

Meeting of Executive Members for City Strategy and Advisory Panel

16 March 2009

Report of the Director of City Strategy

ROAD SAFETY GRANT DELIVERY 2009/10

Summary

1. Since 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 allocating the additional road safety funding in the 2009/10 financial year.
3. Members are asked to approve the proposals outlined in this report to commence on 1 April 2009.

Background

Casualty record

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 (KSI) casualties on York's roads by 2010, compared to the 1994–98 baseline average.
5. The table below shows progress against the Council's casualty reduction targets. The 2007 injury figures were the lowest on record.

Year	Killed or Seriously Injured (KSI) Casualties		Slight Injury Casualties		Total Casualties	
	Target	Actual	Target	Actual	Target	Actual
1994/98 Baseline	-	137	-	697	-	834
2001	126	119	686	773	812	892
2002	121	120	679	715	800	835
2003	115	100	672	729	787	829
2004	108	114	665	719	773	833
2005	102	101	658	651	760	752
2006	95	160	651	591	746	751
2007	88	93	644	580	732	673

Table 1. City of York Road Casualty Figures and BVPI Figures, 2001 – 2007

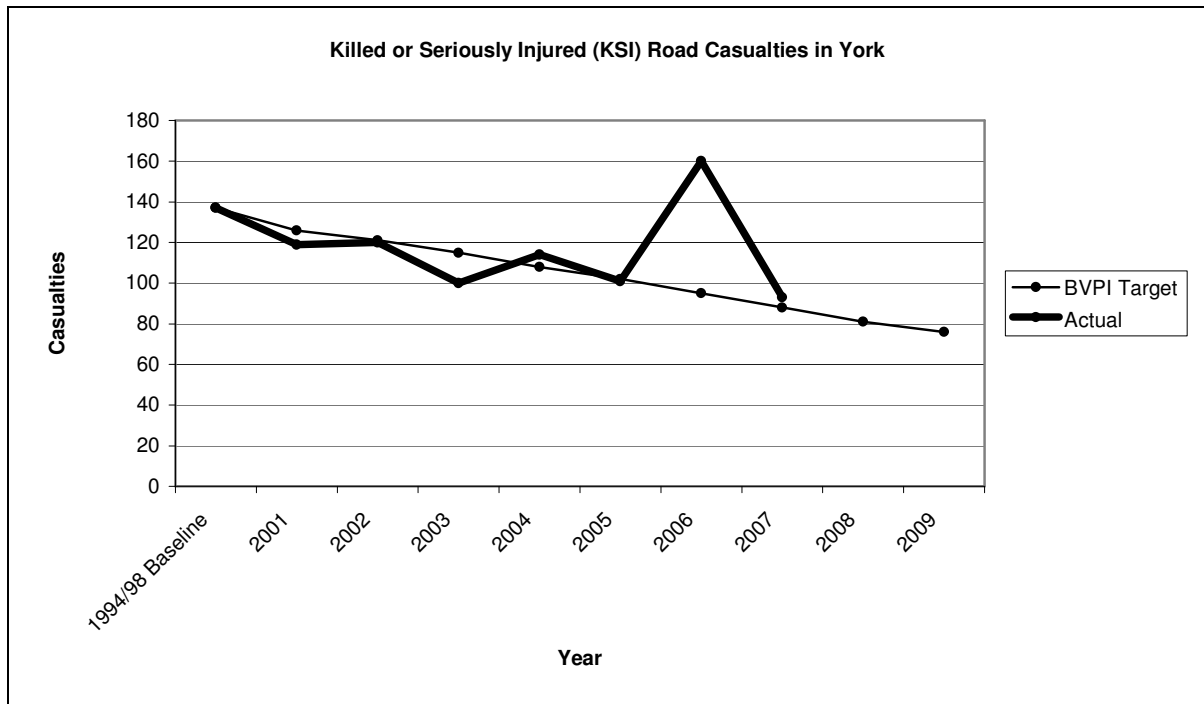


Figure 1. KSI Road Casualties in York

6. Figures for 2008 will be available in September 2009.
7. There was an anomaly in 2006 which saw a 54% increase in KSI casualties compared to 2005. The rise is thought to be due to a temporary change in Police accident reporting guidelines.
8. The Council records both accident numbers and casualty numbers. As a number of casualties may occur in each accident, the two figures will differ. This report will focus on casualty figures, since these are the indicators used by the Department for Transport to assess our performance, rather than accident figures.

