Gloucestershire County Council Road Safety Policy

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.

Status and Scope

This document complements and updates the Local Transport Plan for Gloucestershire 2021-2040 in respect of Road Safety. The policy covers the actions of the County Council as Highway Authority and as the Fire and Rescue Service Authority.

Vision Zero ambition

Vision Zero is a transformational approach to road safety. Its aspiration is to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all, by 2050. Vision Zero is ambitious, but no death can be considered "acceptable".

Our vision for 2050 is

- Zero, or as close as possible, road fatalities or life-changing injuries
- Safe System is the norm
- Walking and cycling is a safe and easy choice

Our **target** to help us achieve our vision is

> **A 50% reduction in the number of people killed or seriously injured on Gloucestershire's roads by 2032.**

Our Strategy to deliver this target by 2032 is to target the available resource against the following themes

1. **Reduce fatalities, serious injuries, number, and severity of collisions**
2. **Develop a data and evidence base, including research, and monitoring of existing approaches**
3. **Develop toolkits and programmes**
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 Vision Zero to Gloucestershire's public**
9. **Lead by example**

Gloucestershire County Council Road Safety Strategy 2022-2032

Background:

Our current policy, a statement in the Local Transport Plan, has targets attached to it which have now expired yet we know how important road safety measures are for our communities. This includes requests for reduced speed limits, particularly 20mph, and for local communities to use cameras to help enforce speed limits.

National Local Authority weakest performers in England, Wales and Scotland – 2017 -2019 compared to 2009 - 2011

A recent study carried out by the Parliamentary Advisory Council on Transport Safety showed that Gloucestershire is no longer making significant reductions in the numbers of killed and seriously injured (KSIs) people from road traffic collisions.

The tables below illustrate Local Authority comparisons of progress made in reducing KSI's, between the periods 2009-2011 and 2017-2019. The strongest performing authorities saw reductions of more than 50% in this period (table 1), whilst the weakest have experienced a 50% increase (table 2).

There is a notable trend across the south and south-west of England being among the weakest performers, seeing significant increases in KSI casualty numbers across Devon and Cornwall in particular. Increases in the poorer performing authorities in Wales have been less marked than in England.

Table 1 - Areas with the most significant fall in serious casualty numbers

Rank	In England	% Change	In Scotland	% Change	In Wales	% Change
1	Staffordshire	-52%	Shetland Islands	-55%	Swansea	-40%
2	Stoke-on-Tent	-48%	Dundee City	-48%	Flintshire	-34%
3	Gateshead	-45%	Aberdeen City	-46%	Neath Port Talbot	-32%
4	Sothend-on-Sea	-41%	Aberdeenshire	-45%	Bridgend	-31%
5	West Cheshire	-41%	Clackmannanshire	-42%	The Vale of Glamorgan	-27%
6	Sollihull	-39%	Eilean Siar (formerly Western Isles	-41%	Rhondda Cynon Taff	-24%
7	East Cheshire	-39%	Perth and Kinross	-40%	Cardiff	-24%
8	Bracknell Forest	-37%	Stirling	-39%	Merthyr Tyfill	-23%
9	Greenwich	-36%	Inverclyde	-39%	Isle of Anglesey	-15%
10	Lewisham	-35%	Angus	-38%	Wrexham	-12%

Table 2 – Least effective areas for casualty reduction efforts across Britain

Rank	In England	% Change	In Scotland	% Change	In Wales	% 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 Lotian	-26%	Carmarthenshire	+5%
8	Barking and Dagenham	+22%	North Lanarkshire	-26%	Powys	+1%
9	West Sussex	+19%	West Dunbartonshire	-26%	Blaenau Gewnt	0%
10	Surrey	+18%	Glasgow City	-27%	Ceredigion	-1%

The organisations which are performing best are already following the Vision Zero/Safe System approach to road safety. Therefore, for us to be able to achieve

our 2032 target of reducing KSIs in Gloucestershire by 50%, we have carried out a review of how we approach road safety now and in the future.

A New Approach to Road Safety:

Vision Zero is a transformational approach to road safety, first developed in Sweden, and now recognised across the world. Its aspiration is to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy mobility for all, by 2050. It takes a more holistic approach to improving road safety by looking at 5 key areas: Safe Roads, Safe Speeds, Safe Road Users, Post Crash Care and Safe Vehicles. This is called the Safe System

Chart 1 – The safe system approach to road safety

We are taking a Safe System approach to our Road Safety policy in Gloucestershire which enhances the traditional "education, engineering and enforcement" approach by engaging and collaborating with everybody who can influence outcomes.

Chart 2 - Accident triangle

To support the aspirations of Vision Zero we can turn to a useful model as above (sometimes known as the 'safety triangle') to help us visualize the connections and normal distributions between fatal or severe accidents, minor accidents and near misses. This accident triangle (based on Heinrich's Law) depicts the relationship between accident severity and accident frequency. Based on probability the Law assumes that the number of accidents is inversely proportional to the severity of those accidents. It concludes that if the number of near misses/minor accidents is reduced and minimised then there will be a corresponding fall in the number of serious accidents/fatalities.

We must therefore aspire to reduce the number of near misses and minor accidents on the roads of Gloucestershire. The report on the 'Study into the effectiveness of safety schemes' generated by the Road Safety Team 2007 to 2018 highlights our most successful interventions. Of particular reward is high friction surfacing, junction improvements, school safety zones, vehicle activated signs, route treatments, speed limit reduction and cycle schemes.

Statutory Duties:

There is a range of Legislation relating to Road Safety which cites Local Authority responsibilities:

- Road Traffic Act 1988 section 39 - must prepare and carry out a programme of measures designed to promote road safety.
- Traffic Management Act 2004 section 16 – duty to manage the road network.
- Road Traffic Regulations Act 1984 section 122 – to secure the safe movement of traffic.

- Health and Social Care Act 2012 – assess the needs of the community (including Road Safety).
- Fire and Rescue Services Act 2004 section 8, part 1 a and b:
  - Rescuing people in the event of road traffic collisions in its area:
  - Protecting people from serious harm to the extent it deems reasonable to do so, in the event of road traffic collisions in its area.

Links to other council strategies

Delivering safer roads, where more people feel able to cycle and walk, and where delays and congestion are minimised will support our key corporate priorities:

- Tackling climate change and decarbonising transport
  - Achieving this priority will result in a significant increase in vulnerable road users – walking and cycling. The infrastructure and a step change in current driver behaviour will need to be in place to support this happening safely at the same time as delivering a reduction in casualties.
- Making Gloucestershire a child friendly county
- Helping people of all ages to stay safe and well
- Increasing community resilience
- Delivering sustainable growth across Gloucestershire

Chart 3- Relationship between this plan and other corporate plans/ strategies
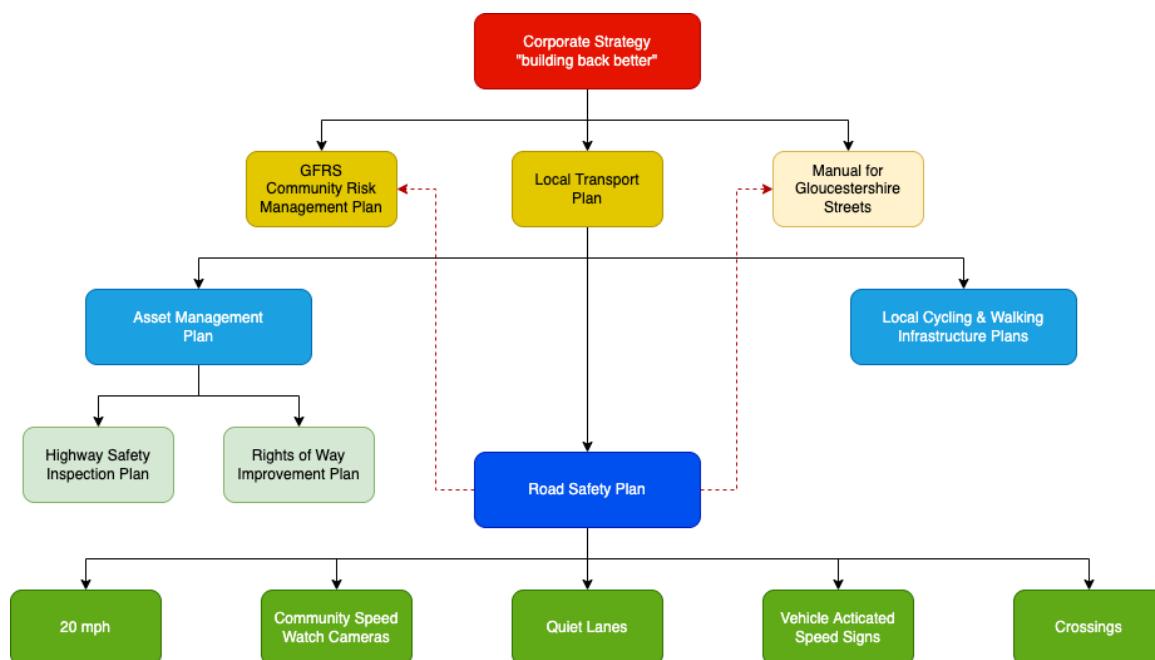
The Strategy - (2022 - 2032)

Our target for road safety is a 50% reduction in the number of people killed or seriously injured (KSI) on Gloucestershire's roads by 2032.

