Agenda Item No: 8

Vision Zero and the Council's Management of its Duties in Relation to Road Safety

To:	Highways and Transport
Meeting Date:	2 December 2025
From:	Deputy Chief Executive, Executive Director of Place and Sustainability
Electoral division(s):	All
Key decision:	No
Executive Summary:	At the 3 December 2024 meeting of this committee, Members considered a report that outlined the Council's activities in relation to road safety, both as part of the Vision Zero Partnership, and in relation to its duties as the local highway authority. This report addresses a request from Members at that meeting to provide more detail on the Council's work to analyse collisions and trends in collisions and how that steers the work of the Council and of the Vision Zero Partnership.
Recommendation:	The Committee is recommended to: Review and scrutinise the work of the Council's Road S-Safety Team, in addressing both the Council's specific statutory duties in regard to road safety, and the wider road safety agenda addressed by the Vision Zero Partnership.

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1. Creating a greener, fairer and more caring Cambridgeshire

1.1 The County Council's undertaking of its duties in relation to road safety directly supports Ambition 2: Travel across the county is safer and more environmentally sustainable.

2. Background

2.1 At the 3 December 2024 meeting of this committee, members considered a report that outlined the Council's activities in relation to road safety, both as part of the Vision Zero Partnership, and in relation to its own duties as the local highway authority. This report addresses a request from Members at that meeting to provide more detail on the Council's work to analyse collisions and trends in collisions and how that steers the work of the Council and of the Vision Zero Partnership.

The Vision Zero Partnership

2.2 The Vision Zero Partnership was launched with the aim of reducing serious injury and fatal collisions across the county to zero. The partners are:

- Office of the Police & Crime Commissioner
- Cambridgeshire and Peterborough Combined Authority
- Cambridgeshire Constabulary
- Cambridgeshire Fire & Rescue Service
- Cambridgeshire County Council
- Peterborough City Council
- National Highways
- The Road Victims Trust
- Magpas Air Ambulance
- Major Trauma Centre, Addenbrooke's
- Public Health from Peterborough City Council
- Public Health from Cambridgeshire County Council

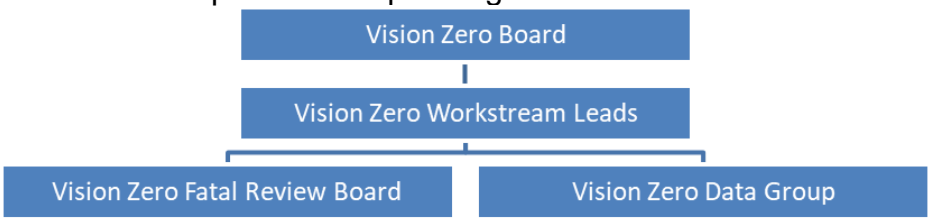
2.3 The partnership structure is shown in the Image 1 below.

Image 1 – Vision Zero Partnership structure

2.4 Partnership members lead on workstreams that are aligned to their areas of 'business as usual' work to support the Vision Zero aims and objectives.

- Safe Speeds and Safe Roads Users (Enforcement / Engagement / Education)
  Lead partners: Cambridgeshire Constabulary and the Office of the Police and Crime Commissioner.
- Safe Vehicles including Driving for Better Business
  Lead partner: Cambridge Fire and Rescue.
- Safe Roads and Roadsides
  Lead partners: Peterborough City Council and Cambridgeshire County Council in their respective areas.
- Post Collision Response
  Lead partners: Addenbrooke's and the Road Victims Trust, supported by Peterborough City Council and Cambridgeshire County Council.

2.5 The Vision Zero Partnership's current operating structure is as follows:



2.6 The Chair of the Vision Zero Board rotates between the partners annually. The current Chair is the Police and Crime Commissioner of Cambridgeshire.

2.7 The Partnership is committed to a Safe System approach, that stems from the simple imperative that no one should be killed or seriously injured as the result of a road crash. The approach involves designing the whole traffic system to prevent people being killed or seriously injured, often through policy frameworks such as 'Vision Zero' or 'Towards Zero', the foundation of which is the basis of its activities, 'Humans Make Mistakes' and to whatever means necessary to mitigate the harm caused by those mistakes.

2.8 Every road traffic collision that results in fatalities is reviewed with all agencies at a quarterly Fatal Review Board (FRB) meeting, following a site visit and detailed analysis of the causation factors in each case. This allows the board to make recommendations to the work stream theme leaders to target their resources to bring about change, and a reduction in risk.

2.9 From a County Council perspective, each fatal review will focus specifically on the duty to provide safe roads and roadsides. Where infrastructure does not meet the Council's Highways Operational Standard (HOS) or is found to be lacking infrastructure that could enhance safety then rapid interventions are introduced to reduce risk and harm, this may be simple signage or linage improvements to a complete re-design of a junction.

