

**HAMPSHIRE COUNTY COUNCIL****Report**

<b>Committee:</b>	Economy, Transport and Environment Select Committee
<b>Date:</b>	30 June 2016
<b>Title:</b>	Road Casualty Reduction
<b>Reference:</b>	7620
<b>Report From:</b>	Director of Economy, Transport and Environment

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**1. Purpose of Report**

- 1.1. To respond to an action arising from Select Committee on 17 March 2016 when the Select Committee resolved that a briefing on Traffic Management Measures and Road Safety be provided for Members.
- 1.2. The Briefing was held on 23 May 2016, and this report summarises the information provided by officers and includes additional information as requested by Members at the briefing.

**2. Contextual Information**

- 2.1. The County Council's Safety Engineering Team monitors casualty figures for roads in Hampshire using data collected by Hampshire Police, and produces an annual report indicating the year-on-year variation in casualties.
- 2.2. Data on casualties from all injury accidents reported to or attended by Hampshire Police are recorded with injuries identified according to severity (slight, severe or fatal). Data is analysed by all casualties and also separately by child casualties.
- 2.3. The data analysed is for the administrative area of Hampshire County Council. It excludes casualty figures for the motorway and trunk road network which is the responsibility of Highways England and also excludes casualty figures for unitary authority areas of Portsmouth and Southampton.
- 2.4. The data is used by the Safety Engineering Team to formulate engineering measures to address the causes of collisions, and by the Road Safety Team to design education, training and publicity programmes, principally targeting children and high risk groups.
- 2.5. The data is also used to respond to requests for investigation and/or measures relating to traffic management where road safety is a perceived problem, but where injury accidents are not recorded. A policy decision was made by the Executive Member for Environment and Transport on 19<sup>th</sup> May 2016 that these locations would be a lower priority compared to locations where injury accidents

are occurring and, given the limited resources, would generally not be investigated further.

- 2.6. This decision was pre-scrutinised on 17<sup>th</sup> March 2016 by the Select Committee. The proposal to prioritise casualty-led traffic management was supported by the Select Committee but with the request for a Member briefing and further scrutiny to be undertaken by the Select Committee on road safety performance. This Member briefing took place on 23<sup>rd</sup> May 2016.

### **3. Briefing on Traffic Management Measures and Road Safety**

- 3.1. The yearly figures for the number of people Killed and Seriously injured (KSI) over a five year period (2010-2014) for both all casualties (total) and child casualties is provided in Appendix A of this report. This data has been provided in both table and graph format. The trendlines on each of the graphs clearly indicate an upward trend in the 'total number of all KSI's and downward trend in Child KSIs.

- 3.2. As a result of feedback at the Member briefing four graphs have been produced to show the longer term trends in casualties by severity over a number of years. These are provided in Appendix B and are as follows:

Graph 1: The yearly number of fatalities over a 15 year period (2000 to 2014). Whilst figures have fluctuated somewhat, there is an overall downward trend in the figures.

Graph 2: The yearly number of serious severity casualties over a 12 year period (2003 – 2014). There is an overall upward trend.

Graph 3: The yearly number of KSI (fatal and serious injury) severity casualties over a 12 year period (2003 – 2014). Whilst figures have fluctuated somewhat, there is an upward trend. This upward trend is not as high as that indicated in serious severity casualties alone. There is a correlation between an increase in serious severity casualties and the reduction of fatalities. If road users are more likely to survive as a result of factors such as vehicle safety features, highway design or improvements in trauma care this will inevitably result in more serious severity injuries being sustained. However this only accounts for part of the increase experienced in serious severity figures.

Graph 4: The yearly number of slight severity casualties over a 12 year period (2003 – 2014). This indicates a well defined downward trend.

- 3.3. The reason for the different time periods used in the graphs, is that from around 2003 Safety Engineering started to separate out Hampshire County Council from motorway and trunk road accidents, but fatal accidents had been separated since 2000, enabling the reporting of fatal accidents over a longer time period (see Graph 1).
- 3.4. Appendix C is a summary of 2015/16 road safety budgets for Casualty Reduction (Safety Engineering) and Casualty Prevention (Road Safety Education).
- 3.5. The County Council's Safety Engineering Team proactively search the data collected by Hampshire Police to identify locations where clusters of injury accidents are occurring, and analyse the information recorded to propose remedial measures to treat causes common to the collisions. Alternative

engineering measures and regulatory changes are assessed, with schemes tailored to the specific circumstances recorded by the investigating officer.