The line graph below displays KSI casualties and rate per vehicle/kilometre data for Gloucestershire from 1995 onwards.

Graph 1 – KSI casualties/rate per vehicle/km in Gloucestershire
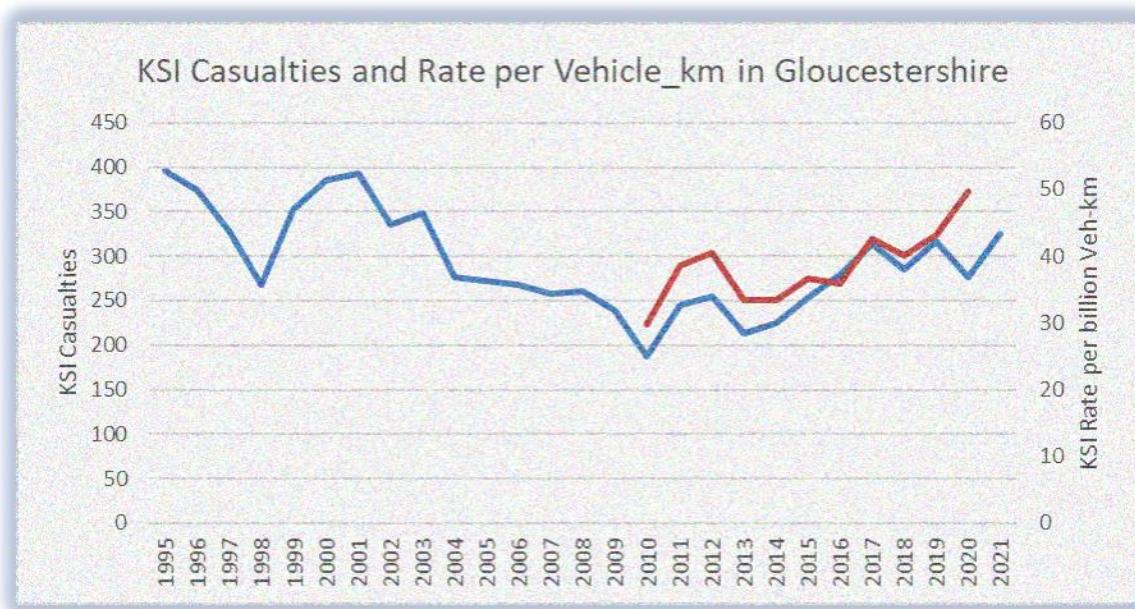
Line graph 1 above displays KSI casualties and rate per vehicle/kilometre data for Gloucestershire from 1995 onwards.

The graph illustrates a dip in the number of KSI between 2004 and 2014. We then see a step change upwards resultant of the change to injury-based reporting by the Police. The red line on the chart demonstrates the unadjusted KSI figures for Britain's region Local Authorities as a whole, taken from the DfT website. Here we observe a similar pattern to Gloucestershire.

Graph 2 – Gloucestershire vs Britain's casualties
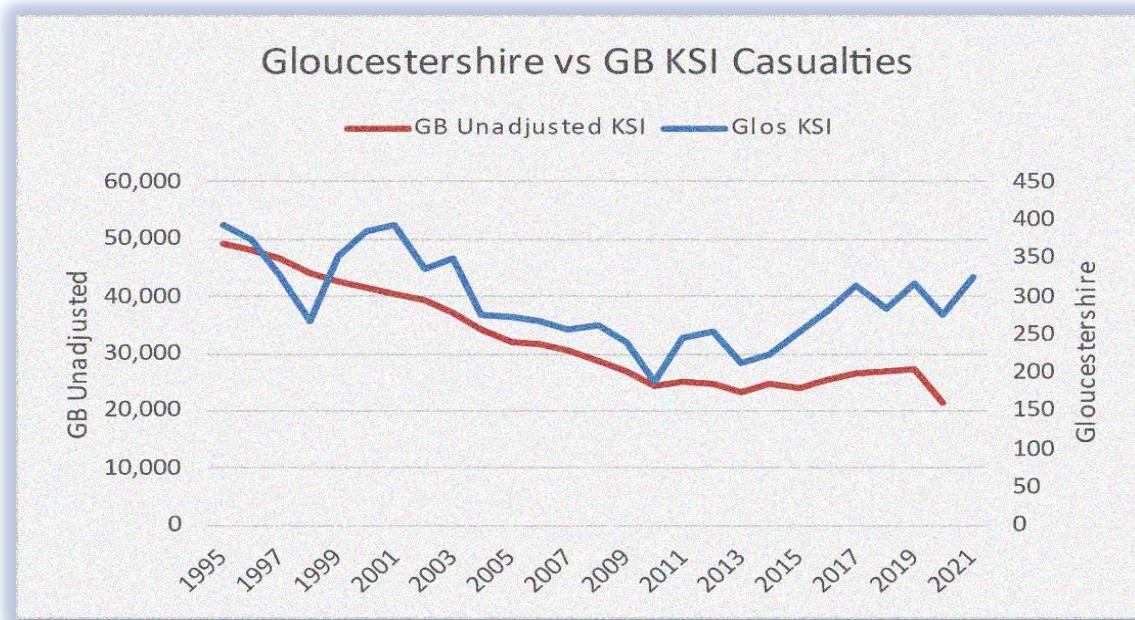
Graph 2 above demonstrates Gloucestershire's general fall in KSI casualties from 2004 to 2011, complementing the pattern of Britain's region Local Authorities as a whole. However, following 2011, the picture changed with Gloucestershire producing increased figures over many other Local Authorities.

Graph 3 – Killed or seriously injured in Britain (2005 – 2030)
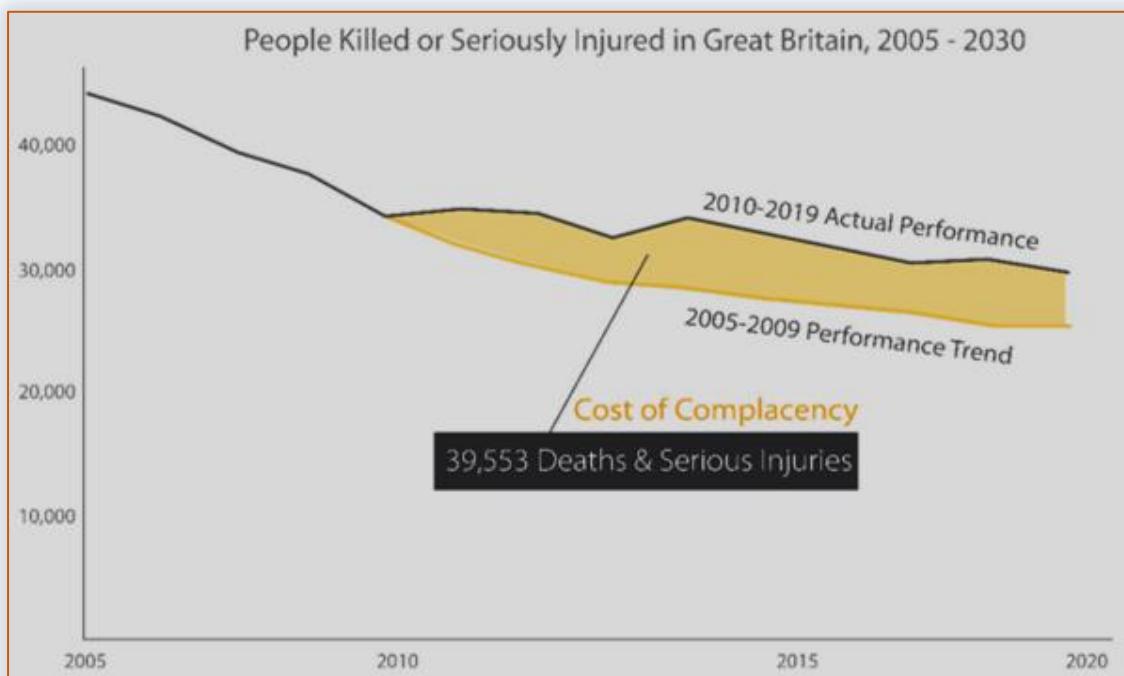
Graph 3 above illustrates how the GB Road Safety Performance Index report speaks of the 'cost of complacency.' The report looked at the long-term trend and examined