2.10 The FRB process is now championed as 'best practice' and is supported by Road Safety Foundation, who provides training in this field, and officers from the Council have supported six other local authorities to form their own FRB's.

3. Analysis of trends in incidents on the local highway network in Cambridgeshire

3.1 In the following analysis, collision data for 2024 is almost complete, and 2025 data is incomplete. Both will remain provisional until fully verified by the Department for Transport (DfT) each Autumn. All data relates to Cambridgeshire unless otherwise noted.

Overall trends

3.2 Figure 1 below shows the Vision Zero Partnership's 2030 target to reduce the number of casualties Killed or Seriously Injured (KSI) across Cambridgeshire and Peterborough. Figures 2 and 3 show trends in collisions across Cambridgeshire. At the time of reporting there is a downward trend in serious and slight injury collisions, however fatal collisions remain at a stubbornly high level, and the current trajectory suggest that the number of fatal collisions in Cambridgeshire in 2025 may exceed those seen in 2024.

Figure 1: Trends in incidence of collisions resulting in fatalities or serious injuries Cambridgeshire and Peterborough).

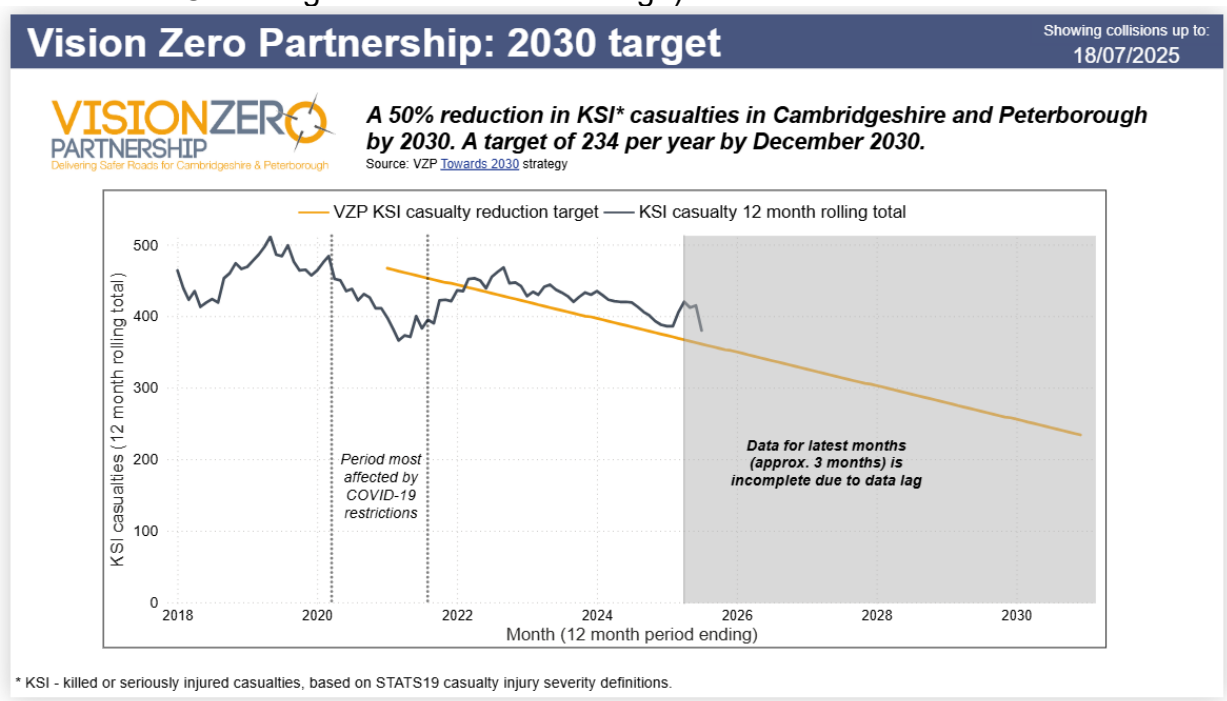


Figure 2: All reported injury collisions by severity of injury and year

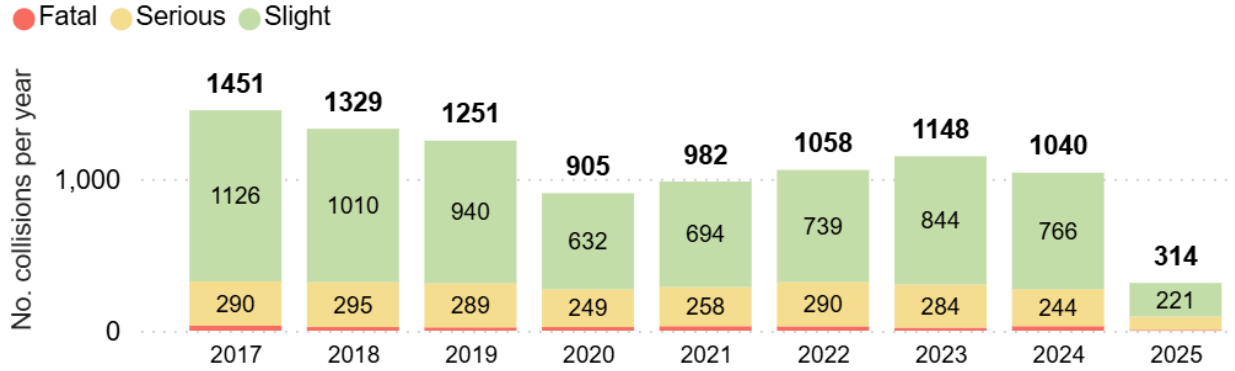
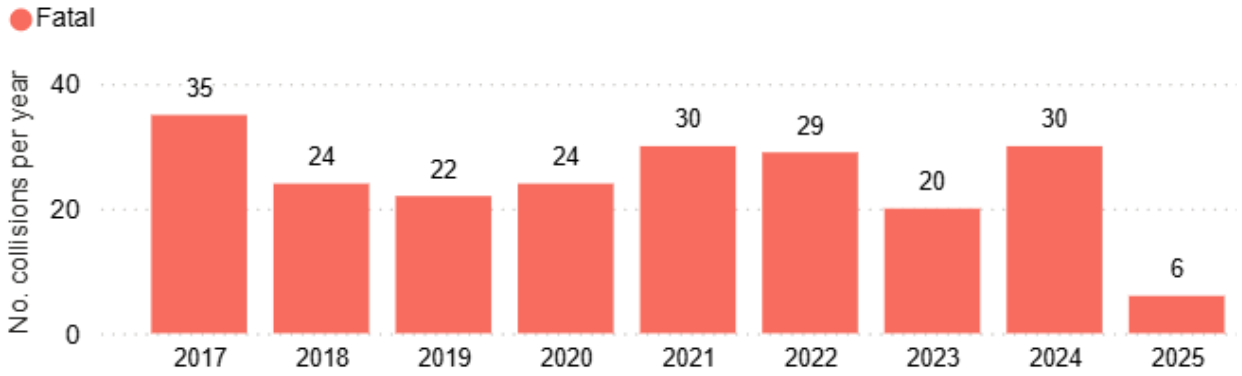


Figure 3: Injury collisions resulting in fatalities by year



3.3 The Council's Road Safety team analyses road safety data to understand current and emerging trends on Cambridgeshire's transport network and identify risks to the public who use all forms of transport, from walking to HGV movements. The Council has data sharing agreements with Cambridgeshire Constabulary that enables the team to fully understand the underlying causes of recorded injury collisions, as well as good links with the local trauma network to understand the injuries being caused to users.

