrians and cyclists are killed or seriously injured in the urban areas of Cheltenham and Gloucester.

**Table 4: KSI's by road user type at hotspot list sites**

Vehicle Occupant	Motorcycle	Cyclist	Pedestrian	Horse Rider
<b>253</b>	<b>111</b>	<b>69</b>	<b>58</b>	<b>1</b>

**Table 5: Pedestrian and cyclist KSI's by district, 2019-2021**

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

### Recent collision trends for Gloucestershire

14. The first 6 months of 2022 has seen 158 serious injuries and 16 deaths resulting from road traffic collisions. The fatalities to date would indicate that 2022 will see an increase in deaths compared to previous years.
15. It is essential that collision data is scrutinised to understand emerging patterns of collisions and their causation factors to ensure the delivery of the best outcomes within a limited resource. The council continues to work with partners in the police and fire service to validate numbers and causation factors and update records based on accident investigations.
16. When the age range of those involved in collisions and the times of day are analysed it has been identified that more casualties occur on Thursday to Monday each week and more consist of the 20 to 30 age range. Most casualties occur between 4pm and 1am.
17. The Council's formal policy on Road Safety is set out in the Local Transport Plan 2020 - 2041(LTP) and states:
18. GCC will contribute to improved safety, security and health by reducing the risk of death, injury or illness arising from transport, working with partners to improve personal safety perceptions and the promotion of transport that contributes to good health and wellbeing.
19. The Parliamentary Advisory Council on Transport Safety reported on a World Health Organisation plan to reduce casualties by 50% by 2030. The UK government are keen for local authorities to adopt the Safe System approach. It is recommended that the council adopts the Safe System methodology at the heart of its road safety strategy to align with national advice.
20. The Safe System approach is based on the underlying principles that:
  - human beings make frequent mistakes that lead to road collisions;
  - the human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and
  - it is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries.

### Development of the Road Safety Policy

21. In view of the above, the council convened a workshop in December 2021 with a wide range of stakeholders to review current practices and develop a broad consensus to taking forward a new road safety strategy for Gloucestershire.
22. Delegates included town, parish, district and county councillors, different mobility user groups, cyclists, horse riders, Road Haulage Association, as well as Police, Fire & Rescue, Ambulance, Public Health and the Office of the Police and Crime Commissioner. They identified how road safety supports wider policy objectives and set out the main challenges with achieving ambitious targets and priorities for resourcing; listed activities which support a Safe System approach and gaps; and considered ways of engaging target audiences.
23. Concurrently, the council also surveyed parish and town councils, and district councillors in Gloucester and Cheltenham – urban areas which are largely unparished – to seek views on 20mph speed limits. This showed a strong level of support for more 20mph limits, but also showed that where we have already introduced these limits, the compliance with them was not high. A DfT study in 2014 showed that 20mph limit schemes which rely on signage alone are less likely to be effective than those which include physical measures and enforcement to effect lower traffic speeds. Details of this survey can be found in Appendix B.
24. The draft Road Safety policy is designed to bring a greater focus to:
- Using our data to prioritise our investment and achieve improvement
  - Working in partnership to meet the complex and multifaceted challenges
  - Changing behaviour across our road users and communities
  - Meeting community aspiration alongside our Community Speedwatch Fund.
25. The draft Road Safety Strategy has 9 key themes to reduce casualties from collisions in the county. These 9 themes are:
1. Reduce fatalities, serious injuries, number, and severity of collisions, with a key focus on using data to prioritise our approach
  2. Expand data and evidence base, including research, and monitoring of existing approaches
  3. Develop toolkits and programmes to give communities the tools they need to promote and improve Road Safety in their area
  4. Increase levels of safety for walking
  5. Increase levels of safety for cycling
  6. Improve collaboration between partners and stakeholders
  7. Embed the Safe System approach
  8. Promote the Vision Zero aspiration to Gloucestershire's public
  9. Lead by example
26. The Road Safety policy will be a live document and continue to learn from the approaches that are being implemented and the challenges that we face across the network. Further work will be needed to refine any specific programmes or joint working with partners, however elements such as refining prioritisation against our accident data; rural high-speed roads and associated speed

campaigns; community speed watch and the Community Speed Watch Fund; supporting safe cycling and walking particularly in our urban areas, and; working with higher risk groups such as older drivers, new drivers and schools are likely to be key issues for continued development.

