



ECONOMY, TRANSPORT AND ENVIRONMENT SCRUTINY COMMITTEE

WEDNESDAY, 14 JUNE 2017

9.30 am COMMITTEE ROOM, COUNTY HALL, LEWES

MEMBERSHIP - Councillor Richard Stogdon (Chair)
Councillors Claire Dowling (Vice Chair), Godfrey Daniel, Simon Elford,
Darren Grover, Pat Rodohan and Barry Taylor

A G E N D A

- 1 Minutes of the meeting held on 15 March 2017 *(Pages 3 - 12)*
- 2 Apologies for absence
- 3 Disclosures of interests
Disclosures by all members present of personal interests in matters on the agenda, the nature of any interest and whether the member regards the interest as prejudicial under the terms of the Code of Conduct.
- 4 Urgent items
Notification of items which the Chair considers to be urgent and proposes to take at the appropriate part of the agenda. Any members who wish to raise urgent items are asked, wherever possible, to notify the Chair before the start of the meeting. In so doing, they must state the special circumstances which they consider justify the matter being considered urgent.
- 5 Scrutiny committee future work programme *(Pages 13 - 16)*
- 6 East Sussex Road Safety Programme - Update *(Pages 17 - 60)*
Report by Director of Communities, Economy and Transport.
- 7 Highways Drainage Maintenance Service Update *(Pages 61 - 98)*
Report by the Director of Communities, Economy and Transport.
- 8 Countryside Access Strategy - Update *(Pages 99 - 148)*
Report by Director of Communities, Economy and Transport.
- 9 Waste PFI Contract Update *(Pages 149 - 150)*
Report by Director of Communities, Economy and Transport.
- 10 Forward Plan *(Pages 151 - 160)*
The Forward Plan for the period to 30 September 2017. The Committee is asked to make comments or request further information.
- 11 Any other items previously notified under agenda item 4

PHILIP BAKER
Assistant Chief Executive
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6 June 2017

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ECONOMY, TRANSPORT AND ENVIRONMENT SCRUTINY COMMITTEE

MINUTES of a meeting of the Economy, Transport and Environment Scrutiny Committee held at Committee Room, County Hall, Lewes on 15 March 2017.

PRESENT Councillors Richard Stogdon (Chair), Mike Pursglove (Vice Chair), Pat Rodohan, Judy Rogers, Rosalyn St. Pierre and Barry Taylor

LEAD MEMBERS Councillors Chris Dowling, Carl Maynard and Rupert Simmons

ALSO PRESENT Rupert Clubb, Director of Communities, Economy and Transport
Nick Skelton, Assistant Director Communities
Karl Taylor, Assistant Director Operations
Katy Thomas, Team Manager Economic Development
Andy Arnold, Team Manager, Environmental Advice
Dale Poore, Contracts Manager (Head of Service - Highways)
Hannah Cawley, Contract Performance and Compliance Manager

31 MINUTES OF THE MEETING HELD ON 9 NOVEMBER 2016

31.1 The Committee RESOLVED to agree as a correct record the minutes of the meeting held on 9 November 2016.

32 APOLOGIES FOR ABSENCE

32.1 Apologies for absence were received from Councillor Claire Dowling and James Harris, Assistant Director, Economy.

33 DISCLOSURES OF INTERESTS

33.1 There were no disclosures of interests.

34 URGENT ITEMS

34.1 There were none.

35 SCRUTINY REVIEW OF SUPERFAST BROADBAND

35.1 The Chair of the Review Board introduced the report and asked Officers for their views on the recommendations of the Review Board. The Director of Communities, Economy and Transport (CET) and the Team Manager, Economic Development welcomed report and did not foresee any problems with implementing recommendations which will help convey clear messages about the Broadband Project.

35.2 The Committee RESOLVED to agree the report of the Review Board and to make recommendations to Cabinet for comment and the County Council for approval.

36 REVIEW OF EAST SUSSEX COUNTY COUNCIL'S DUTCH ELM DISEASE STRATEGY

36.1 The Team Manager, Environmental Advice introduced the report and outlined the background to Dutch Elm Disease (DED), which is a fungus spread by beetles which feed and breed in Elm trees. The County Council took part in a protection scheme in early 1970's and adopted a sanitation programme. The remaining Elm tree population now forms the largest collection of mature English Elm trees in the world.

36.2 The Cambridge study examined whether it would be better to stop the sanitation programme or take targeted action to remove diseased trees. In the short term (around 20 years) the study concluded that it was both cheaper to continue the sanitation programme, as it reduces disease spread and therefore the number of trees that need felling, and it maintains a larger population of healthy trees.

36.3 The data (see graph on page 46) shows that there has been a significant reduction in the number of trees felled since 2012, which is broadly in line with what the Cambridge model predicted and has enabled a reduction in the DED budget of 11%. Therefore, there is now more robust evidence that the sanitation programme is having the desired effect and it is anticipated that the number of trees that need felling will continue to fall until a lower, more sustainable level of felling is reached.

36.4 The Committee asked if there had been any new research into Dutch Elm Disease. The Team Manager, Environmental Advice explained that there had been a lot of interest initially in research when the disease re-emerged in the 1970's, but there has been little new research more recently. Authorities in Amsterdam have a detailed Dutch Elm Disease control strategy and have an annual vaccination programme in place. The East Sussex County Council (ESCC) Team would like to trial the vaccine on the Eastbourne street trees.

36.5 The Team Manager, Environmental Advice confirmed that Dutch Elm Disease does not affect young Elm trees present in hedgerows. The infection by beetles depends on the size and condition of the tree. It is thought that if the wood is too wet, the beetles have difficulty burrowing into the tree and therefore do not attack the tree. The beetles have no known natural predators.

36.6 The Committee discussed the best timescale for a future review of the Dutch Elm Disease Strategy. The Committee concluded that it would like to have another update report in two years time and to invite the author of the Cambridge study to give evidence to the Committee. The Committee agreed to continue to support the Dutch Elm Disease sanitation programme.

36.7 The Committee RESOLVED to:

- 1) Continue to support the Dutch Elm Disease sanitation programme; and
- 2) Request an update report in two years time and invite the author of the Cambridge study to give evidence to the Committee.

37 HIGHWAYS INFRASTRUCTURE SERVICES CONTRACT - UPDATE REPORT

37.1 The Contracts Manager (Head of Service – Highways) introduced the report and outlined the background to the letting of the seven year Highways Infrastructure Services Contract awarded to Costain in a joint venture (JV) with CH2M. Under the contract model approved by

Cabinet, a new Contract Management Group has been established to manage the contract. The Contract Management Group includes teams dealing with:

- service development;
- contract performance & compliance;
- asset management; and
- commercial management.

37.2 Work on the Highways Contract commenced on 6 January 2016 with the start of mobilisation process. The new contract started on 1 May 2016 and has involved the Transfer of Undertakings Protection of Employment (TUPE) transfer of 150 staff from ESCC and previous contractors. The early part of the contract has focussed on providing staff training and introducing new Information Technology (IT) systems and business processes. It is acknowledged there have been challenges in the delivery of the contract outcomes, but these issues have now largely been resolved and were related to combining staff, cultures, and the implementation of new processes.

37.3 The new contract has a robust commercial and performance management framework in place. This includes direct monitoring of contract performance to ensure ESCC is receiving value for money from the services delivered by the contract. The contract has performance incentives as well as penalties. There is good early evidence that the contract is now delivering the outcomes that the Scrutiny Committee consider are important.

37.4 The Contract Performance and Compliance Manager described the performance frameworks that her team works to, and outlined how the Service Performance Indicators (SPI's) are measured to assess the performance of the contract. The Contractor is required to complete returns on a monthly basis, together with evidence of performance. The Compliance Team look at all types of work under the contract, performance indicators and data collection.

37.5 It is fairly usual for not all the SPI's to be green at the start of a contract, particularly as ESCC has set challenging performance targets for the Contractor to achieve. If an SPI is not green, the Contractor has to submit a smart action plan to improve performance back to the expected level. If the performance falls below the expected level for two consecutive months, ESCC can instruct the Contractor to undertake a root cause analysis study. If an SPI is 10% below target, ESCC can carry out contractual service review to identify the actions necessary to improve performance. All contract performance measures are monitored at monthly Service Management Board meetings.

37.6 The Committee discussed the report and a summary of the points raised is given below.

Service Performance Indicators (SPI's)

37.7 The SPI's in Appendix 1 are grouped under the desired contract outcomes identified by the Scrutiny Committee and the overall score of the grouping is an average of the constituent SPI's. Some SPI's are calculated over a whole year, and therefore more accurate figures can be provided when a full year of data is available. The Committee stated that it would be helpful to have the individual SPI scores in future so they can identify where the performance issues are.

37.8 The Contract Performance and Compliance Team can provide more detailed information on the performance levels of all SPI's and those that are amber or red. It was suggested that more detailed data could be shared with the Committee through a Highways Reference Group meeting after the May elections. Officers can then format the data in whatever way that the Committee would prefer for regular monitoring reports.

Staffing and Contract Performance

37.9 The Contracts Manager explained that the introduction of new IT technology has allowed the collection of much better information from customers and stewards, which helps develop a clearer understanding of problem areas and issues. It has allowed the use of single systems linked to work programming and better end to end case management. ESCC is now more effective in responding to safety defects and recording inspections, enabling an increased number of third party insurance claims to be defended under Section 58 of the Highways Act. The safety defect repairs process now is almost fully automated with very little manual intervention between a defect being reported by a member of the public and the Contractor carrying out the repair.

37.10 The Contractor has amended and updated their business processes to meet the needs of the contract and there is a clear process for each category of work. In response to feedback from Scrutiny Committee Members, the Contractor undertook a restructure of customer service staff in January 2017. Consequently, ESCC may not have seen the maximum benefit yet from the new customer service team that has been put in place.

37.11 The Committee expressed concern about the high rate of Highway Steward staff turnover and asked if there were any underlying causes. The Contract Manager responded that the Contract Management Team is not aware of any significant issues with contractor staff dissatisfaction. There were some staff concerns initially, which dissipated once more information was made available by the Contractor and as changes settled in. There has been a period of adjustment after the start of the contract and there are very good working relationships between all East Sussex Highways staff.

37.12 The Assistant Director, Operations explained that some of the Highway Stewards have achieved promotion and have moved on to new roles within the organisation. The East Sussex Highways Team will ensure these contractor posts are back filled quickly and vacancies will be covered. The Contractor has reacted to the turnover in some groups of staff, and there is now a senior steward appointed for each of the three operational areas to provide service continuity.

37.13 The contract is being managed via the Executive Client model agreed by Cabinet. Moving to a Strategic Client model would involve transferring responsibility for asset management to the Contractor, and a further reduction in the size of the Client Team. Although the Contract Management Group is working very closely with the Contractor on an asset management approach, it is probably too close to the commencement of the contract to consider moving to a Strategic Client model.

Communications and Customer Service

37.14 The report highlights the early customer service challenges and the steps taken to overcome them. The Committee asked if there were any remaining challenges. The Contracts Manager outlined that some of the new work process were not fully embedded so further training and workshops are being undertaken. The customer management system technology is very good and has won an award for its use in this category of work, but ESCC may not be exploiting its full capabilities.

37.15 The Committee were advised that the customer service standard set for responding to correspondence was 10 working days (as per the corporate standard). This is monitored through part of Service Performance Indicator 20.

Fix My Street (FMS)

37.16 Some Committee members have been told that the Fix My Street (FMS) mobile phone and tablet application does not work with new customer management system. The Contracts Manager explained that if a fault or service request is logged on FMS then it comes into the highways system as an email, which then has to be manually input into the Contractor's work system. This is not unique to ESCC and many other authorities such as Surrey and West Sussex also have to re-input data from FMS as there is no common data format amongst highway authorities. There is a subscription charge involved in using FMS and it does not provide data in right format to transfer reports directly into the East Sussex customer management system. The Highways Team would prefer people to use the East Sussex website to report potholes and other issues, as this system provides email action updates and streamlines the repair or service request process making it more efficient.

37.17 The Committee asked how ESCC is going to communicate to East Sussex residents that they should be using the East Sussex Highways website and not FMS. The Assistant Director, Operations acknowledged that communicating with residents about using the East Sussex Highways web site is a challenge but the Highways Team has held a number of Parish Council roadshows promoting the use of the East Sussex Highways web site. The Contracts Manager added that the number of reports coming through FMS has declined and many people continue to report problems over the telephone.

37.18 The Committee highlighted the problem of residents using FMS to report faults and not getting a quick response as there was a delay in updating FMS (e.g. FMS report number 978007 requesting action on damaged crash barrier - the Committee requested an update on this report after the meeting). The delay leads residents to think they have reported a problem, but ESCC is not responding. The Committee also asked if a clear message could be put on the ESCC web site outlining the benefits of using the East Sussex Highways web site to report faults and requesting people not to use FMS. The Assistant Director, Operations replied that the Team may not be able to discourage people using a third party application, but can continue to encourage people to use the East Sussex Highways website.

East Sussex Highways Web site

37.19 The Committee also raised the issue of the transparency of information on the East Sussex Highways web site so that it includes what action will be taken, estimated time for resolution, status updates, and notification when work/resolution has been completed. It also asked what 'being monitored' meant in relation to reported highway defects. The Contracts Manager responded that the Team does not get many complaints about East Sussex Highways web site. Where the status of a report states it is 'being monitored' it means the defect does not meet the County Council's intervention criteria, but the Steward will monitor the condition of defect when doing routine inspections and will report it for repair when it reaches the intervention criteria.

37.20 The Committee reported that some ESCC Councillors had tried to use the Members area of the web site, but had found it too difficult and had reverted to reporting problems via telephone and email. The Assistant Director, Operations responded that the Team were happy to investigate ways to make the Members area of the web site easier for ESCC Councillors to use.

Pothole Intervention Criteria

37.21 The Committee expressed concern that not all potholes in a cluster are repaired in the same visit and that often only one pothole, that meets the intervention criteria, will be repaired and those not meeting the criteria are left. The Committee observed that public do not understand this policy as it does not seem to make sense, when looked at in isolation.

37.22 The Assistant Director, Operations explained that the County Council has a maintenance policy approved by the Lead Member for Transport and Environment that defines specific intervention criteria. The cost of repairing all potholes is prohibitively expensive. The County Council Maintenance Policy also describes the timescales within which potholes are to be repaired. If additional work is carried out by the repair teams (i.e. repairing adjacent potholes that do not meet the intervention criteria), then it is unlikely they will meet the target repair times and the County Council would be unable to defend third party claims for damages. The Contracts Manager added that the Highway Stewards do have the flexibility to request larger scale patch repairs if they think potholes, or the road condition, will deteriorate into defects. This is reported to the Client Team who then build it into the work programme.

37.23 The Assistant Director, Operations highlighted that whilst it would be possible to review the intervention standard, it would inevitably have an impact on the County Council's highway maintenance budget. The 40mm minimum standard is commonly used by other highway authorities across country as the intervention criteria for road defects. The repair of potholes is the simplest form of highway maintenance. The Highway Stewards will also note the general condition of the section of road. The Client Asset Management Team will then use this data to draw up larger programmes of work depending on the road condition. Separate programmes of work are compiled for patching, surface dressing and carriageway resurfacing.

37.24 The Committee stated that it could see the cost benefit in doing more substantial work. The Assistant Director, Operations reminded the Committee of the modelling work presented to Cabinet in 2013 that set out a number of investment scenarios to address the backlog in highway maintenance. Cabinet approved an increase in capital investment to stem the rate of deterioration and maintain the current condition of roads. This additional investment has enabled the condition of A and B roads to be maintained and has enabled the condition of rural roads (C and unclassified roads) to improve in line with the additional investment (for two years) agreed by Cabinet and County Council.

Drainage

37.25 The Committee asked what progress has been made in improving drainage asset knowledge. The Contracts Manager outlined that the location of all gullies is known and there is fairly good information about rural ditches. The location of all soakaways is not known and the area of least knowledge is the connecting drainage pipework. The Asset Team is currently digitising paper records where they exist and work is focussed on known flooding hotspots.

37.26 The Contracts Manager acknowledged that drainage asset knowledge had not significantly improved since the Scrutiny Committee last looked at this issue. However, now that Cabinet has approved an additional £1million of investment over the next 4 years, the Team will be able to put in place plans to address known flooding hotspots. Currently the Team are focussing on getting rural ditches back into operation and reviving soakaways where necessary. The intention is to get both these types of drainage asset back into regular maintenance.

37.27 The Committee requested a specific performance measure for the drainage asset information. The Contract Performance and Compliance Manager confirmed that it would be possible to develop a measure for drainage asset knowledge.

37.28 The Assistant Director, Operations outlined that a report on Highways drainage will be brought to the Scrutiny Committee in June 2017 setting out how and where the additional capital investment will be spent. The Assistant Director, Operations confirmed that ESCC does work in conjunction with Southern Water on highway drainage issues, and cited a high profile example in Eastbourne and that the Flooding Risk Management Team play a key role in ensuring new developments will not increase the burden on the highway drainage systems. ESCC does

receive proper drainage and Sustainable Urban Drainage Systems (SUDS) records when it adopts new highways from developers.

Sites left in Unsatisfactory Condition

37.29 The Committee commented that it was aware that road repairs left in an unsatisfactory condition were largely due to the actions of the Utility Companies. It asked who monitors this work, and whether ESCC knows work is being undertaken in the event of emergencies.

37.30 The Assistant Director, Operations explained that there is system in place to monitor repair works using a Department for Transport (DfT) approval Permit system. The ESCC Highways Contractor also takes random core samples to check the quality of repair work. Highway Stewards and Permit Inspectors also monitor at the standard of repair work. Under the Permit system, Utility Companies do not need to notify ESCC of emergency works beforehand, but have to notify the Council within 24 hours. It should also be borne in mind that the law allows Utility Companies to carry out a temporary re-instatement, but that a permanent reinstatement must be completed within 6 months.

37.31 The Contracts Manager added that where the Contractor has carried out work to an unsatisfactory standard, the Contractor is required to go back and repeat the work at their own cost. The Compliance Team also carry out site visits to check and monitor work. The Contracts Manager will inform the Chair when the A26 surfacing work will be re-done.

37.32 The Assistant Director, Operations offered to provide updated contract performance information, based on a full years performance, to the Committee at their meeting in September 2017. The Committee agreed that it would like to have a further report.

37.33 The Committee RESOLVED to:

- 1) Note the report; and
- 2) Request an update report on the Highways Contract Performance for the September 2017 Scrutiny Committee meeting.

38 CLIMATE CHANGE ADAPTATION

38.1 The Team Manager, Environmental Advice introduced report. There is a consensus in the scientific community that climate change is taking place, but there is not a consensus on that scale of change and when it will occur. Therefore, this makes it more difficult to plan which adaption measures should be put in place to ensure communities are resilient to the effects of climate change. A recent Government report noted that over the last century the United Kingdom (UK) has seen a 1° degree increase in temperatures and about a 15-16 cm rise in sea levels. The main impacts of climate change in East Sussex are predicted to be more flooding, droughts and heat waves. The adaptations required will flow from these impacts.

38.2 Currently, ESCC is reasonably well adapted to the predicted effects of climate change over the short term, mainly due to the requirements of legislation such as the Civil Contingencies Act, and the Flood and Water Management Act. There is significant uncertainty on what additional measures may need to be undertaken in the longer term. Consequently, the report suggests that ESCC reviews climate change adaptation measures every 5 years, in line with the Government cycle of updating policy which is based on research.

38.3 The Committee commented that it agreed with the analysis in the report and asked:

- what more ESCC could do to adapt to the impacts of climate change; and
- whether ESCC is in discussion and working with the utility companies on climate change adaption issues.

38.4 The Team Manager, Environmental Advice replied that ESCC has ongoing discussions with utilities and bodies such as the Environment Agency to co-ordinate work plans and investment. There are smaller issues that ESCC is also working on, such as looking into setting up a heat alert for vulnerable residents, to forewarn them of heat events through the Sussex Air partnership.

38.5 The Director of CET commented that there is evidence that we are locked into warming for a significant time. The report therefore looks at adaptation measures rather than mitigation measures and the implications for planning and delivering services in East Sussex.

38.6 The Committee RESOLVED to request an update report on the County Council's climate change adaptation plans in two years time.

39 RECONCILING POLICY, PERFORMANCE AND RESOURCES (RPPR) 2017/18

39.1 The Chair introduced report and noted the response to the Committee's recommendations. The Committee did not suggest any improvements to the RPPR process and noted that there were items on the Committee's work programme related to areas of proposed savings in the Medium Term Financial Plan for 2018/19.

39.2 The Committee asked how much additional money had been allocated to East Sussex for pot hole repairs that was announced in the autumn statement. The Director of CET outlined that the County Council will receive around £2.2m from the National Productivity Investment Fund (NPIF) and a further sum for pothole repairs, which the Assistant Director, Operations will confirm following the meeting.

Following the meeting the Assistant Director Operations confirmed that ESCC will receive:

- a one-off grant from the Department for Transport (DfT) of £2,133,000 from its National Productivity Investment Fund. The Council is awaiting publication of the DfT guidelines for what this funding can be used for, but in the Budget the Chancellor said: "Transport – Autumn Statement 2016 announced £1.1 billion from the NPIF to support local transport and £220 million to address pinch points on the national road network, improving productivity by making it easier for people and goods to move within and between towns and cities". The County Council is required to publicise how it intends to spend this grant, which it will do so in due course.*
- a one-off grant of £846,000 from the DfT National Pothole Fund and ESCC will use this money to carry out preventative patching to prevent the formation of potholes, as we have in previous years. It is a DfT requirement that we publish on the ESCC website where this money is spent.*

40 SCRUTINY COMMITTEE FUTURE WORK PROGRAMME

40.1 The Committee discussed the future work programme and agreed to amend the programme as follows:

- Dutch Elm Disease - Request an update report be presented to the Committee in March 2019, and invite the author of the Cambridge study to give evidence to the Committee (paragraphs 36.6 and 36.7).
- Highway Contract - Receive an update report on the performance of the Highways Contract in September 2017 (paragraph 37.32 and 37.33).
- Climate Change Adaptation – To receive an update report in 2019 (paragraph 38.6).

Scrutiny Arrangements and support for Committee Members

40.2 As it was the last Scrutiny Committee meeting of the Council term, the Committee discussed how the scrutiny arrangements had worked, and any advice or support they thought would be helpful for new Scrutiny Committee members. During the discussion the following points were made:

- The Committee did not think joining up scrutiny committees into one scrutiny body would be beneficial. In Hastings Borough Council (HBC) the experience of combining the Resources Scrutiny Committee and the Services Scrutiny Committee resulted in fewer Members attending more meetings, and led to:
 - a reluctance to volunteer to be on the scrutiny committee;
 - a loss of specialist knowledge; and
 - not necessarily getting the best people on the scrutiny committee.
- The Committee considered it was important to brief new Councillors on the amount of work that is involved in committee work.
- The new Committee would benefit from a properly constructed Away Day, covering the work of Committee, and in particular Highways.

40.3 The Lead Member for Transport and Environment commented that there are lessons to be learnt from other Local Authorities and District and Borough Councils. The Scrutiny Review Boards have worked well, comprised of Members who are interested and knowledgeable in the subject. It could be beneficial to allow other non-Scrutiny Committee Councillors to take part in Review Boards, where they have relevant expertise to contribute and are interested in the subject area under review.

40.4 The Chair thanked all the Committee Members for the work on the Committee during the current Council term.

41 FORWARD PLAN

41.1 The Committee noted the Forward Plan.

42 ANY OTHER ITEMS PREVIOUSLY NOTIFIED UNDER AGENDA ITEM 4

42.1 There were none.

The meeting ended at 12.29 pm.

Councillor Richard Stogdon
Chair

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Economy, Transport and Environment (ETE) Scrutiny Committee



Future work at a glance

Updated: June 2017

*This list is updated after each meeting of the scrutiny committee
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Items that appear regularly at committee

<p>The Council's Forward Plan</p>	<p>The latest version of the Council's Forward Plan is included on each scrutiny committee agenda. This document lists the key County Council decisions that are to be taken within the next few months together with contact information to find out more. It is updated monthly.</p> <p>The Forward Plan helps committee Members identify important issues for more detailed scrutiny <i>before</i> key decisions are taken. This has proved to be significantly more effective than challenging a decision once it has been taken. As a last resort, the call-in procedure is available if scrutiny Members think a Cabinet or Lead Member decision has been taken incorrectly.</p> <p>Requests for further information about individual items on the Forward Plan should be addressed to the listed contact. Possible scrutiny issues should be raised with the scrutiny team or committee Chairman, ideally before a scrutiny committee meeting.</p>
<p>Committee work programme</p>	<p>This provides an opportunity for the committee to review the scrutiny work programme for future meetings and to highlight any additional issues they wish to add to the programme.</p>

Future committee agenda items		Witnesses
20 September 2017		
Highways Contract	To receive an update report on the performance of the Highways Contract with the Costain/CH2M Joint Venture, including performance data from the first year of the contract.	Assistant Director, Operations / Contract Manager
Reconciling Policy, Performance and Resources (RPPR)	The start of the Committee's consideration of the budget setting for 2018/19 and Portfolio Plans.	Scrutiny, Director and Assistant Directors.
Grass Cutting Savings	A report on the proposals to make savings in highway grass cutting as part of the 2018/19 savings plan.	Director/ Assistant Director, Operations
22 November 2017		
Scrutiny Review of Highway Drainage	A twelve month update report on the implementation of the recommendations of the Review.	Assistant Director, Operations & Contract Manager
Reconciling Policy, Performance and Resources (RPPR)	Reconciling Policy, Performance and Resources 2018/19. The Committee will consider additional information requested at September meeting.	Scrutiny, Director and Assistant Directors.
13 March 2018		
Reconciling Policy, Performance and Resources (RPPR)	An opportunity of the Scrutiny Committee to review it's input into the RPPR process for 2018/19, the RPPR process and any feedback on comments or recommendations made to Cabinet.	Scrutiny, Director and Assistant Directors.
Further Ahead		
March 2019	<u>Dutch Elm Disease Strategy.</u> To receive an update report on the sanitation programme to control the spread of Dutch Elm Disease in East Sussex	Team Manager, Environment / Cambridge Study report author
March 2019	<u>Climate Change Adaption.</u> To receive an update report on the measures that have been put in place in response to 2017 national Climate Change Risk Assessment (CCRA) and National Adaptation Programme (NAP).	Team Manager, Environment / Director of CET

Current scrutiny reviews and other work underway	Date to report

Potential future scrutiny work (Proposals and ideas for future scrutiny topics appear here)		
<p>Libraries' Strategic Commissioning Strategy – The Committee has expressed interest in the work being undertaken on the Strategic Commissioning Strategy for the Library and Information Service (LIS) as this links to the Committee's RPPR work and the wider CET departmental savings plan.</p>		
Background / information reports available to the Committee (Items in this list appear on committee agendas when proposed for scrutiny by committee members)		Date available
Performance management	<p>Performance monitoring is an integral part of scrutiny. The committee is alerted to the relevant quarterly reports that Cabinet and lead Members receive. Members can then suggest matters for scrutiny to investigate in more detail.</p> <p>In the performance reports, achievement against individual performance targets is assessed as either 'Red', 'Amber' or 'Green' ('RAG'):</p> <ul style="list-style-type: none"> • 'Green' means that the performance measure is on target to be achieved • 'Amber' means that there is concern about the likelihood of achieving the performance measure by the end of the year • 'Red' means that the performance measure is assessed as inappropriate or unachievable. 	Every quarter

	<p>The 'Red' and 'Amber' indicators also include further commentary and the details of any proposed corrective action.</p> <p>Requests for further information about individual items in the performance reports should be addressed to the listed contact. Possible scrutiny issues should be raised with the scrutiny team or committee Chair.</p>	
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<p>Enquiries: Member Services Team Author: Martin Jenks, Senior Democratic Services Advisor Telephone: 01273 481327 Email: martin.jenks@eastsussex.gov.uk</p> <p>Access agendas and minutes of Economy, Transport and Environment Scrutiny Committee:</p> <p>https://democracy.eastsussex.gov.uk/mgCommitteeDetails.aspx?ID=146</p>	<p>Version number: v.53</p>
<p>Accessibility help Zoom in or out by holding down the Control key and turning the mouse wheel. CTRL and click on the table of contents to navigate. Press CTRL and Home key to return to the top of the document. Press Alt-left arrow to return to your previous location.</p>	

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Report to:	Economy, Transport and Environment Scrutiny Committee
Date of meeting:	14 June 2017
By:	Director of Communities, Economy and Transport
Title:	East Sussex Road Safety Programme – Update
Purpose:	To provide an update on the East Sussex Road Safety Programme funded by £1million one off funding to reduce the high rates of Killed and Seriously Injured people on roads in East Sussex.

RECOMMENDATIONS: The Committee is recommended to:

- 1) Note that between 90% and 95% of road traffic collisions resulting in killed and seriously injured people are caused by driver error and therefore the programme of work undertaken must be varied and targeted to address different high risk groups and roads;**
 - 2) Note the progress made on the development and implementation of the East Sussex Road Safety Programme which is designed to target the high risk groups and issues to reduce the rate of those killed and seriously injured on roads in East Sussex;**
 - 3) Note the work taking place with the Sussex Safer Roads Partnership (SSRP) to review the current target of reducing the number of people killed and seriously injured on East Sussex roads by 40% by 2020 based on a 2005-9 average;**
 - 4) Note the proposal for a final report on the outcomes of the East Sussex Road Safety Programme to come to Committee in 2018/19, following conclusion of the work**
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1 Background

1.1 This background section is a summary of information provided to Committee in previous reports in March 2016 and September 2016. The previous report to Scrutiny is attached in appendix 1.