- 3.6. Single incident fatal and potential fatal collisions are investigated by the Casualty Reduction Partnership (see Appendix C), with a joint assessment by the County Council's Safety Engineering Team, Hampshire Police and the relevant district or borough council. The analysis of options is similarly based on the specific circumstances of the collision which may, of course, differ from local perception and include additional information which is not in the public domain at the time.
- 3.7. Road safety education and training is provided to reduce the likelihood of people being involved in road traffic accidents by improving awareness of road safety issues from an early age. These complement both national and local road safety campaigns which are run in conjunction with a number of partnership organisations such as Hampshire Police. These programmes aim to minimise the number of people killed or seriously injured on the County's road network through targeted activity using the latest accident data analysis techniques and measures together with promoting a mix of engineering, education and enforcement activity focused on casualty reduction and prevention.

#### **4. National context**

- 4.1. The Government published a British Road Safety Statement in December 2015. Some key priorities include:

- Taking tough action against those who speed, exceed the drink-drive limit, take drugs or use their mobile phone while on the road;
- Ensuring that the driver testing and training regime prepares new drivers for a wide range of real life driving conditions and situations;
- Working with insurance companies to incentivise safer behaviours and to reward the uptake of those new technologies and opportunities to improve skills that are proven to reduce collisions;
- Encouraging the faster uptake of safer vehicles via promotion of clear consumer information and the procurement of safer vehicles;
- Promoting the development and adoption of connected and autonomous vehicle technologies in a way that maximises safety benefits;
- Underpinning policy decisions with robust evidence, research and evaluation.

- 4.2. Britain has some of the lowest road casualty rates in the world, with only Sweden being a safer place to travel. The number of road deaths fell by 45% between 2005 and 2104, with fewer people killed on British roads in 2013 than at any time since records began in 1927. Reduction in casualties may be attributed to a number of reasons including: new vehicle technologies; hazard perception testing; tougher enforcement; shifting social attitudes and better trauma care. Britain's strong record, combined with its current economic growth presents a challenging context for further reducing casualties whilst also preserving individual freedoms.

- 4.3. Part of the Government's strategy includes reducing casualties by supporting positive choices. While acknowledging that there will always be a need for laws that penalise negligent and dangerous drivers, there are a number of non-legislative options for reducing road casualties, including telematic-related insurance policies that monitor and financially reward safe driving behaviour through lower premiums.
- 4.4. There is variation in casualty risk within different demographic groups with younger drivers four times more likely to be killed or seriously injured compared with car drivers aged 25 or over. There is also an increase in the casualty rate for older drivers compared with drivers generally (except for new, young drivers), with older drivers and older passengers generally more vulnerable and so more likely to die or sustain a severe injury than a younger adult in an accident of the same impact.

The Government advocate a Systems Approach that recognises that:

- We can never entirely eradicate road collisions because there will always be some degree of human error;
  - When collisions do occur the human body is inherently vulnerable to death or injury, and;
  - Because of this, we should manage our infrastructure, vehicles and speeds to reduce crash energies to levels that can be tolerated by the human body.
- 4.5. In recognising that young drivers face elevated collision risks, the Government propose in-depth new research to identify the best driver education, training and behaviour-change interventions for learner and novice drivers. This study will consider new technological interventions in addition to traditional learning methods.
- 4.6. The Government propose to increase road user awareness by continuing the THINK! road safety campaigns to educate people about changes in motoring laws and safer behaviours, including drink-driving and drug-driving and to coincide campaigns with police enforcement to strengthen the overall impact of both.
- 4.7. Safer vehicles and equipment reduce collisions and casualties, and with human error reported to be a factor in 94% of road collisions, driverless cars have a huge potential to improve road safety in the longer term.
- 4.8. The Government's policy approach to road safety set out in the British Road Safety Statement supports the approach adopted by Hampshire County Council in seeking robust evidence, research and evaluation to refine programmes, and to identify and target vulnerable and at risk groups to reduce the number of people killed and injured on our roads.