3.4 The 'Fatal Five' factors behind a large proportion of our road related collisions have remained unchanged for many years. These are:

- Distraction / Failed to Observe.
- Drink and drug driving.
- Use of mobile phones.
- Excessive speed.
- Failing to wear a seatbelt.

Patterns in collisions resulting in people Killed or Seriously Injured (KSI) in 2024

3.5 The following figures detail collisions that resulted in KSI casualties in 2024.

3.6 Figure 4 sets out the most commonly identified road safety factors in KSI collisions attended by a police officer. From this data it can be seen that factors related to vehicle speed categories occur most frequently, closely followed by categories involving driver behaviour or inexperience.

3.7 Figures 5, 6 and 7 summarise the types of locations where collisions resulting in fatalities or serious injuries occurred in 2024, and the speed limit on the roads on which those collisions occurred. From these graphs, it can be noted that:

- Over half of KSI collisions occurred on stretches of road away from a junction.
- The highest incidence of fatal collisions as a proportion of fatal and serious collisions is on roads with 50 and 60mph speed limits.
    - While the proportion of is a little lower on 70mph roads, this reflects that these routes will be dual carriageways and most collisions are between vehicles travelling in the same direction, with a lower speed differential when the collision occurs compared to head on collisions on single carriageway roads.

Figure 4: Road Safety factors.

