

Meeting of Executive Members for City Strategy and Advisory Panel

17 March 2008

Report of the Director of City Strategy

ROAD SAFETY GRANT DELIVERY 2008/09

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 allocating the additional road safety funding in the 2008/09 financial year.
3. Members are asked to approve the proposals outlined in this report to commence on 1 April 2008.

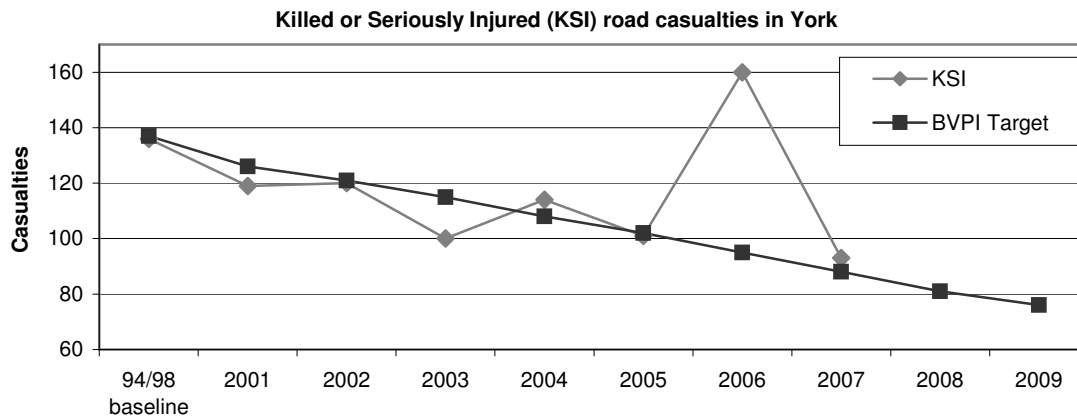
Background

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

Casualty figures for City of York, 2007

Year	Killed or Seriously Injured		Slight	
	<i>Target</i>	<i>Actual</i>	<i>Target</i>	<i>Actual</i>
2002	121	120	679	715
2003	115	100	672	729
2004	108	114	665	719
2005	102	101	658	651
2006	95	160	651	591
2007	88	93	644	580



6. The rise in casualties in 2006 can largely be attributed to a 70% increase in casualties amongst car users. Whilst no individual reason can be established for this, a large rise in peak-hour and late-night accidents was identified. Accidents at these times in 2007 were reduced significantly.
7. 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 the casualty figures as these are the indicators used to assess our performance by the Department for Transport.

Road Safety Grant

8. 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.
9. 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.
10. 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.
11. 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 <i>confirmed</i>	2009/10 <i>indicative</i>	2010/11 <i>indicative</i>
<i>Capital</i>	43830	43166	42493
<i>Revenue</i>	196990	194008	190981
<i>Total grant</i>	240820	237174	233474

12. The allocation comprises a capital grant (18.2%) and a revenue grant (81.8%). The proposal detailed in this report relates to the revenue grant.
13. It is proposed that the capital grant is incorporated into the Capital Programme to fund road safety engineering schemes. Last year's capital allocation was used to part-fund the improvements at the A166/Murton Lane junction.
14. The allocation for 2008/09 is 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).
15. Car occupants continue to represent almost fifty percent of killed and seriously injured road casualties. 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

16. The proposal for delivery of the 2008/09 road safety grant is outlined in Annex A. Many of the themes from 2007/08 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:

Young drivers/passengers

Young driver 'image' campaign

17. Young people aged 17 – 21 are greatly over-represented in the road casualty data for the city. Analysis of fatal collisions between January 2005 and December 2007 showed that approximately thirty percent of people killed or seriously injured on York's roads were 21 years of age or under.
18. 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.
19. In 2007/8 the council launched the *Alive2Drive* campaign, which used innovative ways of communication – such as street theatre in educational and city centre locations, to challenge this 'image' amongst young drivers and therefore remove one of the biggest motivators for them to drive recklessly.

20. £20k has been allocated to continue the campaign throughout 2008/09, with a continued focus on the successful street theatre element.

Pass Plus

21. 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
22. 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.
23. The scheme will involve working with local driving instructors and offering a £60 discount as an incentive for newly qualified drivers to complete the course. The cost of completing Pass Plus is approximately one hundred and thirty pounds. A total of £13K has been allocated in 2008/09 to this project, which will fund 200 discounted places.
24. The discounted Pass Plus places will be offered to newly qualified drivers considered to be at high-risk.
25. 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.