1.2 East Sussex County Council agreed to allocate one-off funding available through the Public Health grant to areas where East Sussex was an outlier against indicators in the national Public Health Outcomes Framework (PHOF). The PHOF, *“Healthy lives, healthy people: Improving outcomes and supporting transparency”*, sets out a vision for public health, desired outcomes and the indicators that will help understand how well public health is being improved and protected. It includes the rate of killed and seriously injured (KSI) people as an indicator. The KSI rate was identified as a potential area for one-off investment because rates in East Sussex have been higher than the England average for many years.

1.3 In response to this, a report *“Safer Streets”* was commissioned to gather the views of partners. The report by Peter Brett Associates (PBA) previously presented in full to Committee, indicated that there is widespread interest amongst partners and stakeholders in introducing further targeted work to reduce the number of KSIs across East Sussex. However, area wide 20mph speed limits were not universally supported. This view has since been further strengthened by national reports on the minimal success of introducing 20mph zones and the need for more targeted approaches to improving road safety. Wider measures to address KSIs, including behaviour change and education, were indicated by partners to be areas that would have the most impact in reducing the KSI rates in East Sussex. The focus on behaviour change has gained traction nationally as evidence of the effectiveness of this approach has begun to emerge and a number of areas are beginning to pilot work in this area.

1.4 The national trend over the last 24 years has seen a significant fall in the number of people killed and seriously injured on the roads throughout the UK. On East Sussex roads in 1990 there were 563 KSIs (of which 502 were serious and 61 were fatal), and in 2014 there were 390 KSIs (of which 374 were serious 16 were fatal). This is a rate of 2.964 fatally injured people per 100,000 population and a rate of 69.29 seriously injured people per 100,000 population.

1.5 However, whilst rates of KSIs have reduced, the data indicates that they have not reduced as quickly in East Sussex as the national average. East Sussex, in common with the majority of County Councils in England (19 out of 27) has a KSI rate higher than the England average. The average rate of KSIs in County Council areas for the three year period 2012-2014 was 46.5 per 100,000 population, compared to a rate of 39.3 per 100,000 population for England overall. The East Sussex rate however for the same period was 64.5 per 100,000 population.

1.6 Analysis of KSI data in East Sussex shows that approximately 90% of all crashes involving personal injury have a human error/action as the main or as a contributory factor (as recorded by the Police as part of data collection through the Department for Transport (DfT) approved STATS 19 reporting system).

1.7 Nationally and locally there has been significant analysis into how and why road traffic collisions occur and the most effective interventions to reduce their number. Analysis has found that the causes of KSIs are complex and multi-faceted and are influenced by many service areas and programmes. A number of internal and external partners are involved in wide ranging work to address the number of KSI's in road traffic collisions and improve overall road safety and the East Sussex Road Safety Programme is being delivered with their support. Partners include Sussex Police, East Sussex Fire and Rescue (ESF&RS) and Highways England.

1.8 Given the need for an evidence led approach to developing a range of targeted interventions to address the high rate of those KSI in East Sussex, the emerging evidence indicates the possible contribution that behaviour change approaches can make to reducing risk and improving overall road safety. Therefore the decision was made by the East Sussex Road Safety Programme Board, chaired by the Assistant Director of Communities, to use part of the allocation to develop and pilot behaviour change interventions within East Sussex to determine their effectiveness in this context. The Programme Board oversees the development and implementation of the project

1.9 The work undertaken on behaviour change interventions complements work also being developed under by the ESCC Road Safety Team. This work which is designed to focus on road infrastructure and speed management work is targeted specifically at high risk locations in East Sussex. The report by ESCC Road Safety Team on these high risk locations is attached in appendix 2.

2 Supporting information

2.1 National and local KSI Targets - In 2000, the Government announced a new Road Safety Strategy and set new targets for reducing casualties by 2010. There were a number of targets, the most significant one being a reduction in the number of those people killed or seriously injured. The target was a reduction of 40% by the year 2010 based on the average of those KSI casualties from the years 1994 to 1998. There was also a significant change in recording KSIs in 2005 which maybe one of the reasons why East Sussex figures are higher than average.

2.1.1 During the period 2000 to 2010 there was a ring-fenced Road Safety grant provided to all local authorities by the Department for Transport. Between 2008 and 2011 this grant of £2.35m to ESCC funded a range of road safety interventions. Nationally the target was met with a KSI reduction of 44%. However, in East Sussex a reduction in KSIs of only 30% was achieved.

2.1.2 Currently there are no national road safety targets. The national Strategic Framework for Road Safety (May 2011) details two forecasts, a central forecast and a low forecast that Central Government believes to be achievable (based on a % reduction on the average of 2005 to 2009 KSI casualties). The central forecast predicts a 40% reduction in KSIs by 2020 on the assumption that existing road safety programmes and other partners' measures continue to develop. The low forecast predicts a 50% reduction if the lower performing authorities were to improve their performance towards the level of the top performers. In this context East Sussex would be seen as a lower performing authority.

2.1.3 The forecasts set in 2011 are extremely ambitious, and based on the assumptions detailed in paragraph 2.1.2. In addition, at the same time as these forecasts were set, the ring-fenced Road Safety grant was removed and local government faced significant budget reductions. Along with the pressure in funding, the target did not take into account increasing populations, varying road types in local authority areas, changing economics and increasing traffic flows. However, local authorities were encouraged by the DfT to aim to meet these forecasts and following discussions at the SSRP, East Sussex County Council (ESCC), West Sussex County Council (WSCC) and Brighton & Hove City Council (BHCC) set a target of a 40% reduction in KSIs by 2020. Both West Sussex and Brighton and Hove have since reviewed the 40% target. WSCC is considering establishing a 25% target with the eventual aim of working towards the ambition of zero casualties. Brighton and Hove have taken a different approach projecting for the next 10 years a forecast for reducing the number of people killed or seriously injured based on two levels of forecast- a central projection and a low projection- which are intended to provide parameters which allow flexibility for the numerous factors and social conditions influencing the collision rate, whilst still maintaining focus on a downward trend.

2.1.4 For East Sussex, a 40% reduction in KSI casualties based on the average of 2005 to 2009 would seek to reduce KSI casualties to 227 by 2020, a reduction of 152 KSI from the average of 379.

2.1.5 Since the forecasts were set by the DfT, all local authorities in Sussex have shown an increase in KSIs between 2011 and 2014. During this period a number of similar local authorities have also seen an increase, for example Suffolk and Norfolk.

2.2 East Sussex KSI Trends - An analysis of KSIs in East Sussex, undertaken by the SSRP, indicates that although there has been a downward trend this has not been a straight line reduction. Since 1999 the KSI rate has seen a number of peaks and troughs rather than one clear overall sustained change. Indeed over the latest 4 years for which complete data is available (1999 to 2014) there has been an increase in the number of KSI casualties.

2.2.1 Issues with comparing East Sussex KSI rates with other local authorities - The East Sussex KSI rate has been higher than the England average for many years. The KSI rate during the period 2012-2014 for East Sussex is 64.5 per 100,000 population and the average for county councils in England is 46.5. Although KSI rates continue to be compared nationally, it should be noted that the SSRP have stated their view that it is difficult to compare KSI data with other local authorities. SSRP cite a number of reasons for these difficulties, such as differing road networks, weather, rural/urban splits, public transport availability, and collision reporting/recording and economic differences. This makes the picture extremely complex and indicates that data directly comparing authorities is difficult to interpret because these factors and their interaction may impact to different degrees in different areas.

2.2.2 Benchmarking for a new target. There is no definitive way of agreeing a suitable target based either on trends or on possible 'comparative areas'. There are various ways of identifying similar areas. The Office for National Statistics have ways of grouping similar areas based on 2011 Census data but these are for lower tier local authorities (e.g. Eastbourne and Hastings).

2.2.3 Within the Public Health Outcomes Framework there are two ways of comparing areas. One is a simple way, involving a deprivation measure which groups areas with similar deprivation scores (East Sussex being in 4th least deprived decile – amongst 40% of least deprived areas in England- though within this group one of the most deprived).

2.2.4 An alternative way is using the Chartered Institute of Public Finance and Accountancy (CIPFA) nearest neighbours modelling which seeks to measure similarity between local authorities and is a commonly used measure. However whilst the use of the CIPFA nearest neighbours modelling which seeks to measure similarity between Local Authority areas, is well used, there are significant issues with its application to road safety specifically. In particular, the CIPFA model is primarily based on population and income, rather than including for instance the kinds of roads within the area or controlling for weather conditions beyond flood risk. Therefore, whilst this model may be useful for policy areas where focus on income and population factors are key, it is less useful for an area such as road safety.

2.2.5 It is recognised nationally that establishing an appropriate target is difficult. The Government has indicated that whilst it does not necessarily advocate the introduction of road safety targets, including reducing road casualty targets, there is a need to maintain momentum. Therefore the Department for Transport (DfT) 'Strategic Framework for Road Safety' suggests the use of 'Forecasts'. This method of trying to predict 'central and lower' projections is based upon the need to take into account the numerous, complex factors affecting casualty reduction.

2.2.6 Following a discussion between Senior Officers at WSCC, BHCC and ESCC regarding the current DfT forecasts and the 40% target, it was agreed that the SSRP would undertake a review of the current KSI targets for Sussex and recommend an alternative approach. This review is now taking place in conjunction with partners on a pan Sussex basis and will be concluded by October 2017. This will ensure that we are able to collectively establish a position and coordinate efforts to work towards this. In the interim period, targets will be agreed for each of the projects to be delivered within the East Sussex Road Safety Programme. The outcomes of these projects will be reported to Committee following the completion and evaluation of projects.

2.3 Progress in the development and delivery of the East Sussex Road Safety Programme. As advised previously in this report, the decision was made to develop a series of behavioural insights schemes together with focused speed management to address the rate of KSIs in East Sussex.

2.3.1 Behaviour Change and Education- £500,000 has been allocated to this area of work. This is an important area as evidence tells us that approximately 90% of KSIs are due to human error. The Behavioural Insights Team (BIT) formerly part of the Cabinet Office (where they were termed the 'nudge unit') and the world's first government institution dedicated to the application of behavioural sciences (<http://www.behaviouralinsights.co.uk>) were commissioned by ESCC to conduct in depth data analysis to confirm the target groups and priority issues to identify any treatable trends. This work was conducted over a

three month period with the support of and data provided by the SSRP and Sussex Police and enabled a far more detailed analysis than had been previously carried out.

2.3.2 This work resulted in a summary report attached in appendix 3 by the Behavioural Insights Team. In summary the data analysis provided by the BIT aimed to consider a series of existing hypotheses to test whether these actually could be proved empirically. These included for example whether occupational drivers, elderly drivers, motorcyclists and visitors to the county proved to be at higher risk of KSIs and the extent to which the higher rate of KSIs in East Sussex could be due to the relative high percentage of rural roads.

2.3.3 Interestingly this detailed data analysis using leading data mining techniques to produce a fully predictive model of risk did not find that occupational or elderly drivers to be at high risk of causing KSIs, that the majority of risk was associated with East Sussex residents (particularly the closer to home they are) and that the rural nature of the road network had minimal impact on KSIs as do weather patterns. However occupational drivers remain an important target group for work by the SSRP as whilst the data does not show they contribute significantly to the East Sussex KSI figures, they are involved in minor collisions (which are not KSI). Work is ongoing with the SSRP to evaluate the Company Operator Safer Transport Scheme (COSTS) programme which provides occupational driving training across Sussex. This work is taking place together with work conducted internally by the ESCC Road Safety team to review our own occupational driving policy to ensure that both are relevant and fit for purpose.

2.3.4 The BIT identified three key target groups and suggested that these be prioritised as there was strong empirical evidence for focusing attention in these areas. These are young drivers (17-25), motorcyclists and car drivers in relation to vulnerable road users (cyclists /pedestrians etc.). Further information on each of these is included in the report from the BIT in appendix 3.

2.3.5. In addition to the high risk groups identified through this detailed data analysis work, the Behavioural Insights Team noted the following issues were of particular salience as contributors to the number of KSIs,

- that drivers are at higher risk of a KSI closer to home,
- issues with driver distraction /loss of concentration
- reckless driving
- travelling at speeds inappropriate to the conditions.

2.3.6 A workshop was held in April, supported by the Programme Board with senior partners from external organisations, together with internal road safety experts and communications leads to review this analysis and to propose a series of suitable behaviour change pilots to be taken forward under this programme of work. This workshop was chaired by a senior member of the Behavioural Insights team and supported by the full project team within BIT. The projects proposed had to meet the following key criteria to be put forward to Programme Board for subsequent approval

- Evidence based and focused on the identified priority groups and underlying issues
- Amenable to behaviour change interventions
- Affordable within the budget allocated to this aspect of the programme and deliverable with the support of project partners within the timeframe of the programme of work
- Clear outcomes and success criteria and be able to be evaluated for effectiveness and value for money at project end (September 2018- tbc) to enable next steps in this work to be determined.

2.3.7 At this workshop, a number of possible projects were proposed. A process of assessment and review is currently taking place by both the BIT and ESCC Road Safety Team to develop these and to consider those which are most likely to be amenable to behaviour change and suitable evaluation criteria. Once this work is complete, the list of proposed projects will be signed off by the Programme Board prior to implementation to ensure appropriate governance.

2.3.8 Whilst it was also noted at the workshop that black box technologies may have a useful role to play in moderating driver behaviour, the evidence around this is still emerging and this is subject to national legislation. Any adoption of these technologies by the insurance industry would force all drivers to adopt them and is therefore outside the context of work for this road safety programme. In addition, it is well documented that those currently choosing to fit these devices are not those who tend to fall within the higher risk categories of drivers.

2.3.9 Development of speed management schemes-In addition to the behavioural insights projects which are to be taken forward within this overall programme, work is also taking place to review the high risk locations for collisions and KSIs in East Sussex by the ESCC Road Safety Team. A budget of £250,000 has been allocated to this part of the programme and currently work is taking place to conduct speed surveys in those priority areas with the aim of determining whether additional speed management schemes would improve road safety.

This work will be evaluated together with the behaviour change projects and will form part of the final report on overall programme outcomes.

2.3.10 East Sussex Road Safety Programme delivery. The Programme Board, chaired by the Assistant Director of Communities with Senior Officer representation from the County Council, ESF&RS, Sussex Police and Highways England, meets monthly/bi monthly to monitor project delivery. This cross representation is essential to ensure the programme has links with all partners involved in this area of work. A dedicated Communications team resource is also included in the Board which is critical to ensuring partners, stakeholders and the public are fully consulted with and engaged in the programme. The updated implementation plan is attached in appendix 4.

2.3.11 Project Evaluation and Reporting – It is expected that the programme of work will conclude approximately September 2018 (tbc) with a final report on the outcomes of both strands of the work – the speed management schemes implemented and the behaviour change work undertaken with the support of project partners. This end date is currently provisional and may be subject to revision as the exact timeframes for projects will be determined once the final list of projects is agreed. The final evaluation will be supported by expert analysis from the BIT and outcomes will be shared with all project partners pan Sussex.

2.3.12 Whilst it is recognised that the evaluation of behaviour change projects is difficult as behaviour change is incremental and therefore requires analysis over a far longer time frame to account for normal statistical fluctuations and that fully Randomised Controlled Trials are not always applicable to behaviour change work, all the projects to be selected will have clear means of assessing their impact. Evaluation in this area is necessarily more nuanced as it requires understanding the type of behaviours which are associated with a higher predictive risk of being involved in a KSI and assessing whether the intervention has resulted in these behaviours being altered, which suggests that over the longer term, reductions in KSIs will be seen. However whilst evaluation of these schemes requires a more sophisticated approach than more traditional projects, the BIT who will support this aspect of the work have considerable experience in this and encouragingly the successful behaviour change initiatives which they have previously delivered suggests these to be durable and that once a behaviour change has been made, these changes are sustained over the long term.

2.3.13 Following this end of project opportunities will be sought to communicate this work more widely via national meetings and conferences as there is expected to be a great deal of interest in this work from the wider road safety community as this work being undertaken by ESCC is pioneering and innovative. We will work with communications leads within ESCC and partner organisations on this aspect of the work to maximise effectiveness and increase the reach of this work and the profile of ESCC.

3. Conclusion and reasons for recommendations

3.1 This report notes that the single most significant factor in reducing KSIs in East Sussex is to address driver behaviour which includes distraction. The programme of work being undertaken is therefore focused on the development and implementation of behaviour change schemes alongside work on targeted speed management interventions delivered by the ESCC Road Safety Team where evidence supports their effectiveness.

3.2 The Committee is requested to note the progress of the work and strengthening of effective partnership working made since the last report in September 2016 on the development and implementation of the East Sussex Road Safety Programme. The Committee is requested to note in particular the targeting of action at those groups and underlying issues which detailed data analysis has indicated pose the highest risks for KSI and the robust governance arrangements in place for monitoring the implementation of these projects.

3.3 It is recommended that the Committee is provided with a report on the outcomes of the work and the evaluation of all projects undertaken on the East Sussex Safer Roads Partnership at the first meeting following the conclusion of work in September 2018.

3.4 The Committee is requested to note the information provided regarding the establishment of an appropriate KSI reduction target for ESCC and to note that in the interim whilst this review is ongoing, individual targets for each of the projects within the Road Safety Programme will be determined.

RUPERT CLUBB

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LOCAL MEMBERS

All

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Report to: Economy, Transport & Environment Scrutiny Committee

Date of meeting: 14 September 2016

By: Director of Communities, Economy and Transport

Title: Update on the East Sussex Safer Roads Programme

Purpose: To provide an update on the programme of activity to reduce the high rates of Killed and Seriously Injured people on roads in East Sussex

RECOMMENDATIONS:

- (1) Note the progress made on the development and implementation of the East Sussex Safer Roads Programme, which will deliver additional road safety interventions targeted at identified high risk groups and roads, in order to reduce the high rates of Killed and Seriously Injured people in East Sussex.**

1 Background Information

1.1 On the 11th March 2016 a Road Safety Joint Scrutiny Board of Economy, Transport and Environment Scrutiny Committee and Audit, Best Value and Community Services Scrutiny Committee met to consider proposals to spend the remainder of a £1m one-off Public Health grant on measures to reduce the number of people killed and seriously injured (KSI) on East Sussex roads. A total of £967,000 remains to be spent. The paper presented on the 11th March can be found at appendix 1.

1.2 Since March 2016, the development and implementation of this programme has been slower than expected due to a lack of internal capacity and a delay in recruiting the project manager. However there has been progress in a number of key areas of this project and the information below provides an update, and follows the implementation plan and high level actions agreed in March 2016. It emphasises the multi-faceted approach needed to tackle KSIs on East Sussex roads.

2 Supporting Information

2.1 Consultation with Stakeholders and Partners - The Head of Communities has consulted widely with partners and stakeholders on the proposals set out in the 11th March Scrutiny Paper. In particular she has presented to the Sussex Safer Roads Partnership (SSRP) and the East Sussex Road Safety Coordination Group (ESRSCG). These groups represent East and West Sussex County Councils, Brighton and Hove City Council, District and Borough Councils, Sussex Police, East Sussex Fire & Rescue Service (ESF&RS) and Highways England. All partners gave positive feedback to the proposals and were keen to support the project. Of particular note was the aspiration to share best practice gained during the project Pan Sussex and where appropriate nationally. We are very pleased that the chair of the ESRSCG, from ESF&RS, is able to join the project board for the Safer Roads Programme. In addition Dr Jeremy Leach, Principal Policy Adviser of Wealden District Council has agreed to join the Project Team, and has extensive experience of developing a range of behavioural change interventions, across Wealden District Council functions.

2.1.2 The Head of Communities has also presented to the East Sussex Safer Communities Partnership Resources & Performance Group. This group consists of the County Council, Sussex Police, ESF&RS, District & Borough Councils, the voluntary sector, National Probation Service, the Criminal Justice Board, the National Health Service Clinical Commissioning Groups (CCGs), Victim Support and the Office of the Police and Crime Commissioner. Once again feedback was very positive and the group was particularly keen to share best practice in education and behavioural change programmes.

2.1.3 Following the successful engagement and consultation with partners and stakeholders we have agreed to share as much best practice as possible in this arena and that evidential data will be crucial to directing resources to the areas of most need. Detailed evaluation will also be critical to the success measures of the project and whether projects will be of value to publish and share.

2.1.4 At an SSRP Directors meeting on the 7th June 2016, the Assistant Director for Communities requested that the SSRP undertake a review of the current KSI targets for Sussex, and recommend an alternative approach. This was supported by all members of the SSRP, and work has now started on reviewing the current target of a 40% reduction in the number of people killed or seriously injured (KSI) on the 2005/09 average by 2020 (no more than 227 KSI) and 40% reduction in the total number of casualties on the 2005/09 average by 2020 (no more than 1,354 casualties).

2.2 Project Management - The project manager has now been appointed. This process has been lengthy to ensure we had the best possible reach in advertising and the best possible candidates. The role was advertised extensively for over a month, resulting in 6 candidates being interviewed. The project manager does not take up her post until the 19th September, but she has already been involved in meetings, reading background papers and will attend the scrutiny committee on the 14th September. The project manager brings a wealth of experience in project management, stakeholder and partner engagement and behaviour change methods.

2.3 Data Analysis - For the project to succeed, a high level of additional data analysis will be required to ensure that project resources are directed to the areas of most need. It is critical to the project that we have more in-depth analysis of crash data throughout East Sussex. Whilst we know where crashes are happening, and we know the main high risk groups we need to further analyse the data to better understand the target groups and identify any treatable trends. We also need further analysis of causation factors. Further analysis needs to be undertaken on the type of person who is a KSI, for example are they tourists or residents, and if they are in the groups which are currently identified as high risk in East Sussex.

2.3.1 East Sussex has a higher than average elderly population, and the SSRP has observed that elderly drivers are an emerging issue. In addition, nationally there is increasing concern regarding the number of KSIs that may have drivers using mobile phones as a significant causation factor. Further analysis on both these groups will be undertaken. The additional data analysis required above will be undertaken by the project team over the next 9 to 12 months.

2.4 East Sussex Safer Roads Programme Board - The programme board has met and has Senior Officer representation from the County Council, ESF&RS, Sussex Police and Highways England which will ensure the programme has links with all partners involved in this area of work. Dedicated Communications Team resource has been identified to support the Board which is critical to ensure partners, stakeholders and the public are fully consulted and engaged with the programme.

2.5 Behaviour Change and Education - £500,000 has been allocated to this area of the programme. This is an important area as evidence tells us that between 90% and 95% of KSIs are due to human error. Enforcement and engineering have been the more traditional areas of work to tackle KSIs and we now need to direct our resources towards reducing human error through education programmes and behaviour change. Work is being undertaken on how to target the current identified high risk groups with messages on road safety and behavioural change techniques. The current identified high risk groups are;

- Non-motorised users (NMUs – pedestrians, pedal cyclists & mobility scooter users)
- 16 to 24 year olds
- Powered two wheelers (PTWs)
- Occupational (where one of those involved in the collision was considered to be using the road as part of their occupation)
- Speed (where some form of speed element was considered to be present in the causation of the collisions)

2.5.1 The Head of Communities, Road Safety Team Manager and Project Manager have met with the Behavioural Insights Team (BIT). The BIT is the world's first government institution dedicated to the application of behavioural sciences. <http://www.behaviouralinsights.co.uk/>. The team have become internationally renowned for “nudging” the British public to pay more taxes and reduce their credit card debt. Set up by former Prime Minister David Cameron in 2010, the agency has had great success and is now independent of number 10, but sits in the heart of Government in the Cabinet Office. The team are oversubscribed with work, but are interested in working with ESCC on this project. Having met the Home Affairs and Local Government team at BIT, this project does meet their criteria of;

- i. There is sufficient behavioural impact identified in the project
- ii. A behavioural impact approach is expected to contribute to the reduction of KSIs, it is not just an issue of more regulation
- iii. The work proposed appears feasible and relies upon robust data to implement and evaluate changes.

2.5.2 BIT endorses our view that analysis of the data is crucial to the success of this initiative. Working with BIT will see ESCC as innovators in this field. Our project using behaviour change is currently unique and BIT are keen to test behavioural change methods in the field.

2.5.3 Occupational Driving - National statistics indicate that more than a quarter of all road traffic crashes involve somebody who is driving as part of their work (Department for Transport figures). “Occupational Drivers” are one of the identified high risk groups in East Sussex. The number of KSI in this group for East Sussex 2008 – 2014 is as follows.

Occupational Driving KSIs 2008 – 2014	
per 10,000 population	
2008	10
2009	8
2010	4
2011	2
2012	3
2013	4
2014	6

2.5.4 We are currently leading this area of work on behalf of partners and we are working with the SSRP on how to reach this group. Employers have a duty under Health and Safety Legislation to ensure the safety of their employees and the public, which will include driving activities undertaken in the course of their working day. Large corporations such as supermarkets have extensive driver training in place for staff that drive as part of their job. However, small and medium sized enterprises (SMEs) may not consider driver training as an important activity. SMEs form the largest part of the economic profile of East Sussex so it is important that this group are addressed

2.5.5 Our work here will almost certainly be valuable Pan Sussex. Currently the SSRP delivers the Company Operator Safer Transport Scheme (COSTS). This Department for Transport (DfT) programme is delivered to companies who employ drivers for their operation. It advises companies on their liabilities, obligations and the law when employing drivers for work. The East Sussex Safer Roads Programme in partnership with the SSRP will undertake a review of the effectiveness of the current scheme, including who the scheme currently reaches, gaps in provision and how we can reach a wider audience. Behavioural change techniques are likely to be used in this area. In addition the East Sussex road safety team are currently leading work on a Pan Sussex policy for safe work driving across all three Councils.

2.6 Partnerships and Communities - £100,000 has been allocated to this area of the programme. The newly appointed project manager will engage and consult with the partners and stakeholders detailed above, and also with community groups, the third sector and parish councils. It is expected that a range of methods will be used to reach partners and communities such as focus groups, presentations and meetings. Intelligence gathered will inform and assist the development and implementation of the East Sussex Safer Roads Programme.

2.6.1 To address the 16-24 year old high risk group, the project manager will work with the East Sussex Road Safety Officer responsible for education and behaviour change to develop driver road safety campaigns and training courses to schools, colleges, youth groups and to novice and experienced drivers.

2.7 Implementation of Speed Reduction Measures- Approximately £250,000 has been allocated to this part of the programme. Evidence suggests that some additional speed reduction measures are appropriate alongside education and behaviour change work. The project manager will work with local members and Parish Councils to identify local need and demand for speed reduction including 20 MPH zones at appropriately assessed sites.

2.7.1 20 MPH Zones - The evidence presented to Scrutiny on the 11th March 2016 supported 20 MPH zones in appropriate places. At present the 2016/17 Capital Programme for Local Transport Improvements includes the following 20mph speed limit schemes:

- Old Malling Area, Lewes: 20mph speed limit (signs only) – construction in 16/17
- New Malling Area, Lewes: 20mph speed limit (with physical traffic calming measures) – design in 16/17
- St Anne's Crescent, Lewes: 20mph speed limit scheme – construction on 16/17

2.7.2 The following schemes are also in the 2016/17 Capital Programme for Local Transport Improvements but are not specifically 20mph speed limit schemes. They may include 20mph elements if the feasibility/design work supports this:

- St Richards Catholic College School Safety Zone, Bexhill: design only in 16/17
- Ocklynge School, School Safety Zone, Eastbourne: design only in 16/17
- Christchurch C of E, School Safety Zone, Hastings: design only in 16/17

2.7.3 Further analysis of the Sussex Police Crash Database will be undertaken to identify any areas where a 20 mph speed limit will contribute to the reduction of KSIs.

2.7.4 Speed Management Interventions - A number of speed management interventions have been introduced on rural roads using both signing and lining techniques and engineering schemes. We have already undertaken an initial analysis of speed management work as part of a previous scrutiny report which identified average reductions in speed for signed only schemes and those where engineering measures were introduced. We wish to do further analysis, but this is a slow process due to the schemes having to be in place for at least three years before evaluation can take place. It is nationally recognised that any meaningful evaluation needs three years of data to be statistically significant.

2.7.5 Appendix 2 shows the programme of speed reduction measures for 2016/17 that do not include 20 MPH zones. In addition the following schemes are being worked on from developer contributions or from the remainder of the rural class A & B road project namely:

- B2100 at Jarvis Brook (Proposed 40mph Speed Limit)
- A272 Scaynes Hill to North Chailey (50mph Speed Limit)
- Wivelsfield Village Speed Limit (30mph Speed Limit)
- A26 Herons Ghyll (40mph & 50mph Speed Limit)

2.7.6 This autumn will see the introduction of Average Speed Cameras across the seafront in Hastings. The cameras will be placed between Marina Azur Restaurant, Grosvenor Crescent and Grosvenor Gardens. Evaluation of this initiative will follow in about three years.

2.7.7 Analysis of previous Speed Management Programmes has identified those techniques that are effective at influencing driver behaviour to the benefit of crash reduction. Further analysis will be undertaken to identify those areas demonstrating an above average level of KSI's in relation to the national average. A programme of appropriate interventions will be identified for progression as part of the project.

2.8 Communications - The importance of this area has been recognised by the Programme Board who has identified resource in the Communications Team to lead this work. It is recognised that a multi-faceted approach must be taken to communications so we can reach all those groups at risk of KSIs. It is also recognised that behaviour change programmes take several years to evaluate so communications to the public must be clear and not raise expectations of a "quick fix" to the KSI problem. For example the 20MPH Safety Zones in the City of Brighton and Hove have not yet been evaluated because the data collected is not yet statistically significant. The project manager will further develop communications methods and messages as the project develops.

2.9 Implementation and Action Plan - From all the work identified above, the implementation plan and action plan have been updated and provide a summary of the key activity which will be undertaken over the coming months. These can be found at appendix 3.