how the safety of roads in Great Britain would have performed over the last 10 years if the improvements made during the early part of this Millennium had been continued. Road casualty targets were in place for Great Britain between 2001 and 2010 with local authorities set goals to achieve a 40% reduction in killed or seriously injured casualties. This decade saw impressive casualty reductions, most notably from 2005 onwards.

The diagram also provides a moment of opportunity, the chance to restore momentum, protect our local communities, refusing to accept that tragedy and life changing injury are acceptable on our roads, and sets a path towards a future which is safer for all.

Gloucestershire must make decisions now about how we address road safety for the future. If we and other region Local Authorities carry on with a 'business as usual' scenario, 170,00 more people will die in Britain or suffer life changing injuries than if we set ourselves on a path to meet the global target of a 50% reduction by 2030/ (50% aspiration in Gloucestershire by 2032.)

A useful and more intricate display of our position over the past 9 years in relation to KSI in Gloucestershire is highlighted in table 3 below. Here you can see the recorded KSI figures from 2012 to 2021 presenting the erratic and discouraging picture of KSI over this time. The number of serious injuries displays a steady increase between 2015 – 2019.

A total for collision figures for 2022 is not yet available. However, the existing figures for 2022 would appear to be in line with previous trends with 13 fatal and 129 serious casualties already recorded in the first half of 2022.

Table 3 – KSI in Gloucestershire 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

To aspire to reach our target of a 50% reduction by 2032 this will mean we need to be able to reduce the estimated total KSI figure of 277 for the whole of 2022 (shown in table 4 below) to 139 (rounded up) eg.127 serious injuries and 12 fatalities.

Table 4 – Target KSI for Gloucestershire 2022 - 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**

*Definition, baseline is the average number recorded between 2017 and 2019, target is for the KSI total for the calendar year of 2032

Line graph 4 below combines the actual and target KSI figures for Gloucestershire dating from 2012 up to 2032. It nicely demonstrates our aspiration to reduce the number of people killed or seriously injured on Gloucestershire's roads by 2032.

Graph 4 – Actual killed or seriously injured and reduction target of 2032
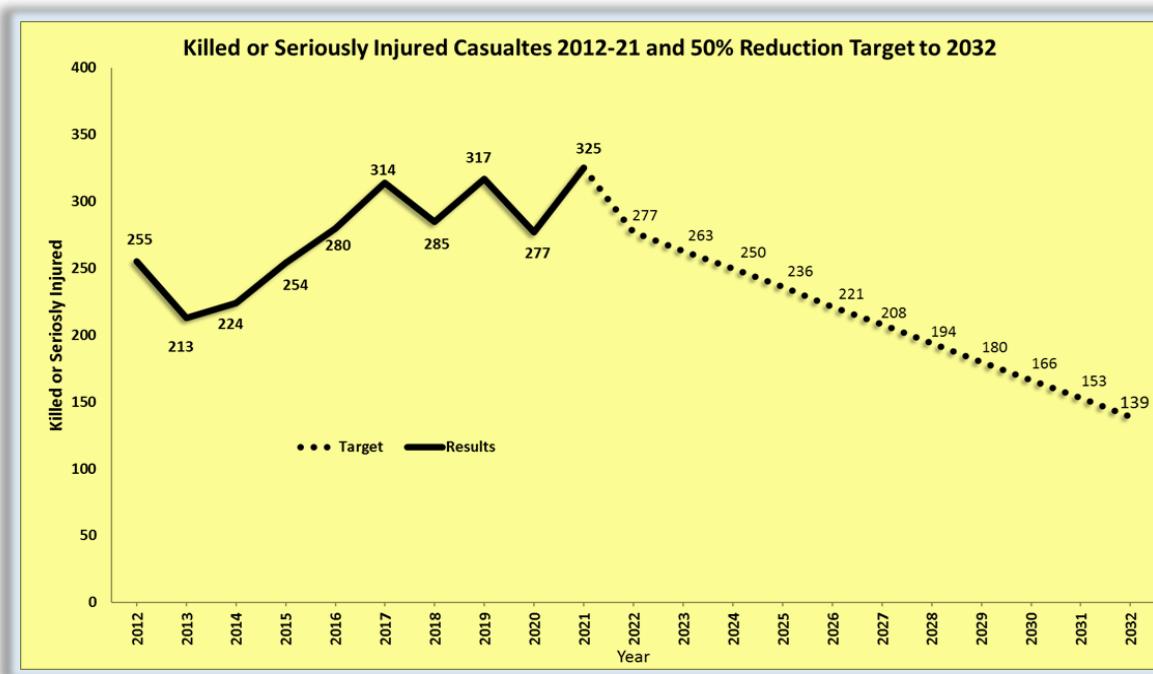
This represents a significant challenge, given that we are likely to see more vehicles on the road by 2032 and more vulnerable users as we deliver the Council's Transport Decarbonisation requirements. Thus, the need to act now and eradicate this discouraging picture of KSI between 2012 – 2021 is imperative if we are to encourage change and improve road safety for future generations.

Delivering this change will require a significant change in our funding of road safety, our proposals for funding are outlined at the end of this Plan.

 Our Strategy to deliver this is broken down into the following key themes:

1. Reduce fatalities, serious injuries, number, and severity of collisions
2. Develop a data and evidence base, including research, and monitoring of existing approaches
3. Develop toolkits and programmes
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 Vision Zero to Gloucestershire's public
9. Lead by example

Strategic Theme 1: Reduce fatalities, serious injuries, number, and severity of collisions

Actions to "Reduce fatalities, serious injuries, number and severity of collisions"	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Making sure no community is left behind	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Focus engineering solutions on collision hotspots		✓	✓			✓	✓			
Develop a prioritisation system for safety schemes			✓			✓	✓			
Reduce speeds in areas where there are higher numbers of vulnerable people.		✓	✓	✓	✓		✓	✓		
Continue to deliver targeted education programme (GFRS) to vulnerable users		✓	✓	✓	✓			✓		
Support Road Safety campaigns by other partner organisations		✓	✓	✓	✓	✓	✓	✓	✓	
Review speed limits on A roads in Gloucester and Cheltenham)	✓	✓	✓	✓	✓	✓	✓	✓		

Action										
Work with local communities to support Community Speed Watch activities.	✓	✓	✓	✓	✓		✓	✓		
Work with local communities at cluster sites		✓	✓	✓	✓	✓	✓	✓		
Train GFRS personnel involved in casualty centred extraction		✓	✓					✓	✓	✓
Carry out multi agency training exercises for RTCs and casualty extraction		✓	✓					✓	✓	✓
Encourage public health organisations to develop victim support health packages		✓	✓					✓		✓
Enforce Moving Traffic Offences	✓	✓	✓			✓	✓	✓		
Review existing fixed speed cameras in partnership with Gloucestershire Constabulary		✓	✓			✓	✓	✓		

Taking the average figures from 2017-2019, the proportion of collisions which were Fatal, Serious and Slight were as shown in the Table 5.