Project with the Youth Offending Service

26. 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 will continue to be provided to the Youth Offending Service - forming part of their 'Car Crime' reduction programme, which last year proved highly successful.

Powered two wheelers

27. Analysis of accident data in York has shown that the majority of accidents involving two-wheel vehicles also include a car 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.

28. Large motorbikes (above 500cc) represent only 5% of vehicles in York, yet last year 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 – already successful in North Yorkshire – to the City of York region. As an alternative to prosecution, the course aims to improve riding skills with professional training and education.
29. 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, working in partnership with the North Yorkshire Fire & Rescue Service and the Momentum on Two Wheels Project (Youth Service). The sessions will focus on rider attitude, the importance of protective clothing and basic bike maintenance.
30. Evidence suggests that incorrect clothing is a factor in the level of injury sustained in a moped accident. A roadshow event will take place to inform young people of the need to wear the correct clothing when riding this bikes. Additional training and clothing subsidises will be handed out.

Car drivers/passengers

'Contributory Factors' campaign

31. 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.
32. 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.
33. A citywide campaign will target all drivers, delivered in partnership with a creative design agency that will advise on the most effective way to disseminate this message.
34. 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)

35. The Council will also tie in with the national government THINK! road safety campaign by supporting four projects throughout the year, targeting those drivers most likely to engage in this type of reckless driving behaviour.

Work related driving

36. It has been estimated by the Occupational Road Safety Alliance (ORSA) that a third 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.
37. The council launched its *Don't get blood on your hands* road safety campaign last year which aimed to raise awareness of work-related road amongst organisations in the city. This has led to York being recognised as a leading authority in this area of work by the DfT, and the road safety grant will be used to continue it.
38. A toolbox resource has been developed to help organisations review their occupational road safety policies and procedures and sent to all organisations in York. This will be supported in 2008/09 with a series of *Business Breakfasts* – events targeted at organisations in the city who have employees who drive, which will provide them with further information on the subject area.
39. 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.
40. 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.

Speed

41. 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.
42. *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.

Primary school education

43. 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 to deliver productions that address some of the issues surrounding risk-taking behaviour.
44. 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 services.
45. Pedestrians make up the biggest proportion of children killed and serious injury casualties. The *Be Safe Be Seen* campaign will be offered to every primary school, which will focus on the importance of visibility when travelling to and from school.

Secondary school education

46. 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.
47. 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."
48. SCARD workshops will continue to be delivered in as many secondary schools as possible. North Yorkshire Fire and Rescue Service will continue to deliver the Impact road show in secondary schools, which highlights the possible consequences of dangerous and illegal driving.

Partnership work

49. 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.
50. 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.

51. This additional enforcement will play an important role in working towards the casualty reduction target.
52. 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.
53. 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 continue to be distributed to low-income families through the Sure Start programme.

Business Travel Planning/Sustainable Travel

54. 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 (car share materials, walking and cycle route maps etc), delivery of adult cycle training and working in partnership with other organisations promoting 'green' travel.

Evaluation

55. 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 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

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

Proposal

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

Analysis

Proposal

60. 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

61. 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

62. The 2008/09 proposal will be funded using the DfT road safety grant allocation.
63. Effective delivery of the proposal will help to secure road safety grant allocation up until the 2010/11 financial year for the Council.

Human Resources

64. 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 its spending.

Equalities

65. There are no equality implications.

Legal

66. There are no legal implications.

Crime and Disorder

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

Information Technology

68. There are no IT implications.

Property

69. There are no property implications.

Other

70. There are no other implications.

Risk Management

71. In compliance with the Councils 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).
72. 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 expose to risk, which this report represents.

Strategic

73. 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 in LTP2 relating to the reduction in road death and injury.

Financial

74. 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.

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

Recommendations

75. That the Advisory Panel advise the Executive Member to approve the proposal outlined in this report, as summarised in Annex A.
76. **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.

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Report Approved Date 20/02/2008

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Report Approved Date 14/02/2008

Specialist Implications Officer(s)

Financial

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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: 2006
Department for Transport

Contributory factors to road accidents
Department for Transport, 2005

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