### **Safe System - Partnership working**

27. Improving road safety and reducing casualties is complex and multifaceted and relies heavily on factors outside of the control of the Road Safety team and indeed GCC. The Police, Health services, Education, Vehicle industry, Central Government etc all have a role to play and as such partnership working is key to achieve Gloucestershire's ambitions to improve road safety. Indeed, casualties on National Highways routes within the County are also included in Gloucestershire's figures.
28. A cornerstone of the new strategy is the Safe System approach requiring councils and other organisations to be proactive, evidence based and consider how risk can be reduced from a particular stretch of road, prioritising a pro-active approach, while retaining the benefits of a reactive model e.g. only reviewing roads where there is already a collision problem.
29. Thus, the Safe System approach relies upon a shared responsibility amongst those who design, build, manage and use roads and vehicles to prevent collisions resulting in death or serious injury. This presents as very much a collaborative approach to deliver road safety 'with' the community instead of 'to' the community.
30. There are 6 elements to the Safe System Approach:
  1. Safe Roads
  2. Safe Vehicles
  3. Safe Road Users
  4. Post-Crash Response
  5. Safe Speeds
  6. Road Safety Management
31. The best performing authorities in road safety are those which are adopting the Safe System approach and who are demonstrating good levels of governance and accountability. They also have clear targets and monitoring systems in place. Staffordshire and South Gloucestershire who have both adopted this approach appear in the list of the best performing authorities in England.
32. Last year Safer Gloucestershire agreed a governance structure to improve multiagency road safety coordination and in December 2021 the Gloucestershire Road Safety Partnership was re-established. This group meets quarterly and provides a forum for coordinating strategic direction and resources. Each partner organisation retains its own internal governance for formal decision making and remains accountable for its statutory responsibilities. The formal launch of this new Road Safety Partnership will take place in December 2022. As part of the



consultation process for the draft Road Safety Policy members of Safer Gloucestershire were invited to comment.

33. The council's Corporate Strategy includes the following ambition:

On road safety, we want to deliver safer roads, healthier streets; lowering speed limits where people live and building more crossing points to achieve the Vision Zero road safety ambition by 2050.

34. A Safe System approach to road safety, including aspirational Vision Zero road safety targets and a 20mph policy thus underpins this new Road Safety Policy.

35. Vision Zero is an aspiration to eliminate death and serious injury from roads and traffic, by 2050, by taking a Safe System approach. The aspiration is that by 2050 there will be zero, or as close to zero as possible road fatalities or life changing injuries; the Safe System will be the normal approach to road safety and walking and cycling will be a safe and easy choice for personal transport.

36. To ensure that long term goals are achievable the proposed strategy has included interim ambitions to half KSI's over the next 10 years, by 2032. Using current road safety data for Gloucestershire this would mean reducing KSI's to the levels set out in table 3. The baseline is the average number between 2017 and 2019, predating the Covid pandemic.

**Table 6: Indicative pathway for Gloucestershire 50% KSI reduction by 2032**

Severity	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Killed	23	22	21	20	18	17	16	15	14	13	12
Serious	254	241	229	216	203	191	178	165	152	140	127
Total KSI	277	263	250	236	221	208	194	180	166	153	139

**From para 6 above - Table 2: Gloucestershire KSI's between 2012 and 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