Table 5 – 2017/19 average vs 2025/2032 target

	2017/19 average	2025 target	2032 target
Fatal	3%	2.2%	1.5%
Serious	31%	25.8%	15.5%
Slight	66%	72%	83%

Increased compliance with speed limits and traffic regulations will help us to improve our road safety performance. This can come through a number of different measures. We will soon be able to apply for the powers to enforce moving traffic

offences. This will include banned turning movements, and vehicle movements in areas where driving is prohibited. The Gloucestershire Constabulary have the powers to enforce speeding, and we will work with them and with local community speed watch groups to license the placement of community owned cameras which collect data for speeding vehicles, as well as fixed cameras in known hotspot areas,

We know that young drivers, particularly young men are a high-risk group and we will continue to work collaboratively with Gloucestershire Constabulary, and other relevant agencies and campaign groups on education training programmes to target young drivers, motorcyclists, distraction and alcohol and drug related driving.

Older drivers are an increasing area of concern, with rising numbers of casualties in this category. Many rely on being able to drive to access services, including health care, shops and libraries.

As well as the two groups of users mentioned above, our plans need to increase safety levels for all vulnerable users including; visually & hearing impaired, mobility users, horse riders, motorcyclists and micro-mobility users (e-scooters). We need to consider how the needs of people with protected characteristics will be met, for example, those with impaired vision or hearing problems who might find traditional street layouts easier to navigate.

We carry out small local safety schemes every year, which are focussed on the prioritised hotspot list. Larger safety schemes are put forward for consideration in the LTP

Speed limits are one tool in the toolbox of road safety policy, but success in this area will require a change in emphasis to active travel and the relationship to speed. We have developed a new 20mph policy which follows this section.

Changes in vehicles over the next 10 years could help us to achieve these targets, where speed limiters and collision avoidance devices become standard in some new cars. However the introduction of new fleet is inevitably a relatively small percentage and all road users will have their part to play in this.

20mph Speed Restriction Policy Statement

Overview

Gloucestershire County Council considers that 20mph should be the accepted speed for drivers in places where vulnerable road users and vehicles mix. This should apply to urban and rural residential streets, and town and village centres, except on main roads where speeds must be both safe and appropriate.

Strategic framework

The council's Corporate Plan includes the ambition to improve community health and wellbeing and promote equality of opportunity. This is addressed through the Local Transport Plan 2020-2041 (LTP). Promoting mode shift from private vehicles to sustainable modes of transport such as walking, cycling and using public transport will reduce CO2 emissions and benefit public health through, increased physical activity levels and reduced air pollution.

It is recognised that vehicle speeds and volume provide barriers (real and perceived) to both cycling and walking.

Actions

We will support the delivery of safe speeds through the following actions.

For new developments, we will

- specify design standards for lower speed roads,
- require any necessary Traffic Orders to be in place
- Work with local planning authorities to ensure that 20mph is the default speed restriction for new residential/shared use developments.

For the existing road networks, we will

- Support communities to deliver their speed awareness/reduction plans through the Community Approaches to Road Safety toolkit
- Work with Gloucestershire Constabulary to ensure enforcement and education activities are targeted at cluster sites/collision hotspots
- support communities to identify and understand the safety concerns of an area – who what where and why so the community can target the right solutions within the toolkits available
- Support "20 is plenty" campaigns through contribution of materials and equipment subject to available funding, where communities are already following the CARS toolkit, or are part of the Community Speed Watch programme.

We will prioritise potential restrictions against the following criteria, at least two of which will need to be met.

- Where there is an existing casualty history
- Locations which are adjacent to or within Local Cycling and Walking Infrastructure Plan networks or form part of other dedicated initiatives to improve the urban realm and the liveability of streets
- Locations with limited existing footway provision
- Locations which have widespread community support, and which are referenced as low speed areas in Neighbourhood Plans
- Restriction is supported by statutory consultees and highways officers/local highway manager

Community funding

We recognise that in some areas communities may wish to contribute to or fund their own 20mph speed limits or zones. Community funding is very much welcomed to progress local priorities, as long as there is clear understanding that schemes can only be progressed if the criteria are met and resources are available to deliver them.

Strategic Theme 2: Develop a data and evidence base, including research, and monitoring of existing approaches

Actions to "Develop a data and evidence base, including research, and monitoring of existing approaches"	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Delivering sustainable growth	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Liaise with other authorities and take part in regional and national working groups	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Collect and monitor data before and after the introduction of new schemes/restrictions/infrastructure to demonstrate their effectiveness	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Improve the quality of data that is collected	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Create a single point of access for road casualty data shared with our partners and accessible to the public				✓	✓	✓	✓	✓	✓	✓
Encourage health authorities to report and share data where appropriate										✓

Data

Data regarding personal injury collisions is collected by Gloucestershire Constabulary in accordance with the Department for Transport Stats 19 requirements. Our Road Safety team review and verify the information and the data is published annually through our Road Safety report. You can view collision data through our [website.](website)

We use collision data to identify collision clusters and hotspots and analyse the data from those incidents to generate safety schemes with our Highway Improvements team.

Existing approaches

Our highest level of expenditure on road safety is on our Highway Safety Inspection Process. GCC uses its Safety Inspection process, monitoring information and a regime of proactive maintenance to reduce risk and provide the public with a safer highway.

We carry out regular measurements of skid resistance for all of our A roads, and for highly trafficked B roads. We also survey sites where skidding related collisions have occurred. Sites which meet the required intervention level will be signed appropriately until prioritised maintenance can be carried out.

During adverse weather events we promote safety messages to alert people to more difficult driving conditions, and the importance of making sure your vehicle is "winter ready".

We focus engineering interventions at sites on our prioritised hotspot list. These measures can include junction realignment, new facilities such as crossings, signs, lining, build-outs, speed humps and cushions. These are often the most expensive measures and will only address a problem at a specific location.

Local safety schemes can provide excellent value for money in places with existing collision problems. By focusing on sites and areas with poor collision records, we concentrate our efforts on places where it is known that people are being killed or seriously injured, rather than on perceived risks.

Since speed is a critical factor in both the likelihood and the impact of a collision, reducing speeds is a key approach to improving road safety. However, speed limits on their own are often not sufficient to ensure compliance. We follow the national guidance "Setting Local Speed Limits" when determining the most suitable speed for a road.

Prioritisation and Processes

We want to ensure that we are using the right measures in the right places. We also need to target our available and finite funding where it will have most effect.

We will always use data and evidence to support our decisions.

We know that some local areas would like to pay for additional road safety measures but these will still have to meet our minimum criteria. This is to ensure that we are providing consistent messages and consistent standards across all communities.

Summary of interventions

The safety scheme sites built since 2007 are categorised into ten broad groups representing the types of interventions used, all with three years before and after collision data and summarised in the following table 6:

Table 6 – Intervention Summary

Intervention Type	No. of Sites	No. of Collisions Before Build	No. of Collisions after Build	Difference	% Change
High Friction Surfacing	2	22	3	19	86%
Junction Improvements	29	100	50	50	50%
School Safety Zones	3	2	1	1	50%
Vehicle Activated Signs	6	18	11	7	39%
Route Treatments	34	250	159	91	36%
Roundabout Improvements	13	57	39	18	32%
Cycle Schemes	10	40	28	12	30%
Speed Limit Reduction	5	37	26	11	30%
Pedestrian Schemes	27	94	67	27	29%
Total	**129**	**620**	**384**	**236**	**38%**

These categories indicate the main type of intervention used; many schemes use a combination of measures to achieve reductions. The result for High Friction Surfacing has a very small sample size. It should be also noted that this is a time limited improvement, for the life of the material which will need to be replaced on a regular basis.

Strategic Theme 3: Develop toolkits and processes for prioritising different interventions and locations, trial new solutions

Actions to "**Develop toolkits and processes for prioritising interventions and locations**"	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Delivering sustainable growth	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Liaise with other authorities and take part in regional and national working groups	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Collect and monitor data before and after the introduction of new schemes/restrictions/infrastructure to demonstrate their effectiveness	✓	✓	✓	✓	✓	✓	✓	✓		
Carry out pilot studies for Quiet Lanes and develop a guidance note	✓	✓	✓	✓	✓	✓	✓	✓		
Trial the newly developed Community Speed Watch Camera approval process		✓	✓	✓	✓		✓	✓		
Develop a Crossings Guidance Note and prioritisation system		✓	✓	✓	✓	✓		✓		
Work with Gloucestershire Constabulary to develop an agreed approach to new speed restrictions	✓	✓	✓	✓	✓		✓	✓		
Trial 20mph schemes which support active travel	✓	✓	✓	✓	✓		✓	✓		

Trial the introduction of 20mph Zones/Limits with minimal physical measures	✓	✓	✓	✓	✓	✓	✓	✓		
Develop a guidance note to help families discuss road safety issues with older drivers			✓	✓	✓	✓		✓		

Many communities want to get involved and do more to improve road safety in their local areas. The Community Approaches to Road Safety toolkit was produced in 2017 and provides guidance for practical steps that local communities can take, however it is now quite out of date, with many of the links and references within the document being broken or incorrect. We are working with the document owners, the Gloucestershire Rural Community Council, to update this in partnership with the Gloucestershire Constabulary and the Police & Crime Commissioner.