3 Conclusion and Reasons for Recommendations

3.1 This report highlights the need for strong analytical evidence to direct resources to projects that will have the most impact on the reduction of KSIs on our roads. On examination of the funding available, and the complexity of this landscape, the implementation phase of the East Sussex Safer Roads programme will now be three years from September 2016 to September 2019.

3.2 The Committee is requested to note the progress made on the development and implementation of the East Sussex Safer Roads Programme, which will focus on the provision of additional road safety interventions targeted at identified high risk groups and roads, in order to reduce the high rates of Killed and Seriously Injured people on roads in East Sussex.

3.3 It is recommended that the Committee is provided with a further update in June 2017 on the East Sussex Safer Roads Programme.

RUPERT CLUBB

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LOCAL MEMBERS

A list of County Council Members whose electoral divisions are specifically affected by the report.

All

APPENDICES

Appendix 1 Road Safety Joint Scrutiny Board of Economy, Transport and Environment Scrutiny Committee and Audit, Best Value and Community Services Scrutiny Committee Paper 11th March 2016

Appendix 2 Programme of Speed Reduction Measures 2016/17

Appendix 3 Revised Implementation & Action Plan September 2016

BACKGROUND DOCUMENTS

Safer Streets report, Peter Brett Associates.

East Sussex Road Safety Programme – Speed Management Project
Procedure for the assessment of A and B class roads

The Speed Management Project forms part of the wider aims of the East Sussex Road Safety Programme to reduce the number of killed and serious injuries (KSI) sustained on the County's road network. The assessment is based upon nationally accepted procedures and mirrors the process that was followed in 2008 as part of our rural speed limit review on A and B class roads. The 2008 review was instigated following the Department for Transport's revised national guidance (Circular 01/2006) on the setting of local speed limits.

As part of the previous review, all of the A and B class roads were split into smaller lengths which typically range between 600 metres (the recommended minimum length for a speed limit) and 1km. The section lengths usually correspond with existing speed limits, built up areas, or sections between major junctions. The review lengths represent sections of the network that would be viewed by a driver as being distinct and would therefore indicate any treatment identified as providing a consistent message that could be understood by a driver, thereby producing the maximum impact in terms of how an individual driver would assess the conditions of the route. We have retained these identified lengths for the latest review.

For each section, the number of fatal, serious and slight crashes was identified from the Sussex Police crash database for the latest available three year period (01/09/2013 to 31/08/2016). The Annual Average Daily Traffic (AADT*) flows were also added using data from 2015 (**the AADT flow is the total volume of vehicle traffic of a highway or road for a year divided by 365 days*).

As per the previous assessments, for the crash score per 100 million vehicle kilometres was calculated for each section using the following formula:

$$\text{Crash score} = \frac{\text{Total number of crashes for section} \times 100,000,000}{3 \times \text{AADT flow} \times 365 \times \text{section length}}$$

Any sections above 35 crashes per 100 million vehicle kilometres were highlighted in red. This is the threshold recommended in Department for Transport Circular 01/06 on setting local speed limits.

In order to tailor the assessment to highlight killed or seriously injured crashes, the KSI crash score was established using the amended formula:

$$\text{KSI Crash score} = \frac{\text{Total number of KSI crashes for section} \times 100,000,000}{3 \times \text{AADT flow} \times 365 \times \text{section length}}$$

For each road, the total KSI crash score and average KSI crash score were established. Typically, the average KSI crash score was slightly higher than the total score, as this was less influenced by those sections of road with no KSI crashes.

Subsequently, the roads were ranked according to their *average KSI crash score*. The average KSI crash score across the County was established to be 8.8 KSI's per 100 million vehicle kilometres. The 24 sections with crash scores above the County average were highlighted and taken forward for further investigation.

The priority list is attached.

1. Detailed analysis of crash record

For each route, intermediate crash reports were produced which contain a summary of the individual circumstances, including the causation factors, for each of the KSI crashes that occurred along the identified route.

At sites where several KSI crashes have occurred at a single location, such as on a specific bend or junction, the circumstances of the crashes were examined to determine whether there were any treatable crash patterns (for example, loss of control).

The priority list featured several shorter lengths of A and B class road which achieved a high KSI crash score as a result of a single KSI crash occurring within a relatively short distance. In these circumstances, it was not possible to identify a crash pattern that could be treated by speed management or route study work, although an assessment of the circumstances was carried out in each case.

2. Obtain existing speed data

The Transport Monitoring team were consulted to determine whether any speed surveys have been carried out on the identified routes within the latest five years, to ascertain what the existing vehicle speeds are along the route, and pinpoint locations where additional speed surveys may be required to supplement or update the available data.

3. Site visit

All sites were driven in both directions to identify possible treatments, which include:

- A review of the intermediate crash reports, to examine the sections of the route with a high KSI crash rate and consider possible remedial measures.
- A review of the existing speed limits along the route, and the identification of sections of route with sufficient character and appearance to support a lower speed limit. This may incorporate sections of road with higher levels of frontage of development, or containing a sequence of hazards such as bends or junctions, with a treatable crash pattern. Where such sections were established, suitable sites were identified for speed measuring equipment to be installed for a period of seven days.
- Identification of suitable lengths for route treatment, to ensure that all of the existing signs and road markings throughout the route are of a consistent standard and in good condition. This may incorporate additional minor measures to improve road safety, for example, the introduction of improved warning signage and hazard marker posts on bends where drivers have lost control.
- Minor signing and lining improvements targeted at specific sites, including those routes or route sections where single KSI crashes had been recorded.
- Identification of sites which have recently been subject to reduced speed limits, route study treatment, or other schemes, or where upcoming schemes are proposed. Consideration was given to carrying out 'after' speed surveys to determine the effectiveness of recent schemes.

4. Commission new speed surveys

For those sections where the speed management work was identified, including potential speed limit reductions or additional measures to support the existing speed limits, speed surveys will be commissioned at locations that would give a representative indication of vehicle speeds on a particular section of road.

The analysis of the reported mean speed and 85th percentile speed (the speed at or below which 85% of vehicles are travelling) may then be used as the basis for determining whether a reduction speed limit might be appropriate, to ensure that the proposed reduction would be relatively self-enforcing and would be supported by Sussex Police.

5. Discuss with Sussex Police

Once the speed surveys have been carried out, members of the Road Safety team will hold a meeting with a representative from Sussex Police to confirm that the proposed interventions would be supported by Sussex Police (who would be responsible for the enforcement of any proposed speed management work) before it is progressed further.

Road Name	Length (km)	Crash Total	Crash Score	Avg Crash Score	KSI Total	KSI Score	Avg KSI Score	Rank	KSI/km	Rank2
B2087 Ticehurst to Flimwell	3.22	5	37.5	36.8	4	30.0	31.7	1	1.2	6
B2239 Mayfield Flat	1.3	2	59.8	59.8	1	29.9	29.9	2	0.8	17
B2165 Cripps Corner to Clay Hill	8.07	5	28.7	29.3	4	23.0	23.5	3	0.5	25
A295 A271 Hailsham to A22 Hailsham	3.83	23	59.2	49.7	6	15.4	17.6	4	1.6	3
B2238 A26T Beddingham Road to A259 The Drove	1.11	5	38.5	39.9	2	15.4	16.3	5	1.8	2
B2191 Shinewater to Westham	4.49	15	35.4	39.6	6	14.2	15.8	6	1.3	5
A229 Hurst Green to County Boundary	1.23	3	41.5	41.5	1	13.8	13.8	7	0.8	16
A264 East Grinstead to Ashurst	9.7	17	25.8	23.6	8	12.2	12.3	8	0.8	15
A259 Saltdean to Hastings Boundary (East)	47.87	432	49.9	60.4	89	10.3	12.3	9	1.9	1
A28 Westfield to Northiam	16.54	35	31.0	39.1	7	6.2	11.8	10	0.4	30
B2157 Green Lane to Eridge Road, Crowborough	1.87	2	20.6	25.3	1	10.3	11.5	11	0.5	24
B2204 Ninfield to A271 Junction	4.7	12	22.9	27.7	5	9.5	10.7	12	1.1	8
B2026 County Boundary to Lampool roundabout	15.5	19	23.7	25.3	7	8.7	10.5	13	0.5	27
B2116 Keymer to A275 Offham	9.62	10	26.5	25.8	2	5.3	10.3	14	0.2	39
B2112 Ditchling to Wivelsfield	8.09	39	52.7	54.7	8	10.8	10.3	15	1.0	9
B2169 Tunbridge Wells to Bayham Abbey	5.7	7	22.9	27.9	2	6.6	10.2	16	0.4	34
B2102 Uckfield to Blackboys	11.2	26	42.0	58.2	7	11.3	10.2	17	0.6	18
B2203 Horam to Heathfield	4.78	8	28.7	28.0	2	7.2	10.1	18	0.4	31
B2188 Groombridge to B2026	8.97	11	29.9	39.1	3	8.2	10.1	19	0.3	35
B2244 Hawkhurst to A21 Seddlescombe	11.58	13	19.6	22.3	5	7.5	9.4	20	0.4	29
B2124 Ringmer to A22 Golden Cross	7.2	18	40.2	50.4	4	8.9	9.3	21	0.6	22
B2104 Hellingly to Eastbourne	12.2	49	33.6	40.6	11	7.5	9.3	22	0.9	10
B2096 Heathfield to A271 Battle	17.3	33	43.6	41.7	7	9.2	8.6	23	0.4	32
B2110 Forest Row to Groombridge	12.87	29	38.4	129.8	7	9.3	7.7	24	0.5	23
B2123 Sussex University to County Boundary	2.14	13	29.1	35.9	3	6.7	7.6	25	1.4	4
B2099 Frant to A21 (T) Swiftsden	16	18	16.4	21.7	7	6.4	7.5	26	0.4	28
B2095 A269 Ninfield to A259 (T)	6	5	22.4	26.6	1	4.5	7.3	27	0.2	42
A2100 St Johns Cross to A21 Hastings	12.31	41	25.4	28.1	11	6.8	7.3	28	0.9	11
A265 Cross In Hand to A21 Hurst Green	25.65	44	20.1	28.8	10	4.6	7.2	29	0.4	33
A271 Cross In Hand to Hurst Green	22.07	58	29.7	35.5	13	6.7	6.9	30	0.6	20
A275 Wych Cross to A27 (T) Lewes	25.3	42	20.3	21.6	12	5.8	6.7	31	0.5	26
A2270 Polegate Crossroads to A259 The Goffs	6.09	41	33.5	32.4	7	5.7	6.7	32	1.1	7
A267 Tunbridge Wells to Boship Roundabout	31.7	98	23.3	24.0	28	6.7	6.4	33	0.9	12
A269 Hazards Green to Bexhill	11.64	54	40.2	45.8	7	5.2	5.8	34	0.6	19
A22 Lewes Road to Lottridge Drove	45.09	164	20.9	21.5	38	4.8	5.6	35	0.8	14
A26 Tunbridge Wells to A27 (T)	34.80	123	21.0	23.1	30	5.1	5.4	36	0.9	13
A268 Newenden to Rye & Flimwell to County Boundary	19.38	23	24.6	28.0	4	4.3	4.9	37	0.2	40
B2247 Cophall Roundabout to Stone Cross	4.15	11	22.1	31.5	1	2.0	4.3	38	0.2	37
B2089 A21 Vinehall Street to A268 Rye	17.94	17	20.8	24.1	3	3.7	4.0	39	0.2	41
A272 Scaynes Hill to Five Ashes	21.2	45	18.7	21.2	12	5.0	3.9	40	0.6	21
B2100 Crowborough to Lamberhurst	17.33	29	30.9	22.6	4	4.3	3.6	41	0.2	38
B2192 Earwig Corner to Cross In Hand	15.16	28	21.5	23.3	5	3.8	3.3	42	0.3	36
B2082 A268 Rye to County Boundary	3.77	0	0.0	0.0	0	0.0	0.0	43	0.0	43
B2088 Northiam to A268 Four Oaks	3.65	1	12.9	11.0	0	0.0	0.0	44	0.0	44
B2101 Rotherfield to A267	2.4	0	0.0	0.0	0	0.0	0.0	45	0.0	45
B2109 Drove Road to Norton Road	0.45	1	0.0	0.0	0	0.0	0.0	46	0.0	46
B2183 Beggars Wood Road Chailey	1.41	5	100.6	100.6	0	0.0	0.0	47	0.0	47
B2193 Southover High Street	1.5	0	0.0	0.0	0	0.0	0.0	48	0.0	48
Average	12.0	35.0	29.3	33.8	8.2	8.0	8.9		0.6	

Reducing Killed and Seriously Injured (KSI) Collisions in East Sussex

Update Report: initial data science findings

24 April 2017 (updated May 2017)

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Executive Summary

Across England, the number of collisions that result in a person being killed or seriously injured (KSI) has declined over the past decade whereas in East Sussex it has increased by almost 20 per cent. The proportion of people Killed and Seriously Injured (KSI) on roads in East Sussex is 64.5 per 100,000, compared to 39.3 per 100,000 people for England, or 50.2 per 100,000 for Dorset.^{1 2}

The Behavioural Insights Team (BIT) is working with East Sussex County Council to address this challenge by: using new data science techniques to understand what increases the likelihood of KSI collisions in East Sussex; and working with the Council and partners to develop interventions informed by evidence from behavioural science research to reduce the number of KSIs caused by behavioural factors.

This update report sets out findings from the data analysis undertaken; identifies the behaviours that may underpin these findings; and recommends three groups of drivers who should be the primary recipients of interventions informed by evidence from behavioural science. The findings in this report will inform a workshop with East Sussex County Council and partners, at which a series of interventions to reduce KSI collisions in East Sussex will be identified.

Project deliverables

Deliverable	Contents
Update Report (this document)	This update report sets out findings from data science against hypotheses; sets out the behavioural and other factors likely to be at play in KSI collisions; and identifies three target groups for interventions. It is intended as background preparation for workshop attendees.
Policy Workshop on 27 April	At the workshop we will present in detail the likely behavioural factors at play; channels for reaching target groups; and intervention points. The objective of the workshop is to identify a series of interventions, informed by research from behavioural science, to take forward.
Post-workshop Report	In this report, we will write up the interventions identified in the workshop, include evidence from the behavioural science literature, assess likely impact and propose evaluation methods.

¹ 2012 – 2014 figures

² We draw the comparison with Dorset because it is similar to East Sussex in terms of weather and demographic patterns, and like East Sussex has no motorways and little of the strategic road network.

Findings

In this report, we use data science to test eight hypotheses identified through interviews with road safety experts and experienced professionals in Sussex. A summary of our findings against these hypotheses is overleaf.

We find that what the driver is doing at the point of a collision, along with driver and vehicle characteristics, strongly predicts whether a given collision will be a KSI collision, while road characteristics and the reasons for a journey are less predictive. This suggests that interventions that target specific behaviours and specific types of driver are likely to be effective in reducing KSI rates. Based on these findings, we identify three categories of road users that we recommend should be the primary recipients of behavioural interventions:³

1. **Motorcyclists** who are both disproportionately likely to cause KSI collisions, and likely to be involved in KSI collisions without causing them.
2. **Young drivers aged 17 – 24, and particularly young male drivers**, who are disproportionately likely both to cause and to be involved in KSI collisions.
3. **Car drivers in general** who are likely to cause KSI collisions by hitting vulnerable road users, such as cyclists, motorcyclists and over 65s.

Next steps

These findings will inform a workshop on April 27, where we will present in greater detail the behavioural factors that underpin the behaviours of drivers in the target groups, as well as setting out proposed channels and intervention points for changing those behaviours.

³ Given the low frequency of KSI collisions, it is not possible to narrow those categories down further.

Summary of findings against hypotheses

Hypothesis	Findings
1. Older drivers (above the age of 65) are more likely to be involved in KSI collisions.	We do not find evidence to support this, as over 65s are involved in approximately as many KSI collisions as their percentage of the population. In fact, over 65s are proportionately less likely to cause of KSI collisions.
2. Younger drivers (aged 17 – 24) are more likely to be involved in KSI collisions, particularly if they are male.	We find evidence to support this. As well as being more likely to be involved in KSI collisions, younger drivers are disproportionately more likely to cause KSI collisions. This is particularly true of young male drivers.
3. Occupational drivers are more likely to be involved in KSI collisions and, relatedly, a collision involving a goods vehicle is more likely to result in someone being KSI.	We find no evidence to support this. Journey type is unimportant in determining whether a collision will be KSI; goods vehicles are proportionately less likely to cause KSI collisions.
4. KSI collisions may be caused by drivers who are not from the local area.	We do not find evidence to support this. Most KSI collisions are caused by drivers who live in East Sussex.
5. Drivers of powered two wheelers are more likely to be involved in KSI collisions.	We find evidence to support this. Powered two wheelers cause a disproportionate number of KSI collisions, they are also likely to be involved in a high proportion of KSI collisions caused by cars.
6. Reductions in the number of Road Policing Unit officers over the past decade means there is no longer a credible fear of enforcement.	Vehicles with prior-speeding offences recorded against them are disproportionately involved in KSI collisions and speeding reoffending is high. However, we only have speeding offence data for the last four years so we have insufficient evidence to accept or reject this hypothesis.
7. The introduction of new speed limits, particularly 20mph zones has reduced the perceived legitimacy of speed limits, making drivers less likely to comply.	Speeding reoffending is high, and the evidence on the effect of new speed limits on KSIs is mixed. However, the low frequency of KSIs means it is not possible to draw robust conclusions about the impact of new speed limit zones so we have insufficient evidence to accept or reject this hypothesis.
8. The prevalence of narrow rural roads contributes to the higher than average rate of KSI collisions in East Sussex.	Rural roads have been found nationally to have a higher risk of KSI and there are more rural roads in East Sussex. However, based on our data, we have insufficient evidence to accept or to reject this hypothesis.

Introduction

In this introductory section, we explain our project methodology and set KSI rates in East Sussex in context.

Project Methodology

The aim of this project was to determine the causality or non-causality of factors related to KSI collisions, and to quantify causal factors. In doing so, we aimed to test assumptions and historically held beliefs about which types of drivers are likely to be involved in these types of collisions. Experience is often influenced by behavioural biases, such as the availability heuristic, which occurs when we draw on the examples that most easily come to mind regarding a given situation.ⁱ Given that ease of recall is not always an accurate representation of the probability that an event will occur this heuristic can lead to errors in judgement. For example, people have a tendency to overestimate the probability that they will die in an airline accident, while underestimating the risk of more frequent and probable causes of death, like common diseases.ⁱⁱ For this reason, it is important that we examine available data to assess the accuracy of our predictions.

In addition, by analysing data on observable outcomes, we can better quantify the problem we are seeking to address. We can also quantify the factors that cause this problem and establish their relative importance. This enables us to target interventions and resources towards those areas or individuals where they are likely to have the greatest impact.

In this project, we undertook qualitative research to form a series of hypotheses. We then applied new data science techniques to analyse available data sets. In effect, this allowed us to “test” those hypotheses retrospectively based on a decade’s worth of data. Based on our findings, we identify three categories of road users that we recommend should be the primary recipients of behavioural interventions:

Qualitative Research:

Based on interviews with experienced practitioners and professionals from Sussex Police, the Sussex Safer Roads Partnership, East Sussex Fire and Rescue Service, East Sussex Council and Wealden Council, we formed eight hypotheses:

- 1. Older drivers (above the age of 65) are more likely to be involved in KSI collisions.**
- 2. Younger drivers (aged 17–24) are more likely to be involved in KSI collisions, particularly if they are male.**

3. Occupational drivers are more likely to be involved in KSI collisions and, relatedly, a collision involving a goods vehicle is more likely to be KSI.
4. Drivers of powered two wheelers are more likely to be involved in KSI collisions.
5. KSI collisions are caused by drivers who are not from the local area.
6. Reductions in the number of Road Policing Unit officers over the past decade⁴ means there is no longer a credible fear of enforcement. Because of this, drivers do not comply with road safety rules, such as observing the speed limit, thereby increasing their KSI risk.
7. The introduction of blanket speed limits has reduced the perceived legitimacy of road safety rules, so drivers do not comply with them and so are more at risk of KSIs.
8. The prevalence of narrow rural roads contributes to the higher than average rate of KSI collisions in East Sussex.

Data Science

Methodology

We applied data science techniques to test these eight hypotheses. Using Stats19 data, which captures information about collisions reported to or recorded by the police, we modelled the probability that *any given reported collision* would be a KSI collision. We did this because it allows us to take a known alternative (all reported slight collisions), against which we can measure what makes a KSI collision different. Instead, we could have modelled the probability that *any given journey* results in a KSI collision. In this scenario, our alternative would have been all journeys that did not involve a KSI collision, and we would have measured what makes a KSI journey different from any given journey. However, data on uneventful journeys is not directly measured and we lack detailed information on behavioural factors where no collisions occur.

To achieve our objective, we used a Gradient Boosted Model (GBM). Unlike traditional statistical techniques, this model does not assume a linear relationship between a predictor and an outcome. For instance it does not assume that the change from being aged 18 to 19 is the same as the difference between 69 and 70. It also does not assume variables have independent effects from each other. I.e. it does not assume that the change is the same for motorcyclists and car drivers. This enables us to

⁴ According to data provided by Sussex Police, the number of Road Safety Unit officers has decreased from 380 to 80 over the decade to 2016.

identify issues that result from an interaction of multiple factors, in a way that linear regression models do not. For example, we are able to identify that collision involving a driver over the age of 65 is more likely to be KSI collision if the other vehicle in the collision driven by a 40–50 year old. The model achieves this by 'learning' how to predict whether a collision is KSI based on an initial model and then refining this by focussing on the collisions where the initial predictions were wrong.

This model tells us the predictive power of each variable included in it. A variable is deemed as “important” if it both occurs frequently and is highly predictive. For example, driver age is a factor present in all KSI collisions (therefore frequent) and it is predictive. Therefore it is an important variable. On the other hand, although snow is dangerous and highly predictive of whether a given collision will be KSI, it is very rare (infrequent), so it not as important. Importance is useful for our purposes because it is inefficient to design interventions around dangerous but rare events.

Annex A includes the full list of variables included in the model, and the rationale for their inclusions. **Annex B** is a copy of the Stats19 form, which officers use to record data at the scene of a collision.

Limitations

To inform policy decisions, ideally we would like to predict whether a given *journey* would result in a KSI collision, rather than whether a given *collision* would be KSI. To go some way towards addressing this problem, we report factors that are both *prevalent* in the sense that they cause high amounts of total KSI and are *risky* in the sense that they make a given collision more likely to be KSI. This allows us to target both the number and proportion of KSI collisions.

There are three important limitations to the Stats19 data. First, slight collisions are less likely to be reported to the police, especially as there is no statutory duty to do so for some instances (e.g. personal injury on a bike). Second, some data captured on the Stats19 form at the scene of a collisions was not included in the dataset we used for East Sussex (information linking the vehicle that caused to collision to the contributory factors present and information on visibility were missing). Third, this data is recorded by the officer at the scene, although we understand that Sussex Police has stringent recording practices, it is important to note the limitations of data captured in this way: the accuracy of these statistics is dependent on the judgement and recording accuracy of the officer at the scene.

For example, we took the first vehicle listed in the data to be the one that caused the collision, as per the recording guidelines. However, the cause of the accident may not always be clear, meaning this data will be influenced by the officer’s judgement. In addition, there are likely to be collisions that are not caused by any vehicle, for

example, where the collision is caused by an animal, so our measure of which vehicle caused the accident is imperfect.

We should note that while we were able to obtain data for East Sussex up to 2016, we were only able to access national data up to 2015. For this reason, in the rest of this report, where we draw comparisons between East Sussex and other areas we use data up to 2015; and where we make statements about East Sussex only, we use data up to 2016.

Areas for further data science application

In principle, we could build a more accurate predictive model if we were able to access data that is not dependent on human recording. With access to telematics data, which records GPS location, acceleration and speed, we could infer which journeys are more dangerous, rather than which collisions are more likely to be KSI. However, privacy laws and commercial concerns mean that insurance companies are unlikely to share this data. In addition, it is only available for drivers that care enough about lower premiums on their insurance to have a telematics device installed in their vehicle (who are likely to be safer drivers).

The East Sussex Traffic Safety team shared data with us on ten new speed limit zones, introduced since 2013. This data suggests mixed evidence on the effectiveness of these speed limit zones. However, given the relative infrequency of KSI collisions, we were not able to draw robust conclusions on the effect of these zones on driver behaviour. We believe that there is cause for further analysis of this issue at a national level, where more data will be available, so a greater likelihood of drawing meaningful conclusions.

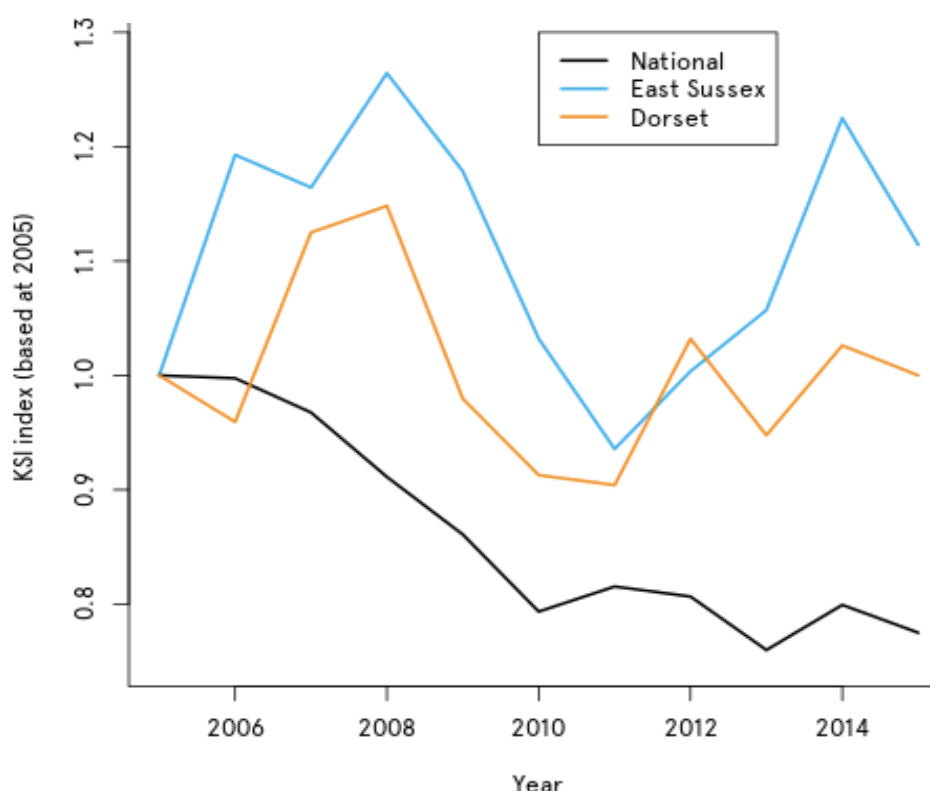
Finally, we obtained data from Sussex Police that captures details of drivers who committed speeding offences from 2013 – 2016 and we were able to match this data to Stats19 data to identify whether drivers who commit speeding offences are also involved in KSI collisions. With more data on traffic offences, we could better predict the link between these offences, the disposal types given and subsequent risk of KSI collisions.

Context

In this section, we compare trends in KSI collisions in East Sussex to national data and data for a comparator region, Dorset. We take Dorset as a comparator due to its similarities with East Sussex. Like East Sussex, Dorset has no motorways and little of the strategic road network. The regions also share similar demographic and weather patterns. We draw this comparison for the decade to 2015, the latest year for which national data is available. It is important to note that these comparisons take no account of differences in recording practices that might exist across police forces in these areas.

Across England, the number of collisions that result in a person being killed or seriously injured (KSI) has declined over the past decade. This is not the case in East Sussex, where, since 2005 KSI collisions have increased by 19.6 per cent (see **Figure 1** below). In contrast, while KSI collisions in Dorset have not declined in line national trends they have not increased, as is the case in East Sussex. KSI collisions in Dorset are currently approximately equal to their 2005 level.