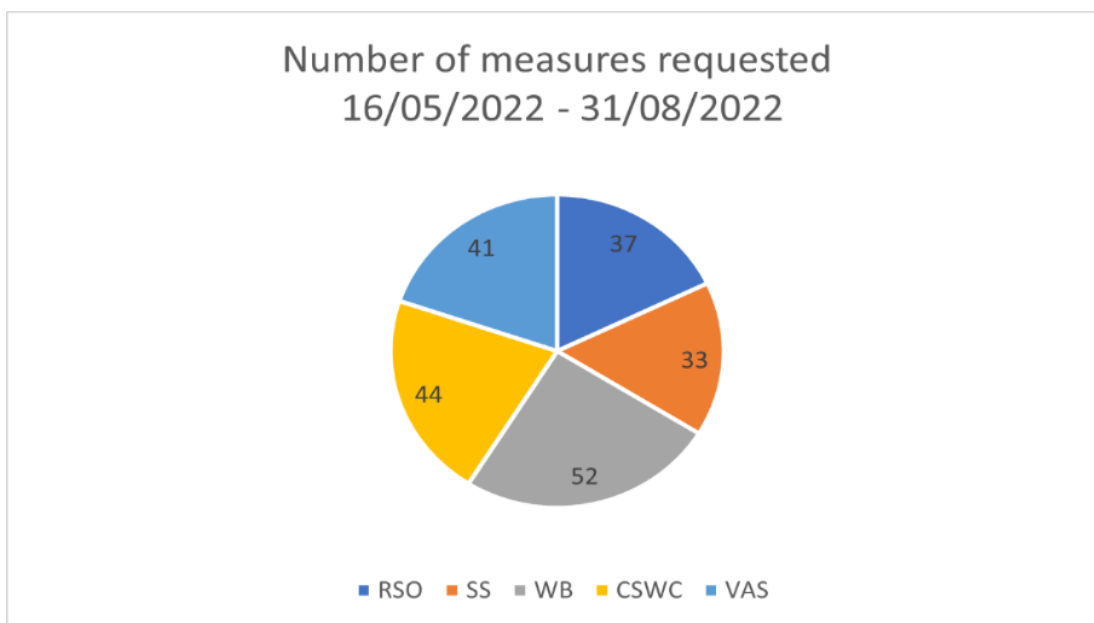
37. To achieve this ambition means we need to be able to reduce the estimated total KSI figure of 277 for the whole of 2022 to 139 by the end of 2032. This represents a significant challenge, particularly as we are likely to see more vehicles on the road, an increasing population and increased cycling and walking (i.e. those more vulnerable road users groups) as part of our active travel and decarbonisation agendas. In addition (see (7) above) the current 2022 casualty rate mid-way through the year suggests that 2022 casualties will be higher than original predictions. Thus, the need to act now and to work closely with road safety

partners is imperative if we are to encourage change and improve road safety for future generations.

38. Against this backdrop, vehicles are becoming safer and include greater levels of automation to reduce human error, such as reading speed limit signs, Intelligent Speed Assistance, Emergency Braking, Pedestrian Detection and Lane Assistance. The level of automation in vehicles in 2040 and in 2050 is likely to be considerably greater and more advanced than today. Medical interventions and post collision treatment is also expected to improve survivability. Some insurance companies are now requiring new drivers to have black box car monitoring equipment installed which will result in reduced insurance costs and safer driving resulting in less incidents. Hence there are some beneficial changes in the wider macro 'safety environment'.
39. The proposed strategy for delivering road safety to 2032 relies upon the Safe System approach and the nine thematic areas of activity as outlined earlier.

### **Community Speed Watch Fund**

40. As part of its £550k investment in road safety this year the council launched the Community Speed Watch Fund. The fund is helping communities develop their own road safety vision and combat speeding in their localities. The Office of the Police & Crime Commissioner included funding of £50k to increase the overall budget to £600k (this is broken down as £300k capital and £300k revenue funding).
41. Phase 1 of the Community Speed Watch scheme was launched in May 2022 where applicants from parish/ town councils and community groups were invited to place an application bid via the council website for road safety advice, speed surveys, signing and monitoring equipment.
42. The Community Approaches to Road Safety (CARS) toolkit was also made available to offer additional advice and examples of speed reduction methods that communities may like to adopt. A new Version 3 of this toolkit written by the Gloucester Rural Community Council (GRCC) was promoted via four road shows in 4 districts across Gloucestershire in September/October 2022 to showcase the newly revised toolkit in combination with the community speed watch scheme.
43. Phase 1 of the Community Speed Watch scheme ended on the last day of August 2022 and accumulated 119 bid applications requesting 206 road safety tools. The breakdown of measures requested during this time period is demonstrated via the pie chart below:



Key: RSO: Road Safety Officer; SS: Speed Survey; WB: Wheelie bin Stickers; CSWC: Community Speedwatch Camera, VAS: Vehicle Activated Sign