Enforcement is carried out by the police, but they are restricted by their level of resource. Some local communities have already purchased mobile Speed watch and ANPR cameras and share data captures from this with the police. We have developed a process to license permanent, community owned, speedwatch cameras on the highway, and will be trialling that shortly.

Development of new processes and policies:

We are carrying out trials (or will be starting shortly) for the following, which will result in new policy positions:

Community Speedwatch Cameras – to support community speedwatch groups we are working closely with Gloucestershire Constabulary to develop a process whereby the police approve appropriate locations for fixed community speedwatch cameras and the council, as Highway Authority, licenses their use on the highway. We are currently trialling this process in a couple of locations.

School Streets - which aim to eliminate all motorised traffic from streets in the immediate vicinity of schools have already been trialled in Cheltenham and Tewkesbury, and more are being rolled out.

Quiet Lanes - Quiet Lanes are a type of road, usually minor and rural, which have been given this status. Usually including reduced speed limits, these are intended to provide a chance for people to walk, cycle and horse ride in a safer environment, protecting the character and tranquillity of country lanes. This could either be to support a local community aspiration or to support strategic cycle desire lines. We will be carrying out pilot studies with local communities to draw up a local policy and process.

We get frequent requests to consider installation of new crossings, and it would be helpful to give consistent information and advice about what can or cannot be considered.

Strategic Theme 4: Increase levels of safety for walking

Actions to "Increase levels of safety for walking"	Corporate priorities					Safe Systems				
	Tackling Climate Change	*Making Gloucestershire a child friendly county*	*Helping people of all ages to stay safe and well*	*Increasing community resilience*	*Delivering sustainable growth*	*Safe Roads*	*Safe Speeds*	*Safe road users*	*Safe Vehicles*	*Post Crash Care*
Support delivery of the LCWIPS	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Identify pedestrian desire lines	✓	✓	✓	✓	✓	✓	✓	✓		
Put pedestrians first when designing new highway infrastructure	✓	✓	✓	✓	✓	✓	✓	✓		
Deliver education programmes		✓	✓	✓	✓			✓	✓	
Deliver widespread 20mph restrictions in both Gloucester and Cheltenham	✓	✓	✓	✓	✓		✓	✓		
Deliver 20mph schemes for the centres of our	✓	✓	✓	✓	✓		✓	✓		

	1	2	3	4	5	6	7	8	9	10
market towns and villages										
Ensure that 20mph is the default speed restriction for new residential/shared use developments	✓	✓	✓	✓	✓	✓	✓	✓		
Work with groups representing those with protected characteristics to ensure they are considered at the design stage of new schemes		✓	✓	✓	✓	✓		✓		
Deliver school streets and school safety zones	✓	✓	✓	✓	✓		✓	✓		
Work with schools to create School Travel Plans	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Manage School Crossing Patrols		✓	✓	✓	✓	✓	✓	✓		
Support local speed reduction campaigns through contribution of materials		✓	✓	✓	✓	✓	✓	✓		
Develop a GCC Crossings guidance document	✓	✓	✓	✓	✓	✓	✓	✓		

Walking has tremendous benefits for everybody; the personal health benefits of exercise, and also the wider benefits of decarbonisation. However, we recognise that vehicle speeds and volume provide barriers (both real and perceived) to walking.

Our Local Cycling and Walking Infrastructure Plans (LCWIP) aspire to improve conditions for walking for all while GCC's Local Transport Plan commits us to working with partners to improve community health, wellbeing and safety.

We strive for greater numbers of people from all social and economic groups and including those with disabilities, to use safe and affordable multi-modal travel options (e.g. by walking, cycling) for short distance trips. We aspire to help children and adults, including families, people with disabilities and those experiencing financial difficulties and those at an economic and/or physical disadvantage to enjoy more independent, physically active lifestyles (LTP PD05 – Community Health & Wellbeing).

Most pedestrian movement occurs in urban areas thus the majority of incidents involving pedestrians occur on urban roads. It is already well understood that lower vehicle speeds reduce the risks to pedestrians.

We need to consider how the needs of people with protected characteristics will be met, for example, shared spaces are difficult for visually impaired people to navigate.

If we increase the number of pedestrian movements, but do not increase levels of safety, then there will inevitably be more casualties. (This was demonstrated by the increase in KSI figures for cyclists in 2020 when there was an increased level of cycling during the lockdowns – see strategic theme 5.

There is suppressed demand for walking which can be released by providing appropriate infrastructure.

Well designed transport infrastructure and safe service provision can aid in improving safety for all transport modes and thereby reduce the number of injuries occurring in Gloucestershire. Manual for Gloucestershire Streets sets out the relationship between transport and land use and the methods for delivering well planned communities, including creating safe and secure layouts which minimise conflict between road traffic and those choosing to walk and cycle.

Encourage developers to consider the inclusion of playable space and informal play opportunities in new development and encourage the engagement of children and local community in the design process, to ensure inclusive streets are created where children feel safe to play, and where pedestrians, cyclists and mobility users are encouraged and supported through inclusive street design and development layout.

# Strategic Theme 5: Increase levels of safety for cycling

Actions to "Increase levels of safety for cycling"	Corporate priorities					Safe Systems				
	Tackling Climate Change	*Making Gloucestershire a child friendly county*	*Helping people of all ages to stay safe and well*	*Increasing community resilience*	*Delivering sustainable growth*	*Safe Roads*	*Safe Speeds*	*Safe road users*	*Safe Vehicles*	*Post Crash Care*
Support delivery of the LCWIPS	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Deliver education programmes such as bikeability	✓	✓	✓	✓		✓	✓	✓	✓	
Deliver widespread 20mph restrictions in both Gloucester and Cheltenham	✓	✓	✓	✓	✓	✓	✓	✓		
Deliver 20mph schemes for the centres of our market towns and villages	✓	✓	✓	✓	✓	✓	✓	✓		

Use the user hierarchy to prioritise cyclists over other vehicle users in design and maintenance of highway infrastructure	✓	✓	✓	✓	✓	✓	✓	✓		
Work with businesses to create Travel Plans	✓		✓	✓	✓	✓	✓	✓		
Promote the use of PPE for cyclists		✓	✓					✓	✓	✓
Promote Safe Pass/Think Bike campaigns	✓	✓	✓			✓		✓		
Develop a GCC Crossings guidance document	✓	✓	✓	✓	✓	✓	✓	✓	✓	

There was a noticeable increase in cycling during the pandemic. Unfortunately, this led to an increase in 2020 in the KSI figures for cyclists, where the level of KSIs in other road users fell.

The data shows that cyclists are most vulnerable at junctions.