## 5. Conclusions

- 5.1. The data in Appendix A and B highlights the real concern which is the continuing rise in the total number of KSI casualties, in particular the serious severity casualties. The classification of serious severity accidents is fairly wide ranging as follows:
- Broken neck or back,

- Severe head injury, unconscious
- Severe chest injury, any difficulty breathing
- Internal injuries
- Multiple severe injuries, unconscious
- Loss of arm or leg (or part)
- Other chest injury, not bruising
- Deep penetrating wound
- Fracture
- Deep cuts/lacerations
- Other head injury
- Crushing
- Burns (excluding friction burns)
- Concussion
- Severe general shock requiring hospital treatment
- Detention in hospital as an in-patient, either immediately or later
- Injuries to casualties who die 30 or more days after the accident from injuries sustained in that accident.

- 5.2. On a more positive note, whilst Child KSI figures have fluctuated there is an overall downward trend. Maintaining such a low number and continuing casualty reduction amongst children aged between 0-15 will continue to be a major challenge in future years. A downside of such low figures as particularly shown in the data relating to fatal and Child KSI casualty figures is that large percentage fluctuations can be experienced as a result of the very small numbers involved.
- 5.3. The downward trend in the number of slight severity casualties is an improving situation. Slight severity casualties account for the largest proportion of the three severity categories (fatal, serious, slight).
- 5.4. The Department for Transport (DfT) normally publish the national accident statistics towards the end of September which reports on accident figures for the whole of the Hampshire Police force area. We aim to make available the 2015 road casualty figures for the Hampshire road network around the same time via the road safety casualty statistics webpage which includes a number of charts. Provisional figures are available for 2015 but are subject to changes, with final figures anticipated in the Autumn 2016.
- 5.5. Whilst we have provisional figures for 2015, as part of ongoing data improvement process, the information held may be reconciled and therefore is subject to further changes.
- 5.6. Within the annual casualty reduction programme, a new sub-programme was established for the 2015/16 financial year. This is the Routes Assessment Programme and is aimed at capturing sections of routes which have an overall collision and severity rate above the national average, but do not have a particular issue with clusters of collisions at specific locations. Measures are implemented which seek to improve motorists' awareness of the hazards and to make sure the information provided to them is consistent.
- 5.7. Using accident data available at the time, quarterly reviews are undertaken of all Killed and Seriously Injury (KSI) severity accidents which have occurred within the latest 12 months. These reviews seek to identify locations where at least two serious accidents have occurred within close proximity to each other

and a full status report for the area in question, covering the usual 5 year review period, is produced.

- 5.8. Further reductions in the funding for County Council services will inevitably put pressure on all service activity areas, including road safety, and require innovation and service transformation to continue to deliver effective outcomes.
- 5.9. The Select Committee may wish to consider reviewing the approach to casualty reduction (safety engineering) and casualty prevention (road safety education) to form an early view on future service priorities.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2. Equalities Impact Assessment:**

Impact assessments are undertaken in advance of any formal executive decision. Information about those impact assessments, including equalities and impact on crime and disorder and on climate change, will be set out in the appendices to the relevant decision making reports. This report is an update to the Select Committee and is not proposing any change or decision, therefore impact assessments have not been undertaken.

### **2. Impact on Crime and Disorder:**

2.1. Impact assessments are undertaken in advance of any formal executive decision. Information about those impact assessments, including equalities and impact on crime and disorder and on climate change, will be set out in the appendices to the relevant decision making reports. This report is an update to the Select Committee and is not proposing any change or decision, therefore impact assessments have not been undertaken.