Road Safety Factor	Category name	No. Collisions	No. People
Ineffective observation by either the driver, rider or pedestrian	Behaviour or inexperience	15	15
Driver/rider being aggressive, dangerous or reckless	Speed related	11	11
Driver/rider travelling too fast for conditions (including loss of control or swerving)	Speed related	9	9
Distraction to driver/rider from inside/outside or on vehicle	Distraction or impairment	7	7
Driver/rider exceeding speed limit	Speed related	7	7
Driver / rider overshot junction or poor turn / manoeuvre	Behaviour or inexperience	6	6
Driver / rider illegal turn / direction of travel or failed to comply with traffic sign / signal	Behaviour or inexperience	4	4
Illness or disability	Distraction or impairment	4	4
Affected by alcohol	Distraction or impairment	3	3
Driver/rider had uncorrected or defective eyesight	Distraction or impairment	3	3

Figure 5: Type of locations where collisions resulting in KSI casualties occur

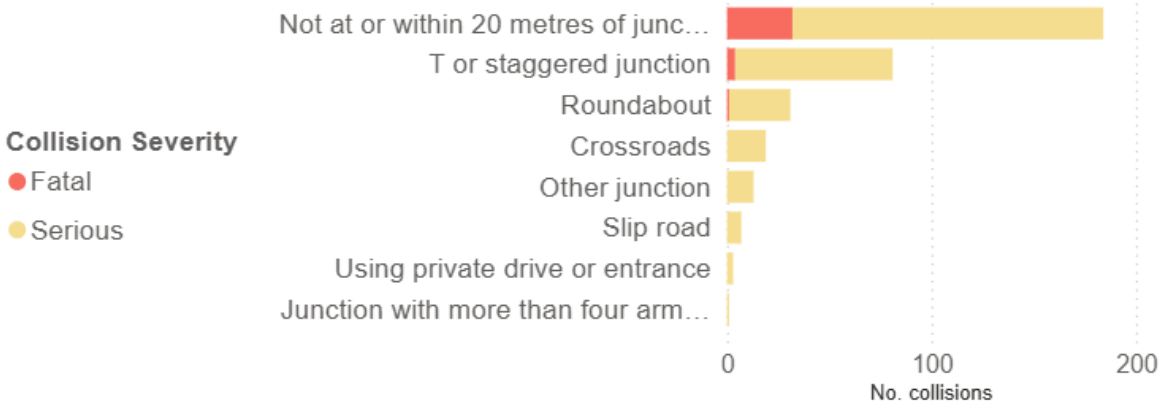


Figure 6: Collision severity proportion (KSI only) by speed limit

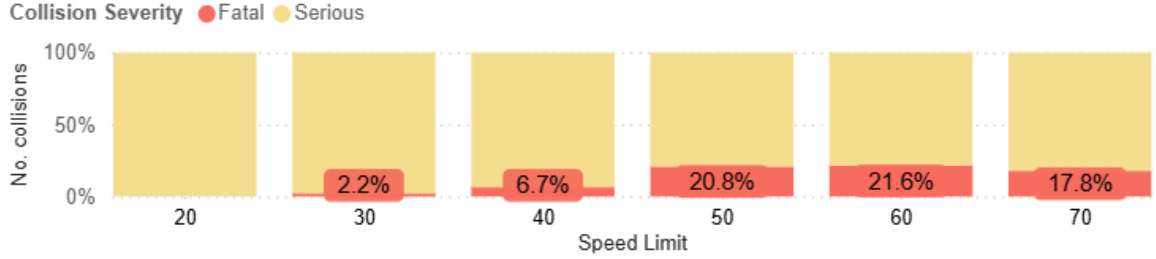


Figure 7: Collisions by road type and speed limit

Road Type	20	30	40	50	60	70	Total
Single carriageway							
Unclassified	15	63	10	6	22		**116**
A	1	19	6	9	34		**69**
B	1	27	5	4	21		**58**
Dual carriageway							
A		6	3	5	1	29	**44**
A(M)						3	**3**
Motorway						3	**3**
Roundabout							
A		7	5		8	2	**22**
Unclassified	1	5	1				**7**
B		1			1		**2**
Slip Road							
A		2				7	**9**
Unclassified		2					**2**
Motorway						1	**1**
B					1		**1**
Unclassified		1					**1**
One-way street							
Unclassified		1					**1**

3.8 Figure 8 details the vehicle types and casualties that occurred in KSI collisions in 2024, and Figure 9 shows this data for collisions that resulted in fatalities.

- The 339 KSI collisions in Figure 7 involved 523 vehicles and resulted in 437 casualties including 32 fatalities.
- The 30 collisions that resulted in 32 fatalities involved 61 vehicles and also resulted in a further 27 casualties seriously or slightly injured.