Graph 5 – Incidents resulting in cyclist KSIs

Locations of incidents resulting in Cyclist KSIs
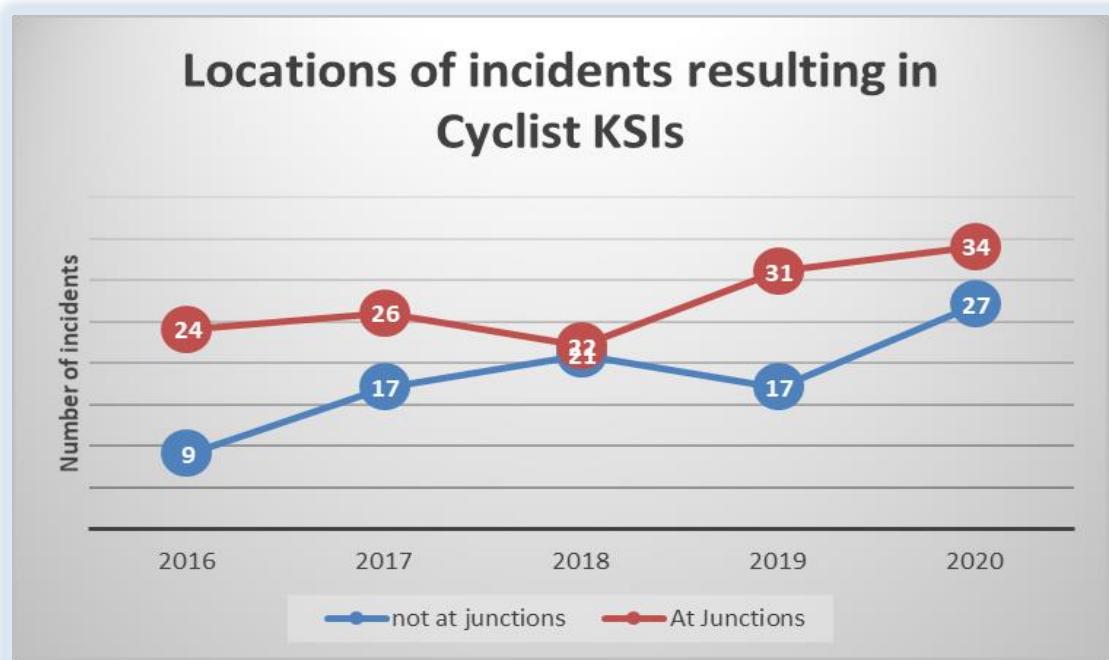
We are already investing funding for a separated cycle route connecting Gloucester and Cheltenham by 2023, as part of a 26-mile continuous cycle route across the centre of the county by 2026; This will help to connect communities with convenient, safe routes to increase cycling in line with national targets.

We also need to take account of cyclists and pedestrians in those areas where they are not segregated. Safety Inspectors already assess defects and their potential impact on different road users.

Chart 4 – Gloucestershire's strategic cycleway network (desire lines)

Countywide Strategic Cycleway Network (desire lines)
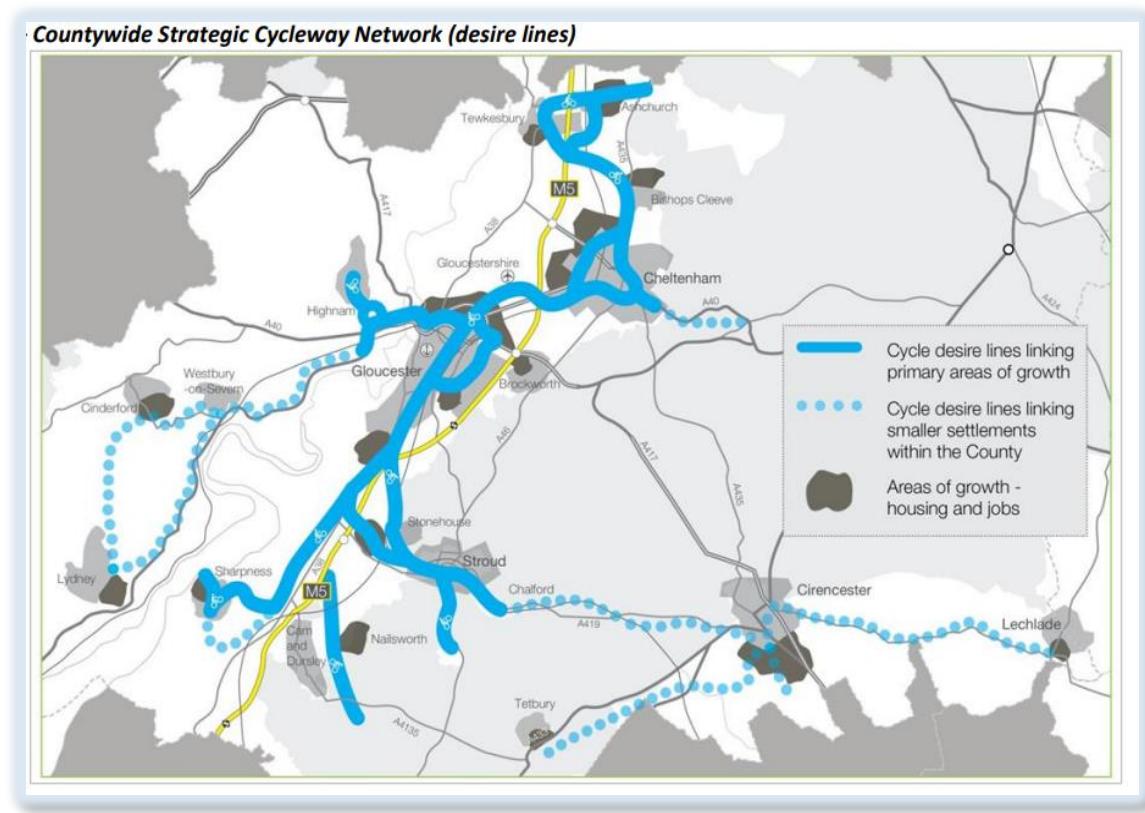
Local Cycling and Walking Infrastructure Plans (LCWIP)

In addition to connecting the strategic county cycleway desire lines shown in chart 4 above, an LCWIP has developed cycle network maps for Cheltenham and Gloucester – chart 5 below – as well as for Stroud and Tewkesbury that set out the strategic desire lines as well as the primary and secondary cycle network. This is the starting point of a rolling programme of cycle route assessments for the county.

Chart 5 – Cycle network maps for Cheltenham and Gloucester
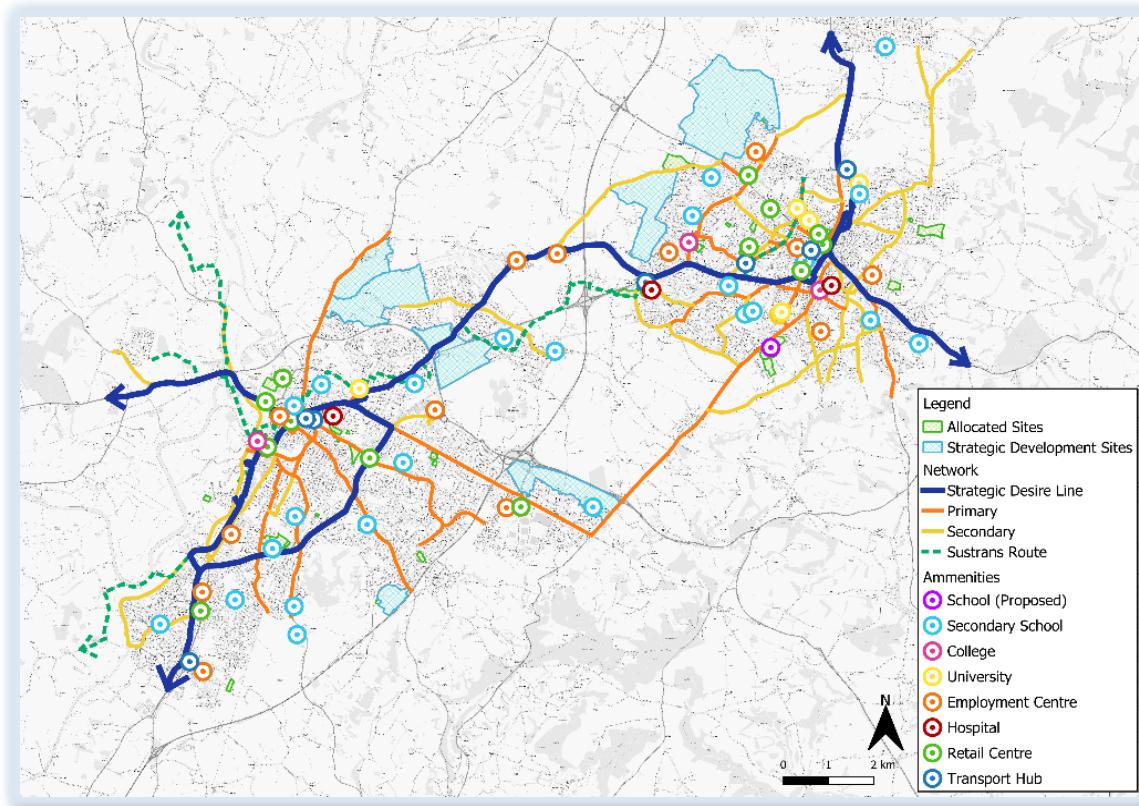
In providing new or upgraded cycle infrastructure approaches which will reflect site and route specific conditions and opportunities. The Department for Transport (DfT) recently issued LTN1/20 cycle infrastructure design guidance. This unequivocally reinforces the role of cycling in meeting economic, social and environmental objectives. It reiterates the importance of adhering to the 'Hierarchy of Road Users' whereby pedestrians and then cyclists are considered foremost, further backed in the revised Highway Code. Inclusive cycling is paramount - people of all ages, gender and abilities should feel able to safely cycle to meet some of their daily trips. Cycling and walking – as two vital active travel modes – should not conflict with each other. We are therefore at the beginning of a 'sea change' in approach. The new DfT 'Gear Change' document and the DfT LTN1/20 will influence how cycle infrastructure is designed in Gloucestershire going forward. Policies for new developments, contained within the Manual for Gloucestershire Streets promote these standards as well.