Figure 1: Changes in the number of KSI collisions since 2005

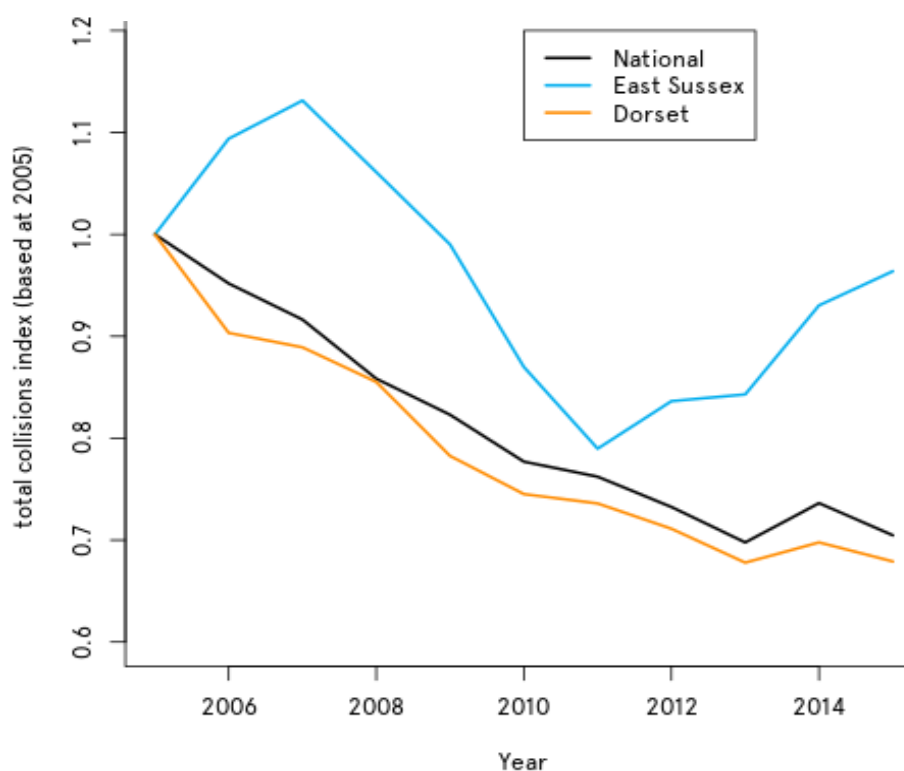


This increase in KSI collisions cannot be explained by an increase in the number of vehicles on the roads. Traffic throughput in East Sussex has increased by less than one per cent since 2005, while KSI collisions have increased by 11.43 per cent. However,

there does seem to be *some* correlation between traffic throughput and KSI collisions. From 2005 – 2007, throughput was high but steady, before decreasing to 2010. This may explain the fall in KSIs from 2008 to 2010.⁵

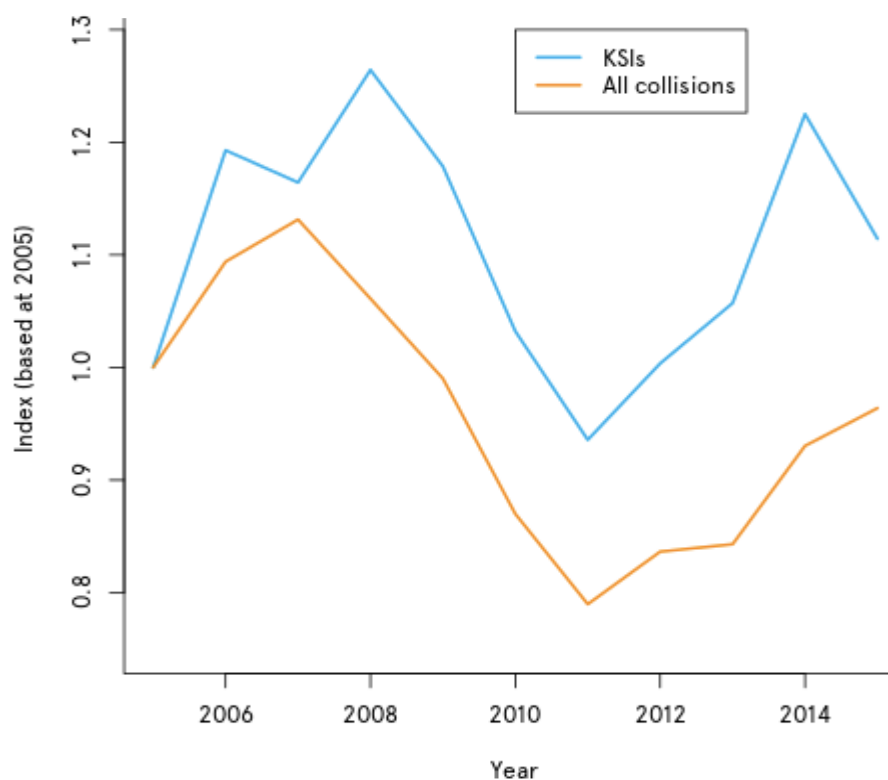
Collision rates overall in East Sussex have not decreased in line with national trends (see **Figure 2** below). In fact, the trend in overall collisions has been upwards in East Sussex since 2011. However, the increase in KSIs in East Sussex over the past decade cannot be explained by an increase in the number of collisions overall during the same period. KSI collisions have increased while the total number of collisions has decreased from 1522 in 2005 to 1467 in 2015 (see **Figure 3**).

Figure 2: Changes in the number of all collisions since 2005



⁵Department for Transport, East Sussex Traffic Profile, 2000 – 2015

Figure 3: Changes in KSI collisions and changes in all collisions, since 2005



Most KSI collisions in East Sussex do not result in a fatality. Taking the years 2005 – 2016 approximately 8 per cent of KSI collisions lead to a fatality. In 2016, there were 1361 collisions, with 311 of those resulting in a serious injury and 24 resulting in a fatality. These figures should also be read in context of improving medical treatment over this period, which means that those involved in serious collisions are more likely to survive

The structure of this report

The rest of this report is structured as follows:

1. **Data Science Findings:** this section identifies the factors most associated with KSI collisions; tests these findings against the hypotheses identified; identifies behavioural factors likely to be at play; and recommends three target groups for interventions.
2. **Target Groups:** this section describes detailed findings for each of the target groups identified.

Data Science Findings

In this section we begin generally, identifying the factors which are associated with KSI collisions in East Sussex according to our data. Based on this, we present evidence against the eight hypotheses formed and identify three groups of drivers who should be the target of interventions to reduce KSI collisions in East Sussex.

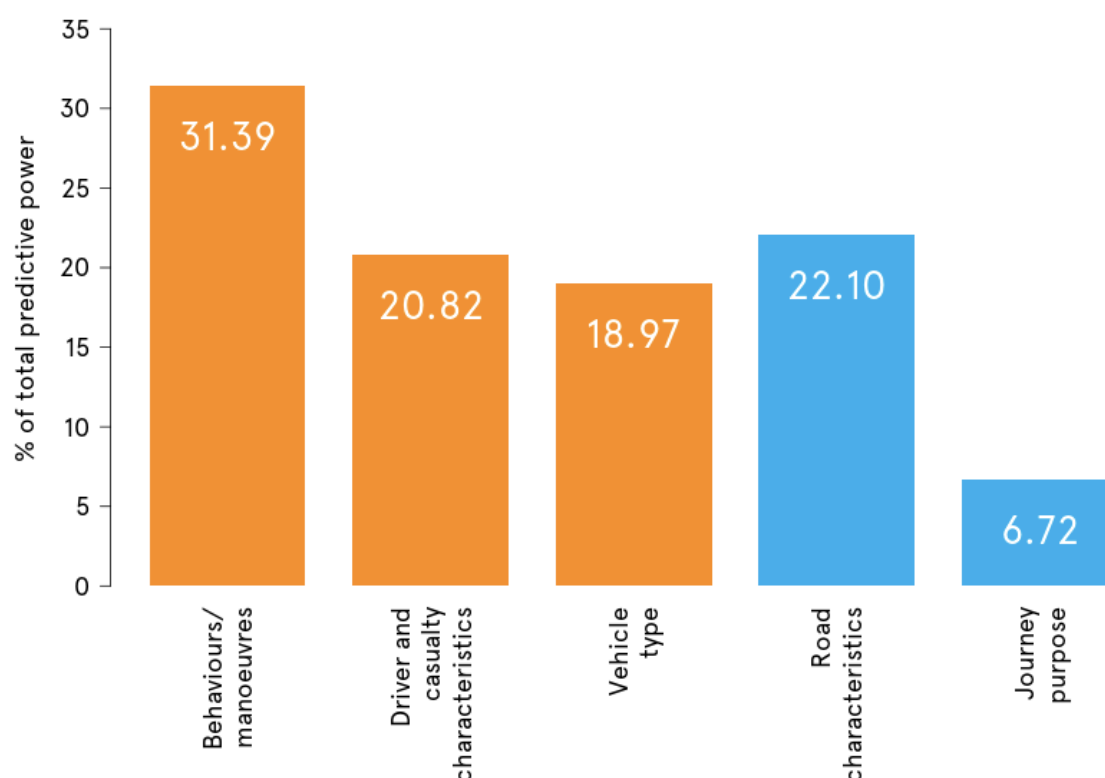
Determinants of KSI collisions

At the scene of any collision, the officer attending notes:

1. **Contributory factors that describe the behaviour of one or more of the drivers involved.** Examples of contributory factors include: “careless or in a hurry” or “impaired by alcohol”.
2. **Driver and casualty characteristics** such as age, gender, vehicle type (of the vehicle that caused the collision and all vehicles involved) and whether pedestrians were involved in the collision.
3. **Road and environmental characteristics**, which capture the speed limit at the site of the collision, the precise location of the collision, the road environment, road type, time, season and weather.
4. **Journey characteristics**, which include journey type (occupational, school-related or other).

We used data science to establish the relative predictive power of each these factors. As the orange bars in **Figure 4** shows, we found that what the driver is doing at the point of a collision, the type of driver they are and the type of vehicle they are driving predicts whether the collision they are involved in will be a KSI collision. Taken together, these three factors contribute to 60 per cent of the model’s predictive power for determining whether a given collision will be a KSI collision, while road characteristics only account for around 20 per cent of the model’s predictive power. **This suggests that interventions that successfully target the specific behaviours of specific types of driver are likely to influence KSI rates.**

Figure 4: Determinants of a KSI collision



Contrary to **Hypothesis 3** that **occupational drivers are more likely to be involved in KSI collisions**, we find that journey purpose is not an important predictive factor.⁶ Relatively few KSI accidents are caused by commuters or parents dropping their children at school in particular.

Driver behaviours in KSI collisions

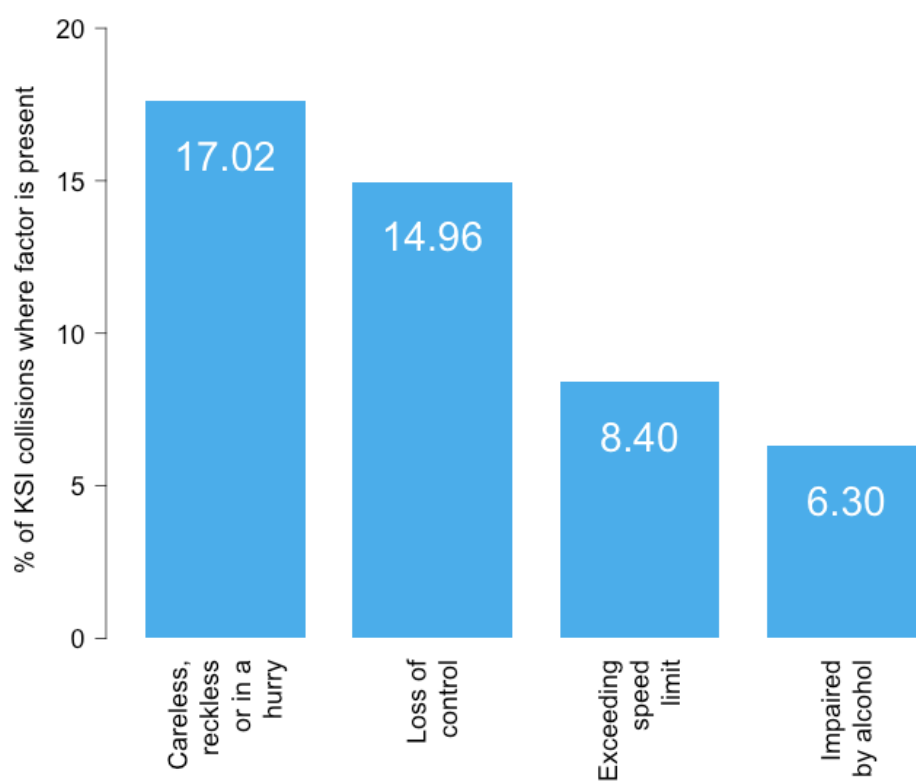
As described above, driver behaviour is an important determinant of whether a collision will be a KSI collision. More than 80 per cent of KSI collisions in East Sussex are associated with driver error or a behavioural factor⁷. In this section, we highlight the driver behaviours that occur most frequently in the data, and highlight behavioural principals that are likely to be at play.

Figure 5 below sets out the contributory factors that are the most common in KSI collisions. Note that most accidents have more than one contributory factor.

⁶ This does not mean that occupational journeys are less important than other journey types, just that journey types in general are not important. This could be because journey types are not accurately recorded.

⁷ These include factors associated with: injudicious action (e.g. disobeying the speed limit); driver error (e.g. failure to look properly); impairment of distraction (e.g. drink driving or fatigue); behaviour or inexperience (e.g. aggressive driving or being a learner).

Figure 5: driver behaviours recorded as most frequently present in KSI collisions



Behavioural factors likely to be present in KSI collisions

Here we discuss some of the behavioural factors that may underpin the recorded behaviours presented in **Figure 5** above.

- ◆ **Optimism bias:** people often overestimate the likelihood of positive events and underestimate the likelihood of negative events when predicting what will happen to them. For example, we underrate our chances of getting divorced or suffering from cancer.ⁱⁱⁱ Research suggests this bias holds for driving competency. As a result, people are excessively and unrealistically optimistic when judging their accident risk.^{iv} The presence of optimism bias may lead people to not take necessary cautions or pay enough attention when driving, leading them to make careless mistake.
- ◆ **Cognitive burden:** at almost every moment of every day there are multiple factors that compete for our attention. We only have so much attention we can give to things so focussing on something, whether consciously or not, necessarily hurts performance in other tasks.^v Between 1984 and 2000, vehicle deaths accounted for 20 per cent of firefighter deaths. In 79 per cent of these cases the firefighters were not wearing seatbelts. Firefighters know these statistics, but at the moment

of entering the vehicle, their cognitive energy is focussed on preparing for the burning building they are driving towards, so they fail to take necessary precautions.^{vi} In similar vein drivers who are in a hurry to arrive at their destination may be focussed on what expects them there, leading them to expend less effort on the important decisions at hand and resulting in increased risk of a collisions.

- ◆ **Overconfidence:** drivers who are familiar with the roads may be over confident in their own driving abilities and think that a collision would never happen to them. A study documenting the “better than average” effect reports that over 80 per cent of drivers think they are better than average.^{vii} People rely on mental shortcuts or heuristics in making decisions.^{viii} Though often useful in enabling us to make decisions quickly these can lead to errors in judgement, for example, around perceptions of risk.^{ix} Drivers familiar with their environment may over-rely on the representativeness heuristic, which triggers the subconscious cue “how similar is the situation to a familiar one?” or the recency heuristic “what happened last time I was in a similar situation?” This may lead them to underestimate the risk to themselves and therefore drive carelessly.^x
- ◆ **Lack of experience:** the flip side of this coin is that drivers who have little experience of their environment, for example because they are driving in a new area or have just passed their driving test, may lack experience on which to base their decision making. As a result they may not adjust their behaviour appropriately to their environment, leading them to make seemingly careless errors or lose control of their vehicle.
- ◆ **Drivers do not think that speed limits are legitimate:** drivers may actively choose not to comply with speed limits because they do not believe them to be legitimate or necessary. We recently worked with the West Midlands Police on a trial to test whether making the consequences of speeding more salient by explaining the reasons behind speed limits would increase compliance with speed limits. To do this, we redesigned the leaflet that is sent to drivers along with the Notice of Intended Prosecution following a speeding offence to include information on the children killed or seriously injured in collisions in the West Midlands and explain the rationale behind speed limits. The intervention decreased the likelihood of speeding re-offending within 6 months by 20 percent.
- ◆ **Drivers may self-identify as rule breakers:** People’s identity largely influences their behaviour. In one study that tried to reduce cheating, researchers found that asking ‘Please don’t be a cheater’ was more effective than asking them ‘Please don’t cheat’ because participants did not want the identity of a cheater.^{xi} When it comes to driving young drivers may feel the opposite, taking pride in their ‘rule breaking’ identity. This may also be true of motorcyclists.

KSI collisions by vehicle type

Vehicle type is an important factor in determining KSI collisions. As **Table 3** below shows, drivers of powered two wheelers and cyclists are disproportionately more likely to cause KSI collisions. In total, powered two wheelers cause approximately 8 per cent of all collisions.

In addition, drivers of powered two wheelers and cyclists are also likely to be *involved* in KSI collisions, without necessarily *causing* them. More than a fifth of the KSI collisions caused by cars are ones where they hit either drivers of powered two wheelers. This supports **Hypothesis 5 that drivers of powered two wheelers are more likely to be involved in KSI collisions**. However, as **Table 3** shows, goods vehicles make a very low contribution to KSI rates, **which does not support Hypothesis 3 that a collision involving a goods vehicle is more likely to result in someone being killed or seriously injured**.

Table 3: KSI Collisions by Vehicle Type⁸ (2015 data)

Vehicle Type ⁹	% share of total vehicle miles	% of all collisions caused by vehicle type	% of KSI collisions caused by vehicle type	KSI collisions caused per 1000 vehicle miles
Powered Two Wheeler	0.91	10.02	19.7	5.21
Cyclists	0.24	3.54	4.78	4.79
Cars	77.74	75.23	62.09	0.2
Goods Vehicle (heavy and light)	20.62	9.34	5.97	0.07

KSI collisions by driver characteristics

We find evidence to support **Hypothesis 2 that younger drivers (aged 17 – 24) are disproportionately more likely to be involved in KSI collisions**. We also find evidence that young drivers who cause KSI collisions are disproportionately male.

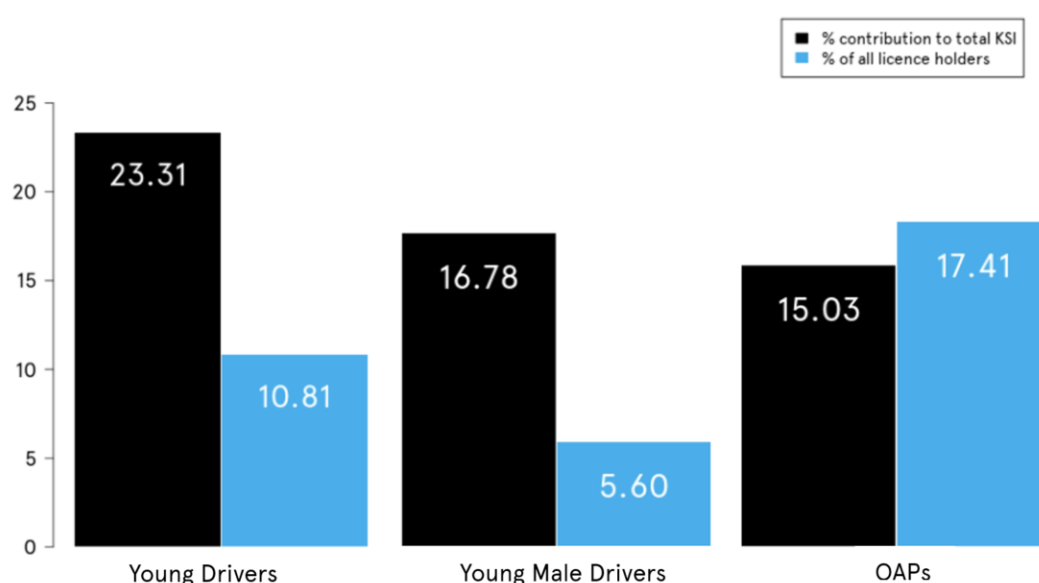
⁸ Department for Transport, East Sussex Traffic Profile, 2000 – 2015

⁹ Note that KSI collisions where vehicle labels were missing in the data were excluded from the analysis. There were some collisions where the vehicle class is other, which is why the vehicle miles percentages do not total 100 per cent.

Older drivers are likely to be involved in KSI collisions but, contrary to Hypothesis 1, not disproportionately so. Over 65s represent 25.74 per cent of East Sussex's population and 24.61 per cent of KSI collisions involve a driver aged over 65. I.e. the high number of KSI collisions in East Sussex that involve over 65s can be explained entirely by the high number of over 65s who live in the area.

In addition, while **younger drivers, and younger male drivers are disproportionately likely to cause KSI collisions, this is not true of over 65s. Over 65s are proportionately less likely to cause KSIs.** This is demonstrated in Figure 6 below which shows the percentage of KSI collisions *caused* by young drivers; young male drivers; and old age pensioners relative the percentage of licences held by those groups in Great Britain.¹⁰

Figure 6: Percentage of KSIs caused and percentage of licences held, by driver type



Origins of KSI drivers

Contrary to Hypothesis 4 that KSI collisions may be caused by drivers who are not from the local area, most (84.1 per cent) KSI collisions, for which the driver's county of residence is recorded, are caused by drivers who live in East Sussex.¹¹ In East Sussex, just over two thirds of collisions and KSI collisions occur within 10 miles of the home of the driver who caused the collision; **approximately a third occur within 3 miles of the home of the driver who caused the collision.** This also suggests it is unlikely that drivers from outside East Sussex cause many KSI collisions.

¹⁰ We were not able to obtain data on licence holders by age for East Sussex specifically, so we use data for GB licence holders.

¹¹ It is important to note that this is often misspelt or not recorded. Fixing this field should be a priority for record keeping purposes. There are a small amount of non-UK drivers for whom their county is normally a foreign state or province e.g. Alberta, Canada.

Locations of KSI collisions

Nationally, for any given road class, collisions in rural areas are more likely to be KSI compared to urban roads of the same class. For example, the proportion of collisions that are KSI on rural roads and urban roads is 20.44 per cent and 13.2 per cent respectively on B roads; and 23.78 per cent and 14.54 per cent respectively on A roads.

Given that rural roads are more dangerous nationally, and there are more rural roads in East Sussex, it does not seem unreasonable to infer that rural roads may contribute to the higher rate of KSI collisions in East Sussex. However, given the relatively crude definition of urban and rural roads in the data (e.g. roads passing through Lewes are categorised as urban) **we have insufficient evidence to accept or reject Hypothesis 8 that the prevalence of rural roads contributes to the higher than average rates of KSI collisions in East Sussex.**

The effect of new speed limit zones on KSI collisions

We obtained data from the East Sussex Traffic Safety team which sets out where ten new speed limits have been introduced to specific areas of road, since 2013. All these changes involved introduction of a lower speed limit, away from the national default speed limit.

Given KSI collisions are a relatively rare event it is difficult to draw definitive conclusions from this data. Any observed patterns may be as a result of chance. We are also not able to control for the fact that generally, new speed limit zones are introduced on stretches of road that are deemed more dangerous. However, with these caveats, the available data shows that of the ten speed limit zones that have been introduced, five had a positive impact on KSI collisions; three have had no impact; and two have had a negative impact. This suggests very mixed evidence of their effectiveness. While this is not a robust finding given the low instances of KSI collisions, we believe it cause for further analysis of this issue, possibly at a regional or national level where more data will be available.

The effect of speeding offences on a driver's subsequent KSI risk

We obtained data from Sussex Police that captures details of drivers who committed speeding offences from 2013 – 2016. Matching this to Stats19 data, we found that in this three year period, **7.17 per cent of KSI collisions and 10.57 per cent of all collisions were caused by vehicles with at least one prior speeding offence against their registration number.**¹²

¹² We cannot control for who is using the car at a given time, but it seems reasonably likely that it is often the same individual.

The rate of speeding re-offence within a year was 7.7 per cent. This percentage only reflects the instances where those speeding were caught. In reality, it is likely that re-offence rates are higher. Re-offence rates vary by the disposal that the driver receives: 6.68 per cent of those who attended a speeding course re-offended within a year; this percentage increased to 7.92 per cent for those who received points; 12.32 per cent for those who were prosecuted and 14.96 per cent for those receiving no further action.

This is interesting for two reasons. First, it shows that the sanction that follows a speeding offence does not categorically reduce a drivers' risk of subsequently causing a KSI collision. **This is evidence to support both Hypotheses 6 and 7, that there is not a credible deterrent to speeding and that speed limits are not perceived as legitimate.** Second, it shows that **this point of contact that a driver has with the police following a speeding offence may be a powerful intervention point for reducing subsequent KSI collisions.** As a result, two of the recommendations we have identified specifically target speeding.

Summary of findings against hypotheses

Hypothesis	Findings
1. Older drivers (above the age of 65) are more likely to be involved in KSI collisions.	We do not find evidence to support this, as over 65s are involved in approximately as many KSI collisions as their percentage of the population. In fact, over 65s are proportionately less likely to cause of KSI collisions.
2. Younger drivers (aged 17 – 24) are more likely to be involved in KSI collisions, particularly if they are male.	We find evidence to support this. As well as being more likely to be involved in KSI collisions, younger drivers are disproportionately more likely to cause KSI collisions. This is particularly true of young male drivers.
3. Occupational drivers are more likely to be involved in KSI collisions and, relatedly, a collision involving a goods vehicle is more likely to result in someone being KSI.	We find no evidence to support this. Journey type is unimportant in determining whether a collision will be KSI; goods vehicles are proportionately less likely to cause KSI collisions.
4. KSI collisions may be caused by drivers who are not from the local area.	We do not find evidence to support this. Most KSI collisions are caused by drivers who live in East Sussex.
5. Drivers of powered two wheelers are more likely to be involved in KSI collisions.	We find evidence to support this. Powered two wheelers cause a disproportionate number of KSI collisions, they are also likely to be involved in a high proportion of KSI collisions caused by cars.
6. Reductions in the number of Road Policing Unit officers over the past decade means there is no longer a credible fear of enforcement.	Vehicles with prior-speeding offences recorded against them are disproportionately involved in KSI collisions and speeding reoffending is high. However, we only have speeding offence data for the last four years so we have insufficient evidence to accept or reject this hypothesis.
7. The introduction of new speed limits, particularly 20mph zones has reduced the perceived legitimacy of speed limits, making drivers less likely to comply.	Speeding reoffending is high, and the evidence on the effect of new speed limits on KSIs is mixed. However, the low frequency of KSIs means it is not possible to draw robust conclusions about the impact of new speed limit zones so we have insufficient evidence to accept or reject this hypothesis.
8. The prevalence of narrow rural roads contributes to the higher than average rate of KSI collisions in East Sussex.	Rural roads have been found nationally to have a higher risk of KSI and there are more rural roads in East Sussex. However, based on our data, we have insufficient evidence to accept or to reject this hypothesis.

Recommended groups for behavioural interventions

Based on these findings, we identify three categories of road users that we recommend should be the primary recipients of behavioural interventions:¹³

1. **Motorcyclists** who are both disproportionately likely to cause KSI collisions, and likely to be involved in KSI collisions without causing them.
2. **Young drivers aged 17 – 24, and particularly young male drivers**, who are disproportionately likely both to cause and to be involved in KSI collisions.
3. **Car drivers in general** who are likely to cause KSI collisions by hitting vulnerable road users, such as cyclists, motorcyclists and over 65s.

We now set out detailed findings relating to each of these three groups, which should inform the detail and implementation of any interventions to reduce KSI collisions.

Motorcyclists

Collisions caused by motorcyclists are a bigger component of KSI collisions in East Sussex (44.27 per cent) than they are nationally (29.2 per cent). Interventions should target young and middle-aged males. Almost all (92.4 per cent) of motorcyclists who cause KSI collisions are male. 33.1 per cent are caused by young riders, and the rest almost entirely by riders under 65.

Interventions should also focus on riders of motorcycles with bigger engines. 61 per cent of KSI collisions caused by motorcyclists are on engines above 500cc, 31 per cent are between 125cc and 500cc and 8.27 per cent on engines under 125cc. Behaviours to target are compliance with speed limits and maintaining control of the vehicle. Motorcycle-caused KSI collisions are more likely to involve exceeding the speed limit (9.8 per cent of motorcycle caused KSI collisions, relative to 6 per cent of car-caused KSI collisions). They are also twice as likely to involve loss of control, relative to car-caused KSI collisions (23.1 per cent, compared to 13.46 per cent).

Drink-driving does not seem to be a significant factor in motorcycle-caused KSI collisions. They are less likely to involve alcohol impairment than KSI collisions caused by a car. 87 per cent of motorcycle-caused KSI collisions are caused by drivers who live in East Sussex. Motorcycle KSI collisions do not seem to be related to weather conditions. Of the 653 motorcycle-caused KSI collisions that occurred in the period for which we have data only 3 were in foggy weather; 13 in windy weather; and 49 in rainy weather. This is likely to be because motorcyclists are less likely to use the roads in bad

¹³ Given the low frequency of KSI collisions, it is not possible to narrow those categories down further.

weather conditions. Motorcyclists are less at risk of KSIs when close to home. Their KSI risk increases quite steeply over the first 5 miles, and levels off after about 20 miles.

Young Drivers (17 – 24)

The majority of KSIs caused by young drivers occur in cars (66.4 per cent) with of 25.9 per cent caused by young people on motorcycles.

Behaviours to target for this group are: exceeding the speed limit; drink-driving; and carelessness or recklessness. KSI collisions caused by young drivers are 3 times as likely to involve exceeding the speed limit as KSI collisions in general. They are 2 times as likely to involve alcohol impairment and also 2 times as likely to involve aggressive driving. KSI collisions caused by young drivers are 1.5 times as likely to involve careless, reckless or hurried driving. 22 per cent of KSI caused by young people are associated with a Learner or inexperienced driver or rider. In addition, young drivers are most at risk of a KSI collision when they are close to home.

Car drivers at risk of hitting vulnerable road users

Of the KSI collisions caused by cars, about 15 per cent are due to car drivers colliding with motorcycles and 7 per cent are due to car drivers hitting cyclists. These collisions account for 14.67 per cent of all KSI collisions. More than half of the KSI collisions that involve older drivers are not caused by them.

The principal behaviour to target here is driver concentration. These collisions are most commonly associated with driver errors (86.52 per cent, compared to 56.87 per cent across all KSI collisions). Cars are most likely to cause a KSI collision by hitting a motorcyclist or cyclist when entering a main road (18.2 per cent) or mid junction (18.2 per cent), or when driving away from a junction (27.87 per cent).

The risk of a collision involving an over 65 resulting in them being killed or seriously injured is highest when the driver causing the accident is aged 40-50. This suggests either a lack of patience with older drivers or a decreasing ability to react quickly to minor errors made by fellow road users.

Annex A – Stats19 variables included and excluded in the predictive model

We have included the following variables in the model:

- ◆ Contributory factors; manoeuvres; breath test; driver age and sex (we have re-coded driver age <16 error in the data as blank as we suspect that most of these are miscodes); whether a cyclist was involved; junction location; road class; whether a powered two-wheeler was involved; whether children were involved; whether pedestrians were involved; whether old people were involved; vehicle type; distance from home; journey type; speed limit; location; road type; time; season; year; and weather.