Road Safety Grant

9. 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.
10. 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 funding in subsequent years. The additional funding provides an excellent opportunity to make progress against the challenging casualty reduction target for 2010.
11. DfT guidance states that the road safety grant gives local authorities, the police and other agencies, greater flexibility to pursue whichever 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.

12. The road safety element of the Council's LTP2 was assessed as excellent. On the basis of this submission the Council has been allocated the following grant amount for future years:

£s	2008/09 confirmed	2009/10 indicative	2010/11 indicative
Capital	43,830	43,166	42,493
Revenue	196,990	194,008	190,981
Total grant	240,820	237,174	233,474

13. The allocation comprises a capital grant (18.2%) and a revenue grant (81.8%). The proposal detailed in this report relates to the revenue component of the grant.
14. As with last year, it is proposed that the capital grant for 2009/10 be incorporated into the Capital Programme to fund road safety engineering schemes.
15. 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.
16. Car occupants continue to account for the majority of killed and seriously injured road casualties. Furthermore, a large proportion of accidents 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; based on local road casualty data and national road safety research papers.

Related Growth Item (Approved February 2009)

17. At Budget Council in February 2009, the Council approved a 'one-off' growth item of £120,000 to support speed reduction initiatives in the city.
18. The item provides £90,000 towards the 95 Alive Speed Initiative. The group is currently considering various strategies for speed reduction, there is likely to be a strong desire for camera enforcement of speed limits and a feasibility study is underway. Should the feasibility study indicate that a camera partnership is required, these funds will contribute towards the purchase of necessary equipment and administrative support.
19. The remaining £30,000 will be put towards development of speed limit initiatives in appropriate locations across the city, with the possibility of some additional vehicle activated speed (VAS) signs.

Analysis: Road Casualty Data, York, 2007

20. In 2007, car occupants accounted for 36% of all KSI casualties in York and motorcyclists accounted for 30%. Pedestrians accounted for 20%.