Strategic Theme 6: Improve collaboration between partners and stakeholders

Actions to "Improve collaboration between partners and stakeholders."	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Delivering sustainable growth	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Take part in the Gloucestershire Road Safety Partnership	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Review the CARS toolkit		✓	✓	✓	✓	✓	✓	✓		
Ensure our Road Safety webpages signpost queries to the right places/organisations		✓	✓	✓	✓	✓	✓	✓	✓	
Work with local planning authorities to get a consistent approach to setting speed limits and promoting the user hierarchy for design.	✓	✓	✓	✓	✓	✓	✓	✓		

Support communities to deliver their speed awareness/reduction plans through the Community Approaches to Road Safety toolkit and the Community Speed Watch fund (available in 2022/3 only)		✓	✓	✓	✓	✓	✓	✓		

One of the principles of the Safe System approach is that responsibility is shared. From the strategic level of Safer Gloucestershire and the Gloucestershire Road Safety Partnership to the individual who walks, rides or drives on the highway, everyone has a part to play in reducing the numbers of people killed or seriously injured on the roads in Gloucestershire. By taking a joined-up approach with key stakeholders we can maximise the benefits of our actions.

Our partners in the delivery of road safety include Gloucestershire Constabulary, and the office of the Police and Crime Commissioner; Public Health; National Highways, and District, Parish and Town Councils. Our stakeholders include everyone who lives in, works in, or visits the county.

Gloucestershire Road Safety Partnership

Gloucestershire County Council is a member of the Gloucestershire Road Safety Partnership, a group that reports into Safer Gloucestershire. Safer Gloucestershire is a body developed to enhance public safety in Gloucestershire, chaired by the Police & Crime Commissioner. We have shared objectives and our strategy for meeting Vision Zero aligns with the wider vision of the Partnership and of Safer Gloucestershire.

Strategic Theme 7, Embed the Safe System Approach

Actions to "Embed the Safe System Approach"	Corporate priorities					Safe Systems				
	Tackling Climate Change	*Making Gloucestershire a child friendly county*	*Helping people of all ages to stay safe and well*	*Increasing community resilience*	*Delivering sustainable growth*	*Safe Roads*	*Safe Speeds*	*Safe road users*	*Safe Vehicles*	*Post Crash Care*
Promote the Safe System Approach with a proactive Comms Strategy		✓	✓	✓	✓	✓	✓	✓	✓	✓
Engage and collaborate with our partners and general public who can influence outcomes		✓	✓	✓	✓	✓	✓	✓	✓	✓
Provide training for our staff in the Safe System Approach		✓	✓	✓	✓	✓	✓	✓	✓	✓

The Safe System

There are four principles which are central to a Safe System:

Chart 6 – The four principles of the safe system approach

Safe System takes a wide, systematic approach to road safety which encompasses all actions which will improve safety, under the headings of Safe Roads, Safe Speeds, Safe Road Users, Safe Vehicles and Post Crash Care.

The following table 7 shows a comparison between the traditional approach and the vision zero approach to Road Safety

Table 7– Traditional approach vs vision zero

Traditional approach	*Vision zero*
Traffic deaths are **INEVITABLE**	Traffic deaths are **PREVENTIBLE**
PERFECT human behaviours	Integrate **HUMAN FAILING** into the approach
Prevent **COLLISIONS**	Prevent **FATAL & SEVERE CRASHES**
INDIVIDUAL responsibility	**SYSTEMS** approach
Saving lives is **EXPENSIVE**	Saving lives is **NOT EXPENSIVE**

Taking the Safe System approach means that we accept that there will be collisions – because people make mistakes and people take risks, however we will take what measures we can to reduce the consequences of those collisions.

The likelihood and impact of a collision can be addressed under the different safe system headings. Ensuring our roads are well maintained, with appropriate speed

limits is only part of the required action. We also need to ensure that vehicles are safe, that all road users understand their role in keeping themselves and others safe. Our processes to recover people from collisions, their treatment in the immediate aftermath and afterwards will all influence the outcome of any incident.

Strategic Theme 8: Promote Vision Zero to Gloucestershire's public

Actions to "Promote Vision Zero to Gloucestershire's public"	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Delivering sustainable growth	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Promote Vision Zero with a proactive Communications Strategy		✓	✓	✓	✓	✓	✓	✓	✓	✓
Hold communities to account, while supporting them to deliver their local community safety plans		✓	✓	✓		✓	✓	✓	✓	
Hold individuals to account, while providing them with the infrastructure and tools		✓	✓			✓	✓	✓	✓	
Engage and collaborate with everybody who can influence outcomes		✓	✓	✓	✓	✓	✓	✓	✓	✓
Everyone to share a responsibility for their own and others' safety		✓	✓	✓	✓	✓	✓	✓	✓	✓

Vision Zero is a transformational approach to road safety and is an ambitious target. It could not be delivered by any single organisation and will require input from everyone and every organisation that operates within Gloucestershire. Everyone shares a responsibility for their own and others' safety. Our ambition is to have zero fatalities and serious injuries, and we will work with strategic partners towards achieving this.

However, it is essential that those using the road network also understand their responsibilities, and our programme of education, training and publicity aims to

reinforce this requirement. Both local communities and individuals have their part to play

All road users must obey the law and rules of the road, but to eliminate road fatalities we must go further. Those driving the heaviest vehicles should look out for those more vulnerable than themselves, this includes goods vehicle drivers being considerate to people cycling but also people cycling being considerate to those walking.

We must aim towards having empathy towards each other to create a more forgiving environment. We should also look out for the very old or young or people with a disability, giving the space and time to help them navigate the road safely.

The new Highway Code has introduced a hierarchy of road users. The following chart 7 represents this hierarchy and the balance of responsibility and vulnerability of different road users.

Chart 7 – The highway code hierarchy of road users
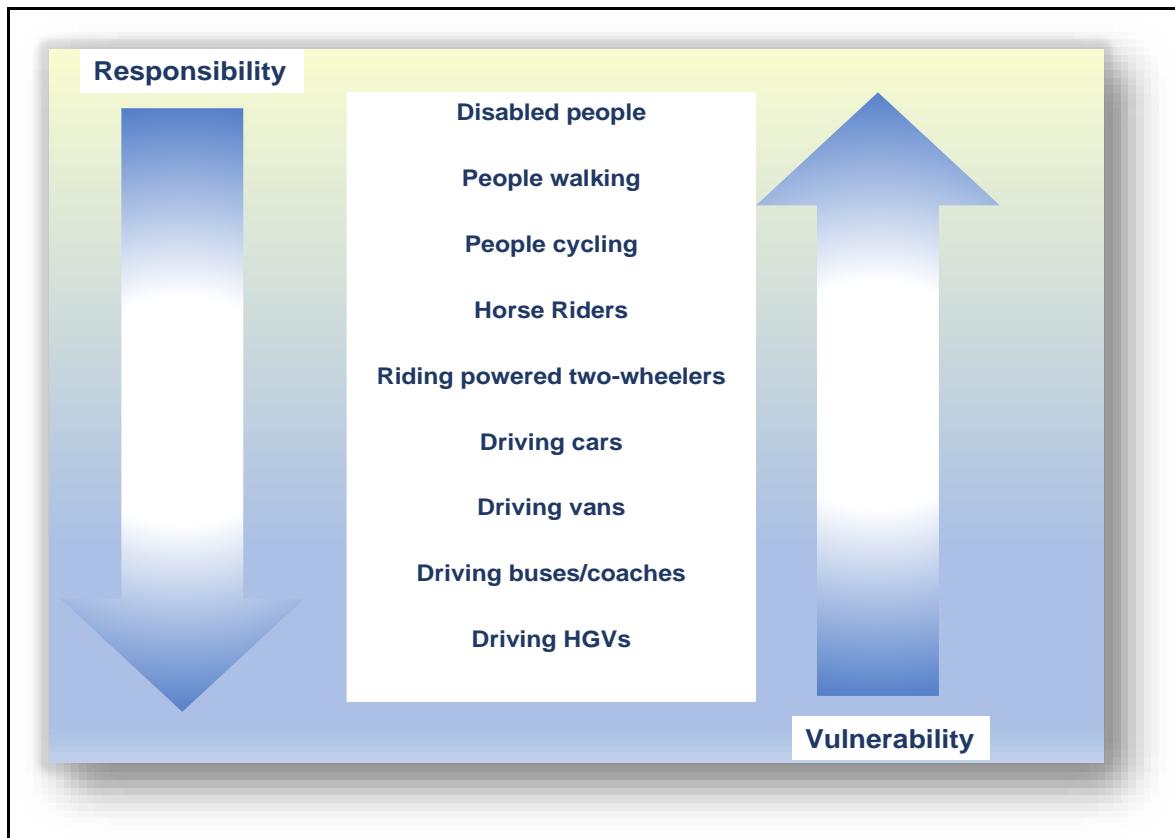
Strategic Theme 9: Lead by example