Figure 8: Vehicle type and injuries – KSI Collision Categories

Types of vehicles involved

Vehicle type	Count
Car	297
Pedal Cycle	71
Motorcycle	66
HGV	37
LGV	35
Other	10
Mini-bus/Bus/Coach	4
Total	**523**

Who was injured

Casualty vehicle type	Count
Car	235
Pedal Cycle	67
Motorcycle	64
Pedestrian	24
LGV	18
Mini-bus/Bus/Coach	14
HGV	9
Total	**437**

Figure 9: Vehicle type and injuries – Fatal collisions

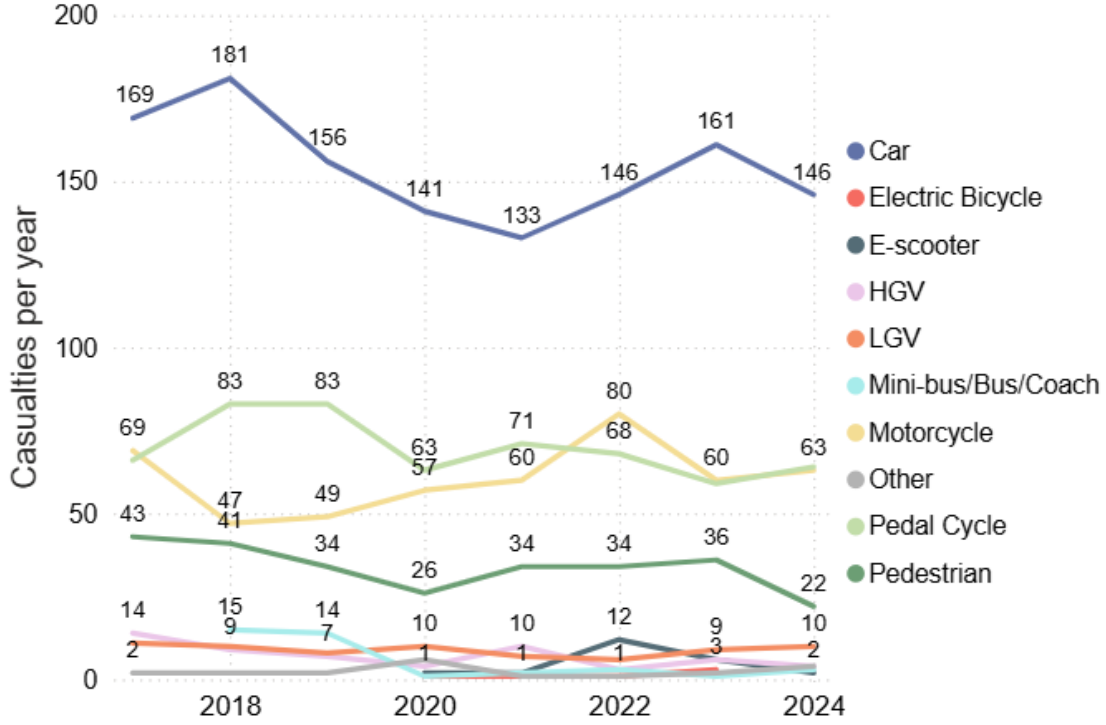
Types of vehicles involved

Vehicle type	Count
Car	35
HGV	8
Motorcycle	7
LGV	6
Pedal Cycle	3
Mini-bus/Bus/Coach	1
Other	1
Total	**61**

Who was injured

Casualty vehicle type	Count
Car	37
Mini-bus/Bus/Coach	7
Motorcycle	6
Pedal Cycle	3
Pedestrian	3
LGV	2
HGV	1
Total	**59**

Figure 10: Trends in incidence of collisions resulting in fatalities or serious injuries by mode of transport



Risks to different categories of road users

Young drivers

3.9 Young drivers continue to be disproportionately represented in the collision statistics. Young drivers that are identified as a risk takers are typically very difficult to engage with. Traditional safety messaging and communications for these groups do not work well and this remains a challenge. The Council has partnered with 'First Car', which uses social media influencers to try to reach our young drivers, and the uptake of individuals following the messaging is encouraging.

Motorcyclists

3.10 At the time of writing (August 2025), the number of motorcyclists killed in collisions in 2025 is nine (the data in Figure 3 above only includes six fatal collisions in 2025 where data has been verified by the DfT and does yet not include all fatal collisions that have occurred to date in 2025). This has surpassed the number of motorcyclists killed in collisions in all of 2024, which was six. All but one of these collisions have involved risk taking behaviour, including being unlicenced or unqualified to ride, excess alcohol/drugs and excessive speed. There is a lack of enforcement deterrent for motorcyclists across the county.

3.11 The Police 'Bikesafe' Scheme and the Fire Service 'Bikerdown' initiatives are well supported (and oversubscribed) road safety interventions that attract safety conscious riders.

Cyclists

3.12 Cycling is an attractive mode of transport for many people for commuting, leisure and exercise. It supports a healthy lifestyle and supports the Council's climate aspirations.

3.13 Cycle speeds have increased with the advent of E-Bikes that have an electric motor supported speed of up to 15.5mph and typically weigh more than a traditional cycle. Data from the Vision Zero Board Trauma Network have identified an increase in injuries to pedestrians and cyclists as a result of shared use path collisions. The police do not ordinarily record these collisions and therefore they do not feature in our collision data as they do not occur on the road network.