We have excluded the following variables because their effects are picked up by other included variables:

- ◆ The number of vehicles; casualty age and gender.

We have excluded the following variable because of errors in the data:

- ◆ Visibility (this was miscoded in the data)

We have excluded the following variables because we deemed them not important, or too small to be of interest:

- ◆ Pedestrian location and movement; skidding; impact site; punishment for speeding; carriageway hazards; towing; junction details and control; crossing controls; colour and model of vehicles; and cyclist wearing a helmet.

Endnotes

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Appendix 4

Implementation Plan 2016-19

Activity	Outcome sought	Timescale
Joint Scrutiny Board.	Following Joint Scrutiny Board the Safer Streets report will be put in the public domain.	Complete
Consultation with partners & stakeholders East Sussex Road Safety Partnership and SSRP Present the findings of the Safer Streets report together with the information contained in the March 2016 Scrutiny report and its appendices to the SSRP and the East Sussex Safer Roads partnership. The SSRP are key partners in this work and their views on our proposals are important in the successful delivery of this programme.	Inform East Sussex Road Safety Partnership and SSRP of plan and approach, and seek feedback.	Complete
East Sussex Safer Communities Partnership.	Inform and seek feedback from Safer Communities Partnership of plan and approach.	Complete
Appoint project manager (2/3 years). To lead, coordinate and oversee activity over next 3 years. Robust project management is important to work across partner agencies to ensure that the whole system is working together more efficiently to prevent road accidents.	Additional capacity in place to oversee programme, September 2016. Appointed for 30 hours per week for at least two years. To be reviewed in Summer 2018	Complete

Commission detailed data analysis to confirm target groups and issues for prioritisation to reduce overall risk of KSIs.	Detailed data analysis commissioned from Behavioural Insights Team. Target groups/issues for highest predictive risk of KSIs identified.	Complete
Detailed interventions are worked up by project manager in conjunction with programme board to develop, cost and finalise the action plan.	Clear direction provided for the Programme Board, milestones and risks identified	Complete
Implementation and monitoring of projects with partners and key stakeholders. Governance of programme by cross organisational Programme Board meeting monthly /bi monthly	Project manager leads implementation of agreed projects with project partners and reports to the Programme Board.	Summer 20167– Autumn 2018 (end date provisional)
Commission final evaluation.	Robust evidence to determine which interventions are effective (and which are not). To seek opportunities to communicate and publicise outcomes of this work.	Autumn 2018 (end date provisional)
Subject to evaluation agree with partners next steps in road safety programme.	Clear plan developed for next steps in ESCC road safety programme and discussions with project partners regarding wider programme roll out pan Sussex.	Autumn 2018-Spring 2019 (subject to project end date being determined)

Report to:	Economy, Transport and Environment (ETE) Scrutiny Committee
Date:	14 June 2017
By:	Director of Communities, Economy and Transport
Title:	Highways Drainage Maintenance Service Update
Purpose:	To update the ETE Scrutiny Committee on the progress of the highway drainage maintenance service following the recent review of the service by Scrutiny Committee in 2016.

RECOMMENDATION: The ETE Scrutiny Committee is asked to note the progress that has taken place against the recommendations to improve the service and plans to further improve the drainage network using the recently allocated additional capital funding

1. Financial Information

1.1 Highway maintenance is funded through both annual capital and revenue allocations. The net revenue budget for highway maintenance is £11.2m per annum of which approximately £500k is allocated to drainage for the routine gully cleansing and ditch maintenance service with up to a further £500k of revenue spent in year to deal with reactive drainage problems.

1.2 The annual capital budget for highway maintenance for the 2017/18 financial year is circa £20m with around £1m for drainage repairs and improvements identified from investigations. In February 2017 Full Council set out a further £1m of drainage capital expenditure for 2017/18 and £1m each year for 2018/19, 2019/20 and 2020/21.

2. Background

2.1 In May 2016 Cabinet considered a report by the scrutiny review board of the Economy, Transport and Environment (ETE) Scrutiny Committee on highway drainage (Appendix 1) and approved the response and action plan set out by the Director of Communities, Economy and Transport (Appendix 2). In summarising the report it is clearly recognised that significant investment has been undertaken in the road network over the last 5 years and it is important to protect both past and future investment with appropriate levels of investment in the highway drainage asset that underpins the functioning of the road network.

2.2 It was also recognised that the drainage network across East Sussex has suffered from under investment over many years and as a result the County Council has a dated network that was likely to cost more to maintain year on year. A well managed drainage network is critical to ensuring the controlled removal of water from the carriageway to allow customers to use it safely, to protect property and to help maintain the structural integrity of our roads to prolong their life. The impact that the failure of the drainage asset can have on other highway assets, wider transport infrastructure and private property can be significant.

2.3 The challenge in managing drainage and local flood risk is our ability to understand the nature of the problem and in turn identifying an appropriate solution. In many cases we have very little information about the location and condition of highway drainage assets which presents real challenges in making the case for investment and in targeting current funding. In East Sussex the drainage assets include approximately 98,000 gullies, 500km of rural highway ditches and grips, several hundred kilometres pipes, hundreds of soakaways, headwalls, outfalls and numerous private networks that are important features of an integrated and properly functioning drainage network.

2.4 This paper provides an update on progress on the action plan approved by Cabinet and sets out the Department's approach to improving the drainage network with existing and the additional capital investment.

3. Supporting Information

3.1 The historical approach to maintaining highway drainage assets has largely been reactive in nature with a gradual deterioration in condition and a loss of knowledge and accurate record keeping. Much of the attention and investment has been focussed on the carriageway, but now this has been improved, attention switched to developing a Highways drainage strategy. This strategy aims to drive a

more focused and asset management based approach to highway drainage with the following three key objectives:

- Define the highway drainage assets and improve our understanding
- Deliver an efficient and effective highway drainage service
- Work in collaboration with people and partnerships

3.2 Since the implementation of the new highways maintenance contract in May 2016 a number of projects have commenced focusing on providing a better understanding our drainage systems and how we can effectively improve our drainage network to achieve the three key objectives above. These are summarised below and described further in the report:

- Details of our highway gullies have been included in the contractors inspection and works management system to enable defects and actions to be recorded directly against the individual asset to improve type, condition and maintenance information.
- A drainage 'hotspots' project analysing historic data, customer reports and using local knowledge to identify drainage and flooding hotspots of consistent or recurring issues across the county. This identified over 270 drainage hotspots for action.
- Work has continued on validating existing drainage records including paper based records to improve our drainage asset knowledge to inform new and improve on existing maintenance regimes.
- The processes for investigation and determination of drainage issues has been reviewed to automate and escalate issues more effectively and ensure information is recorded effectively.

4. Improving the effectiveness of the drainage network

4.1 Our approach to implementing the drainage strategy is set out below and reflects the three key elements of the strategy by; identifying, prioritising and tackling drainage issues; improving our drainage asset knowledge through investigation and encapsulation of historic records and knowledge to deliver a more effective drainage service; and working with partners and local communities to understand and proactively manage drainage together.

5. Tackling Drainage Issues

5.1 A routine gully cleansing programme is undertaken on a targeted basis to ensure the gully network is operational and working effectively. As part of this process defects with the network are identified. These include jammed gully grates or broken gratings and pots. Many of these are dealt with 'automatically' as part of the contractors core drainage and defects services. However, blockages in the connecting pipework are also identified where the cause of the blockage is unknown. These need to be attended by specialist crews with high power jetting and CCVT camera equipment to investigate causes.

5.2 The cause of the blockage and the time taken to investigate an individual blockage can vary considerably. Some are able to be unblocked and made to be working there and then, and others require further works to replace broken pipes, remove tree roots, repair damaged connections and also repair outfalls and headwalls that link to public or private ditch networks. Where a blocked pipe is causing flooding these blockages are given a higher priority. Other pipes need to be replaced where they are simply no longer capable of dealing with the volume of water.

5.3 As a result of a two year targeted gully cleansing programme undertaken during 2015/16 and 2016/17 over 2700 blockages have been identified representing 2.8% of the total gully network. Whilst a proportion of these have been investigated and repaired in the year, investigations have created approximately £500k worth of drainage improvements to be carried out during 2017/18. Additional improvements will be identified during the year. These blockages continue to be prioritised for investigation during 2017/18 and 2018/19 and each investigation will be fully documented to collect details of the cause, condition and to 'map' the drainage network for future maintenance.

5.4 In addition, in 2016 work was undertaken that identified over 270 flooding 'hotspots' across the county by collating information from members of the public, parish and town councils, and problems identified by the Highway Stewards and information from the Councils flood management and the contractors drainage maintenance teams.

5.5 In some cases the cause of the flooding is known but in others further investigation is required. These hotspots have been prioritised for further investigation during 2017/18 and 2018/19 with initial

investigation focussed on determining the cause of the problem and then to devise and deliver a permanent solution to ensure these flooding issues are dealt with once and for all. However, by their very nature the causes of many of the flooding problems are unknown and therefore the number of hotspot issues that can be tackled each year will depend on the outcomes of the investigations and the work required against the available annual budget.

6. Fence to fence design

6.1 In undertaking the design and delivery of all capital footway and carriageway works, consideration and investigation is also given to the drainage network to ensure any drainage issues are identified and appropriately resolved as part of a fence to fence design and delivery approach.

6.2 In addition, known gully blockages and flooding hotspot sites will be prioritised where works on the carriageway and footways are planned to ensure these issues are dealt with before the footway or carriageway works are undertaken. This fence to fence approach will generate drainage works for this years and future years programmes.

6.3 This will not only include improving the gully, pipe and ditch network but may also include adjusting kerbing and in rural locations this may mean installing new kerbing to ensure surface water is efficiently channelled away from the road as effectively as possible. Where kerbing is not appropriate it may also include reconstructing verges and associated edge of carriageway haunches to help channel water away from the road surface, prevent verge softening and the undermining of the carriageway.

7. Improving the ditch and grip network

7.1 In addition to the regular gully cleansing service, and as part of the new contractual requirements, a routine ditch and grip maintenance programme was introduced in 2016/17. This targets one quarter of the ditch network each year for cleaning out and grip cutting. However, difficulties were encountered due to the poor condition of much of the ditch network with many rural ditches requiring complete reconstruction. Difficulties were also encountered with the inconsistent nature of the information held about our ditch network and overgrown private hedges.

7.2 Ditches and grips are an important part of the drainage system in rural locations where road infrastructure is not usually a modern construction, and as such its resilience to water and weather is far more limited. Therefore, a maintenance programme is being developed to reform the 'missing' ditch and grip network and at the same time to record the asset for future maintenance. To undertake this work a full survey of the network is underway to determine ditch condition and develop a prioritised programme of ditch reconstruction works and routine maintenance 'clean out' works for 2017/18. Again dependent on condition, the completion of the total network will be dependent on the works required and the annual budget but this will generate works for this years and future year's programmes. These works will be co-ordinated with the carriageway programme to prioritise ditching works.

8. Improving our knowledge

8.1 In addition to information about our drainage network collected through the works outlined above, historical paper based records are currently being digitised for inclusion in our asset management system to enable information to be shared and to help develop and maintain current and future maintenance regimes. Where gaps are identified in the network information further site surveys will be undertaken to ensure as full a record as possible can be created.

8.2 Formal consultations are also being undertaken with parish and town councils to further develop our knowledge of local and historic issues. This will help to develop relationships with local communities and particularly land owners to support future maintenance regimes whether that maintenance is undertaken by the Council, communities or landowners.

8.3 An East Sussex Flood Officers group has been established to co-ordinate and overview flood and drainage management in East Sussex.

8.4 At the same time we continue to work with our colleagues in Development Control and with district and borough councils, the Environment Agency and the flood management team to ensure resilience is built into the network in the future. This ensures new drainage networks and connections to the existing network are fit for purpose and do not impact on the performance of the existing network.

9. Comments/Appraisal

9.1 There has been significant progress to understand the network and the issues with it, but there are still many unknowns. Identifying the causes and resolving the issues presents significant challenges. Drainage problems can be complex to resolve particularly as much of the network is hidden. As a result, the cost of fixing issues and making improvements is more difficult to predict.

9.2 However, in 2017/18 East Sussex is targeting £2m of capital expenditure and around £1m (£500k on routine gully service plus £500k for reactive service) of revenue expenditure on the highways drainage network. The approach set out in this report provides the best opportunity to improve the maintenance regimes and to begin to improve the performance of the network. The next four years of additional investment therefore should provide demonstrable improvement whilst at the same time reducing the rate of decline in our carriageway and footway assets, reducing the level of incidents of highway flooding and reducing the level of flood claims.

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LOCAL MEMBERS

All

BACKGROUND DOCUMENTS

Scrutiny review of highway drainage in East Sussex

Scrutiny review of highway drainage in East Sussex

Report by the Review Board

of the Economy, Transport and Environment Scrutiny Committee

Councillor Richard Stogdon (Chair)

Councillor Michael Pursglove

Councillor Pat Rodohan

Councillor Barry Taylor

March 2016

Economy, Transport and Environment Scrutiny Committee – 16 March 2016

Cabinet – 26 April 2016

Full Council – 10 May 2016



Report of the scrutiny review of highway drainage in East Sussex

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Introduction by the Chair of the Review Board

Councillor Richard Stogdon

Since 2010, the combined effect of hard or exceptionally wet winters has taken its toll on all parts of the network of our roads in East Sussex. In some cases, the impact of failure in the drainage network can be almost alarming. Whatever cleaning qualities water may have, the overall effect of its activity in regard to our roads in more recent years has been damaging and inimical to the overall lifespan of the network. Nor is damage to our road system the whole of the story. The effect of run-off from our roads on residential property has given rise to claims in the past five years of £64,000.

As far as the County's highways asset is concerned, one of our Senior Highways Officers told us that ***"the drainage network is the most important asset we have"***.

With all that in view, a Review Board was set up by the County Council's Economy, Transport and Environment Scrutiny Committee to consider the maintenance, repair and investment in the systems of drains, gullies and ditches forming the underlying infrastructure of East Sussex roads.

When Scrutiny looked at these issues prior to 2010, the Committee was made aware of the extent to which records and data relating to the location and specification of large parts of our highways drainage network had either been lost, or, was missing. While physical damage arising through either fire or flooding was, in part, responsible for destroyed data, a further factor related to the significantly diminished workforce having long term, but unrecorded knowledge, skill and experience of the maintaining the network. By way of further background, in the context of diminishing resources, the Council's policy of blanket routine maintenance changed to a risk based approach based on the known requirement for intervention.

While the locations of gullies and ditches are mostly known along with the function they perform, what is not known relates to the dimensions of pipework, the condition of the drainage pipes and most particularly, where they outfall. The Department is taking steps to complete a satisfactory survey to create a detailed "map" for effective maintenance purposes of the highway drainage infrastructure. The Review Board greatly regrets that the full picture of the road drainage network in East Sussex is not available to those charged with the maintenance and care of our roads and recommends further investment to speed up the completion of survey information.

The beneficial effect of the investment made over the past six years of increased re-surfacing of East Sussex roads was noted with favour by the Review Board. Prior to that, East Sussex was one of the worst performing Local Highway Authorities in the UK. Since then, the County Council's significant investment in road re-surfacing has borne fruit, placing the County in the top quartile for Authorities such as ours. All that illustrates the point that, if we regard our road network as a significant asset, then, investment is what is now required for that which underpins it, namely the drainage network. It is for that reason the Board recommends such capital investment as part of an "invest to save" programme. This would also help correct some of the historic under investment in the highway drainage infrastructure.

The Review Board's recommendations are grouped under four principle headings below.

Councillor Richard Stogdon
Chair

Recommendations		Page
1	<p>Maintenance arrangements for highway drainage</p> <p>The Board recognises the value of the Council's changed approach away from routine maintenance of drains and gullies to a risk based approach which focusses on actual need. The Board endorses the following key performance indicators in the new Highway Maintenance contract (below) which incentivise actions to keep the drainage infrastructure in good working order:</p> <p>(1) The percentage progress of gully cleansing against the agreed (Accepted) Service Delivery Programme.</p> <p>(2) The percentage of emergency response incidents attended within the specified timescales.</p> <p>(3) The percentage of safety intervention defects (including drainage related) repaired within required response time.</p> <p>It therefore recommends that the department ensures the new Highways Maintenance contractor develops this approach, and uses all the contractual tools available. The department should also check satisfactory performance of the highway drainage network and that all elements of the highway drainage system work effectively, to ensure surface water is captured and discharged efficiently.</p>	10
2	<p>Responsibilities of adjacent landowners</p> <p>The Review Board considers that clear information needs to be communicated to residents regarding their responsibilities as adjacent landowners and householders to the Highway drainage network. The Board recommends that clarification is provided as to that for which the County Council is responsible, and that for which landowners and householders are responsible.</p>	10
3	<p>Investment in the highway drainage infrastructure</p> <p>The Board:</p> <ul style="list-style-type: none"> (1) recommends that measures are taken accelerate the projects underway to ascertain a fully and more detailed knowledge of the scope, condition and location of the East Sussex highway drainage infrastructure including its connecting pipework and outfall arrangements; (2) advocates and wholly supports the application of additional capital investment in the highways drainage infrastructure – invest to save – as part of the Department's capital financing process; and (3) endorses the principles of the draft Highways Asset Strategy Management Drainage Strategy 2015-2018 (appendix 2) and recommends its adoption. 	<p>12</p> <p>13</p> <p>13</p>
4	<p>Working with others</p> <p>The Board considers the Director of Communities, Economy & Transport and the County Council generally are well placed to co-ordinate its strategy in regard to flooding with the strategies of different organisations and agencies charged with responsibility within East Sussex for flood management. That particularly applies, to Southern Water, Environment Agency, Boroughs, Districts, Town & Parish Councils along with the local drainage boards. The Review Board therefore recommends:</p> <p>(1) The creation of a forum to include such organisations to align strategies and increase local knowledge of highway drainage assets and the impact on them from the surrounding land and built form;</p>	<p>14</p> <p>14</p>

	(2) In the County Council's capacity as statutory consultee with regard to planning applications and as Lead Local Flood Authority, the County Council needs to focus particularly on securing adequate highway drainage in respect to new development within East Sussex;	14
	(3) By working with the Joint Waste Partnership the County Council needs to establish pilot projects to tackle flooding "hot spot" areas to gauge the impact of street and road cleaning activity on flooding events and frequency of gulley blocking.	16

Overview

1. The maintenance and improvement of the road network, and the drainage networks that run alongside and beneath it, are vital to the prosperity of East Sussex. East Sussex County Council (ESCC) has a statutory duty to maintain the adopted highway within East Sussex. This includes 'A', 'B', and 'C' roads as well as unclassified roads, but excludes the strategic road network, which is the responsibility of Highways England (formerly the Highways Agency).
2. The Economy, Transport and Environment (ETE) Scrutiny Committee, through its work on the Highways contract re-procurement, understands the important role that highway drainage has in prolonging the life of the carriageway surface, preventing flooding and ensuring road safety. The current highways drainage asset is comprised of:
 - 98,000 gullies (N.B. there are a number of different types of gulley pot);
 - 500 kilometres of ditches;
 - 10,000 grips;
 - an unknown number of soakaways; and
 - unknown lengths and specification of connecting pipework.
3. Given the extent to which elected Members receive complaints from residents about blocked gullies, drains and local highway flooding within their Divisions, the Scrutiny Committee considered that it would be worthwhile to conduct a Scrutiny Review of this service area.
4. The Review has examined the factors that lead to the efficient and effective management of highways drainage infrastructure in order to prolong the life of the carriageway surface, prevent flooding and ensure road safety. The review examined all the factors involved with highways drainage including: the arrangements for gulley emptying; maintenance of drainage ditches and grips (grips are small channels which are cut through the verge to connect the drainage ditch with the edge of the road); maintenance and renewal of highway drainage pipes and culverts; and the impact of street cleansing on highway drainage.
5. Officers are undertaking work to improve the highway drainage infrastructure and the information the department holds on the highway drainage assets. A Highways Asset Management Drainage Strategy has been developed which outlines the work needed and makes the case for additional investment in highway drainage infrastructure.
6. The new Highways Maintenance contract has incorporated improvements to the routine maintenance of the drainage infrastructure including the maintenance of drainage ditches and grips. The use of 'outcome based' specifications in the new contract (e.g. the requirement for all gullies to be kept free flowing) will also improve highway drainage condition and performance.
7. The Board is conscious of the financial challenges ESCC faces, and in particular, the constraints on the future capital programme. However, without additional investment, the pace of improvement will be slower, and the backlog of known drainage problems will not be tackled as quickly as residents and Members would like.
8. This report makes a number of recommendations to address the issues identified in the review, with some focussed on how ESCC uses existing resources and works with other organisations. Having a complete knowledge of the highway drainage asset is of key importance as this will ensure ESCC makes the most effective use of any investment available.

1. Highway drainage budget and maintenance contract arrangements

9. At present £3.1m a year is spent on highway drainage maintenance. The service includes an emergency flood response, which operates during periods of heavy rainfall and extreme weather events. Two high-pressure jetting machines are available to respond to reported incidents.
10. The department spends £1.7m from the revenue budget on routine maintenance. This is split between:

- Gulley emptying: £1.3m
- Ditch and grip clearance: £400,000

There is a £1.4m capital budget. This is spent on:

- Drainage investigation and improvement: £1.2m
- Surveys: £200k

11. The majority of the gulley emptying budget, approximately £1.1m is spent on routine maintenance. This breaks down to a cost of approximately £7 per gulley, which includes the disposal cost of the waste taken out of the gulley.
12. The current Highway Maintenance contractor (running until 30th April 2016) is Kier Ltd. (formerly May Gurney) who have operated the contract since September 2005. Under this contract, Kier is required to empty gullies and provide an emergency flooding response service. Kier sub-contract the specialist gulley cleansing work to FM Conway Ltd. The new Highway Maintenance contract starts on the 1 May 2016 and will be operated by Costain Ltd. Under the new contract arrangements, Costain will be responsible for the routine maintenance of highway gullies, ditches and grips, as well as an emergency flooding response service.

2. Quality and frequency of gulley maintenance

Gulley emptying frequencies

13. The Board identified the area of most concern was road flooding and the initial focus of the review was on highway gullies and the frequency that they are emptied. The current highways contract includes a schedule of rates for gulley emptying and other maintenance activities and a contract requirement to attend all gullies on a fixed frequency. The department's approach to gulley emptying was changed in 2013 to a risk based approach in order to achieve departmental savings targets so that:
 - Only gullies that need cleaning are emptied through revised maintenance frequencies, rather than emptying all gullies at fixed intervals whether they need it or not.
14. This 'intelligent' approach means the frequency of maintenance is based on recorded silt levels in the drains. Data on silt levels has been collected over the last two years, and is added to on an ongoing basis. The frequency of emptying has been adjusted to reflect how quickly the drain fills up with silt, or are known to be prone to flooding, as part of a two year programme of routine maintenance. Gullies will usually be emptied when they are 50% full. Over a two year period, gullies are emptied on one of the following frequency levels:

- Once every 3 months
 - Once every 6 months
 - Once every 12 months
 - Once every 24 months
15. These frequencies are applied to whole sections of road, rather than on a drain by drain basis. The gullies that are emptied once every 24 months tend to be the ones in urban areas e.g. residential roads where evidence suggests that a reduced frequency of maintenance is appropriate. The contractor is required to jet the connecting pipe five metres either side of the gully when it is emptied. If the drain is still blocked it is reported for further investigation by a specialist team. By the start of the new Highway Maintenance contract in May 2016, all of the gullies will have been emptied at least once since 2014.
16. The Board heard that in order to reduce the revenue cost of cyclical maintenance (the number of times the gully has to be emptied within the two year maintenance programme period) there is a need to invest in the drainage infrastructure (mainly capital) to bring it up to a maintainable standard.

Gulley emptying performance

17. Prior to the changes introduced in 2013, the gully emptying maintenance was not wholly effective. This is because the benefits of cyclical maintenance were not fully understood and teams were diverted from cyclical maintenance operations towards reactive maintenance. This practice has stopped and Kier believe this has improved the overall standard of maintenance. This ensures the cyclical maintenance plan is delivered without hindrance whilst a separate team deals solely with reactive maintenance.
18. Kier holds a weekly meeting to monitor performance by looking at whether it is following the cyclical maintenance plan and whether the work has been carried out properly. Kier also carries out a programme of random inspections to check the quality of work.
19. The Board heard that the industry has raised the standard of services on offer in order to secure more contracts and are offering 'intelligent' emptying services. Kier sub-contracts the gully emptying work in East Sussex to FM Conway which is offering high levels of service and, importantly, has invested in recycling facilities for gully waste. This has led to the company tendering and winning a significant number of gully emptying contracts in the South East.
20. The new Highway Maintenance contract specification is outcome based meaning that, amongst other things, the contractor will be required to keep all gullies free flowing at all times. The new contractor will have responsibility for all aspects of highways drainage. The department will have a greater ability within the new contract to incentivise good performance including financial penalties for non-performance.

Gulley waste

21. The debris removed from gullies tends to be mostly silt and organic matter such as leaves. Silt levels are usually highest where there is run-off from fields and adjacent land. Officers gave evidence that there is a relationship between the frequency of street sweeping carried out by the Boroughs and Districts, and the frequency with which gullies need to be emptied. This is explored in detail in section 6.
22. FM Conway has invested in the specialist vehicles and disposal facilities needed for gully emptying work and carry out gully emptying for a number of local authorities. The waste collected in gully sucking machines is taken to a site in Dartford, Kent for processing.

23. Typically, between 25 – 50 kg of waste taken out of each gulley which is contaminated with harmful residues requiring specific treatment, recycling, and disposal as set by the Environment Agency (EA). Environmental regulations have changed over the years and gulley waste now has to be disposed of in line with these regulations. The cost of waste disposal and transport makes up a significant part of the cost of gulley emptying work.
24. Whilst there are other gulley emptying contractors, FM Conway currently provides the most cost effective overall solution for East Sussex. Alternatives would require investment in specialist waste treatment facilities.

Ditch maintenance

25. The current revenue budget allocated for drainage ditch maintenance work is £400,000 - £500,000 per year. The department has an inventory of all the ditches and has established a two year maintenance programme for ditches. Ditch clearing work is done by teams who clear whole lengths of ditch. In rural areas the material taken out of the ditch will be placed next to the ditch on the verge if there is room.
26. The Board heard that the drainage revenue budget has reduced over recent years. Ditching maintenance work was stopped in 2007 due to budget constraints and was started again in 2010. A consequence of the pause was that more work has to be carried out now to get ditches back into a maintainable condition. The target is to get all ditches on 3-4 year programme of cyclical maintenance, with flooding hot spots cleared annually.

Adjacent Landowners and householders

27. The Board heard evidence that adjacent landowners and householders have a role to play in clearing gullies and ditches, but are generally unaware of their responsibilities and opportunities to help. Landowners should be made aware that it is illegal to discharge water onto the highway and should take steps to maintain their drainage ditches and systems. They should also be encouraged to adopt land management practices that reduce the run-off of water and silt from their land onto the highway.
28. Householders (and Parish Councils) could be encouraged to adopt highway verges to maintain drainage ditches and enhance the visual amenity of their local area. This could operate in the same way as householders who maintain grass verges outside their homes. Better awareness of their responsibilities, together with advice on safety and liabilities, could help encourage people to maintain highway drainage (as was the case with snow clearance). As with anyone working on the highway, householders should only be encouraged to carry out work where it is safe to do so.
29. Information on landowners and householders responsibilities could be provided via the ESCC web site and Your County. Evidence suggests that this would be more cost effective than taking enforcement action against individual landowners, due to the staff resources needed and the costs involved in undertaking prosecutions. Householders and other community organisations could be encouraged to undertake the drainage management and 'adopt' highway verges as part of a community action scheme in a similar way to some of the schemes in the current Community Match programme.

Findings

30. Regular gulley emptying reduces highway flooding problems but does not, of course, deal with pipework damaged by tree roots or other pipework breakdown. For that reason the requirement for intelligence led gulley emptying programmes, is approved by the Board. Work to repair and replace non-working drains is examined in more detail in section 4 (below).

31. The quality of gully emptying operations has improved and there are provisions in the new Highway Maintenance contract to incentivise good contract performance. The current gully emptying operations are cost effective and it is unlikely that further efficiencies can be achieved without additional, significant investment in local gully waste treatment facilities.
32. The Board welcomed the incorporation of regular, routine ditch and grip maintenance into the new Highway Maintenance contract. Evidence from Dorset County Council indicated that this is a significant factor in reducing localised highway flooding in rural areas.
33. The Board considered that it would be beneficial for adjacent landowners and householders to be made aware of their responsibilities in respect of highway drainage and the role they can play in reducing run-off and keeping drains, ditches, grips etc. in good working order.

Recommendations

1. The Board recognises the value of the Council's changed approach away from routine maintenance of drains and gullies to a risk based approach which focusses on actual need as indicated by the following key performance indicators (below) in the new Highway Maintenance contract:

(1) The percentage progress of gully cleansing against the agreed (Accepted) Service Delivery Programme;

(2) The percentage of emergency response incidents attended within the specified timescales;

(3) The percentage of safety intervention defects (including drainage related) repaired within required response time.

It therefore recommends that the department ensures the new Highways Maintenance contractor develops this approach, and uses all the contractual tools available. The department should also check satisfactory performance of the highway drainage network and that all elements of the highway drainage system work effectively, to ensure surface water is captured and discharged efficiently.

2. The Review Board considers that clear information needs to be communicated to residents regarding their responsibilities as adjacent landowners and householders to the Highway drainage network. The Board recommends that clarification is provided as to that for which the County Council is responsible, and that for which landowners and householders are responsible.

