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## Meeting of Executive Members for City Strategy and Advisory Panel

26 March 2007

Report of the Director of City Strategy

### ROAD SAFETY GRANT DELIVERY 2007/08

#### Summary

1. From 2007/08 national safety camera funding has been integrated into the Second Local Transport Plan (LTP2) funding system.
2. This report sets out a proposal for spending the additional road safety funding in the 2007/08 financial year.
3. Members are asked to approve the content of the proposal for delivery to commence on 1 April 2007.

#### Background

4. Casualty reduction is the principal objective of the Road Safety Strategy included in the Second Local Transport Plan. The Best Value Performance Indicator (BVPI) target is to achieve a 45% reduction in killed and serious injury casualties by 2010, compared to the 1994 – 98 average.
5. The table below shows progress against the Council's killed and serious injury casualty reduction target. The 2005 killed and serious injury figure was on target.

Year	Target	Actual
2001	126	119
2002	121	120
2003	115	100
2004	108	114
2005	102	101
2006	95	Data not yet complete

6. The Department for Transport (DfT) is providing a grant of £110 million per annum for road safety over the period 2007/08 – 2010/11. The amount of funding allocated to local highway authorities is dependent on their LTP2 submission.
7. There is a high expectation from the DfT that the grant will be invested in road safety and failure to do so is likely to jeopardise the funding source in subsequent years. The additional funding provides an excellent opportunity to make progress against the challenging casualty reduction target for 2010.
8. DfT guidance states that the road safety grant gives local authorities, the police and other agencies greater flexibility to pursue which ever locally agreed mix of road safety measures will make the greatest contribution to reducing road casualties in their area. There is a strong emphasis on partnership delivery, particularly with the emergency services.
9. The road safety element of the Council's LTP2 has been assessed as excellent. On the basis of this submission the Council has been allocated the following grant amount for future years:

£s	2007/08 <i>confirmed</i>	2008/09 <i>confirmed</i>	2009/10 <i>indicative</i>	2010/11 <i>indicative</i>
<i>Capital</i>	<b>44868</b>	<b>43830</b>	<b>43166</b>	<b>42493</b>
<i>Revenue</i>	<b>201654</b>	<b>196990</b>	<b>194008</b>	<b>190981</b>
<i>Total grant</i>	<b>246522</b>	<b>240820</b>	<b>237174</b>	<b>233474</b>

10. The allocation comprises a capital grant (19.2%) and a revenue grant (81.8%). The proposal detailed in this report relates to the revenue grant.
11. It is proposed that the capital grant is incorporated into the Capital Programme to fund road safety engineering schemes.
12. The allocations for 2007/08 and 2008/09 are confirmed. It should be noted that the allocations for 2009/10 and 2010/11 are indicative and will be reviewed following assessment of the road safety element of the LTP2 Delivery Report (scheduled to be submitted in mid-2008).
13. In 2005 almost fifty percent of killed and serious injury road casualties were car occupants. Furthermore, a large proportion of casualties involving other road users (pedestrians, cyclists and motorcyclists) were the result of driver error. Interventions designed to influence driver behaviour are therefore the main focus of the proposal as this is the most effective way of achieving a step-change in road safety. Projects are evidence based and draw on York's road casualty data and wider road safety research papers.

## **Proposal**

14. The proposal for delivery of the 2007/08 road safety grant is outlined in Annex A. It is expected that these themes will continue to be the focus for road safety delivery until 2010/11. However, it will be important to take into

consideration any emerging casualty trends and developing research ideologies.

## **Work related driving**

15. It has been estimated by the Occupational Road Safety Alliance (ORSA) that between 25 – 33 percent of road crashes involve somebody who was using the road for work purposes. The business community is therefore a key target for road safety delivery.
16. The *Your Driving Your Business* road safety campaign was launched in 2005 and raised awareness across the city of the risks faced by employees driving whilst at work. The road safety grant will be used to develop this area of work.
17. Road safety delivery and influencing travel behaviour are inextricably linked. Integration of these two work areas will enable the Council to have maximum impact by targeting businesses with a clear and consistent message.
18. A proportion of the grant will be used to fund business travel planning. This has the potential to achieve road safety improvements and reduce the number of car trips to work. The project will involve promotional activity, resource distribution (including bus timetables, cycle route maps etc), delivery of adult cycle training and working in partnership with other organisations promoting 'green' travel.
19. A toolbox resource will be developed to help businesses review their occupational road safety policies and procedures. DfT research has established that businesses would benefit from such a resource. The resource will focus on; the business case for taking action; advice on risk assessments; an overview of legislation; and case study examples.
20. A series of targeted road safety campaigns will focus on the city's largest employers. The campaigns will involve resource distribution, media coverage and support from North Yorkshire Police. Issues of particular relevance to business include mobile phone use, driver fatigue, speed and drink driving the morning after the night before.
21. This area of work will be delivered in partnership with York and North Yorkshire Chamber of Commerce. The partnership will enable key messages to be disseminated to a large number of York based employers through networking events, publications and media coverage.