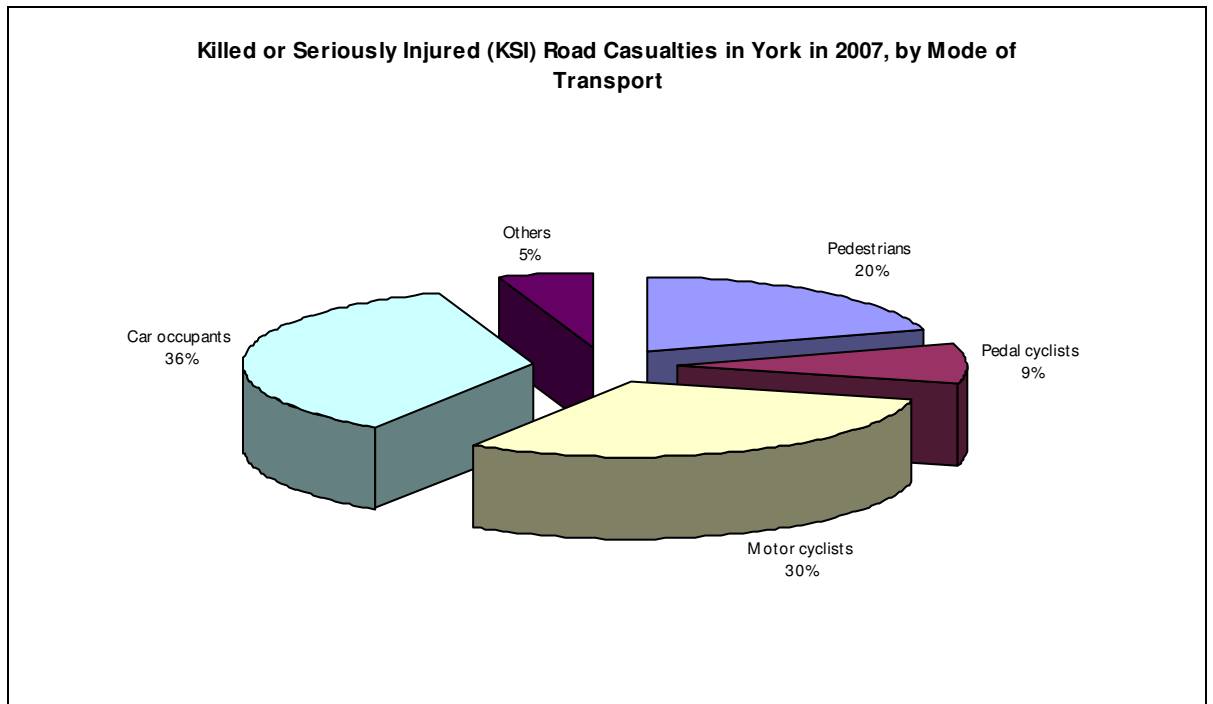


Figure 2. KSI Casualties in York in 2007 by Mode of Transport

21. Emerging trends: Between 2001 and 2007, motorcyclist KSI casualties saw the largest increase (+9.9%) and pedestrian KSI casualties saw the second largest increase (+4.5%).
22. Pedal cyclist KSI casualties saw the largest decrease (-9.1%).
23. In 2007, road users aged 16-20 had the highest risk of being killed or seriously injured in an accident in York (3.4 casualties per year). Road users aged 21-29 had the second highest risk (1.89 casualties per year) and road users aged 40-49 had the third highest risk (1.60 casualties per year).

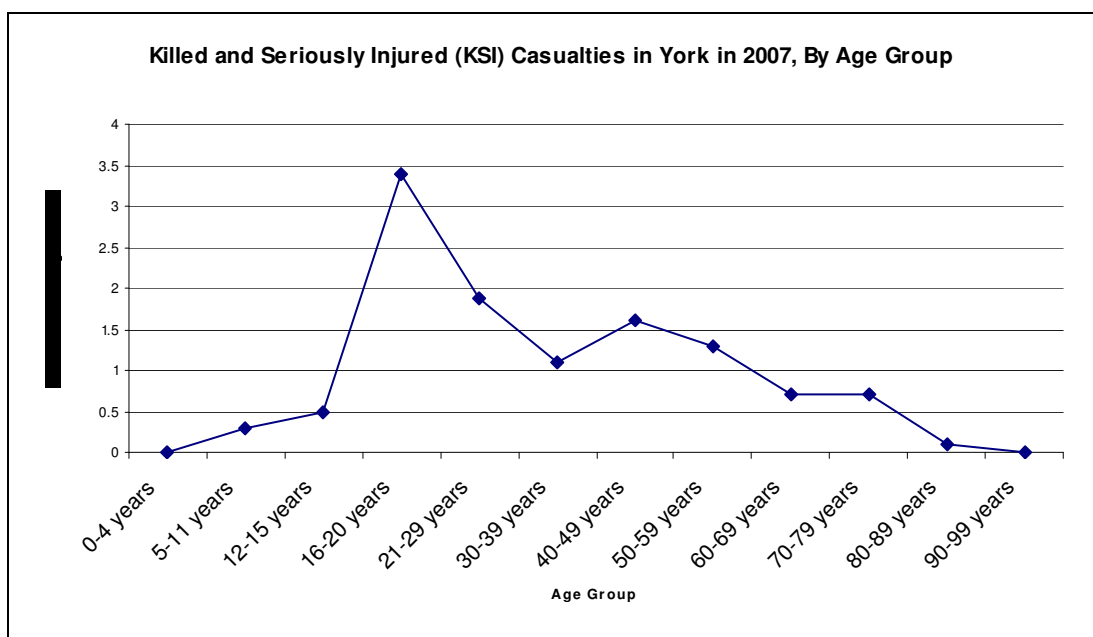


Figure 3. Killed and Seriously Injured (KSI) Casualties, By Age Group

24. Emerging trends: Between 2001 and 2007, the 40-49 years age group saw the largest increase in KSI casualties (+10%). The 50-59 years age group saw the second largest increase in KSI casualties (+8%) and the 70-79 years age group saw the third largest increase (+3%).
25. The 30-39 years age group saw the largest decrease in KSI casualties (-6%) in the period 2001-2007.