3. The asset management approach to maintaining the highway drainage infrastructure

Knowledge of the highway drainage infrastructure

34. Silt removal, gully and ditch clearing has been rationalised over recent years. However, challenges remain due to underinvestment in the highway drainage infrastructure and its maintenance over a number of years. The condition of drainage assets has deteriorated. The department and contractor currently have an incomplete knowledge of the condition and location of all the highways drainage assets, in particular the connecting pipework. Without this information, it is difficult to determine the optimum future maintenance requirements. Plans are therefore in place to capture the missing information through the new highway maintenance contract.
35. While the department's knowledge of its gullies, ditches and grips is extensive, it can realistically only establish the location of any connecting pipework via survey work and excavation on finding a drainage problem. The survey team is gradually building up knowledge of the drainage infrastructure as it undertakes reactive and investigatory work into blocked drains. All this information is systematically being added to the asset management database.
36. An inventory survey of drainage ditches and grips was completed in the summer of 2014. In the spring of 2015 a survey of all newly adopted roads identified a further 2,000 gullies.
37. ESCC is still in the process of establishing the location and condition of some of its drainage assets and the connection to outfalls. The next step is to survey the pipes and soakaways and establish how they are connected to outfalls. Outfalls could be a connection to Southern Water's sewer network, a field drain system, a natural watercourse, or some other drainage feature.

The asset management approach

38. The Board considered the draft Highways Asset Management Drainage Strategy 2015 – 2018, and the Highway Asset Management Strategy 2015 – 2022, as part of the Review. There is a significant commitment to improve our understanding of the drainage network in order to target investment effectively and develop intelligent routine maintenance programmes.
39. There is evidence that ESCC is advanced in its approach to highways drainage and is in a similar position to many other local authorities. For example, a scrutiny review by Manchester City Council (July 2014) endorsed a proposal to adopt a cyclical intelligence-led approach to drainage cleansing and to target priority gullies for the programme of repair work, based on agreed criteria and in consultation with Members.
40. The process of involving Members was explained in a follow up report: *"We were awarded £800,000 of Clean City funding to undertake drainage repairs and a programme has been developed identifying known problem locations in each ward. This information has been sent to ward Members for them to review and add any additional schemes that may be required. Work has already begun on a number of known and high priority locations across the city and once all feedback is received from ward Members, we will begin by cleaning all of the drains to better understand the exact nature of the problem and arrange for camera surveys and begin construction repairs."*

Findings

41. The evidence presented to the Board indicates that most highway authorities do not have a complete picture of the drainage system they are managing. It can be very expensive to carry out a complete survey of all drainage assets all in one go and yet without this picture, it is difficult to target maintenance work effectively and efficiently. For example, Hampshire County Council estimated that it would cost £500,000 to camera survey all the pipes and soakaways. ESCC is in a similar position to many highway authorities in tackling this issue because of its established asset management approach.
42. There is clear evidence of the continuing work by ESCC to gain a better knowledge and understanding of the drainage asset. However, Officers acknowledged that further work is required. The Board considers that developing a full knowledge of the drainage asset is a priority and steps should be taken to accelerate this process.
43. The Highways Asset Management Drainage Strategy is a long term plan to invest in the drainage infrastructure over a ten-year period. If the department is able to secure additional investment (see also section 4, below) it may reduce the need for cyclical maintenance over the term of the plan.

Recommendations

3. (1) The Board recommends that measures are taken to accelerate the projects underway to ascertain a fully and more detailed knowledge of the scope, condition and location of the East Sussex highway drainage infrastructure including its connecting pipework and outfall arrangements.

4. Work to repair and replace non-working drains

Investment to bring the highway drainage infrastructure up to a maintainable standard

44. The department estimates that a further investment of £27.3m over the next seven years is required to bring the highway drainage asset up to a maintainable standard. This is based on the current capital expenditure of £1.4m per year plus an additional £2.5m per year over the next seven years. This is the amount that the department estimates is needed to survey and improve the drainage infrastructure based on an extrapolation of existing costs of undertaking the surveys and the associated costs of fixing and repairing blocked drains. The seven year term is based on the term of the next Highways contract.
45. The current capital programme for drainage is £1.4m per year. With this level of investment it has not been possible to target all the flooding hot spots. At present the team are trying to deal with these problem areas in a prioritised way, and give priority to those issues that are likely to represent a safety issue for road users and cause flooding damage to property. The Review Board was informed that the department is seeking an additional £2.5m per year of capital funds.
46. The Board heard evidence from ESCC's current Highway contractor that if the drainage network is in good condition then the need for cyclical routine maintenance may be lower.

Findings

47. There are currently 4,000 – 5,000 outstanding drainage problems, where repair work is needed to fix damaged or blocked drains, logged on the fault reporting system. Many of these have been reported as a result of routine maintenance work, where the gulley emptying teams have been unable to get the drainage working.
48. The department is developing a prioritisation policy for dealing with drainage problems, and currently takes a risk based approach to prioritising remedial work. Those problems where there is a risk of household flooding, or damage to other property, are given a higher priority.
49. It was confirmed that if additional capital investment is not forthcoming, the department would continue with the current maintenance regime which will only deal with the most urgent problems where houses or property are at risk.
50. Further investment is needed in the highway drainage infrastructure to reduce flooding and routine maintenance costs.

Recommendations

- 3. (2) The Board advocates and wholly supports the application of additional capital investment in the highways drainage infrastructure – invest to save – as part of the Department’s capital financing process.**
- 3. (3) The Board endorses the principles of the draft Highways Asset Strategy Management Drainage Strategy 2015-2018 (appendix 2) and recommends its adoption.**

5. Working with other organisations

51. In order to achieve an effective solution to drainage problems, a co-ordinated approach needs to be taken with other organisations e.g. the Environment Agency (EA), Southern Water, land owners and Borough and District Councils. For example, strategies need to be aligned so that work undertaken by the different organisations supports the resolution of drainage problems and shares information on the drainage system. The Assistant Director, Operations is currently involved in a project where the Environment Agency and the water utility companies are working with Highways Authorities across the South East to develop their understanding of drainage infrastructure and work on drainage issues.

Involvement of volunteers and Parish Councils in drainage work

52. There is an opportunity to involve Parish Councils and volunteers in addressing some of the drainage issues. The Board heard how Hampshire County Council operates a “Parish Lengthsman” scheme to carry out certain types of drainage work (e.g. keeping ditches free flowing). In particular, communities can assist by clearing leaves and other debris from gulley covers and drains. A notice requesting community help with this has been included in the latest edition of Your County.

Future drainage requirements

53. Highways experts maintain that no drainage system is designed to cope with severe weather events and periods of extremely heavy rain (such as one in a fifty year rainfall events). The Board heard evidence that it appears that unusual weather events are becoming more frequent. This may have design implications for drainage systems in the future.
54. Sustainable urban drainage systems (SUDs) are a requirement for many new developments as Southern Water will no longer allow surface water from housing developments to be discharged into the sewer network. SUDs are designed to reduce surface run-off and often feature permeable surfaces. These surfaces still require positive drainage systems to transport water away and have a maintenance cost associated with them. ESCC is not responsible for the maintenance of SUDs, but is now a consultee through its role as Lead Local Flood Authority.

Findings

55. The Board considered that there would be benefits in establishing a forum with other organisations to focus on improving highway drainage and flooding issues, as well as sharing information on drainage infrastructure. Work could involve aligning strategies for investing in drainage infrastructure and tackling flooding problems in East Sussex.

Recommendations

Working with others

- 4. The Board considers the Director of the Communities, Economy & Transport and the County Council generally are well placed to co-ordinate its strategy in regard to flooding with the strategies of different organisations and agencies charged with responsibility within East Sussex for flood management. That particularly applies, to Southern Water, Environment Agency, Boroughs, Districts, Town & Parish Councils along with the local drainage boards. The Review Board therefore recommends:**
- 4. (1) The creation of a forum to include such organisations to align strategies and increase local knowledge of highway drainage assets and the impact on them from the surrounding land and built form.**
- 4. (2) In the County Council's capacity as statutory consultee with regard to planning applications and as Lead Local Flood Authority, the County Council needs to focus particularly on securing adequate highway drainage in respect to new development within East Sussex.**

6. Street sweeping and highway drainage

Street sweeping operations

56. It is important to remove debris from the drainage channels of roads to reduce the need to empty gullies and to prevent gully covers from becoming blocked. Street sweeping is therefore a contributing factor in keeping drains clear and preventing flooding. In rural areas, street sweeping becomes more significant due to the increase in debris in these areas, but is less routinely carried out than in urban areas.

57. Sweeping operations are the responsibility of District and Borough councils and are undertaken in line with the requirements of the Code of Practice for Litter and Refuse (COPLAR), issued under section 89 of the Environmental Protection Act 1990. Street sweeping includes the removal of litter (including dog excrement) and detritus from roads and other highways. The waste removed from streets is, in contrast to common perception, predominately detritus (i.e. dust, mud, soil, grit, gravel, stones, rotted leaf and vegetable residues, and fragments of twigs, glass, plastic and other finely divided materials) and not litter.
58. Detritus, left unattended, blocks drains and poses a safety hazard if left on road surfaces. It is important to note that COPLAR sets out the standard of cleanliness that has to be met and does not specify the frequency with which areas have to be cleaned. The Code states that: *"It seeks to encourage duty bodies to maintain their land within acceptable cleanliness standards. The emphasis is on the consistent and appropriate management of an area to keep it clean, not on how often it is cleaned."* COPLAR categorises land into four zones:
- High intensity of use
 - Medium intensity of use
 - Low intensity of use
 - Areas with special circumstances
59. Duty bodies (i.e. District and Borough councils) are expected to allocate all land into one of the four zones and manage it accordingly. The Code categorises the standard of cleaning required in the four zones depending on the type of environment. So for high streets (high intensity of use/zone 1) the standard to be achieved means it is typically swept once a day and sometimes twice a day (e.g. in Hastings town centre). For rural roads (low intensity use) the standard is lower and means sweeping might only be undertaken once a year or not at all.
60. The Board heard that on rural roads, it may be acceptable to have a level of detritus at the edge of road where there is no curb or defined edge of the metalled surface. It is better to let verges build up in order to have something to sweep up against and mark the edge of the highway. Rural roads are swept once per year, but the road will not be swept if it does not need it, and generally, rural lanes are not swept.
61. The Borough and District Councils set their cleansing standard (as per COPLAR) and the street sweeping contractor (usually same as the waste contractor e.g. Kier) then decide on frequencies. The Boroughs and Districts are responsible for policing and monitoring the condition of roads for litter and detritus.
62. Grass cutting (on verges) and leaf fall also need to be considered when looking at the factors relating to gullies and street cleansing.

Co-ordinating street cleansing and highway drainage routine maintenance

63. Borough and District Councils base sweeping frequencies on the visual appearance of an area (i.e. the amount of litter and detritus present), rather than need to keep drains clear. The Board explored whether it might be better if street sweeping was overseen by ESCC, so that sweeping frequencies could be better aligned with highways drainage needs.
64. The Board was informed that if the same contractor does both street cleaning and gully emptying it could lead to efficiencies, but the evidence shows that in practice it has proved difficult to effectively co-ordinate such different work (which requires different types of machinery) across such a large area as East Sussex.

Contractual and financial arrangements

65. The Joint Waste Contract includes the cost of street sweeping, as well as refuse and recycling collections, in the four areas covered by the Contract (Eastbourne, Hastings, Rother and Wealden). Contractual arrangements have changed from having two separate contracts (one for domestic refuse collections and one for street cleansing), to one contract, and then one combined contract under the Joint Waste Contract arrangements.
66. ESCC Officers believe that if it is possible to combine street sweeping and gulley emptying operations under one contract, it would then be possible to look at doing more of what is cheaper i.e. street cleansing. However, there are obstacles to doing this as the source of funding is with the Boroughs and Districts, and there are differing priorities to do with appearance and need. Evidence needs to be gathered to evaluate the cost benefit impact of increasing street cleaning frequencies in highway flooding “hot spots”.

Finding solutions

67. Officers believe there is enough flexibility in the existing contract arrangements to apply more resource in drainage problem areas, in an effort to find solutions. More could be done to co-ordinate work, but because councils have reduced client resources in contracts, it would probably need more client resources to bring about more co-ordination.

Findings

68. There are key differences between scheduled highways drainage maintenance work, and street sweeping teams which are deployed to react to the prevailing weather conditions and the condition of the streets. There are a number of practical difficulties in using one contractor for both types of work, but it would be worth exploring measures to better co-ordinate the two areas of work.
69. The Highways Team and the Joint Waste Partnership should set up a project to explore whether there is a correlation between an increase in street sweeping frequency and a reduction in the amount of detritus going into the gulley and subsequent reduction in highway flooding in flooding “hot spot” areas.

Recommendations

4. The Review Board recommends:

- 4. (3) By working with the Joint Waste Partnership the County Council needs to establish pilot projects to tackle flooding “hot spot” areas to gauge the impact of street and road cleaning activity on flooding events and frequency of gulley blocking.**

7. Concluding comments

70. If ESCC does nothing, the evidence suggests that the backlog of outstanding drainage problems will remain and will potentially undermine the investment in carriageway repairs and resurfacing. Without a full knowledge of the highway drainage infrastructure, ESCC may be spending more on routine and reactive maintenance. The capital budget that is available now for drainage work, is insufficient to get through the backlog of drainage problems.

71. It is clear that gaining a full knowledge of the location and condition of all highways assets is key to delivering improvements and ensuring any investment is targeted to get the most benefit for road users and residents alike. This approach has been demonstrated by the work the department has done to establish an Asset Plan for highway carriageways that has delivered both a reduction in maintenance revenue budgets and an improvement in road condition.
72. The Review Board is aware of the financial challenges that ESCC faces, but believes a long-term plan for investment in highway drainage infrastructure is essential, and offers the best opportunity to maintain the roads in East Sussex in a safe and useable condition. Without additional investment the pace of change will be slower and may present further financial challenges.

Appendix 1

Scope and terms of reference

Through its work on the Highways contract re-procurement, the Economy, Transport and Environment Scrutiny Committee understands the important role that highways drainage has in prolonging the life of the carriageway surface, preventing flooding and ensuring road safety.

The scope of the review is to examine the factors that lead to the efficient and effective management of highways drainage infrastructure. The review will identify and confirm what is known about the key factors involved in highways drainage infrastructure maintenance and assess the impact of measures already put in place to maintain drainage assets including:

- The quality and frequency of gulley maintenance;
- The progress of work to fully understand the highway drainage infrastructure;
- The programme of work to repair/replace non- working drains;
- The maintenance arrangements for other highways drainage assets; and
- The role of other organisations in ensuring the highways drainage works efficiently and in particular the role of the Borough and District councils in street cleansing.

Review Board Members

Councillors Richard Stogdon (Chair), Michael Pursglove, Pat Rodohan and Barry Taylor

Support to the Board was provided by the following officers:

Karl Taylor, Assistant Director – Operations, ESCC

Witnesses

Madeleine Gorman, Partnership Manager, East Sussex Waste Collection Partnership
Bernard Hodgkinson, Contract Manager, Kier
Roger Williams, Head of Highways, ESCC

Chris Dyer, Team Manager – Asset Management, ESCC
Tom Crawshaw, Senior Asset Technician

Peter Mitchell, Highway Manager (Asset Planning & Delivery) Hampshire County Council
Mike Hansford, Asset & Performance Team Leader, Dorset County Council

Review Board meeting dates

29 May 2015

30 September 2015

2 November 2015

18 February 2016

List of evidence papers

Item	Date
Waste Management Licencing Regulations 1994	1994
Code of Practice on Litter and Refuse (DEFRA)	2006
Traffic Signs Manual – Chapter 8 - Traffic Safety Measures and Signs for Road Works and Temporary Situations	2009
Highways Maintenance Efficiency Programme (HMEP) Guidance on the Management of Highway Drainage Assets	November 2012
Manchester City Council – Neighbourhoods Scrutiny Committee – Drainage Maintenance Task and Finish Group	July 2014
Manchester City Council – Neighbourhoods Scrutiny Committee – Drainage Maintenance Task and Finish Group – six month update	February 2015
ESCC Highways Asset Management Drainage Strategy 2015-2018	October 2015
ESCC Highway Asset Management Strategy 2015-2022	October 2015
Your County - A notice requesting the community help to clear leaves and other debris from gulley covers and drains.	Autumn 2015

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DRAFT

Appendix 2 Highways Asset Management Drainage Strategy 2015 -2018

The highway drainage asset is critical to ensuring the controlled removal of water from the carriageway to allow customers to use it safely. The impact that failure of the drainage asset can have on other highway assets, wider transport infrastructure and private property is significant.

The challenge facing East Sussex County Council in managing highway drainage and local flood risk is defining the location, specification and condition of highway drainage assets in order to identify what is needed to improve their performance. With a focus upon outcome delivery and performance at the core of the new Highways Maintenance Contract, the Highways Asset Management Drainage Strategy complements the new contract and sets the direction for collaborative working between both Client and Contractor.

The objectives and actions outlined in this strategy have been aligned to both deliver the council priorities and implement the industry guidance in order to achieve DfT capital funding for highway drainage improvements in East Sussex. By working to secure DfT capital funding and deliver drainage schemes, savings will be realised through reducing the maintenance cost to other highway infrastructure, especially carriageway which often suffers from accelerated deterioration as a result of failing highway drainage systems.

East Sussex County Council

Highways Asset Management Drainage Strategy

2015 – 2018

Document History:

Date	Document Version	Document Revision History	Document Author / Reviser
31 July 2015	1.3		Tom Crawshaw

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Highways Asset Management

Drainage Strategy



Highway Drainage – A Critical Asset

The highway drainage asset is critical to ensuring the controlled removal of water from the carriageway to allow customers to use it safely. The impact that failure of the drainage asset can have on other highway assets, wider transport infrastructure and private property is significant.

The **Highways Act 1980** empowers highway authorities to construct and maintain drainage systems to remove surface water from the highway. More recently, the **Flood and Water Management Act 2010** gives local authorities a role for the management of local flood risk.

The biggest challenge facing highway authorities in managing highway drainage and local flood risk is **defining the asset to identify the need**. In many cases the location and condition of highway drainage assets are far from understood which presents real challenges in making the case for investment.

Highway drainage assets across East Sussex have suffered from significant under investment over many years. As a result **we have a dated drainage system that we have very little knowledge about** which is costing us more to maintain year on year. Our existing approach to maintaining highway drainage assets is largely reactive. This is very costly and does not address the issue of needing to understand where to invest to halt the deterioration.

Highways Asset Management Drainage Strategy



Council Priorities

The Highways Asset Management function and approach to highway drainage is following the '**One Council**' **approach** and will be steered by the Council's Priorities:

- **Helping People Help Themselves**
- **Driving Economic Growth**
- **Making Best Use of Our Resources**
- **Keeping Vulnerable People Safe**

The East Sussex County Council **Highway Asset Management Policy** establishes the Council's commitment to Highway Asset Management and demonstrates how this approach aligns with the Council Plan. The Policy has been published alongside the **Highway Asset Management Strategy** on the Council's website.

Drainage Objectives

To help deliver the Council Priorities and implement the relevant recommendations from the **Highways Maintenance Efficiency Programme (HMEP) - Guidance on the Management of Highway Drainage Assets (2012)**, the objectives for highway drainage in East Sussex are as follows:

- **Define the Highway Drainage Asset**
- **Deliver an Efficient & Effective Highway Drainage Service**
- **Work in collaboration with People & Partnerships**

These objectives will guide the approach to highway drainage asset management in East Sussex and will focus the delivery of the actions identified within this strategy.

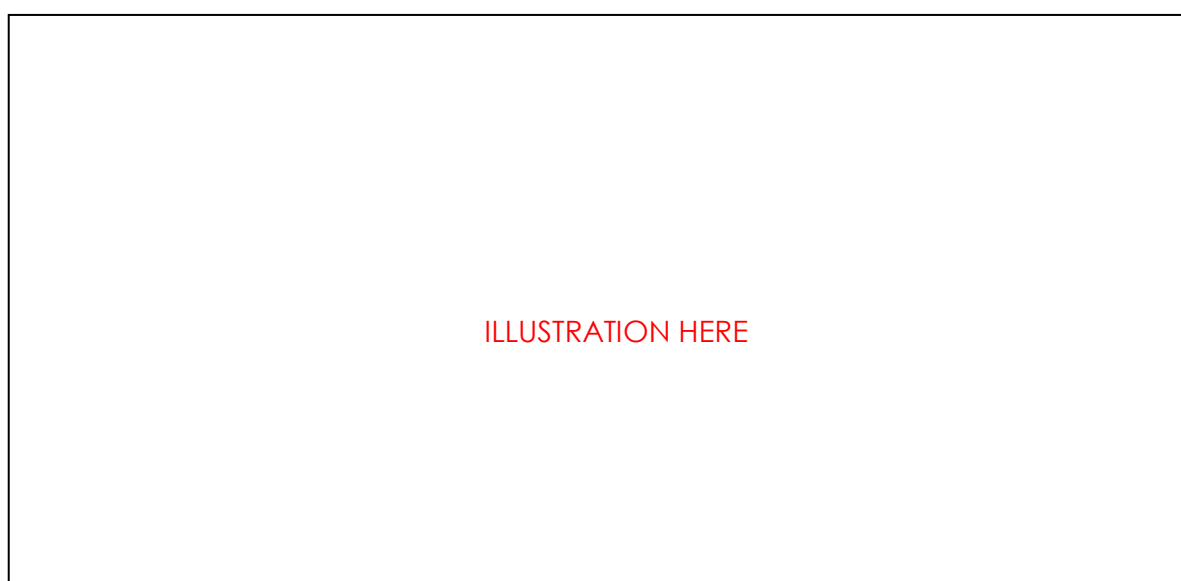
The Drainage Asset

Objective 1 – Define the Highway Drainage Asset

Improving our understanding

The current inventory of highway drainage assets across East Sussex includes approximately **98,000 gullies**, **10,000 grips** and **500km of drainage ditch**. In addition to details about the location and specification of these assets there is a good understanding of their condition from inspections and surveys. In particular, observation of silt levels in highway gullies at regular inspections provides useful statistics to help focus, support and inform a prioritised cyclical maintenance approach. What we do not know is the location, the specification and most importantly, the condition of the **pipes** connecting these assets (see **Figure.1**).

Figure.1 – Illustration of highway drainage system (known/unknown assets).



To direct resources to define the highway drainage asset in areas of **greatest risk first**, targeted surveys will be undertaken in areas of East Sussex which are at risk of local flooding. We use a **'whole system'** approach to build an inventory of drainage assets from inputs (e.g. gullies) to outputs (e.g. ditches) and every element in between (e.g. pipes). An understanding of the drainage asset as whole systems in areas at risk of local flooding will help to identifying issues and constraints while focusing, supporting and informing maintenance activities.

The Drainage Service

Objective 2 – Deliver an Efficient & Effective Highway Drainage Service

Historically, the approach in East Sussex to repairing and improving our highway drainage assets has been **predominantly reactive**, rather than pro-active.

We are now shifting our focus to proactively maintain our drainage asset and **deliver a safe, serviceable and sustainable drainage service** into the future.

To achieve an efficient and effective drainage service we will deliver the following:

- **Safety** – Ensuring the controlled removal of water from the carriageway to allow customers to use it safely.
- **Serviceability** – Maintaining the drainage asset to a condition in which it remains functional for draining the highway.
- **Sustainability** – Designing, constructing and maintaining drainage assets to meet both current and future needs in a changing environment while making effective use of limited budgets.

Future Delivery

The principles of Asset Management are at the core of the new Highways Contract beginning in May 2016. With a focus upon outcome delivery and performance, the new contract has been structured to accommodate the limited understanding of asset condition, meanwhile encouraging collaborative working between both Employer (County Council) and Contractor to improve this understanding through the life of the contract (2016-2023).

We will work with the incoming Contractor to deliver a safe, serviceable and sustainable drainage service while improving our understanding of the drainage asset.

Efficiency and Effectiveness

The two elements of efficiency and effectiveness must be balanced appropriately to ensure the effective use of limited budgets.

We are addressing this balance by ensuring that our gully cleansing operations are undertaken efficiently by targeting **all** gullies along a whole road instead of individual gullies (see **Figure.2**). Whole roads are visited on a prioritised basis informed by recorded silt levels. Effectiveness of the operation is monitored by recording silt levels after cleansing in addition to site audits.

Figure.2 – Illustration of cyclical gully cleansing operations.



We will continue to target our gully cleansing resource to areas where the gullies need cleansing more often. By **applying a risk factor to every one of our gullies based on flood risk and road hierarchy** we have been able to prioritise which gullies need to be fixed first when a problem is reported.

Data & Systems

It is recognised that effective Asset Management planning and decision making relies on having the appropriate data available to those who need it and for that data to be appropriate, reliable and accurate.

We have worked with external software providers to build a **Data Management System** which holds our current drainage inventory along with condition information.

Highways Asset Management

Drainage Strategy



We will continue to develop this system further by mapping know areas at risk of flooding (hotspots) which will focus maintenance activities. The development of this system will ensure that we address the causes of failing drainage assets rather than just the symptoms.

Working in Partnership

Objective 3 – Work in collaboration with People & Partnerships

County Council employees and other organisations responsible for drainage assets and flood risk management are a valuable source of asset management information. Therefore, both individuals and partnering organisations will be engaged and their knowledge captured and incorporated into data records.

We will be working with the Council's **Flood Risk Management Team** to draw upon flood history records from **Surface Water Management Plans**. These have been undertaken in areas at risk of local flooding across the County. Furthermore, we will assist in delivering the actions identified within the **Local Flood Risk Management Strategy**.

External organisations such as the Environment Agency and Southern Water will be engaged to address water management issues and share information and data to help **achieve shared objectives**.

Highways Asset Management

Drainage Strategy



The Drainage Challenge

Due to historic under investment in the maintenance of our highway drainage systems there is a **significant backlog** of defective drainage assets across the county. Addressing this backlog will put pressure on limited revenue budgets and therefore we will **target capital investment** to resolve the cause of the drainage issues rather than just the symptoms.

By investing in capital drainage schemes, savings will be realised through reducing the maintenance cost to other highway infrastructure, especially carriageway which often suffers from accelerated deterioration as a result of failing drainage systems.

The immediate future (2015-2016)

Asset Management will be at the core of the new Highways Contract beginning in May 2016. In preparation for this, we will begin building our understanding of the drainage asset by undertaking a series of targeted inventory surveys in areas at risk of local flooding. We will work to co-ordinate maintenance activities across our teams and drainage assets whilst collecting on-the-go inventory and condition data for use in the future. This will improve the performance of this critical asset in the short term and begin to set the building blocks in place for **future programmes of prioritised maintenance**.

Department for Transport (DfT) - Future Funding

We will be improving our knowledge of drainage infrastructure across the county to develop **capital schemes of between £5-20m**. These schemes will demonstrate evidence based decisions on drainage improvements, enabling us to bid for capital funding under the **DfT Challenge Fund in 2017** and meet the requirements for the **DfT Incentive Fund**.

Action Plan (2015-2018)

To achieve the County Council's Priorities and the objectives for highway drainage asset management in East Sussex a plan has been developed which will be delivered between 2015 and 2018.

Action Plan (2015-2018)

Drainage Objectives	Action	Timescale	Links to County Council Priority Outcomes	Links to the HMEP - Guidance on the Management of Highway Drainage Assets (2012)
Define the Highway Drainage Asset	Define investment required and areas at risk of local flooding for targeted inventory and condition surveys to be undertaken.	August 2016	Making Best Use of Our Resources Keeping Vulnerable People Safe	Recommendation 3 Recommendation 4
	Undertake targeted inventory & condition surveys in areas at risk of local flooding	December 2018	Making Best Use of Our Resources Keeping Vulnerable People Safe	Recommendation 3 Recommendation 4
Deliver an Efficient & Effective Highway Drainage Service	Complete the agreed two-year targeted cyclical gully cleansing programme on-time.	April 2017	Making Best Use of Our Resources Keeping Vulnerable People Safe	Recommendation 1 Recommendation 6 Recommendation 9 Recommendation 11

Drainage Objectives	Action	Timescale	Links to County Council Priority Outcomes	Links to the HMEP - Guidance on the Management of Highway Drainage Assets (2012)
	Implement new process for prioritising investigation of drainage defects	October 2015	Making Best Use of Our Resources Keeping Vulnerable People Safe	Recommendation 1 Recommendation 6 Recommendation 11
	Develop prioritised programme of capital schemes in advance of DfT's Challenge Fund 2017 .	March 2017	Making Best Use of Our Resources	Recommendation 1 Recommendation 6
Work in collaboration with People & Partnerships	Engage with internal teams and external organisations especially in relation to flood risk management	December 2015	Making Best Use of Our Resources Helping People Help Themselves	Recommendation 2 Recommendation 7 Recommendation 8 Recommendation 10
	Develop existing Data Management System to include all known drainage asset inventory and mapped areas at risk of flooding to focus maintenance activities.	December 2018	Helping People Help Themselves	Recommendation 5

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ECONOMY, TRANSPORT AND ENVIRONMENT SCRUTINY REVIEW OF HIGHWAY DRAINAGE IN EAST SUSSEX – ACTION PLAN MAY 2016					
SCRUTINY RECOMMENDATION		DIRECTOR'S RESPONSE AND ACTION PLAN	TIMESCALE	Progress	
R1	Maintenance arrangements for highway drainage	<p>Define investment required and areas at risk of local flooding for targeted inventory and condition surveys to be undertaken.</p> <p>Undertake targeted inventory & condition surveys in areas at risk of local flooding</p>	<p>September 2017</p> <p>December 2018</p>	<p>Flooding hotspots identified and prioritised. Investigation surveys commencing June 2017.</p> <p>Conversion of paper based records to electronic inventory commenced and site surveys underway.</p>	
R2	Responsibilities of adjacent landowners	<p>Work closely with National Farmers Union and parish councils to raise awareness of the responsibilities of landowners.</p> <p>Working with our new highways contractor we will take a more proactive approach to ensuring ditches are maintained through enforcement</p>	<p>September 2016</p> <p>June 2016</p>	<p>Parish councils continue to assist highways with contacting and liaising with land owners regarding drainage issues.</p> <p>Highways continues to work closely with our flood management team, parishes and land owners to promote good drainage management.</p>	
R3	Investment in the highway drainage infrastructure	Develop prioritised programme of capital schemes in advance of DfT's Challenge Fund 2017.	March 2017	Challenge funding is applicable to major maintenance schemes of £5m plus or £20m plus in value. Investigation and understanding of the network is not currently progressed to identify a prioritised programme.	