### **3. Impact on Climate Change:**

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

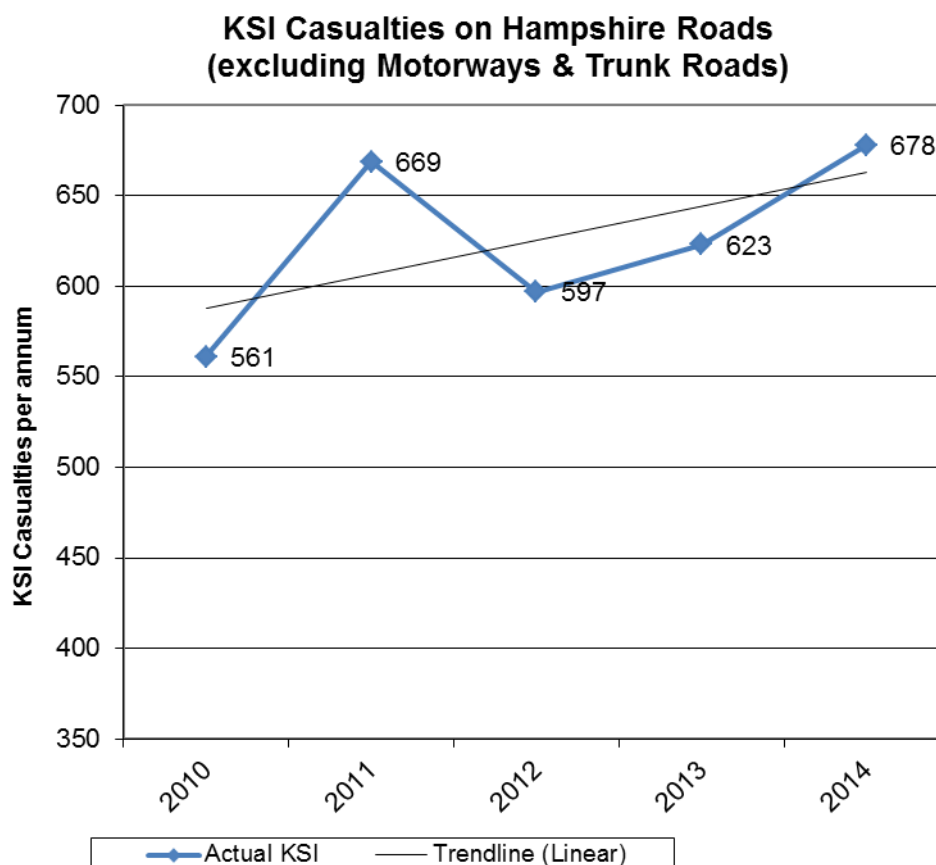
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## 1. Total KSI Casualty figures (2010 – 2014)

- 1.1 The following table details Killed and Seriously injured (KSI) casualty data by severity and the yearly total number of KSI casualties over the five period 2010-2014. The figures exclude incidents which occurred on the Motorway & Trunk road network.

SEVERITY \ YEAR	2010	2011	2012	2013	2014
Fatal	31	35	24	42	30
Serious	530	634	573	581	648
<b>KSI</b>	<b>561</b>	<b>669</b>	<b>597</b>	<b>623</b>	<b>678</b>

- 1.2 The following graph details the yearly total number of KSI casualties for 2010 to 2014 together with a increasing trendline