Proposal

26. The proposal for delivery of the 2009/10 road safety grant is summarised in Annex A. Many of the themes from 2008/09 will be continued and it is expected that they will be the focus for road safety delivery until 2010/11. However, it will be important to take into consideration any emerging casualty trends and research. There are a number of themes to the proposal:

Pedestrians

27. Pedestrian casualties accounted for 20% of all road accident KSI casualties in York in 2007. The 'Be Safe Be Seen' campaign, to be delivered in Nov/Dec 2009, will comprise distribution of free reflective bag tags to pedestrians. The opportunity will also be taken to reinforce key road safety messages to pedestrians.

Pedal Cyclists

28. In 2008, York became a Cycling Town. Various initiatives are planned to increase the number of people cycling. A cyclist visibility campaign, scheduled for Nov/Dec 2009, will raise awareness amongst cyclists of the need to equip their bicycle with lights and to wear reflective safety clothing.

Powered Two Wheelers

29. Analysis of accident data in York has shown that the majority of accidents involving two-wheel vehicles also include a car driver at fault. A campaign will be delivered to raise awareness amongst car users of the vulnerability of other road users, including motorbikes, mopeds and cyclists, and to encourage them to be more aware of the requirements these users have when using the road.
30. Large motorbikes (above 500cc) represent only 5% of vehicles in York, yet in 2007 were involved in 18% of the city's KSI accidents. To reduce this figure we will work with North Yorkshire Police to extend the BikeSafe scheme to the City of York region. BikeSafe is already successful in North Yorkshire. As an alternative to prosecution, the course aims to improve riding skills with professional training and education.
31. Crashes amongst small motorbike riders (125cc and under) remain a concern in York. Mainly involving young males, they are increasingly resulting in serious injury. A series of safety workshops will be delivered to moped users by working in partnership with the North Yorkshire Fire & Rescue Service and the Momentum on Two Wheels Project (Youth

Service). Sessions will focus on rider attitude, the importance of protective clothing and basic bike maintenance.

32. Evidence suggests that incorrect clothing is a factor in the level of injury sustained in a moped accident. A road show event will take place to inform young people of the need to wear the correct clothing when riding these bikes. Additional training and clothing subsidises will be handed out.

Young drivers/passengers

Pass Plus

33. 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
34. Several local authorities across the country offer a discounted Pass Plus scheme. It is proposed that the Council will work with North Yorkshire County Council to operate a similar scheme under the '95 Alive' road safety partnership.
35. The scheme will involve working with local driving instructors to offer a £60 discount as an incentive for newly qualified drivers to complete the course. The cost of completing Pass Plus is approximately £130. A total of £10,000 has been allocated in 2009/10 to this project, providing 166 discounted places.
36. DfT research into the efficacy of the Pass Plus Scheme is ongoing. Approximately 15 insurers (including Zurich, Swinton, Churchill and Norwich Union) currently offer cheaper motor insurance premiums to graduates of the Pass Plus scheme, suggesting that the course makes for more careful drivers. However, Pass Plus candidates are self-selecting and the course involves additional cost - therefore Pass Plus is likely to appeal to new drivers who already make safety their priority.
37. DfT research in 2001 found that the Pass Plus course had had a small beneficial effect on new drivers' attitudes, behaviour, driving knowledge and offence rates.
38. In York, we intend to continue to offer the Pass Plus scheme to newly qualified drivers into 2009/10 on the principle that extra driving practise and further tuition in a variety of road conditions, as offered by the scheme, are likely to contribute towards our road safety goals.