## **Young drivers/passengers**

### **Interactive DVD**

22. Young people aged 17 – 21 are massively over-represented in the road casualty data for the city. Analysis of fatal collisions between January 2002

and September 2005 showed that approximately fifty percent of people killed on York's roads were 21 years of age or under.

23. A recent study from the University of Michigan found that interactive computer technology has the potential to make a real impact on young people. The production of an interactive DVD aimed at newly qualified drivers has the potential to influence attitude and behaviour.
24. The DVD will aim to make young people aware of the risks they face and offer practical advice on how to reduce these risks. It will be produced in a style that appeals to young people and it will not be obvious to users that it is a road safety product. The DVD will be circulated to newly qualified drivers across the city through educational establishments, businesses and driving instructors.

### **Pass Plus**

25. Pass Plus is a Driving Standards Agency (DSA) training scheme for newly qualified drivers. The course is delivered by a professional driving instructor and there are six modules to cover:
  - Town driving
  - All weather driving
  - Driving out of town
  - Night driving
  - Driving on dual carriageways
  - Driving on motorways
26. Several local authorities across the country offer a discounted Pass Plus scheme. It is proposed that the Council will operate a similar scheme.
27. The project will involve working in partnership with local driving instructors and offering a fifty percent discount as an incentive for newly qualified drivers to complete the course. The cost of completing Pass Plus is approximately one hundred and fifty pounds. A total of £15K has been allocated to this project, which will fund two hundred discounted places.
28. The discounted Pass Plus places will be offered to newly qualified drivers considered to be at high-risk. Candidates will be drawn from two main groups:
  - Individuals, referred by North Yorkshire Police, who have been involved in a crash or have committed a driving offence
  - Students from York College who are assessed as high-risk on completion of an on-line driver assessment tool.
29. The course will be supported by an additional road safety input focusing on driver attitude and behaviour.
30. Evidence from elsewhere suggests that Pass Plus can contribute towards casualty savings. Kirklees Council who operate a similar scheme have

achieved a thirteen percent reduction in road casualties for the 16 –19 age bracket in the period 2003 – 2005.

### **Young driver ‘image’ campaign**

31. A recent study by the DfT suggests that the behaviour of young drivers is influenced by the need to build and maintain a particular image and identity for themselves. This suggests that the pressure to conform to a certain image leads to risk-taking driving behaviour in young people.
32. The aim of the campaign would be to challenge this ‘image’ and therefore remove one of the biggest motivators for young people to drive recklessly.
33. The campaign would be delivered in partnership with a creative design agency and would look at innovative ways of communicating with newly qualified drivers i.e. direct mailings to every seventeen year old in the city.

### **Other young driver/passenger projects**

34. A project with the Youth Offending Service will seek to reduce vehicle re-offending rates. This audience can be extremely challenging and various partners will be used to deliver hard-hitting interventions.
35. Powered-two-wheeler (under 50cc) crashes involving young males represent a significant problem in York. A series of safety workshops will be delivered to moped users, working in partnership with the North Yorkshire Fire & Rescue Service and the Momentum on Two Wheels Project. The sessions will focus on rider attitude, the importance of protective gear and basic bike maintenance.

### **Primary education**

36. DfT research has shown that theatre based interventions have the potential to influence the attitude of children. Road safety theatre in education will be delivered in approximately twenty primary schools. A number of external providers can be used deliver productions that address some of the issues surrounding risk-taking behaviour.
37. Practical road safety training (cycle and pedestrian) will continue to be delivered in every school. This service will continue to be funded from an existing road safety training budget. The grant will be used to provide additional educational resources to support the training and school travel service.
38. Pedestrians make up the biggest proportion of child killed and serious injury casualties. A *Be Safe Be Seen* campaign will be offered to every primary school and will involve the distribution of a large volume of high-visibility gear for children to wear.