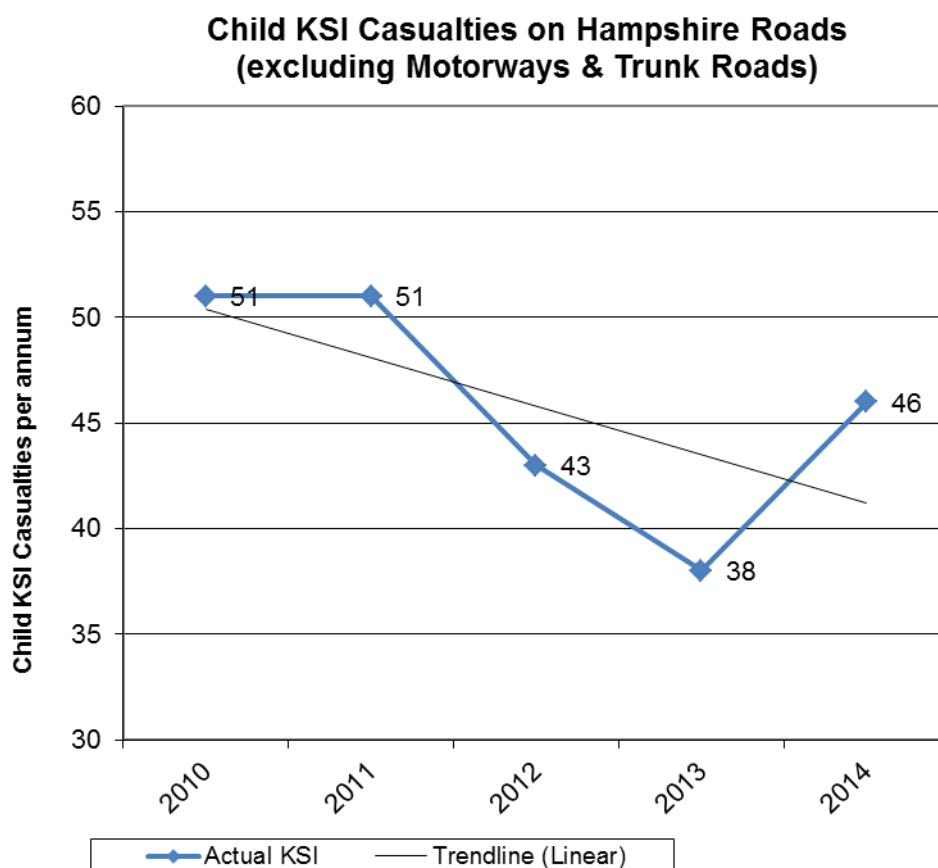


## 2. Child KSI figures (2010 - 2014)

2.1 The following table details Child Killed and Seriously injured (KSI) casualty data by severity and the yearly total number of Child KSI casualties over the five period 2010-2014 . The figures exclude incidents which occurred on the Motorway & Trunk road network. The national transport accidents and casualties definition for children is a person under 16 years of age. Therefore the Child KSI target refers to children under 16 (ie 0-15). Sixteen year olds are not counted as children.

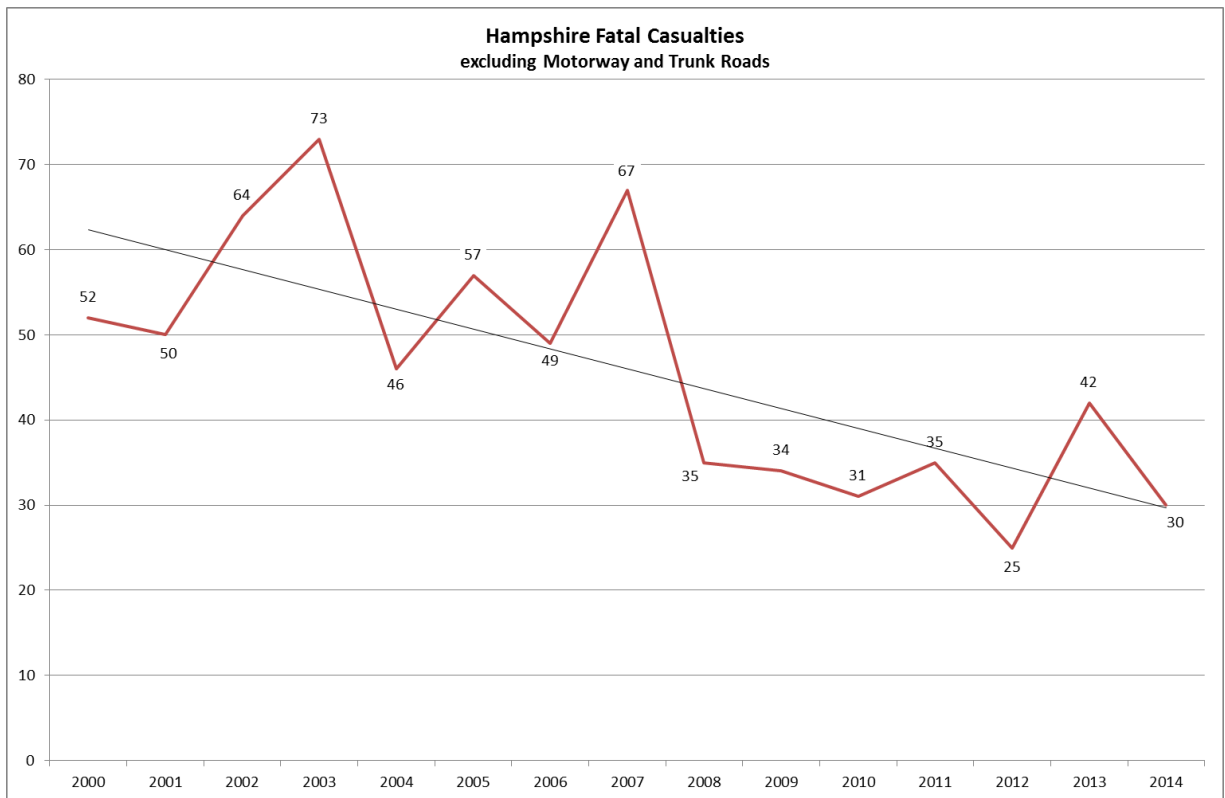
SERVERITY \ YEAR	2010	2011	2012	2013	2014
Fatal	0	1	1	1	1
Serious	51	50	42	37	45
<b>KSI</b>	<b>51</b>	<b>51</b>	<b>43</b>	<b>38</b>	<b>46</b>

2.2 The following graph details the yearly total number of Child KSI casualties for 2010 to 2014 together with a decreasing trendline.