3.14 In 2022 Cambridge City Council introduced a trial installation of thermoplastic 'RESPECT' signage (see above) to Parkers Piece's shared use paths. The lead for the project is no longer in post, and the project has since ceased. The Road Safety team would like to roll this programme out across all active travel routes at key entry points to remind all users of shared infrastructure to consider others and travel at appropriate speeds at busier times to reduce harm to pedestrians, who are at the top of the Highway Code hierarchy.

Gig Economy

3.15 Following the Covid-19 pandemic, there has been an explosion in food delivery services. This mainly features in cities and larger towns. There is substantial evidence that whilst demand for these services is increasing, there is little in terms of regulation to manage road risk. Gig riders are paid per delivery, which can encourage risk taking, as to earn more, riders need to make more deliveries. There are also concerns in a wider context around public safety and criminality. An outline proposal to tackle this issue and reduce the likelihood of Gig Riders being involved in collisions and criminality is attached at Appendix 1.

4. The Council's duties in relation to Road Safety, and role in the Vision Zero partnership

4.1 The Council's Road Safety team has two main functional areas:

- Road Safety Audit and Engineering
- Road Safety Education

4.2 The work of the road safety team in these areas focuses on the Vision Zero theme "Safe Roads", but also directly and indirectly supports the other themes of the Vision Zero Partnership.

4.3 In addition, the Road Safety group currently has a third team, which has responsibility for Health and Safety on the Busway. The work of this team is not covered by this report.

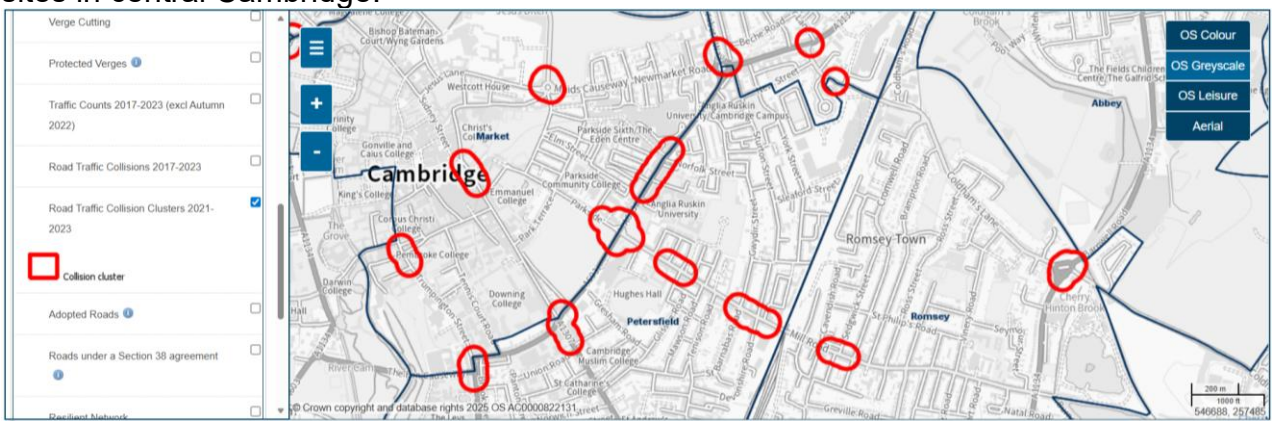
Road Safety Audit and Engineering

Yearly “cluster site” analysis

4.4 The incidence of collisions on the local road network is monitored on a continuous basis, but trends in collisions are typically reported on an annual cycle using verified collision and casualty data for full calendar years. This data is used to identify “cluster sites”. A cluster site is defined as a junction or 100 metre stretch of roads, where in the latest three-year period:

- there have been 6 or more collisions resulting in injury, or
- there have been 3 or more collisions resulting in serious injury or fatalities.

4.5 If clusters overlap, they will be treated as a single cluster site, as can be seen on the map below (see My Cambridgeshire, Transport and Streets Map Category) showing cluster sites in central Cambridge.



4.6 The nature of collisions at cluster sites is analysed by the Road Safety team to identify any patterns in the collisions that might indicate whether there are interventions / schemes that could be brought forward that would reduce the incidence of collisions and casualties. This analysis will look at all factors recorded by the police in their reporting of injury collisions on the STATS 19 form for reported injury collisions. The team will also establish whether the police hold any further data on ‘damage only’ collisions which might provide further information about patterns of collisions.