		Implement new process for prioritising investigation of drainage defects	September 2016	New processes were introduced during 2016 to 'automate' handling of drainage defects.
R4	Working with others	<p>Engage with internal teams and external organisations in relation to flood risk management and form a strategic board to ensure a multi agency approach.</p> <p>Develop existing Data Management System to include all known drainage asset inventory and mapped areas at risk of flooding to share with external parties ensuring a joined up approach.</p>	<p>December 2016</p> <p>April 2017</p>	<p>A multi-agency officer group has been established consisting of internal and external groups including water companies, EA, district councils and water management boards.</p> <p>East Sussex Asset Management System (ESAM's) developed in 2016. Includes all known drainage asset inventory currently electronically mapped. Flooding hotspots mapped and to be shared with parish, town and district councils June/July 2017 for consultation.</p>

Report to: Economy, Transport and Environment Scrutiny Committee
Date of meeting: 14 June 2017
By: Director of Communities, Economy & Transport
Title: Countryside Access Strategy - Update
Purpose: To provide an update on the Countryside Access Strategy

RECOMMENDATIONS:

(1) Scrutiny is asked to note the contents of, the draft Countryside Access Strategy that was presented to Cabinet in April 2016 and was the subject of public consultation.

(2) Scrutiny is invited to comment to Cabinet on the proposals.

1 Background

1.1 In March 2014, the Economy, Transport and Environment Scrutiny Committee endorsed the development of a commissioning strategy for public rights of way (PRoW) and countryside site (CS) management. At the Economy, Transport and Environment Scrutiny Committee meeting held on 18 March 2015, a Scrutiny Review Board was created to assist in the development of the draft commissioning strategy. Many of the Board's recommendations were incorporated in the formulation of the draft strategy.

1.2 In April 2016, the Cabinet was asked to note the draft strategy, now known as the 'Countryside Access Strategy', and to agree that it was publically consulted on for a 12 week period. That consultation took place between May-July 2016.

1.3 The results of the consultation, as well as the draft Strategy, will be presented to Cabinet for approval on the 27 June 2017.

1.4 The draft strategy sets out how the County Council proposes to secure the best outcomes for East Sussex residents, discharging its statutory responsibilities and maximising the contribution that PRoW and CS can make to Council priorities. This report gives a brief summary of the development of the draft strategy, and the start of the proposed implementation process.

2 Supporting information

2.1 In developing the draft strategy (set out in Appendix 1) a commissioning approach has been adopted. Central to the 'needs assessment' (the first stage in the commissioning cycle) are the County Council's statutory obligations. As Highway Authority, the County Council has a statutory duty under the Highways Act to ensure that the 2,000 mile PRoW network is accessible and maintained. It also has a duty as landowner to conserve the wildlife value of 10 countryside sites (including Country Parks and Local Nature Reserves) totalling 1,160 hectares (see Appendix 2) and to ensure safe public access to these sites.

2.2 In addition to considering the County Council's statutory responsibilities, public engagement was carried out to establish what contribution PRoW and CS make to the Council's priorities. Survey responses, together with stakeholder events, have shown that PRoW and CS are places residents frequent to get out in the fresh air, for health benefits and to simply enjoy scenery and walking. National research has also documented the health benefits of exercise and in particular green exercise (i.e. outdoors in green areas). This information has also been used to develop the draft strategy.

2.3 The draft Countryside Access Strategy recommends a differentiated approach and considers PRoW separately to Countryside Sites concluding:

- PRoW are managed in-house, this covers areas such as maintenance, enforcement and legal record keeping. A number of areas of improvement are identified including how we prioritise Public Health objectives, work with those developing new paths and the contribution of our volunteer offer.

- The management of CS is recommended to change. It is proposed that, by changing how the sites are managed, there may be an improvement to both the visitor experience and conservation work. By seeking to pass the sites to other organisations more experienced in community involvement, conservation and better placed to provide visitor engagement, it is anticipated that there will be improvements in what the sites have to offer. The Cuckoo Trail and Forest Way are more akin to Public Rights of Way in their appearance and use, so they require different management arrangements to green open space. Consequently, it is proposed that the Cuckoo Trail and Forest Way continue to be managed in-house, as public rights of way.

2.4 A copy of the Scrutiny Review Board's report on the draft Countryside Access Strategy, which accompanied the report to Cabinet in April 2016, is included in appendix 3. This sets out the work undertaken by the Review Board, its comments on the draft Strategy, and the recommendations that were made to Cabinet by the Review Board.

3. Conclusion and reasons for recommendations

3.1 Scrutiny Committee is asked to note the contents of the draft Countryside Access Strategy and is invited to comment to Cabinet.

RUPERT CLUBB

Director, Communities, Economy and Transport

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LOCAL MEMBERS

ALL County Council Members will have PRow in their electoral divisions

The below table sets out the County Council Members that have countryside sites in their electoral divisions.

Site	Local councillor
Camber Sand Dunes/Johnson's Field	Cllr Keith Glazier
Chailey Common Local Nature Reserve	Cllr Jim Sheppard
Cuckoo Trail	Cllr Gerard Fox
	Cllr Bill Bentley
	Cllr Colin Swansborough
	Cllr Rupert Simmons
	Cllr Daniel Shing
	Cllr Bob Bowdler
	Cllr Nick Bennett
Ditchling Common Country Park	Cllr Jim Sheppard
Forest Way Country Park	Cllr Francis Whetstone
Ouse Estuary Nature Reserve	Cllr Darren Grover
Riverside Park	Cllr Sarah Osborne
Seven Sisters Country Park (SSCP)	Cllr Stephen Shing
Shinewater Park	Cllr Alan Shuttleworth
	Cllr Colin Swansborough
Weir Wood Local Nature Reserve	Cllr Francis Whetstone

BACKGROUND DOCUMENTS

None



Countryside Access Strategy

East Sussex public rights of way
and countryside sites 2016

DRAFT: proposals for consultation



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Foreword by Councillor Maynard

Lead Member for Transport and Environment

As East Sussex residents we are fortunate to have such beautiful countryside on our doorstep. Two thirds of our county is either National Park or an Area of Outstanding Natural Beauty. We have everything, from the stunning iconic cliffs at Seven Sisters to the rolling hills of the South Downs, the farmland and villages of the Low Weald and the woodland of the High Weald.

The network of 2,000 miles of public rights of way (PRoW) and the ten countryside sites currently managed by East Sussex County Council (ESCC) help to provide access for the public to this wonderful countryside, and to maintain and broaden our wildlife.

The purpose of this Countryside Access Strategy document is to examine and set out how we should manage those PRoW and countryside sites in the future. In preparation, we have consulted widely. We have talked to residents, visitors, landowners, user groups and partners. Their responses have been used to improve our understanding of how and why the community uses these assets. This will inform our future working plans and has contributed to Our Vision:

To ensure that our public rights of way and countryside sites are accessible, maintained, enhanced and promoted; meeting the needs of our residents and visitors in the most efficient, affordable and effective manner.

To achieve this vision we will need to change how we work. From our research, we have found that we manage cost well in many areas. We are efficient and work well within the resources we have. In making our money go further, we will work closely with our council colleagues, with partners, stakeholders and other authorities to make sure we are as efficient as possible. By applying a strategic commissioning approach, we can ensure we make the best use of our resources when meeting our statutory duties, and maximise how PRoW and countryside sites contribute to our council priorities.

This strategy marks the first step in a long journey. Over the next two years we will be working to identify delivery partners who will be able to enhance community involvement, conservation and visitor engagement at the countryside sites.

How we manage the PRoW and countryside sites is essential to their long term protection. I am excited by the prospect of how we could manage them in the future and I'm proud to support this plan. It is based on an improved understanding of what our communities in East Sussex expect from PRoW and countryside sites and how and why they are used. It also sets out how we will structure our resources to deliver against the strategic outcomes set out in this document.

Executive Summary

Public rights of way and countryside sites

In East Sussex we have 2,000 miles of public rights of way (PRoW), made up of footpaths, bridleways, byways and restricted byways. We are also involved in managing ten countryside sites.

PRoW enable free access to our county, crossing through towns and the countryside. Depending on their type they can be used on foot, bicycle, horse (and carriage) or in a vehicle. The ten countryside sites are:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Camber Sand Dunes/Johnson's Field • Chailey Common Local Nature Reserve • Cuckoo Trail • Ditchling Common Country Park • Forest Way Country Park | <ul style="list-style-type: none"> • Ouse Estuary Nature Reserve • Riverside Park • Seven Sisters Country Park • Shinewater Park • Weir Wood Local Nature Reserve |
|--|--|

These are open spaces managed for their value to wildlife and the wider communities. You can walk across all of them and at some you can ride a bike or horse.

To manage the PRoW and countryside sites we have a range of responsibilities. These include the maintenance of furniture (such as bridges and gates) as well as legal record keeping. We also do clearance and resurfacing, coppicing and grazing and we work with various local community partners to help deliver all the work. In 2015/16 it cost us over £1.8m to do this.

It is very important that we make the best use of the resources we have. This Countryside Access Strategy is being prepared at a time of unprecedented change and severe financial pressure. Like many other local authorities across the country, we are dealing with cuts in government funding. We are facing the challenge of saving between £70m and £90m in the next three years whilst keeping council tax as low as possible.

To develop this strategy, we have completed a wide engagement process to understand how and why people are using PRoW and countryside sites. In doing so, we have spoken to user groups, landowners and partners about their involvement and plans for the future.

The feedback has enabled us to establish what contribution PRoW and countryside sites make to our Council priorities. Most notable is the contribution to our priority: "Helping people to help themselves". This can take many forms and includes:

- Helping people to be healthy, stay active and independent and particularly enjoy the benefits of green exercise (exercise outdoors in green areas);
- Improving community involvement and community wellbeing through locally established volunteer and interest groups set up to look after stretches of the PRoW network or for conservation work.

There is also undoubtedly a contribution to the economy of the county. Tourism in East Sussex is valued at £1.35bn and accounts for 22,483 jobs. It is estimated that countryside accounts for roughly 10% of tourist related business, though it remains difficult to assess the link between this figure and the PRoW network and countryside sites.

An analysis of how we structure the service, together with an examination of our costs, resource availability and achievements, demonstrates how effective we are at providing the service. This information along with the insight from our engagement activity, has been used to set out our vision for the future.

Our Vision

To ensure that our public rights of way and countryside sites are accessible, maintained, enhanced and promoted; meeting the needs of our residents and visitors in the most efficient, affordable and effective manner.

This vision is supported by four strategic outcomes that will be used to structure and prioritise our spend to ensure the contribution to Council priorities is maximised.

How we will manage public rights of way and countryside sites:



We propose that how we manage the countryside sites should change. By working to pass most of the sites to others more experienced in community involvement, conservation and visitor engagement, we hope to improve what the countryside sites have to offer. We will work to identify the right organisations and arrangements to achieve this. The Cuckoo Trail and Forest Way are more like Public Rights of Way in their appearance and use, so they require different management arrangements to green open space. Consequently we propose that the Cuckoo Trail and Forest Way continue to be managed in-house by East Sussex County Council.

This strategy document sets out the information we have researched, why we have reached our conclusions and recommendations, and how we propose to develop our services in the future. The plan is devised to ensure PRow and countryside sites are managed to meet the strategic outcomes set out in this document and to make best use of our limited resources.

Introduction

In this strategy document we set out how we will manage public rights of way (PRoW) and countryside sites for East Sussex residents and visitors. In developing the plan, we have looked at our statutory obligations and the contribution that PRoW and countryside sites make to council priorities. We have also explored a range of options for their future management.

What are public rights of way (PRoW) and countryside sites?

We have a network of 2,000 miles of PRoW across East Sussex. PRoW are mostly in the countryside but can also be found in towns in the form of alleyways or twittens. They provide access to the countryside, as well as helping people go about their everyday lives. Their use varies depending on their designation and can include walking, cycling, horse-riding and driving. As PRoW cross many different areas, you may come across stiles, gates and bridges when using them.

Most PRoW run across private land, so we work closely with landowners to manage them. The landowner is responsible for making sure paths are not obstructed, and to maintain gates and stiles. We look after legal records in relation to public access; for example, the Definitive Map and Statement and the registers of Town & Village Greens and Common Land. Where we maintain the PRoW, our work includes installing signposts, buildings, bridges and path clearance.

We are also involved in the management of ten countryside sites:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Camber Sand Dunes/Johnson's Field • Chailey Common Local Nature Reserve • Cuckoo Trail • Ditchling Common Country Park • Forest Way Country Park | <ul style="list-style-type: none"> • Ouse Estuary Nature Reserve • Riverside Park • Seven Sisters Country Park • Shinewater Park • Weir Wood Local Nature Reserve |
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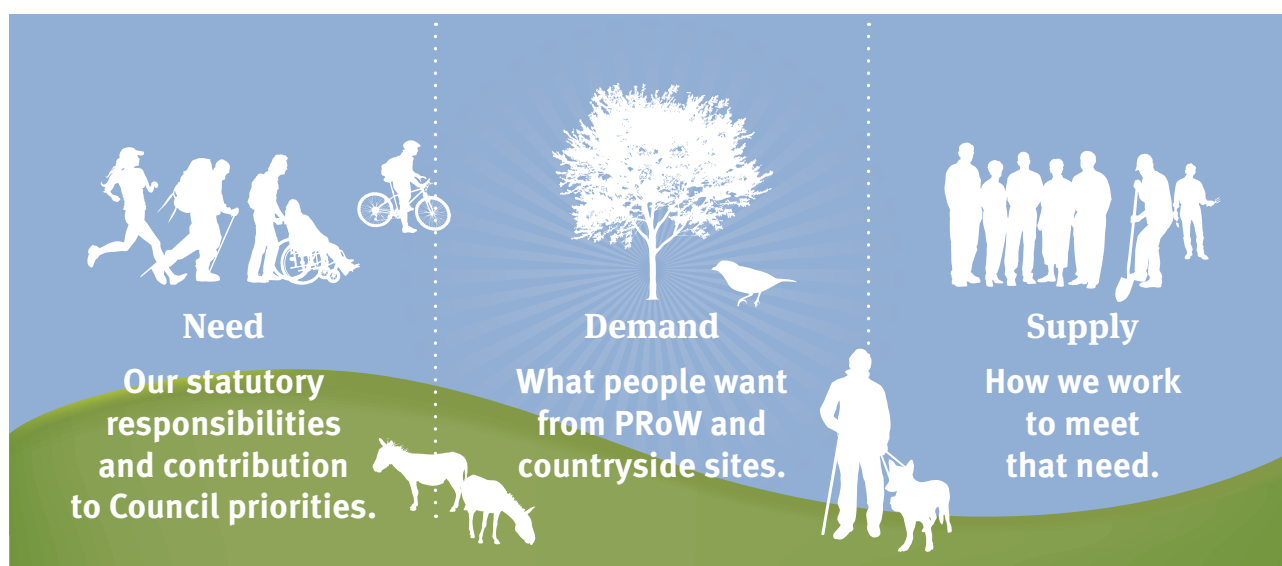
The countryside sites provide an important way to access our county. You can walk across all of the sites and at some you can ride a bike or horse. Most have parking facilities and offer open access instead of one path to follow. As well as the sites, they usually have a designation which means they are vital for conservation and the local environment. Their management follows the regulations set out in legislation, which helps nature thrive and enhances biodiversity in East Sussex. Each countryside site is different, so we can be involved in a range of activities, from scrub clearance, habitat management and coppicing, to litter picking and visitor information. Partnership working is a feature in much of our work.

You can find more information on the PRoW and countryside sites in the Technical Appendix and on our website.

What is strategic commissioning?

We want to make sure our strategy is designed properly and provides a long term focus on what is important for East Sussex residents. To develop the plan we are using the 'strategic commissioning framework' (framework). This ensures a clear understanding of 'need', before identifying the best way to meet it. It also sets out a clear rationale for the review and decision making process.

Adopting the framework approach enables us to understand three key areas:



Developing our understanding of ‘need’ (the first stage in the commissioning cycle) was a very inclusive process. Alongside our knowledge of our statutory responsibilities, we spoke with stakeholders, partners and residents to seek their views. We also researched the impact of PRow and countryside sites on the Council’s priorities, on health benefits, conservation and our economy.

Developing the strategy involved an in-depth review of all of our activities to see, for example, how much it costs us to build a bridge, take enforcement action or clear a path.

The information and insights we have gathered includes how well we’re currently doing and helps us understand how we should structure our services in the future, i.e. the ‘supply’ aspect of the framework. We have used this to develop the vision and set out four strategic outcomes that represent our statutory obligations and the benefits that PRow and countryside sites bring. This underpins our long term planning.

But it won’t stop there. Strategic commissioning is a cyclical process. We will monitor our plans to ensure they are effective and that our work remains focused on maximising the benefits of PRow and countryside sites.

In this document, we set out how we will prioritise our work in the future as well as all the research used to develop the strategy.

By developing this Countryside Access Strategy we are making sure our service is designed to meet our statutory duties, get the maximum benefit from these assets and reflect the expectations of our community.

The Strategy

To develop the Strategy we have used a range of information to improve our understanding of how and why people use PRow and countryside sites, the health and economic benefits they generate and how stakeholders are involved.

For example, we found:

- Being active has a wide range of benefits for our physical and mental wellbeing. It reduces the risk of heart disease by 35%, breast cancer by 20% and depression by 30%.
- Exercise, and in particular 'green' exercise (exercise outdoors in green areas), can improve self-esteem, mood disturbance, stress and anxiety.
- Green space can be a contributor to social cohesion.

If you want to know more about our research and findings, these are summarised in the later sections 'Understanding Need', and the 'Technical Appendix'.

While it is not easy to draw a direct link or conclusion between the above findings and the role of PRow and countryside sites in the county, feedback from stakeholders confirms that they are used to enjoy fresh air, health benefits and to enjoy scenery and walking. We can therefore conclude that they make a contribution to our Council priority: 'Helping people to help themselves' in the following ways:

- Helping people to be healthy, stay active and independent and particularly enjoy the benefits of green exercise (exercise outdoors in green areas);
- Improving community involvement and community wellbeing through locally established volunteer and interest groups set up to look after stretches of the PRow network or for conservation work.

This research shows how PRow and the countryside sites are important for people who use them. They help us to maintain a healthy lifestyle, through getting out and about, as well as experiencing and learning about nature. They give us the opportunity for group activity, or the chance for quiet personal enjoyment. As a county of mixed rural and urban communities, PRow and countryside sites provide a rounded visitor experience and enhance our tourism offer. An estimated 10% of our tourist related business in East Sussex is related to the countryside, generating some £135m a year for the local economy (although it remains difficult to assess the direct relationship between this and PRow and countryside sites).

The range of biodiversity at the countryside sites is important for the wildlife that is able to thrive there, or pass through on migration, as well as for the enjoyment of visitors. The record keeping of our PRow network and countryside sites enables us to stay up-to-date with changing wildlife and communities.

As well as establishing a better understanding of how PRow and countryside sites contribute to our priorities and communities, we reviewed how we manage them i.e. our 'supply'. This aspect of the review covered a wide range of work to understand how much we spend on the service, as well as individual pieces of work, such as building a bridge or taking enforcement action if a path is blocked. Our costs were also compared with other authorities and external contractors.

We found that in many areas we are achieving well, particularly in managing the 2,000 mile PRow network, but that some changes could bring improvements. This is particularly the case for the countryside sites.

We are drawing a distinction between the management of PRow and countryside sites due to their differing requirements and the differences in our responsibilities. County Councils have a statutory Countryside Access Strategy obligation in respect of PRow and, while varying models can be considered in the delivery of that obligation, (e.g. the use of contractors) the obligation will

ultimately always remain with us. This is not true of countryside sites where, for example, duties in relation to the conservation of wildlife rest with the landowner. We have no statutory obligation to retain a network of sites. We can therefore consider passing the sites to others more experienced in community involvement, conservation and visitor engagement. Such organisations may be better placed to take long-term responsibility for the countryside sites and improve what they have to offer. The only exception relates to countryside sites where we are the declaring authority and, in these cases, we retain some duties ourselves regardless of ownership.

This distinction between PRow and countryside sites has given us clarity and options in reaching our recommendations for the respective future management arrangements as set out below.

Setting out our future plan

In creating a Countryside Access Strategy, we are determining what we want our PRow and countryside site service to look like. Our aspiration is that we continue to provide a network of PRow and that the county should continue to benefit from its countryside sites. The whole offer needs to be safe and welcoming to residents, visitors and wildlife. The proposed service model will enable us to meet our statutory obligations, as well as maximise the community, health and economic benefits.

By setting this out in a clear and simple form, we can define what we will be working towards.

This is **'Our Vision'**:

To ensure that our public rights of way and countryside sites are accessible, maintained, enhanced and promoted; meeting the needs of our residents and visitors in the most efficient, affordable and effective manner.

This 'vision' is supported by four 'strategic outcomes'. These will be used to structure and prioritise our spending. They also provide a means to monitor and measure service performance to ensure maximum benefit is gained and best use of resources is achieved.

Strategic outcome 1: Enable residents and visitors to safely use our public rights of way and countryside sites.

We will use an effective and efficient Asset Management Programme (a plan for maintaining assets such as structures and countryside site condition). We will use it to manage the maintenance requirements of the PRow network and countryside sites. The same asset management approach will be used to plan and prioritise PRow legal and enforcement work. To deliver this programme, our main areas of focus will be to:

- Use reports, surveys and information from partners and volunteers to inform the PRow and countryside site asset management plan.
- Work to minimise cost, by understanding the balance between materials, maintenance and repair.
- Source work externally where it is shown to be better value. This will be put in place immediately.

Strategic outcome 2: Support and enable landowners, stakeholders and residents to exercise their rights and fulfil their responsibilities.

Public access on the PRow network and countryside sites is dependent on good working relationships between landowners, stakeholders and residents. To maintain and improve these relationships, our main areas of work will be to:

- Maintain legal records including the Definitive Map and Statement, and the Town and Village Greens and Common Land Registers. They are made available publically and can be viewed at our offices free of charge; informing land purchase as well as legal responsibilities.

- Work with landowners to help them understand and meet their responsibilities in maintaining the PRoW network. We will also provide advice to help landowners manage public access on their land.
- Improve the processing of landowner diversions to raise more income and create more capacity within the Public Rights of Way and Countryside Team. The diversion of a PRoW is a County Council power which can also be carried out by borough and district councils. Diversions can be made in the interests of the public (e.g. to improve access) or in the interests of the landowner (e.g. to improve privacy or security). There is a high demand from landowners for path diversions.

Strategic outcome 3: Achieve the most effective and efficient management of our public rights of way and countryside sites for the benefit of residents, visitors and wildlife.

It is important that we utilise our assets appropriately to maximise the benefits that can be gained from them, to reflect the expectations of residents, visitors and users and to make the best use of our resources. This could mean charging for services to generate income, or putting in place different management arrangements. From our research and consultation work, we have found that we could achieve a better service by managing the countryside sites differently. We have also found that charging for services we provide, and how we work with internal and external colleagues, can be improved. We have set out our next steps below.

- We believe that, by changing how the countryside sites are managed, we would be able to improve overall effectiveness. By working to pass the sites to others more experienced in community involvement, conservation and visitor engagement, we may improve what the countryside sites have to offer for health and wellbeing, conservation and to contribute to a sustainable economy. We will work to identify the right organisations and arrangements to manage our countryside sites. This will be done in 2016 and, if found appropriate, put in place by summer 2018.
- Expand and improve how we charge for our services – for example, PRoW diversions. This will ensure that our costs are covered whilst minimising the impact of non-statutory work or other ‘powers’ on our capacity to meet statutory duties. We will have set an improved fee and charges structure and employed additional capacity by spring 2017.
- We will work proactively with internal colleagues (including Public Health and Infrastructure Development) and external colleagues (such as local authorities and community organisations) to develop partnerships and the network. This will enable us to ensure our infrastructure and health programmes work in harmony to make them as effective as possible. We will meet quarterly and embed each other’s priorities in our working practices by spring 2017.

Strategic outcome 4: Enhance local communities through engagement with our public rights of way and countryside sites.

Volunteer opportunities play an important role in developing a community, enabling healthy activity and, in turn, maintaining the PRoW and countryside sites. Whilst volunteers work for free, facilitating and running volunteer activities carries a cost and we must ensure that all our work is as efficient and effective as possible. To meet this outcome, we will:

- Work with council colleagues to effectively link our programs for outdoor and volunteer activity where possible. We will set an annual plan for review by spring 2017.
- Work with the partners who excel at working with volunteers, visitors and the wider community. This will improve both the involvement and experience of volunteers, and help ensure PRoW and countryside sites are developed to provide the best possible offer for residents in the community and visitors. Additionally, increased engagement will protect the PRoW and countryside sites in the longer term. We will have identified partners and put arrangements in place by summer 2018.

Glossary

Asset management approach. Each countryside site and item of furniture (such as a bridge or signpost) is an asset. We use surveys to monitor the condition of our assets and a priority system to determine which work should be done first – our Asset Management Programme. This helps us balance reactive and proactive requirements. The priority system is set out in the appendix 7 of the Technical Appendices.

Asset Management Programme. A plan for managing assets (such as structures and countryside sites) to an agreed standard through monitoring and maintenance.

Benchmarking. Learning how effective you are by comparing with others. This can be done in any area (such as unit costs or customer satisfaction) if the data is recorded.

Countryside Access Strategy (also called strategy or plan). This is a document that tells people what we have decided to do and why we have decided to do it (Our Vision and priorities). It contains a detailed plan describing the things that we will do to deliver the service and monitor how effective it is.

Countryside site. There are ten countryside sites that we are involved in managing, these are: Camber Sand Dunes/Johnson's Field, Chailey Common Local Nature Reserve, Cuckoo Trail, Ditchling Common Country Park, Forest Way Country Park, Ouse Estuary Nature Reserve, Riverside Park, Seven Sisters Country Park (SSCP), Shinewater Park, Weir Wood Local Nature Reserve. They vary in form; some are open space with conservation designations while others are long thin sites largely used for walking, cycling or horse riding.

Declaring Authority. As a Local Authority we have powers to acquire, declare and manage Local Nature Reserves (LNR). To qualify as an LNR a countryside site must be of importance for wildlife, geology, education or public enjoyment. You can get more information about LNRs on page 29 of this strategy.

Delivery model. How a service is provided. By completing our options appraisal process we analyse a number of different models and determine which ones are best for East Sussex. Until the model is agreed with Councillors we call it the preferred model.

Legal records and maps. The Council is responsible for the maintenance and update of a number of legal records and maps, these include:

- **The Definitive Map and Statement** – which records the routes of PROW.
- **The Town and Village Green Register** – which records the location and boundaries of town and village greens.
- **The Common Land Register** – which records the location and boundaries of common land.

Our Vision. This is our idea for what we think the service should be like in the future, set out in a short, clear and simple form.

Priorities. These are the most important things that we need to do.

Public Rights of Way (PROW). PROW enable free access to our County, crossing through towns and the countryside. Depending on their type they can be used on foot, bicycle, horse (and carriage) or in a vehicle. You can get more information on page 30.

Site of Special Scientific Interest (SSSI). Some of our countryside sites have this designation as they are very important for wildlife. You can get more information on all the different designations on page 34.

Stakeholder. An individual, group or organisation that has an interest in the Strategy. As an example this includes: residents, visitors, landowners, councils (such as districts, boroughs, parishes and towns), tenants, councillors, the Environment Agency, Natural England, local communities and users groups. This list is not exhaustive.

Strategic Commissioning Framework (framework). This is a way of working that we use to help ensure all Council departments follow the same process to make decisions about the services that we provide. The process has four groups of tasks (analyse, plan, do and review) that we carry out to find out what residents need and how our services are provided to meet those needs. There are three key terms:

- **Need** – our statutory responsibilities and contribution to Council policies.
- **Demand** – what people want from PRow and countryside sites.
- **Supply** – how we work to meet need.

There is more information on the framework in the Technical Appendix.

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How we developed the Strategy

Introduction

As previously described, to develop our Countryside Access Strategy, we adopted the Strategic Commissioning Framework approach. The following sections summarise the information we gathered, and its analysis, as we applied this process. This includes:

- research to better understand how and why PRoW and countryside sites are used, and the benefits users get from them
- information reviewed to understand how we provide the service and how our methods compare to others
- a gap analysis looking for any differences between the two above
- some information on how we will model our service in the future.

More detailed reports are shown in the Technical Appendix starting on page 24.

Understanding ‘Need’:

Our statutory responsibilities and contribution to Council priorities

To understand this we looked at a range of information and spoke to a number of groups.

The findings of this research are summarised on the next three pages while the Technical Appendix has more detail.

We looked at all the information we had collected, as well as legislation and guidance that sets out our statutory obligations. We also identified how PRoW and countryside sites contribute to our council priorities and what residents and visitors expect. These have been used to underpin our vision and the strategy. Our strategic outcomes set out how we will meet them and prioritise spend in the future.