44. Applications for support from community groups have been received from all over the county with the most applications received from Stroud, the fewest from Cheltenham and Gloucester.
45. The Phase 1 application process has been significantly more successful than had been anticipated, which is a positive reflection on the process and the level of community engagement. Work is already underway to deliver the 209 interventions and 119 of these (at the point when this Cabinet report was finalised) have either been delivered by the Council or have been actioned and are awaiting approval of the next stage from the Police. All the remaining phase 1 requests are programmed for delivery and each of the applicant groups have been contacted regarding their application and its place / progress within the programme.
46. Given the level of need identified through the success of Phase 1, Phase 2 of the scheme was launched on the 10th October and closes on 31st January 2023. Though it is accepted that the level of engagement and success of the phase 1 programme will inevitably impact on the resourcing and timings for delivery of a phase 2 programme. All Phase 1 applicants have been written to in this respect.
47. In addition, an ongoing evaluation of the success of implementing the scheme and the accompanying tools to combat speed and enhance road safety for Gloucestershire's communities is essential, over a significant and sustained period of time. Hence prior to assessing phase 2 applications all outstanding phase 1 applications will be delivered and completed and any learning taken into phase 2.

## Context and Options

48. The first 6 months of this year (2022) has seen an increase in fatalities on the county's highway network. Annually between 25 and 30 people lose their lives on Gloucestershire's roads. These deaths have a devastating impact on those involved, with the DfT estimating that the cost of a highway fatality is £1,585,510.
49. During this year there has also been a considerable number of individuals seriously injured in collisions, some of these may have had life changing outcomes. The DfT estimate that the cost of a person being seriously injured in a car accident is £178,160.
50. The council has a legal obligation under the Road Traffic Act 1988 (section 39), where the local authority must prepare and carry out a programme of measures designed to promote road safety.
51. A strong and current road safety policy is likely to be a key element in any bid processes to DfT associated within a range of potential future bidding opportunities; whether these relate to Road Safety funding direct, Active travel, or to area traffic calming such as the current Mini-Hollands focus.
52. The council has several key council policies and objectives around road safety, reducing casualties and making the county a better place to live. Furthermore, it is a key council objective to achieve a modal switch from private vehicles to more environmentally sustainable forms of travel such as walking and cycling. To affect a modal switch our highways must be safe for walking and cycling.
53. The Road Safety Policy and the measures contained within it are required to be adopted by the council to reduce the numbers of those who are killed and seriously injured. With an increasing population, it is likely that casualties will continue to rise without this intervention.
54. There are several options to delivering the Road Safety Policy and these are outlined below:

**Option 1: Agree to Road Safety Policy with Additional Elements Included Following Public Consultation – Recommended Option**

55. The public consultation identified a number of additional areas to include in the Road Safety Policy. These new areas are highlighted in the Consultation Feedback section below.
56. In view of the considerable benefits above, and the positive feedback from the public consultation it is recommended that this option be agreed by Cabinet.

**Option 2: Agree to Road Safety Policy with No Amendments**

57. This option would involve the adoption of the Road Safety Policy, but with no amendments following the public consultation.

58. To proceed with this option would ignore the valuable and extensive feedback received from the public and stakeholders, that included several constructive suggestions and improvements.

59. As a result of this option not reflecting the consultation this option has been discounted.

### **Option 3: Do Not Agree Road Safety Policy**

60. The first 6 months of 2022 have seen a trend of increased fatalities on the county's roads. This increase is concerning and without intervention is likely to rise.

61. If the Road Safety Policy is not adopted, then the council is likely to come under increasing pressure from communities to make their highways safer as casualties and fatalities continue to increase.

62. Not implementing the Road Safety Policy the authority may be breaching its obligations under the Road Traffic Act 1988 (section 39) as a result of not preparing and carrying out a programme of measures designed to promote road safety.

63. As a result, this option has been discounted.

### **Risks**

64. Several risks are associated with this project and are outlined below, with mitigation:

Risk	Mitigation
Lack of engagement or partnership working by stakeholders and the criticality of their input to achieve targets and aspirations.	The new Road Safety Partnership has been approved and commences its work in December 2022.  GCC will carry out consultation in line with our statutory duties and will work closely with road safety partners to ensure that their objectives are aligned to help achieve the Road Safety Policy aspirations. The delivery of lower speed limits and digital speed enforcement cameras also relies upon support from the police.
Unable to fund all policies included in the Road Safety Policy	Detailed costs of each solution will be calculated with MTFS Capital and Revenue bids submitted for any unfunded areas.  Consider sign only speed limits/schemes without physical measures/traffic calming.  The policy shall be implemented using existing staff resource.