## **Secondary education**

39. The *SMARTRISK* production will be toured in approximately eight secondary schools. This production involves a live presentation from a young injury survivor who talks candidly about how injury has changed their life. The presentation is supported by moving images and loud up to date music designed to appeal to teenagers.
40. Independent evaluation of the production by Leeds Metropolitan University concluded that: "*SMARTRISK* is now well established as an important component of a comprehensive approach to injury prevention with the 11 plus age group... it is undeniable that it represents good value for money in relation to the numbers reached and its capacity to get young people to engage with the issue of risk."
41. The road safety charity SCARD (Support & Care After Road Death & Injury) offer workshops delivered by bereaved parents who have lost children in road crashes. The workshops are extremely emotional and have a profound effect on the audience. SCARD has previously delivered workshops in two York secondary schools and the aim is to use the grant money to extend provision to as many secondary schools as possible.

## **Speed**

42. Multi-agency speed awareness campaigns will target the main routes where the majority of casualties are clustered. The campaigns will incorporate deployment of the temporary speed indication device (sign that flashes up the words "slow down"), distribution of resources to users of the route and police enforcement.
43. *Community Speed Watch* materials will continue to be distributed in residential areas where speeding traffic has been identified as a problem. The resource pack includes a speed pledge for residents to sign up to and stickers displaying the message "It's our neighbourhood, watch your speed". The campaign has been well received in many areas across the city with positive feedback from residents.

## **Partnership work**

44. There is a strong expectation from the DfT that the road safety grant will be used to develop partnership working. The Council will work in partnership with North Yorkshire Police to deliver additional targeted enforcement in support of the projects included in the proposal.
45. It is important to note that this targeted enforcement will be delivered in addition to the current level of enforcement undertaken by the police. The enforcement will be tied into specific campaigns and will focus on routes with a record of road injury.
46. This additional enforcement will play an important role in working towards the casualty reduction target.

47. Partnership work with the North Yorkshire Fire and Rescue Service will focus on child car seats. A series of events will be staged at venues across the city offering parents the opportunity to have a trained officer check that their car seat is fitted correctly.
48. Sure Start, the government programme to deliver the best start in life for every child, conduct home visits to low-income families across the city. Sure Start has reported that there is an issue with some families using old or damaged car seats and in some instances no seat at all. A number of free child car seats will be distributed to low-income families through the Sure Start programme.
49. A campaign will be delivered reminding parents, carers and schools of the new child car seat law that came into effect in September 2006.

### **Campaigns**

50. The DfT recently published a research paper analysing the contributory factors in road crashes across Great Britain. The report concluded that five of the six most frequently reported factors were some kind of driver/rider error or reaction. Examples include; failure to look properly; failure to judge other persons path/speed; and poor turn/manoeuvre.
51. This would suggest that a large proportion of crashes could potentially be avoided if the average, law-abiding driver was encouraged to take more care.
52. A citywide campaign will target all drivers across the city. The campaign will be delivered in partnership with a creative design agency that will advise on the most effective way to disseminate this message.
53. The University of Nottingham has undertaken an analysis of over one thousand fatal collisions. This study and the road casualty data for York identified four common factors that seem to be prevalent in fatal collisions:
  - Alcohol
  - Loss of control on bends
  - Overtaking
  - Passengers (seatbelt use)
54. A campaign, with the underlying message of four lives saved, will be developed to address these factors. The campaign will target those drivers most likely to engage in this type of reckless driving behaviour. It will be delivered in partnership with a creative design agency that will advise on the most effective way to reach this audience.
55. The Council will also tie in with the national government THINK! road safety campaign by supporting four projects throughout the year.

## **Evaluation**

56. It will be important to evaluate projects included in the proposal. The Council will be primarily assessed in terms of casualty reduction. However, qualitative post-project evaluation will help to determine the effectiveness of interventions in influencing attitude and behaviour. The evaluation will be invaluable when reporting back to the DfT and making the case for continued funding until 2010/11.

## **Consultation**

57. North Yorkshire Police and the North Yorkshire Fire & Rescue Service have been involved in the development of the proposal.
58. The Marketing & Communications Team has been consulted and support the projects laid out in the proposal.
59. The Education Service has been consulted with regard to the projects involving schools and is supportive of this work.
60. York and North Yorkshire Chamber of Commerce has been consulted in relation to the proposals for work related driving.