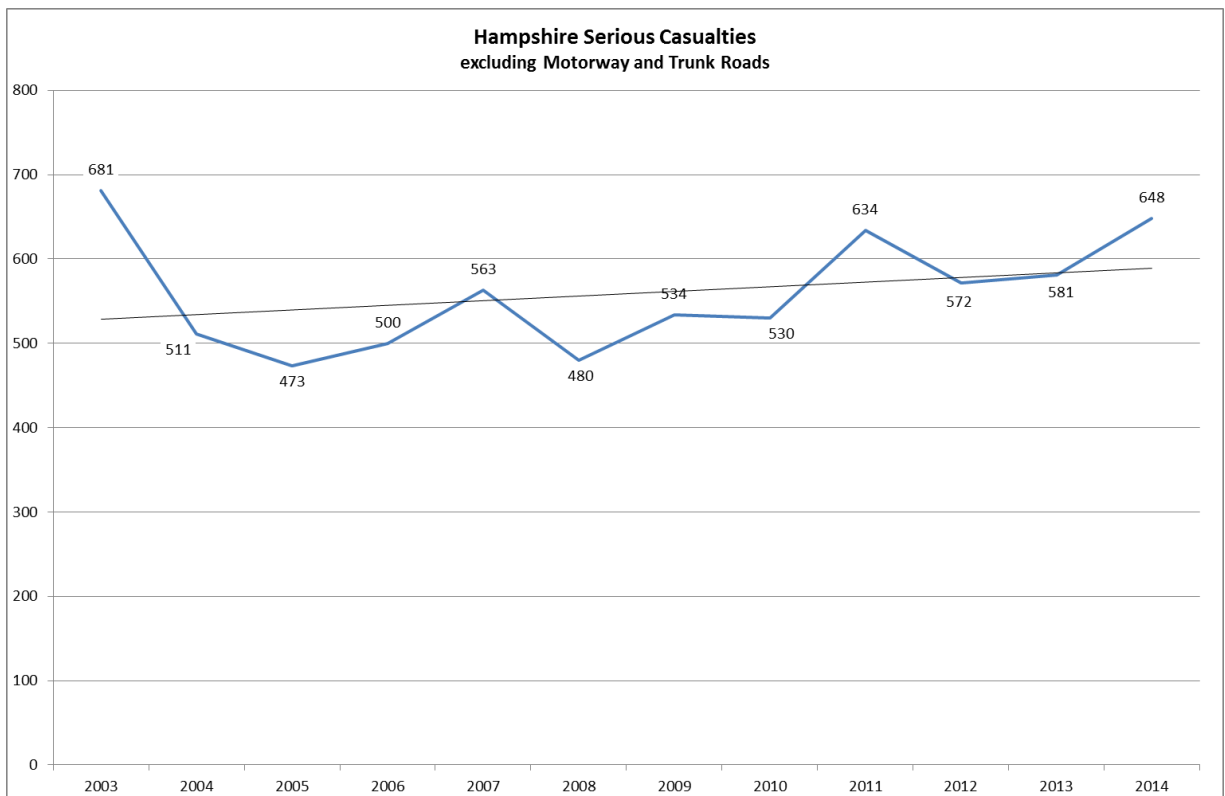


**Graphs showing long term annual casualty figures by severity**

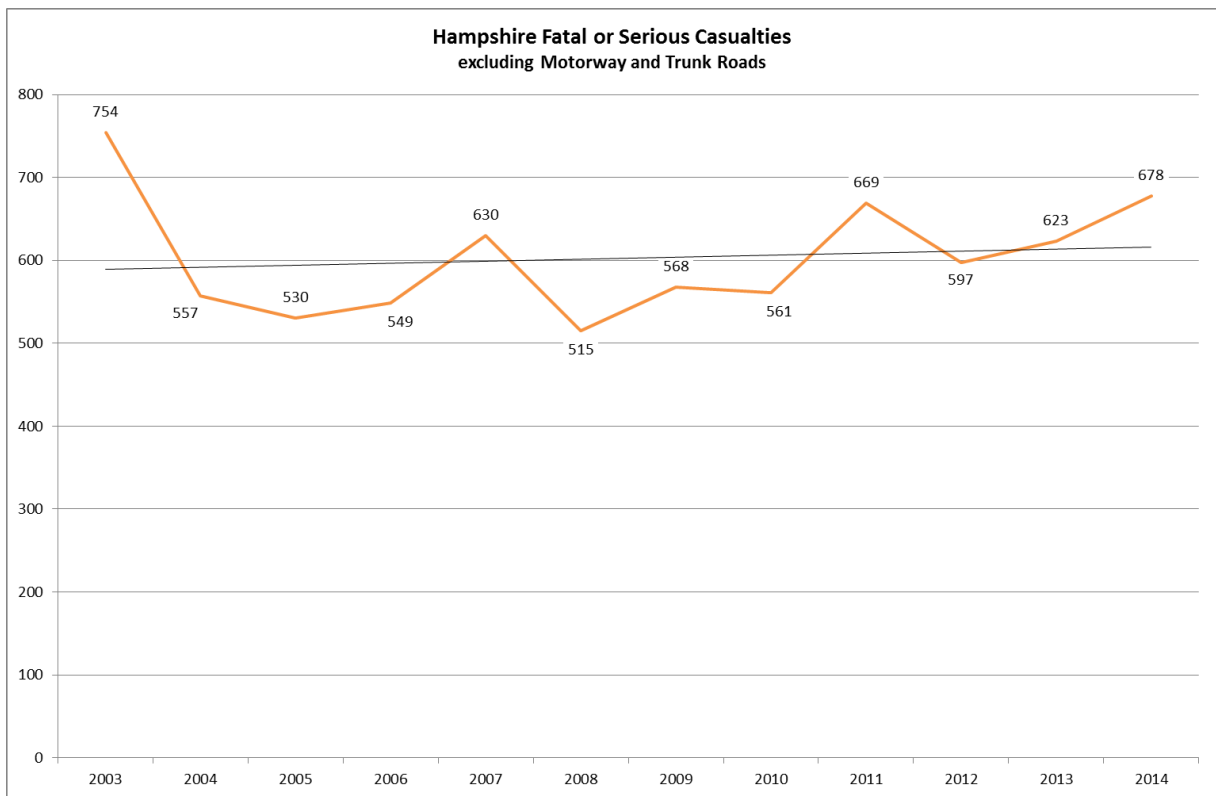