	<p>The delivery period for the interventions (and therefore potentially targets) would stretch to reflect available resources.</p>
<p>Collisions and KSIs do not reduce despite intervention</p>	<p>The effectiveness of measures will be monitored with early intervention if schemes are not delivering the expected outcomes.</p> <p>Continue to support GRCC “CARS” toolkit.</p> <p>Promotion of the Community Speedwatch programme to continue and be fully supported by GCC.</p> <p>Work with key stakeholders to improve data collection and sharing in relation to collision statistics.</p>
<p>Introduction of road safety measures such as 20 mph restrictions result in an increase in pollution and congestion.</p>	<p>Consider area wide holistic lower speeds.</p> <p>Cross border bench marking with neighbouring authorities.</p> <p>Monitoring of data including air quality before and after measures are introduced. Analysis of this data may result in further improvements being considered.</p>
<p>Increasing KSIs on the highway network results in poor public perception of the council.</p>	<p>The council will have a robust implementation plan to deliver the Road Safety Policy.</p> <p>Consultation has been undertaken in regards the draft policy with comments and suggestions from the public adopted in the recommended option.</p> <p>The policy will remain under review to ensure it is delivering the required objectives and outcomes.</p> <p>Communication strategies will reflect the complex and multifaceted nature of Road Safety and the need for partner involvement and ownership. The Road Safety Partnership provides a forum through which communications can be coordinated and targeted to reach higher risk groups of road users.</p>

### **Financial implications**

65. Delivery of the strategy will be from both Capital and Revenue funding. Capital funding is used to deliver physical engineering highway improvements and enforcement using ANPR cameras on the highway network. This would need to be sourced from the Highways Capital Budget and by bidding for funding from the council’s MTFS process. Inevitably MTFS funding is likely to be extremely limited and any changes in the Capital Programme may impact on the delivery of other

non-safety related highway schemes. Revenue funding is necessary to fund staff time analysing data, identifying hot spots, preparing a programme of safety schemes and feasibility studies, providing training and education, delivering a funded road safety communications strategy and engaging with stakeholders.

66. A small core level of Capital and Revenue spend is already funded within existing base budgets, including additional investment approved by the council for a Road Safety Engagement post in Gloucestershire Fire and Rescue Service and a Traffic Engineer team within Economy, Environment and Infrastructure. However, additional resources will be required to deliver the objectives in the Road Safety Policy. Scope for additional revenue from third parties such as government grants and partner organisations is being explored together with MTFs and Capital programme options noted above.
67. £131k of Capital funding has been secured to upgrade old static speed cameras to digital.
68. Due to road safety being a key priority of the council it is recommended that funding bids submitted as part of the 2023/24 MTFs process are approved when the Budget is approved in February 2023.

### **Climate change implications**

69. The Road Safety Policy will deliver Local Transport Plan objectives.
70. The Policy will also support cycling and walking by making highways safer for these forms of active travel, reducing the number of journeys made by private vehicles having a positive impact on emissions and pollution.

### **Equality implications**

71. Has an Equalities Impact Assessment (EIA) been completed? Yes
72. Cabinet Members should read and consider the Equalities Impact Assessment in order to satisfy themselves as decision makers that due regard has been given. Younger and older age groups are disproportionately more likely to be killed or injured on the road network. Over half of pedestrians killed or seriously injured in 2019-2021 were under the age of 16 or over the age of 60.

### **Data Protection Impact Assessment (DPIA) implications**

73. A DPIA was not required to be completed in relation to this policy as no personal or sensitive information is being processed.

### **Social value implications**

74. The Road Safety Policy aims to support a reduction in the numbers of those KSI in road traffic collisions. The DfT estimates that the average cost per seriously injured casualty on the roads is £178,160, and that that the average cost per

fatality on the roads is £1,585,510. The valuations provided by the DfT encompass all aspects of the valuation of casualties.

## **Road Safety Strategy Consultation Feedback**

**75.** In December 2021 a stakeholder workshop was arranged to help develop the draft Road Safety Policy.

**76.** Following the Cabinet Member decision in July 2022 an 8 week public consultation took place on the draft policy from 18<sup>th</sup> July to 11<sup>th</sup> September 2022. 520 organisations and members of the public responded to the 34 questions formulated around identifying areas of support and concern about the Safe System approach; Vision Zero; 20 mph Policy; ambitions for 50% fatal and serious (KSI) casualty reduction by 2032; and asked to what extent they agreed with each of the nine strategic themes. This resulted in 519 contributors providing 531 contributions. The consultation results can be found at Appendix B.