## **Proposal**

61. Members are asked to approve the proposal for spending the road safety grant as outlined in Annex A.

## **Analysis**

### **Proposal**

62. The proposal has the potential to make York's roads safer and reduce the number of people killed and injured in road crashes. The work plan will ensure that the road safety grant allocation is spent on road safety projects linked to the evidence base. Projects have been developed from York's casualty data and academic research into road safety and behaviour change. It is felt that the proposal represents the best opportunity to achieve the casualty reduction target set out in the LTP2. The proposal will help to ensure that the Council is successful in securing this funding source until 2010/11. There is a high expectation from the DfT that this funding will be spent on road safety and specifically casualty reduction measures. Failure to do so is very likely to result in the grant being withdrawn in future years.

## **Corporate Priorities**

63. The proposal meets the Council's corporate objective to create a Safer City. It supports the aims and objectives of the Road Safety Strategy included as part of the Second Local Transport Plan. The work in schools supports the Every Child Matters initiative.



## **Implications**

### **Financial**

64. The 2007/08 proposal will be funded using the road safety grant allocation.
65. Effective delivery of the proposal will help to secure the Council this road safety grant allocation up until the 2010/11 financial year.

### **Human Resources**

66. Delivery of the proposal can be accommodated within exiting staffing levels and by working in partnership with external bodies including the emergency services and design agencies. The grant could be used to recruit additional members of staff, but this would reduce the amount of funding available to deliver projects on the ground. The grant could also be used to buy in consultancy to deliver the proposal. However, this would not be cost-effective and would reduce the level of control the Council has over spending.

### **Equalities**

67. There are no equality implications.

### **Legal**

68. There are no legal implications.

### **Crime and Disorder**

69. The Council has a responsibility to deliver an effective Road Safety Strategy in partnership with North Yorkshire Police.

### **Information Technology**

70. There are no IT implications.

### **Property**

71. There are no property implications.

### **Other**

72. There are no other implications.

### **Risk Management**

73. In compliance with the Council's risk management strategy the risks arising from the recommendations have been assessed.

### **Strategic**

74. There are no risks associated with recommendations of this report.

### **Physical**

75. There are no risks associated with recommendations of this report.

### **Financial**

76. The road safety grant allocation for 2009/10 and 2010/11 is dependent on the Council's road safety performance. Failure to spend the road safety grant allocation on casualty reduction measures is very likely to result in this funding stream being withdrawn in subsequent years.

### **Organisation/Reputation**

77. The proposal for road safety delivery is evidence of the Council taking positive steps to reduce road casualties and should be well received outside of the organisation.
78. Measured in terms of impact and likelihood, the risk score for all these risks has been assessed at less than 16 (see table below). This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

<b>Risk Category</b>	<b>Impact</b>	<b>Likelihood</b>	<b>Score</b>
Strategic	Very Low	Remote	1
Physical	Very Low	Remote	1
Financial	High	Possible	12
Organisation/Reputation	Very low	Remote	1

### **Recommendations**

79. That the Advisory Panel advise the Executive Member to adopt the proposal put forward in paragraph 61.
80. **Reason:** The Council has a target to achieve a 45% reduction in killed and serious injury casualties by 2010. The proposal should contribute towards this casualty reduction target and will help to ensure that the Council is successful in securing the road safety grant funding source until 2010/11. The proposal ensures that the grant allocation is spent on road safety behaviour change projects linked to the evidence base.

## Contact Details

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Report Approved  Date 27/02/07

Julie Hurley, Head of Transport Planning

Report Approved  Date 27/02/07

### Specialist Implications Officer(s)

#### Financial

Patrick Looker, Finance Manager, City Strategy  
Janet Neeve, Human Resources

### Wards Affected:

All

For further information please contact the author of the report

### Background Papers:

**Second Local Transport Plan 2006 –11**  
(Including Road Safety Strategy)

**Road Casualties Great Britain: 2005**  
Department for Transport

**Contributory factors to road accidents**  
Department for Transport, 2005

**Interventions to promote safe driving behaviour: lessons learned from other health related behaviours**  
Department of Health Behaviour and Health Education, University of Michigan, 2006

**The Good, the Bad and the Talented: Young Drivers' Perspectives on Good Driving and Learning to Drive**  
Department for Transport, 2007

**Killer crashes: a multiple case-study of fatal road-traffic collisions**  
University of Nottingham, 2006

### Annexes

Annex A Proposal for road safety delivery in 2007/08