Graph1: Yearly number of fatalities (2000 to 2014)



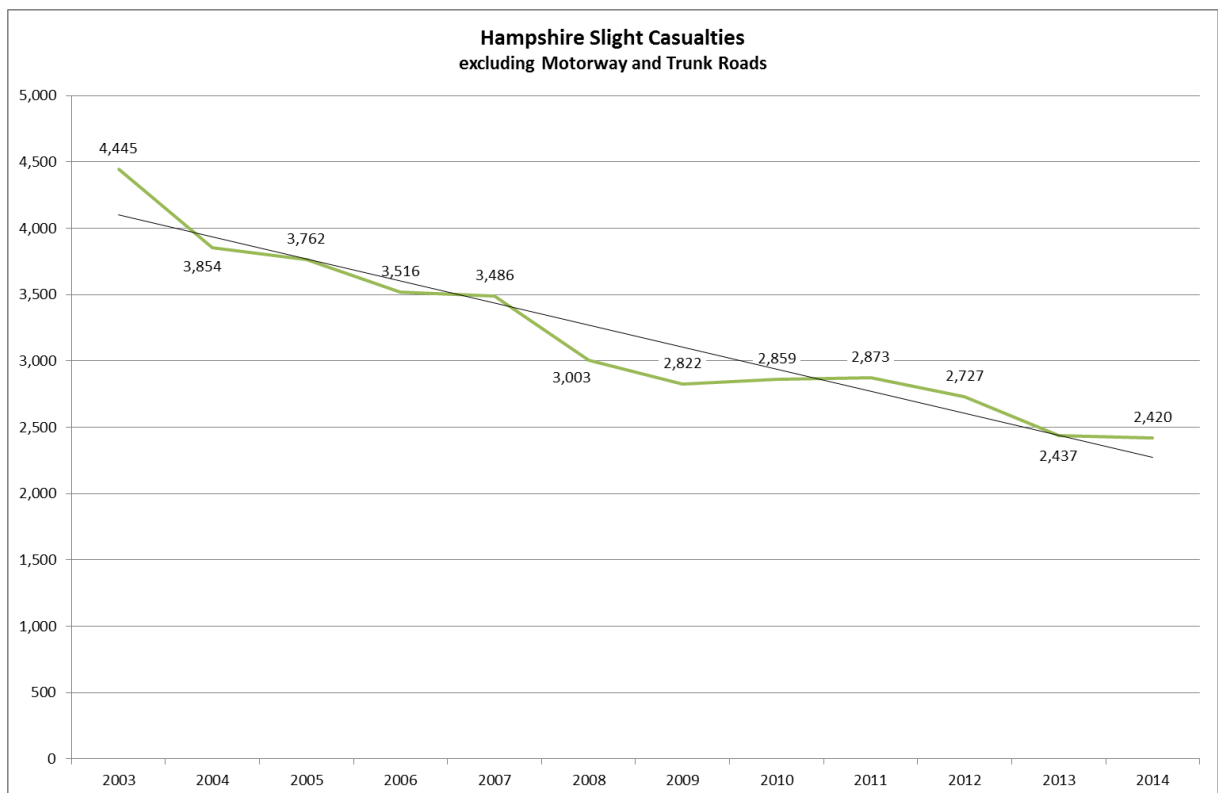
Graph 2: Yearly number of serious severity casualties (2003 – 2014)