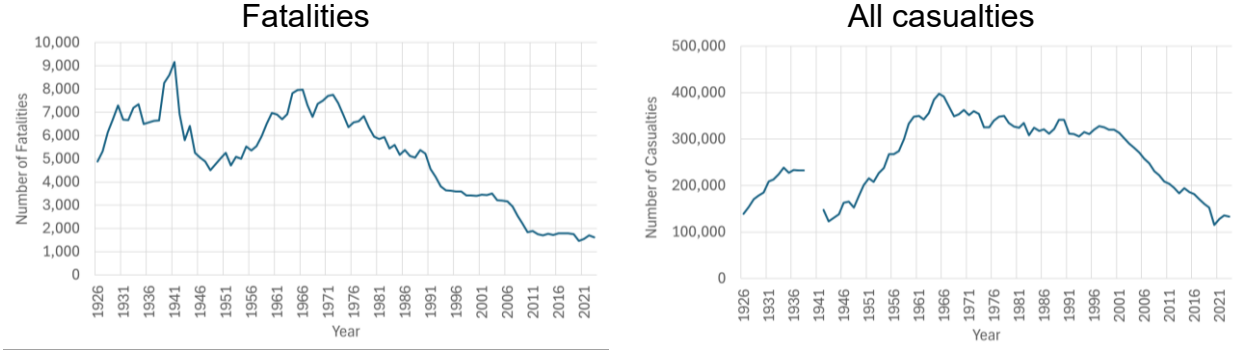
4.7 For the three-year period to December 2023, the analysis of collision data has identified 41 cluster sites on the local road network in Cambridgeshire. Of these:

- 26 sites already have road safety improvements identified or planned.
- Two sites have schemes under construction.

Network wide approaches to improving road safety

4.8 The process of cluster site analysis has over several decades led to interventions that have reconfigured and updated the highway network and contributed along with other factors such as safer vehicles to large reductions in the incidence of collisions resulting in injury and death. Changes in the number of fatalities and of all casualties on roads in Great Britain are shown below.

Figure 11: Historic trends in casualties on Great Britain's Roads, 1926 to 2023



4.9 In many areas, we now see fewer collisions than was the case historically, and fewer obvious patterns of direct causation factors linked to highway infrastructure. This does not mean that there are not physical interventions that can further reduce casualties.

4.10 Interventions based on network wide analysis such as iRAP – the International Road Assessment Programme – can identify measures that will reduce the risk of collisions by such as the use of crash barriers, vegetation clearance, of white lining, or lower speed limits, taking a systematic and focussed approach to a route. Inappropriate speed is always likely to be a factor in some collisions, but it is clearly demonstrable that lower speeds reduce the overall incidence and severity of collisions.

Review of all road traffic collisions that result in fatalities

4.11 Following notification from the police of a collision involving fatalities, a site meeting at the location of the collision occurs within seven days, or sooner if the police raise concerns with the road. These meetings include the Police Traffic Management Officer and Road Safety Team members, and Maintenance representatives from the Council, as well as the Highway Maintenance Officer and Area Manager.

4.12 Following the site visit, a report is completed and reviewed by the Council's Road Safety Manager and any necessary remediation works authorised. These works can be routine maintenance, or the addition of new infrastructure to achieve a safer road or roadside thus meeting our Vision Zero aspirations. Where re-design or major works are required the Highways and Transport projects team would be consulted – such is the case with the current scheme at Wheatsheaf Crossroads and Puddock Road.

Road Safety Audit

4.13 The team undertakes independent road safety audits of proposals for changes to the road network in Cambridgeshire. The aim of the audit is to minimise the number and severity of situations in which road users are injured whilst using the streets and roads.

4.14 The requirements of the Road Safety Audit process are detailed in government guidance, which set out a four-stage process for the safety assessment of road schemes from initial design through to post implementation review. Existing roads can also be audited to systematically assess the safety risks that may be present.

Safety Camera activity (fixed and mobile sites)

4.15 Working in partnership with the collaborated Bedfordshire / Cambridgeshire / Hertfordshire (BCH) Cameras Tickets and Collisions Unit (CTC), the Council analyses collision data and compares it to the enforcement activity. Locations identified on a 'heat' map show where a speed risk is identified and how, using mobile camera technology, the Council can impact on areas where drivers are taking unnecessary risks by speeding.

4.16 The Council's fixed point speed cameras (Spot Speed) form part of the deterrent to encourage drivers to travel at or below the speed limit. With the role out of 20mph schemes, fifteen fixed camera sites will become redundant, as the camera technology is not type approved for use in 20mph speed limits. Cambridgeshire Constabularies 20mph Speed Enforcement Policy states they will not routinely enforce 20mph speed limits, and it remains their view that the road should match the desired speed through design and infrastructure changes. Therefore four mobile camera sites will also become redundant.

20mph Speed Limits

4.17 There is a significant and growing evidence base nationally that shows that 20mph speed zones and limits typically lead to very significant reduction in collisions resulting in injury, and reductions in the severity of injuries resulting from those collisions.

- In Wales, there was a reduction in all casualties on roads where the speed limit was reduced from 30mph to 20mph of 28% (607 casualties) between October 2023 and September 2024. This included 10 fewer fatalities and 95 fewer serious injuries.
- Transport for London data shows a 34% reduction of those killed or seriously injured on London borough roads following the implementation of 20mph speed limits.