Project with the Youth Offending Service

39. The road safety charity SCARD (Support & Care After Road Death & Injury) offers 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. We will continue to fund SCARD workshops for young people connected with the Youth Offending Team. The SCARD workshops form part of their 'Car Crime' reduction programme.

Car drivers/passengers

'Contributory Factors' Campaign

40. The research paper 'Contributory Factors to Road Accidents' (DfT, 2006) found that five of the six most frequently reported contributory factors in road accidents in Great Britain were due to driver or rider error:
- Failed to look properly (a contributory factor in 32% of all accidents)
 - Failed to judge another person's path or speed (18%)
 - Careless, reckless or in a hurry (16%)
 - Poor turn or manoeuvre (15%)
 - [Loss of control (14%)]
 - Going too fast for conditions (12%)
41. This would suggest that a large proportion of crashes could be avoided if drivers took more care.
42. Road traffic accident data for the City of York in 2007 indicated that 'failure to look properly' was the most common contributory factor in road accidents in the city.
43. In 2008, City of York Council's Road Safety Section launched the 'Made You Look' campaign to highlight the need for all road users, including drivers, to look properly and pay attention to other road users. The 'Made You Look' campaign, delivered in partnership with a creative design agency, included the use of publicity personnel, creative advertising and an educational website. Details can be found at www.madeyoulook.tv.
44. Evaluation of the Made You Look 2008/09 campaign is currently taking place. Early indications suggest that the website is appealing to the target audience and that residents are becoming familiar with the Made You Look logo.
45. The 'Made You Look' campaign will be continued in 2009/10.

Work Related Driving

46. It has been estimated by the Occupational Road Safety Alliance (ORSA) that between 25% and 33% of all fatal and serious road traffic accidents involve somebody who was using the road for work purposes. The business community is therefore a key target for road safety delivery.

47. The council launched its *Don't Get Blood On Your Hands* road safety campaign in 2007 which aimed to raise awareness of work-related road safety issues amongst organisations in the city. This led to York being recognised as a leading authority in this area of work by the DfT. The road safety grant will be used in 2009/10 to continue this work.
48. A toolbox resource has been developed to help organisations review their occupational road safety policies and this has been sent to all organisations in York. The toolbox resource will be supported in 2009/10, as in 2008/09, with a series of *Business Breakfasts*. These events are targeted at organisations in the city whose employees are required to drive as a part of their work and will provide managers and company directors with further information about their responsibilities.
49. 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.
50. Road safety delivery and influencing business travel behaviour towards more sustainable modes 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.

Senior Driver Event

51. The figures for KSI casualties in York in 2007 indicated that 16% of all KSI casualties were aged 60 and over and in particular the 70-79 years age group had seen a rise of 3% since 2001.
52. A Senior Driver day will be held to give the opportunity for older drivers to hear from professionals about the effects of increasing age on driving ability and to learn about sources of support for senior drivers.

Road Safety Week 2009

53. A range of events will be held in the last week of November (23rd to 29th November) in order to publicise Road Safety Week and raise awareness on a variety of road safety issues.

Speed Campaigns and Community Speed Watch

54. Multi-agency speed awareness campaigns will continue to target the main routes where speeding is a problem. The campaigns will include deployment of temporary speed indication devices, distribution of resources to users of the route and police enforcement.
55. *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 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.

Primary School Education

56. Practical road safety training (cycle and pedestrian) is presently delivered in every primary school. This service is funded from a separate road safety training budget. The Road Safety Grant will be used to provide additional resources to support pedestrian and cycle training in primary schools in York.
57. The Road Safety Grant will be used to provide additional resources to the School Travel Service which seeks to encourage parents and children to use sustainable modes of transport.

Secondary School Education

58. The Road Safety Officer has submitted a bid for additional Local Area Agreement funding for two Road Safety Education Officer posts for two years beginning in 2009/10. The outcome of this application will be known in May 2009. (The posts would be 50% match-funded, therefore LAA funding would cover one of the posts and the Road Safety Grant would provide for the other.)
59. Should the LAA bid prove unsuccessful, the allocated funds will be allocated towards theatre-in-education or similar road safety education opportunities in secondary schools.
60. Two dedicated Road Safety Education Officers would enable the Road Safety team to significantly increase our road safety input to secondary schools, youth clubs, colleges and universities in York.