**77.** A summary of the findings are:

- a. A significant majority of contributions reflected understanding as to the reasons why the council is recommending the new road safety policy.
- b. Slightly below three quarters of contributions agreed/ strongly agreed that the Safe System approach is fundamental to the policies success.
- c. Over two thirds (68.6%) of contributions supported our Vision Zero/Safe System approach.
- d. A similar pattern - slightly under two thirds (65.7%) agreed/strongly agreed with the target of a 50% reduction in KSI figures by 2032.
- e. Three quarters of contributions thought that the 9 themes were the right areas to deliver. In relation to the 8 questions analysing the proposed actions for each strategic theme, the contributions were resoundingly in support, with no less than three quarters agreeing/strongly agreeing.

**78.** A key element of the first theme is the proposed '20mph speed restriction policy statement'. This is designed to apply to urban and rural locations, prioritising locations:

- With an existing casualty history;
- adjacent to or in the Local Cycling & Walking Infrastructure Plan network or
- which form part of urban realm/liveable street improvements;
- with limited footway provision;
- with widespread community support; and
- supported by statutory consultees and officers.

**79.** When the public were asked whether they were in agreeance with our policy on 20mph limits the split was practically equal, minutely in favour with 50.7 % of contributions saying yes. It should be noted that 35 respondents appear to be in



support of the principle of 20 mph speed limits but feel that the policy does go far enough. This would change the number who support the policy to 53.6%. The main themes from those that were against the implementation are listed below:

<b>Why do you not agree with the 20 mph policy? (Top 10 reasons)</b>	<b>No of comments made</b>
Speeds should be appropriate to the road conditions/location - can drive faster when roads are empty/depends on engineering	56
Unable to enforce/unenforceable/will be ignored/focus on enforcement	52
Because its silly/does not work/cash cow	39
Will cause increased congestion and pollution/ slow down journeys	33
Should be the default for residential zones with communities applying for exemptions/Should apply to all residential streets	25
Drivers will focus on road speed rather than safety of other road users and pedestrians/makes roads more dangerous/cause more accidents/evidence shows it does not reduce KSIs	21
Causes aggressive driving and road rage	12
Should apply to main roads around villages/rural roads	10
Cruise control in cars does not work below 30 mph/Cars struggle at 20 mph/Only works with in car technology	6
Greater education is a better solution	3

80. In addition some respondents noted that the draft policy was light on proposals to address casualties on the rural road network where speed limits are much higher and the severity of injuries tends to be greater. Concern was also raised about the vulnerability of cyclists at roundabouts and the importance of well-designed infrastructure to reduce the risk of cyclists being injured at side road crossings and roundabouts.

81. As a result of the responses to the consultation it is recommended to add to and strengthen a number of areas within the Road Safety Policy. These areas have been incorporated in the draft policy and are:

- a. Develop a more robust criteria for speed limit approvals, including 20mph restrictions, with before and after evidence based monitoring and hotspot analysis;
- b. Give greater consideration to the use of lower speed limits especially at hot spot junctions and rural roads where the national speed limit applies or where a speed limit reduction could reduce the likelihood and severity of collisions
- c. Give greater consideration to the use of lower speed limits in urban areas to reduce the number and severity of serious injuries and pedestrian and cyclist casualties;
- d. Make greater use of signal and speed limit camera enforcement, including average speed cameras, where these would improve the effectiveness of casualty reduction measures at hot spot junctions and road lengths.
- e. Provide focused engagement with horse riding establishments and local communities to improve horse safety in the county;

- f. Use moving traffic enforcement to reduce risks caused by high-risk manoeuvres and access by unauthorised vehicles;
- g. A joined-up review of current road safety education with the Road Safety Partnership and building closer links with Skill Zone.

### **Officer recommendations**

- 82. That Cabinet agree to Option 1 outlined at paragraph 41 of this report.
- 83. That officers provide some funding options for Road Safety Policy elements through consideration of the split in Capital Programme funding for Cabinet to consider as part to the 2023/24 and 2024/225 budget setting process.

### **Performance management/follow-up**

- 84. Progress with implementing the Road Safety Policy shall be closely monitored by the Road Safety & Transport Data Manager. Any slippage in progress will be identified and escalated appropriately to ensure the project is delivered within the agreed timeline.
- 85. The Lead Cabinet Member will be kept updated with progress of the project during key stages of implementation.