4.18 The National Police Chiefs Council (NPCC) set out its national policy on the enforcement of 20mph speed limits. This policy is replicated by the Cambridgeshire Constabulary. "Where changes and the lowering of local speed limits is considered, it is for the local authority to ensure that the design of the road meets the required limit and enforcement should not be the tool used to gain compliance, speed limits and road design should bring about the desired behaviour change and thus be self-enforcing."

4.19 Evidence of poor compliance is seen on some roads where 20mph speed limits have been installed. As examples, on Hunts Road, Duxford and the B1049 in Histon, drivers who comply with the speed limit can experience tailgating and injudicious overtaking. In establishing 20mph speed limits, it is advised that speed data should be sought pre implementation to understand the current average and 85th percentile speeds during normal traffic flow hours.

4.20 Where a 30mph road is identified as having an 85th percentile speed of between 24-26mph (normal flow), then consideration should be given to introducing a 20mph limit. Compliance is within the lower prosecution range and the safety outcome is likely to be achieved. Where a 30mph road has a indicative 85th percentile speed of 32-34mph careful consideration should be given as to the likely safety benefit or increased risk should a 20mph limit be imposed without any engineering measures to gain compliance.

Future Safety Schemes

4.21 The A47 Peterborough to Wisbech has seen numerous fatal and serious injury collisions. As part of the Strategic Road Network (SRN) National Highways manage and maintain

the A47. They have embarked on a safety scheme for the A47 with support of Cambridgeshire and Norfolk County Councils which will reduce the speed limit on the road from the National Speed Limit (60mph car and motorcycle) to 50mph. This committee will be presented with the outcome of the data from the A47 project post implementation, with a view to considering a similar project for the A10, A141 and A142 in Spring 2027.

4.22 National Highways identified that the average speeds on the A47 (85th percentile) was 52-54mph pre implementation, therefore the likely change in journey time would be negligible with the reduction in speed, but the gains in safety due to the reduction in energy in any collisions would be significant. It would remove the likelihood of overtaking collisions which have been the outstanding feature of many of the fatalities on this road. The reduction in speed will be enforced by Average Speed Cameras to gain compliance.

The Road Safety Education team

4.23 This team:

- Delivers Junior and Youth Travel Ambassador programmes in primary and secondary schools.
- Delivers Safer Routes to School.

4.24 Evidence is clear that introducing the youngest road users to 'safety first' can influence their behaviour for life. As more travel choices are introduced and people are encouraged to choose alternative more sustainable and active travel, it remains imperative that the Council supports their safety culture as they transition and become more independent and become the transport users of the future. Road safety education funding remains challenging, and much of our school-based activity relies on central government and public health funding for primary school offerings, such as Bike It, Bikeability and Junior Travel Ambassador.

Road Safety Finance

4.25 The Road Safety small capital schemes budget is £600k from the Integrated Transport Block for 2024-25. The capital budget is used to fund road safety improvements on the local road network following the FRB reviews, cluster site analysis, and now iRAP. In addition to this core budget, the Council will consider bids for further road safety scheme funding through the Business Planning Process when the scale of the budget needed for a scheme to address critical safety issues exceeds the capability of the core budget.

4.26 The 'value' of safety schemes is typically assessed based on the reduction in collisions that should be seen from the intervention, and the cost savings that would nominally be seen (nominal cost savings from the reduction in casualties is used for the purpose of allowing comparison of the likely impact of interventions at different locations in safety terms, rather than in comparison to any other type of highway scheme). This methodology would not generally lead to the prioritisation of large and costly safety measures. In these cases, if there is a record of serious of fatal collisions with common causation factors that could be addressed by a safety intervention, it is for the Council to determine whether it should provide the funding necessary to allow for such schemes to be delivered. An example of such a scheme would be the measures being introduced at the Wheatsheaf Crossroads on the B1040 between St Ives and Somersham.

5. Conclusion and reasons for recommendations

5.1 The recommendation is to support the ongoing work of the Vision Zero Partnership and the work of the road safety team to try to reduce harm or the likelihood of harm on the network for all road users.

6. Significant Implications

Finance Implications

6.1 There are no finance implications.

Legal Implications

6.2 The County Council has statutory duties in relation to the safety of the transport network it manages. Failure to meet those duties could lead to increases in collisions, and could attract legal liability for incidents resulting in damage, injury or death on the road network.

Risk Implications

6.3 See legal implications above.

Equality and Diversity Implications

6.4 As noted in paragraph 3.9, there is disproportionate representation of young drivers in collisions road traffic collisions and injuries that result. Illness and disability have been identified as causative or contributory factors in some road traffic collisions.

7. Source Documents

7.1 Vision Zero Partnership

7.2 County Council Road Safety web pages