Partnership work

61. There is a strong expectation from the DfT that the road safety grant should be used to develop partnership working. The Council currently works in close partnership with North Yorkshire Police, particularly on the speed complaints review process and on THINK! Campaigns.
62. Partnership work with North Yorkshire Fire and Rescue Service includes working together on THINK! Campaigns, additional speed surveys. This also includes a continuation of the child car seat checking programme under which a number of free child seats continue to be available to low income families.

Business Travel Planning/Sustainable Travel

63. A proportion of the road safety grant will continue to be used to fund business travel planning, which can achieve road safety improvements by reducing the number of car trips to work. The project involves promotional activity, resource distribution (car share materials, walking route maps and cycle route maps), delivery of adult cycle training and partnership work with other organisations promoting 'green' travel.

Evaluation

64. It will be important to evaluate the 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 efficacy of these interventions in influencing attitude and effecting behaviour-change. The evaluation will be used to provide feedback to the Department for Transport and to make the case for continued funding until 2010/11.

Consultation

65. North Yorkshire Police and the North Yorkshire Fire & Rescue Service have been involved in the development of the proposal.
66. The Marketing & Communications Team supports the projects laid out in the proposal.
67. The Education Service has been consulted with regard to the projects in this proposal involving schools and is supportive of this work.

Proposal

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

Analysis

Proposal

69. 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 and will compromise the continued reduction in road casualties.

Corporate Objectives

70. 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

71. The 2009/10 proposal will be funded using the DfT road safety grant allocation.
72. Effective delivery of the proposal will help to secure road safety grant allocation up until the end of the 2010/11 financial year.

Human Resources

73. Road safety staff, working in partnership with external bodies including the emergency services and creative design agencies, will deliver this proposal. The proposal includes provision for a Road Safety Project Officer.
74. In 2009/10, it is proposed that a proportion of the grant will be used to fund additional staff in order to deliver some of the educational components of the proposal. An application has been submitted for a LAA grant. If the Road Safety Team is not successful in its application and additional staff are not found, there is a risk that elements of the proposal will not be delivered.

Equalities

75. There are no equality implications.

Legal

76. There are no legal implications.

Crime and Disorder

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

Information Technology

78. There are no information technology implications.

Property

79. There are no property implications.

Other

80. There are no other implications.

Risk Management

81. In compliance with the Council's risk management strategy, the main risks that have been identified are those which could lead to the inability to meet business objectives (Strategic) and to financial loss (Financial).
82. Measured in terms of impact and likelihood, the risk score for both Strategic and Financial risks has been assessed at 19, placing the issue in the HIGH

category. This means that at this point the risks need only to be monitored and an action plan put in place to reduce the exposure to risk, which this report represents.

Strategic

83. Failure to spend the road safety grant on casualty reduction measures is likely to jeopardise the Council's ability to achieve the Best Value Performance Indicators (BVPI) in LTP2 relating to reductions in road death and injury.

Financial

84. The road safety grant allocation for 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.

Risk Category	Impact	Likelihood	Score
Strategic	Major	Possible	19
Financial	Major	Possible	19

Recommendations

85. That the Advisory Panel advise the Executive Member to approve the proposal outlined in this report, as summarised in Annex A.
86. **Reason:** The Council has a target to achieve a 45% reduction in killed and serious injury (KSI) casualties by 2010. The proposal should contribute towards this casualty reduction target and will help to ensure that the Council is successful in securing road safety grant funding 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	<input checked="" type="checkbox"/>	Date <i>February 2009</i>
	Ruth Egan, Head of Transport Planning		
	Report Approved	<input type="checkbox"/> <i>tick</i>	Date <i>Insert Date</i>

Specialist Implications Officer(s)

Financial

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Wards Affected:

All

For further information please contact the author of the report

Background Papers:

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Annexes

Annex A Proposal for Road Safety Delivery in 2009/10