Actions to "Lead by example"	Corporate priorities					Safe Systems				
	Tackling Climate Change	Making Gloucestershire a child friendly county	Helping people of all ages to stay safe and well	Increasing community resilience	Delivering sustainable growth	Safe Roads	Safe Speeds	Safe road users	Safe Vehicles	Post Crash Care
Promote good driving and vehicle maintenance standards	✓	✓	✓	✓	✓			✓	✓	
Set minimum standards for contractor vehicles used to deliver GCC services	✓		✓	✓				✓	✓	
Set minimum standards for Contractor vehicles used to deliver GCC capital projects	✓		✓	✓				✓	✓	
Encourage use of pool/lease cars for all business journeys	✓		✓					✓	✓	
Provide pools bikes	✓		✓					✓	✓	

	1	2	3	4	5	6	7	8	9	10	11	12
Join Driving for Better Business			✓						✓	✓		
Check staff driving licenses etc			✓						✓	✓		
Promote active travel by staff	✓		✓						✓			
Promote good cycling behavour by staff	✓		✓						✓			
Set targets to reduce business mileage, without impacting on service delivery	✓		✓	✓					✓	✓		

The County Council can take steps to improve road safety through the procurement and delivery of services to Gloucestershire. We have an in-house fleet of 200+vehicles, delivering emergency response, highway maintenance, adult and children's care.

As a significant procurer of goods and services, which are delivered by vehicles on the highway network, we can encourage best practice in driving and vehicle standards by including requirements to be registered with schemes such as Driving for Better Business within our procurement standards. As part of our Climate Change strategy, we already have corporate goals to reduce use of cars in delivery of services.

Delivery and Funding

Funding for road safety, or for measures that improve road safety come from several different sources. The Council uses the following priority system to allocate funds, and this has reflected our statutory duties, and the traditional "Engineer, Enforce, Educate" approach to road safety.

1. Response & extraction of casualties
2. Identify & repair highway safety defects
3. Identify and treat prioritised collision hotspots and cluster sites
4. Identify and treat prioritised sites with poor wet skid resistance
5. Prioritised maintenance of safety systems (barriers, signs, lines)
6. Education programmes
7. School Crossing patrols

8. Bikeability Training

Many of the new actions listed in the strategy above will require significant additional funding to deliver. We will need a notable increase in both revenue and capital monies to deliver the required target, and programmes will still need to be prioritised against the available budgets.

The Local Transport Plan contains a comprehensive list of schemes which will deliver impacts on road safety, economic growth, carbon emissions, socio-distributional impacts, the local environment and well-being.

The chart 8 below shows a range of funding sources required to deliver the priorities identified and the County Council will actively seek such funding opportunities to deliver road safety schemes identified within the LTP.

Chart 8 – Funding resources required

'	Proposed Transports Scheme or Intervention			
Potential Funding Sources	Central Gov. Grant Funding	Ad Hoc Funding Opportunities	3rd Party / Developer Funding	GCC Resources
Examples	• Int. Transport Block. • Pothole Action Fund. • Highways Maintenance. • Supported Bus Fund.	• Growth Deal (LEP). • Housing Inf. Fund (HIF). • Pinch Point Funding. • Emergency Active Travel Fund.	• CIL. • S106. • S278. • Community Offer.	GCC budget and specific schemes initiatives included in the annual Medium Term Financial Strategy (MTFS).
Governance	Funding specific prioritisation and monitoring processes. **Sign off: through Council budget.**	Funding specific prioritisation and monitoring processes. **Sign off: external partner, GCC Cabinet or Council.**	• GCC Highways Authority Approval. • District CIL Governance structure, and/or • GCC Capital Programme.	• Through GCCs Budget and MTFS processes. **Sign off: through Council budget.**
Find out more	Details can be found in the GCC [Medium Term Financial Strategy Plan](#)	Funding bids submitted by Gloucestershire County Council are usually [published on the GCC website](#)	District Council web sites and [GCC Capital Programmes](#)	Details can be found in the GCC [Medium Term Financial Strategy Plan](#)

Consultation Questions:

No.	Question
1	From the information provided in the strategy, do you understand the reasons why Gloucestershire County Council is recommending the Road safety policy? Y/N
2	Please indicate the capacity in which you are responding to this survey: • Member of the public • Organisation • Business • In a professional capacity • GCC employee • Councillor • Other
3	Which District do you live in? • Cheltenham • Gloucester • Tewkesbury • Forest of dean • Stroud • Cotswold
4	To what extent do you agree that the vision set out for the next 10 years is the right one? [Strongly agree/Agree/Disagree/Strongly disagree]
5	To what extent do you agree that the Safe System approach is fundamental to the success of the policy? (if you disagree please explain your answer) [Strongly agree/Agree/Disagree/Strongly disagree]

No.	Question
6	To deliver our Strategy we have identified 9 key themes: 1. Reduce fatalities, serious injuries, number, and severity of collisions 2. Develop a data and evidence base, including research, and monitoring of existing approaches 3. Develop toolkits and programmes 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 Vision Zero to Gloucestershire's public 9. Lead by example To what extent do you agree that these are the right key themes?
7	Are some of these themes more important than others? (if yes, please list your top 3)
8	In your opinion what aspects of road safety work well at the moment?
9	What practical actions would you like to see taken to encourage and promote these aspects?
10	Do you agree with our Vision Zero/Safe System approach to road safety? Y/N
11	If you answered "No" to Q10, please give your reasons
12	Do you agree with the target of a 50% reduction in KSI figures by 2032
13	If you answered "No" to Q12, please give your reasons
14	Is there anything else you would like to tell us about Vision Zero, the Safe System approach and our proposed target?
15	Do you agree with our policy on 20mph limits? Y/N
16	If you answered "No" to Q15, please give your reasons
17	To what extent do you agree with our proposed actions to develop a data and evidence base, including research, and monitoring of existing approaches?
18	Is there anything else you would like to tell us about strategic theme 2?
19	To what extent do you agree with our proposed actions to develop toolkits and processes for prioritising interventions and locations?
20	Is there anything else you would like to tell us about strategic theme 3?
21	To what extent do you agree with our proposed actions to increase levels of safety for walking?

No.	Question
22	Is there anything else you would like to tell us about strategic theme 4?
23	To what extent do you agree with our proposed actions to increase levels of safety for cycling?
24	Is there anything else you would like to tell us about strategic theme 5?
25	To what extent do you agree with our proposed actions to improve collaboration between partners and stakeholders?
26	Is there anything else you would like to tell us about strategic theme 6?
27	To what extent do you agree with our proposed actions to Embed the Safe System Approach?
28	Is there anything else you would like to tell us about strategic theme 7?
29	To what extent do you agree with our proposed actions to Promote Vision Zero?
30	Is there anything else you would like to tell us about strategic theme 8?
31	To what extent do you agree with our proposed actions to lead by example?
32	Is there anything else you would like to tell us about strategic theme 9?
33	How did you find out about this consultation? (drop down list of answers)
34	Equalities questions