Graph 3: Yearly number of KSI (fatal and serious) severity casualties (2003–2014)



Graph 4: Yearly number of slight severity casualties (2003 – 2014)



## **Summary of 2015/16 road safety budgets**

### **Casualty Reduction – Safety Engineering total budget £1,332,000**

The 2015/16 casualty reduction programme consists of the following sub programmes.

	Budget
Carriageway Surface Treatment Programme includes surface dressing, resurfacing and retexturing works to improve the skidding resistance of the carriageway surface for roads with a higher than average proportion of accidents that have occurred in the wet (in accordance with the County Council's approach to skid resistance)	£400k
Low Cost Programme schemes seek to resolve issues at specific locations using measures such as signing, road markings, bollards, high friction surfacing and vehicle activated signs. Minor engineering works may also be undertaken.	£290k
Casualty Reduction Partnership, which investigates all fatal and potentially fatal accidents that occur on County Council maintained roads with the Police and District/Borough councils with traffic management Agency Agreements.	£200k
Routes Assessment Programme is aimed at capturing sections of routes which have an overall collision and severity rate above the national average, but do not have a particular issue with clusters of collisions at specific locations. Measures are implemented which seek to improve motorists' awareness of the hazards and make sure the information provided to them is consistent.	£200k
Capital Safety Audit Programme, which seeks to enhance and maintain the many safety schemes across the County.	£200k
A & B Road Speed limit Review – completion of the remaining 14% of the main implementation programme. The purpose of this review was to assess all the speed limits on the County maintained A and B road network in relation to the road traffic collision rate of each route.	£42K

**Casualty Prevention - Road Safety Education total Budget £651,000**

The 2015/16 Road Safety Education Training and Publicity consists of the following programmes:-

	Budget
Road Safety general allocation which includes road safety and casualty reduction campaigns and key messages in line with our agreed road safety calendar which supports the national and local Police campaigns. Also includes the day to day running of the Road Safety team, including lease cost for vehicles.	£125K
Primary Education, Training and Publicity Delivery of the Primary education road safety programmes, which include Junior Road Safety Officer and Streets Ahead pedestrian training programme.	£60K
Secondary Education, Training and Publicity Delivery of the StreetSense programme to Secondary Schools. The aim of the programme is to educate both teenagers and pre-teens about keeping safe as they travel on foot or by bike, particularly to and from school; reminding them of the dangers of distractions.	£80K
Bikeability Hampshire County Council offers Level 2 Bikeability to primary schools and Level 2 and 3 to secondary schools, giving children the opportunity to develop new skills, improve confidence and gain a sense of pride and achievement. The Road Safety Team currently has secured Government funding for training children across Hampshire.	£271K (grant funded)
Young Driver Training Delivery of the ThinkFirst Programme to Colleges and 6th Forms. Think First is our young driver programme aimed at 17-24 year old drivers. The elements of the programme include interactive activities, presentations, attendance at Fresher's Fayres as well as supporting and promoting the Police led 'Safe Drive Stay Alive' initiative. Priority is given to those colleges and 6th Forms that participate in the 'Safe Drive Stay Alive' initiative. This budget also provides a subsidy to those young drivers undertaking the pass plus driving course.	£75K
Driver Training The County Council undertakes Older Driver appraisals as part of our Driver Skills Scheme 60+ at a subsidised rate. Other 'not for profit' driver training for businesses is also offered. Up to 8 Older Driver workshops held annually across the County.	£40K