Health Benefits



Promoting active lifestyles can help us address some of the important challenges facing the UK today. Increasing activity has the potential to improve the physical and mental health of the nation, reduce all-cause mortality and improve life expectancy. It can also save money by significantly easing the burden of chronic disease on the health and social care services.

We looked in to the health benefits of activity. Appendix 1 (A Review of the Potential to Contribute To Improving Health) highlights a range of research.

Being active has a wide range of benefits for our physical and mental wellbeing. It reduces risk of heart disease by 35%, type II diabetes by 40%, breast cancer by 20%, depression and dementia by 30%.

To live a healthy lifestyle each week adults should do:



150 minutes of moderate activity or 75 minutes of vigorous activity



An activity to improve muscle strength twice



Minimise extended sedentary periods

Research has found that green exercise (i.e. outdoors in green areas) can provide additional benefits by improving self-esteem, mood disturbance, stress and anxiety. Furthermore, early indications from research identify green space as a contributor to social cohesion.

We also know that children should:

- Engage in moderate to vigorous physical activity for at least 60 minutes (and up to several hours) every day.
- Undertake vigorous activities, including those that strengthen muscle and bone, at least three days a week.
- Minimise the amount of time spent being sedentary (sitting) for extended periods.

By maintaining our PRoW and countryside sites we are providing key infrastructure which can support people to meet their need for outdoor activity. By working with council colleagues we can ensure that our Countryside Access Strategy takes into account the health benefits that can be achieved through improving access to green spaces. It can also prioritise supporting access for people with poorer health outcomes, maximising our positive impact as a Council.

Usage



We employed various methods to gather information to understand how and why people are using the PRow and countryside sites. The Consultation Reports (appendices 3 and 4 of the Technical Appendix) show all of our results.

Individual survey

A survey asking people how and why they use PRow and our countryside sites.

This was advertised across East Sussex and we received 886 responses. 97% of respondents had used PRow and 85% a countryside site in the last two years. 60% said they used them to get fresh air, for their health and to enjoy scenery and walking. We learnt that over 80% of those visiting a countryside site travelled there by car.

We had 405 additional comments about PRow which told us: they are a valued asset (14%), where accessibility (15%) and maintenance (26%) is important.

We had 141 additional comments on countryside sites: 18% said they were a valued asset; 12% said maintenance and management was important; 15% praised our management; 85% said the countryside sites were important for wildlife conservation; 18% wanted easier access; and 13% wanted more information.

Stakeholder engagement

We also asked our stakeholders how they are involved and what their plans are for the future.

We received 126 replies to our survey and had 65 attendees at our meetings. We spoke to a range of stakeholders including landowners, user groups, partners and organisations. 10% were from the private sector, 14% voluntary, 18% public sector and 42% association or society.

The top reasons respondents were involved in PRow and countryside sites were:

- Enjoyment of the countryside
- Health and exercise
- Monitoring and management.

20% were involved with Seven Sisters Country Park (SSCP), 27% with the Cuckoo Trail and 64% in walking.

When asked about the future, the main issues cited were: financing (12%), co-ordination (12%), change (13%) and information (12%).

Other usage data

Recordings of visitor numbers give some indication of use across the network. SSCP visitor centre numbers show relatively consistent use of between 45,000 and 65,000 per year except for one dip of roughly 25% in 2012. (It should be noted not all visitors enter the centre).

In 2014/15 we received 3,705 reports in relation to maintenance of the PRow network. These are fed into our 'asset management system', so work can be reviewed, prioritised and action taken where appropriate.

<p>Economy</p> 	<p>Tourism is important to rural communities and the countryside can be a key driver for influencing visitor behaviour.</p> <p>Tourism is valued at £1.35bn for East Sussex, and accounts for 22,483 Full Time Equivalents (FTE) jobs. The countryside is estimated to account for roughly 10%, i.e. between £134m/2,250 FTE and £147m/2,600 FTE. While the exact draw of the PRoW and our countryside sites to the countryside of East Sussex is not known, it is certainly an important aspect.</p> <p>By maintaining our PRoW and countryside sites we are providing key infrastructure that has a direct impact on visitor attraction and experience of East Sussex.</p> <p>The ‘Strategy Assessment Report (Economic Impact)’ provides more information. See appendix 2 of the Technical Appendix.</p>
<p>Legislation and guidance</p> 	<p>The Council, as Highway Authority, has a statutory duty to assert and protect the public’s right to use the 2,000 miles of footpaths, bridleways and byways in East Sussex. These public highways run predominantly across private land. The Highways Act 1980, along with other legislation, places obligations on both the Council and landowners to maintain the network.</p> <p>Managing the network covers a range of work. As well as completing maintenance (such as building bridges, installing gates and resurfacing paths) the Council works with landowners to help them understand and meet their responsibilities. In managing the network the Council also has a statutory responsibility to maintain legal records such as the Definitive Map and Statement, which records all PRoW, and the Town and Village Green and Common Land Registers. In updating these records, there may be objections from landowners and users, which can require legal advice and even Public Inquiries.</p> <p>As a landowner of countryside sites, the Council has a range of responsibilities which broadly involve: wildlife conservation in line with its designation; ensuring assets are safe; enforcement of bylaws; and providing suitable access.</p> <p>The Council is also the Declaring Authority at two countryside sites: Chailey Common LNR and Weir Wood LNR. Here the Council has further responsibilities, even though it is not the landowner.</p> <p>There is a wide range of national legislation and regional policy that affects how PRoW and countryside sites are managed. This ranges from planning policy on development to conservation policy on how works can be completed. It also includes local policy such as the Transport Plan and the Rights of Way Improvement Plan (RoWIP). A strategy map is detailed in the Technical Appendix and anyone working in this field must be aware of this information.</p>


Understanding Supply: How we manage public rights of way and countryside sites



We looked at a range of information to review how we provide our services including costs and what outcomes are achieved.

A lot of the information we gathered was held internally, but some was collected from external partners, colleagues or businesses.

By analysing this information we are able to understand how well we are doing.

The findings of this research are detailed on these two pages while the Technical Appendix has more detail.

<p>Maintenance of PRow and countryside sites</p> 	<p>We have 2,000 miles of PRow and are involved in managing ten countryside sites (1,160 hectares).</p> <p>The Council operates an effective ‘asset management system’ to prioritise and balance reactive and proactive maintenance (see glossary and appendix 7). Each year over a quarter of the PRow and countryside sites are surveyed – inspecting and recording the condition of our assets. This data is then added to the Rights of Way Asset Management (RAM) system which is used to organise and prioritise work. Applying an asset management approach gives the Council a good understanding of the condition of PRow and countryside sites and flexibility in its maintenance.</p> <p>We are proud to report that over 99% of our PRow network is accessible by foot and 80% of the furniture is in a good condition.</p>
<p>Countryside site condition</p> 	<p>The countryside sites are important locally and nationally, which is reflected in their designations. The designations inform what can be done on the countryside site and how works should be arranged.</p> <p>There are species records and Site of Special Scientific Interest (SSSI) designations linked to the countryside sites. These show that ESCC, as landowner or manager of land, has a duty to conserve, restore and enhance biodiversity at all of the countryside sites. The data collated shows that ESCC is currently meeting this duty. The five SSSI countryside sites it manages are meeting the national target of the land being within a ‘favourable’ or ‘unfavourable recovering’ condition. Additionally, rare and protected species continue to be recorded across all the countryside sites.</p> <p>80% of countryside site furniture, which is maintained by ESCC, is also recorded as being in a good condition.</p>
<p>Market analysis</p> 	<p>To understand our supply we have reviewed our staff cost, resource, equipment and depot arrangements, along with how much work we are able to complete each year. This has enabled us to develop a good understanding of the average unit costs across all our work, from clearance to building bridges, from letter writing to resurfacing.</p> <p>This information was compared to contractor costs for similar works and research findings reported by Surrey County Council (SCC) into the market in East Sussex.</p> <p>Our research found that we have a competitive unit price for our work.</p>

<p>Benchmarking</p> 	<p>We spoke to our neighbouring authorities to understand how they manage PRow and countryside sites, as well as the benefits of different models.</p> <p>Each council arranges their services slightly differently, to suit the need of their local area. Some have more PRow while others have more countryside sites, and we all record our work differently. This meant direct comparison of our outputs, such as the percentage of bridges that are in a good condition, was not possible.</p> <p>On a broad level, it was useful to appreciate the different arrangements in place, how income was secured and what benefits different models achieve. We found that ESCC is competitive in its management cost and level of maintenance, and leading in asset management techniques. We are the only Council in the south-east that has a joint PRow and countryside site maintenance team.</p>
<p>Consultation</p> 	<p>As well as helping understand how and why people use the PRow and countryside sites, the consultations helped us understand how well we manage them.</p> <p>Respondents told us that maintenance and accessibility were important issues and that in some cases if this was better it may encourage them to use PRow and countryside sites more. However, more people said that there was nothing that we could do to increase their usage, while some said that location and time was a factor.</p> <p>This was repeated in the stakeholder survey, where respondents told us that the condition of the PRow/countryside site plays an important role in its usage. Other comments let us know that our system is working well considering the level of resource that we have.</p>

Gap Analysis: understanding how well we are performing

With the information we have gathered about our supply we can see if we are meeting our statutory responsibilities, making the best use of our resources and helping people help themselves.

The gap analysis is summarised below. This shows that the current arrangements are working well (however we might be able to do more in some areas).

Meeting our statutory responsibilities as Highways Authority, landowner and declaring authority.

The Council operates an effective asset management system across the PRow and countryside sites to balance proactive and reactive work. Health and safety is the key factor, ensuring a quick response to these issues. Prioritisation of works takes into account how much a path has been actively promoted to the public, as well as general usage and reports. This allows us to react to change of use over time (the priority statement is set out in appendix 4 of the Technical Appendix). Almost a fifth (**17.5%**) of our PRow network is prioritised as ‘well used’ or promoted by the Council. On promoted routes, the furniture maintenance is carried out by the Council.

Another key factor for good works planning is having good survey data:

- Every year we survey **over a quarter (575 miles)** of the PRow network
- Every countryside site is surveyed **every two years**

From the surveys we know that:

- **80%** of PRow and countryside site furniture is in ‘good condition’
- **Only one percent** of the PRow network is ‘not available’. This is due to legal issues or fundamental obstruction (for example, cliff falls or major developments)

Natural England’s target of **95%** of Site of Special Scientific Interest (SSSI) being in a ‘favourable’ or ‘unfavourable recovering’ condition is met on the countryside sites that the Council has involvement with.

The Sussex Rare Species Inventory (Sussex RSI) and Sussex Biodiversity Action Plan Species Inventory (Sussex BAPSI) show a good range of species at the countryside sites. This is an indication of the effective management of the countryside sites and applies to all countryside sites including the SSSIs.

Making the best use of our resources

Four countryside sites are supported by Higher Level Stewardship schemes; the funding is invested in the countryside sites to improve their condition further.

Where possible, funding is secured from developers and used to improve the condition of the countryside and mitigate the impact of development.

Where financially viable and possible, we use Small and Medium Enterprise (SME) contractors and local produce. Business opportunities are created on our countryside sites for SMEs where appropriate.

The asset management system ensures the maintenance of PRow and countryside sites is well managed. It also ensures the team takes into account the level of use that an individual PRow or countryside site has and how heavily they are promoted.

Land searches are an important aspect of property purchase, especially in rural communities. We have a public commitment to provide a quick response, which is met.

Helping people help themselves

People like to enjoy the countryside in different ways. **22%** of our PRoW network is designated as a multi-user route, e.g. can be used by walkers, horse riders and cyclists.

In addition to an accessible network, there are active volunteering opportunities in 14 parishes and at six countryside sites. There is also the ability to create a volunteer group in any area if people are interested and their work is appropriate for the PRoW network and countryside sites.

886 people replied to the individuals' survey. **97%** had used the PRoW in the last two years and **85%** a countryside site. **16%** stated maintenance as a reason that would encourage them to use PRoW and countryside sites more.

In a survey completed by a total of **126** groups or organisations, maintenance was rated **7th** out of 16 in the analysis of comments from meetings.

PRoW and countryside sites are promoted on our website, in electronic leaflets, as well as via an online interactive map and a smartphone app. This gives residents and visitors easy access to maps and the countryside. The Visitor Centre at SSCP is open for nine months a year.

Options Appraisal Process: analysis of management options

As a result of the review process the strategic outcomes were developed. These are:

1. Enable residents and visitors to safely use our public rights of way and countryside sites.
2. Support and enable landowners, stakeholders and residents to exercise their rights and fulfil their responsibilities.
3. Achieve the most efficient and effective management of our public rights of way and countryside sites for the benefit of residents, visitors and wildlife.
4. Enhance local communities through engagement with our public rights of way and countryside sites.

These strategic outcomes set out how we will prioritise our work in the future to deliver against our statutory responsibilities and maximise the contribution to Council priorities. There are a number of ways to provide a service, such as 'in-house' staff or external contractors. We applied a thorough options appraisal process to look at all the different delivery models. This is summarised, with the preferred model, on the next page.

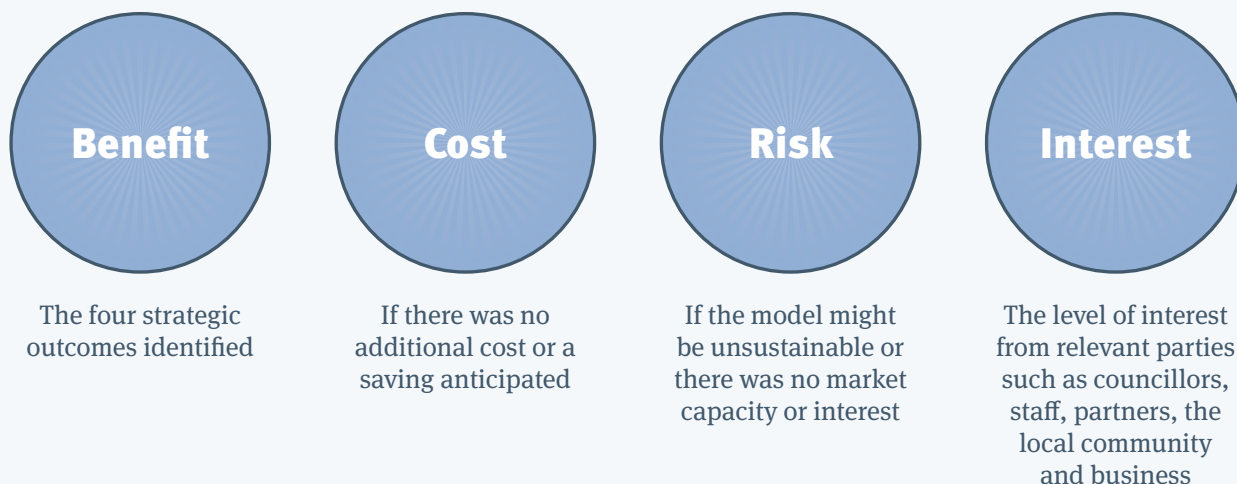
Delivery model options

Each delivery model was analysed against four categories: benefits, costs, risk and interest.

To see how PRow and countryside sites could be managed in the future we have looked at how other authorities provide a range of functions and evaluated a number of delivery models. These included: the use of contractors; management by charitable organisations, creation of a trading company or social enterprise; transfer or sale of land; in-house provision; and partnership arrangements.

Analysis: benefit, cost, risk, interest

Each area of analysis was defined before the process began and included:



This analysis enabled us to identify the best models available for East Sussex from a wide number of options. These were explored in more detail and the final delivery model developed for the strategy.

Preferred model

Broadly, the Council has determined two models for the functions:

1. **PRow will be managed in-house.** This covers areas such as maintenance, enforcement and legal record keeping. The research found that our current Asset Management Programme efficiently and effectively balances reactive and proactive maintenance and enforcement requirements. The research also found that we operate at a competitive cost when measured against external providers. By managing the service in-house, we maintain a high level of flexibility in planning how we meet the strategic outcomes. In a small number of areas, modifications were identified that may bring improvements. These include: how we structure our work with consideration of Public Health objectives; how we communicate and work with our colleagues developing new paths, and the delivery of our volunteer offer. Our Rights of Way and Countryside Team will use the findings of the research to improve how we manage our resources in the future.
2. **How we manage our countryside sites should change.** We believe that by changing how the countryside sites are managed, we may be able to improve what they have to offer. By working to pass most of the sites to others experienced in community involvement, conservation and visitor engagement, we hope to improve the contribution that countryside sites make to Council objectives and in meeting the expectations of users. If we are able to enhance their financial management they may also have long-term protection from the continued financial pressures all organisations are experiencing. The Cuckoo Trail and Forest Way are more like Public Rights of Way in their appearance and use, so they require different management arrangements to green open space. Consequently, we propose that the Cuckoo Trail and Forest Way continue to be managed in-house.

Implementation and Review: next steps

In April 2016 this draft Strategy will be submitted to the County Council's Cabinet (a group of Councillors) for approval. After this we will hold a public consultation asking what people think of the Strategy. There will be a survey published on our website (www.eastsussex.gov.uk/haveyoursay). We will use this time to speak to a range of stakeholders to understand what people think of our plan and their interest in it. The survey will be open to everyone, including residents, visitors, partners and businesses.

We will use the information that we gather during this period to finalise the strategy. The final strategy will be approved by Cabinet before it is implemented.

As there are a number of changes proposed, if they are approved, we will take a staged approach to implementation. We have developed a draft implementation plan which sets out who we need to speak to and when, as well as what processes we need to follow to make sure all the changes follow the right legal process.

The information we have gathered has given us a good understanding of our current position and we will use this to monitor the changes that we put in place. Our Rights of Way and Countryside Team will work to embed these changes into their working practices. As changes are put in place they will monitor the impact of those changes. Our Equality Impact Assessment (EqIA) and the strategic outcomes will be used to make sure that all changes continue to meet the objectives we have identified.

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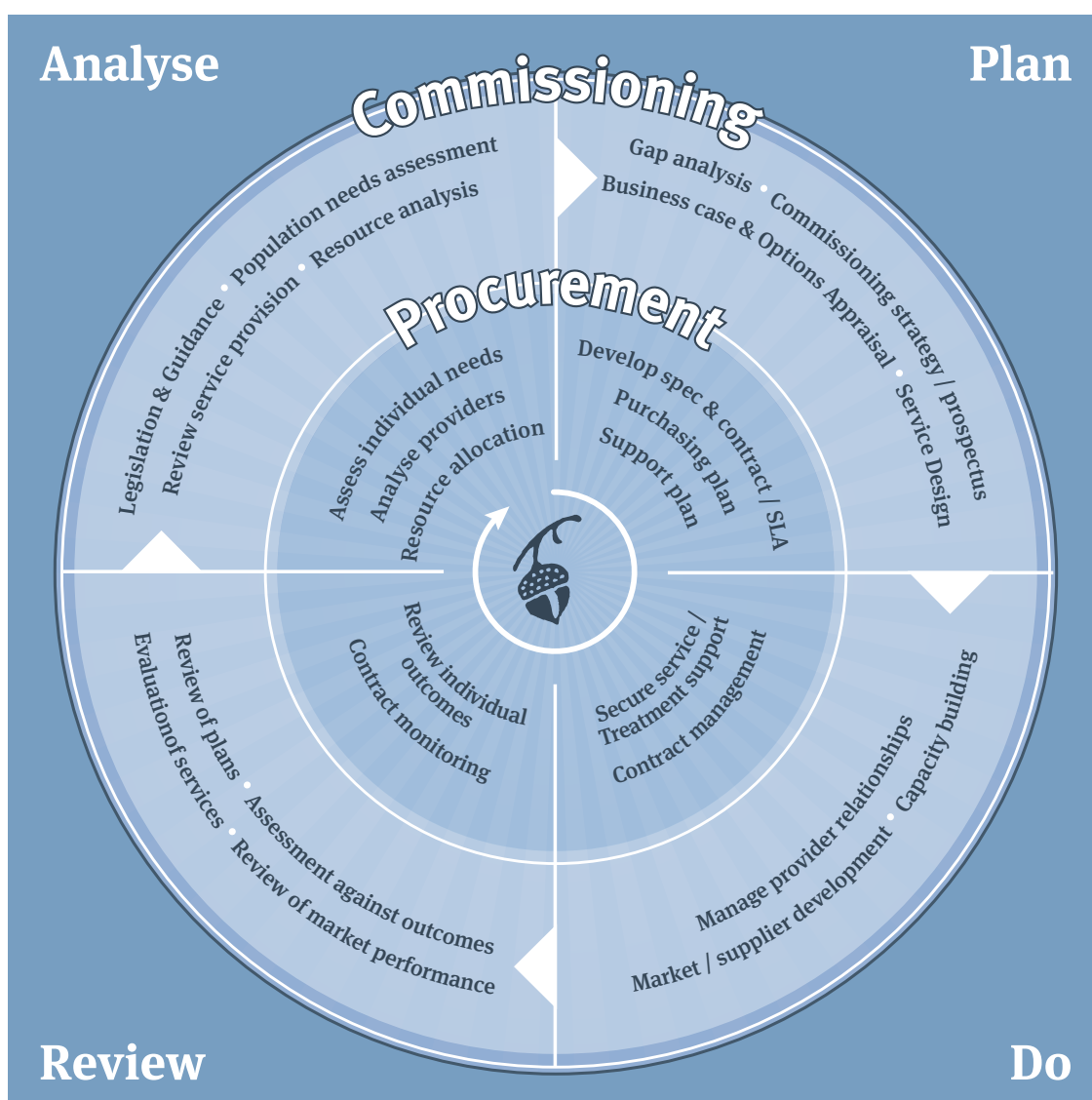
Strategic Commissioning Framework (framework): the process used to develop our plan

The framework sets out how the Council will secure the best countryside access for East Sussex residents. By focusing on outcomes, not just the existing services, it will enable us to make the best possible use of resources, manage markets and design services to ensure a balance of cost, health, social, economic and environmental benefits for East Sussex.

The Strategy builds on existing best practice and reflects our past achievements, and will enable us to understand better the long term contribution that PRoW and countryside sites make in East Sussex. From that understanding we will identify the best approach and methods available to us to gain the most benefit.

The Strategy has been developed using our commissioning framework to provide a clear rationale for the commissioning decisions that we have to make. It also provides the basis for our decision-making, in a way that is consistent across different services.

Strategic commissioning is a cyclical activity, (ie: an ongoing process) and not a one-off event. The activities involved in strategic commissioning and the relationship with procurement is shown below.



The strategic commissioning cycle (the outer circle in the diagram) drives the procurement and contract management activities (the inner circle). The contracting experience must, however, inform the ongoing development of strategic commissioning. It is our intention that our commissioning process should be equitable and transparent, and open to influence from all stakeholders through dialogue with customers, service users and service providers.

In developing this Strategy we have sought to establish clearly what we want the network of PRoW and countryside sites in the county to look like in the future; this is 'Our Vision'. We also need to be clear about how this Vision will be achieved – the implementation process. Our Strategy for PRoW and countryside sites reflects and contributes towards the delivery of our wider strategic objectives.

Population Needs Assessment: understanding how and why people use public rights of way and countryside sites

To understand the 'need' for public rights of way (PRoW) and countryside sites we decided to research information on:

- **Health benefits**
- **Economic impact**
- **Usage**

The health benefits were investigated and reported by Peter Brett Associates. They are briefly summarised on page 15 in 'Understanding Need' and the full report is published in appendix 1.

The economic impact assessment was completed by Nairne Ltd and Venuesadvisor Ltd. Page 17 in 'Understanding Need' gives a brief summary and the full report is published in appendix 2.




We investigated usage in a number of ways:

1. **Held data.** This included data from counters showing how many people use the PRoW and countryside sites as well as recorded reports, complaints, compliments and website usage. This is summarised in the table below (Table 1A).
2. **A survey for individuals.** This was widely publicised in East Sussex and could be completed by anyone who wanted to tell us how and why they use PRoW and countryside sites. It was open to everyone, including people that didn't live in East Sussex and those that didn't use PRoW and countryside sites. The consultation report is published in appendix 3.
3. **Stakeholder engagement.** Here we spoke to a range of interested parties and groups including landowners, user groups, partners and organisations. We issued a survey and held five meetings where we explored how these stakeholders are involved and their future plans. The consultation report is published in appendix 4.

There is a small amount of data held by the Council and its partners that provides some useful context to PRoW and countryside site use. One area is the number of reports, complaints and compliments that we receive each year.

Another form of data is gathered by counters on some PRoW and at the Visitor Centre at Seven Sisters Country Park (SSCP). There are counters on the South Downs Way (SDW) and 1066 Route. Both routes pass through East Sussex and are funded by South Downs National Park and Rother District Council respectively. We only have access to a small number of counters as they have a cost to maintain and can be damaged in poor weather. It is also important to be aware many people visiting SSCP do not go into the Visitor Centre.

Table A1: Summary of some data sets

Area	Findings
<p>Counters on 1066 and SDW, SSCP visitor numbers</p> 	<p>Counters give some indication of use across the network but due to cost we only have them on two main promoted routes. In summary:</p> <ul style="list-style-type: none"> • 1066 Route – usage ranges from approx. 1,000 to 6,000 counts per year depending on the area. The highest recorded number has been found at Guestling in 2011 and the lowest in Sedlescombe in 2003. Usage was highest in 2007/8 and 2011/12 with troughs in between. • South Downs Way (SDW) – there are three counters in East Sussex and in 2013/14 they recorded <ul style="list-style-type: none"> • 26,217 users at Itford Farm • 40,367 users at Jevington Church • 61,191 users at Streat Hill. <p>These are records of walkers (by far the highest), cyclists and horse riders. It could be assumed that most of those at Streat Hill and Jevington Church are different people while most of those at Itford have visited one or the other. Streat Hill is shown to be consistently the busiest across the South Downs.</p> • Seven Sister Country Park (SSCP) – visitor centre numbers show relatively consistent use of between 45,000 and 65,000 per year except for one dip of roughly 25% in 2012.
<p>Complaints, compliments and reports</p> 	<p>Reports are received to let us know about path and furniture condition. These can come from anyone, such as user groups, parish and town councils and members of the public.</p> <p>In 2014/15 we received 3,705 reports in relation to PRow. These are fed into the asset management system for review, and action where appropriate.</p> <p>In 2014/15 the contact centre received 32 compliments across the service, and only six complaints.</p>
<p>Website usage</p> 	<p>Another useful source of information that gives an indication of usage and interest is the number of times a page on our website is visited.</p> <p>For example, between April 2014 and March 2015, there were approximately 217,000 visits to the SSCP website. In the same period, the highest visited countryside walks page on the Council's website was the Cuckoo Trail with over 20,000 visits. This is over double the number of visits to the Forest Way page, which received just under 9,000. Our webpage detailing information on circular walks was visited over 13,000 times and visits to Camber Sands and beaches together totalled over 19,000.</p>

Current Legislation, Guidance, Policy and Practice


There is a wide range of national legislation, guidance and regional policy that affects how PRow and countryside sites are managed. This ranges from planning policy on development to conservation policy on how works can be completed. It also includes local policy such as the Transport Plan and the Rights of Way Improvement Plan (RoWIP). A strategy map is shown in appendix 5 and anyone working in this field must be aware of this information.

The Council has key areas of responsibility in its role as Highways Authority, landowner and Declaring Authority. These are set out in Table A2.

There are three areas where future legislation change will affect the Council:

- **Finalising the Definitive Map.** The Countryside and Rights of Way Act 2000 states that any unrecorded PRow in existence before 1949 and not on the map by 2026, will be extinguished. This is likely to generate an increase in requests to have new paths recorded in the lead up to 2026. Public Inquiries are often necessary to resolve disputed requests.
- **Coastal Path.** Under the Marine and Coastal Access Bill 2009, the path must be completed by 2020 with East Sussex sections being timetabled by Natural England for 2016-2018. This will require some resource to map, formalise and create.
- **High Level Stewardship (HLS) funding.** The HLS provides a significant income for some of the countryside sites. The fund is issued by Natural England and due to be replaced in 2016 by a new scheme, Countryside Stewardship. It is anticipated, but not certain, that once our HLS ends we will be successful in applying for Countryside Stewardship.

Table A2: Summary of key responsibilities in legislation and guidance.

	Responsibility
<p>Countryside site landowner</p> 	<p>As a landowner of countryside sites the Council has a range of responsibilities which broadly involve the following actions:</p> <ul style="list-style-type: none"> • Wildlife/heritage conservation in line with its designation (see tables A4 and A5). This involves managing the land in a way that conserves and enhances its wildlife value. In addition we must ensure our work, and that of others, does not damage the habitats. • Ensuring all assets (such as access structures, car parks, buildings, etc) on the countryside sites are monitored and maintained to a suitably safe standard. • Enforcement, e.g. making sure all bylaws are followed. • Providing suitable access for all users. <p>These are set out in various legislation including: Wildlife & Countryside Act 1981, Countryside & Rights of Way Act 2000, National Parks and Access to the Countryside Act 1949 and Natural Environment & Rural Communities Act 2006.</p>

(Continued on the opposite page.)

Table A2 (Continued): Summary of key responsibilities in legislation and guidance.

	Responsibility
Highways Authority 	<p>The Council, as Highway Authority, has a statutory duty to assert and protect the public's right to use the 2,000 miles of footpaths, bridleways and byways in East Sussex. These public highways run predominantly across private land. The Highways Act 1980, along with other legislation, places obligations on both the Council and landowners.</p> <ul style="list-style-type: none"> Landowners are responsible for preventing the obstruction of a path. They must maintain stiles or gates (as they enable a user to pass over or through a fence), adjacent vegetation or structures and crops. The Council is responsible for the maintenance of a path, i.e. the surface (including vegetation), signage, bridges and legal records. <p>If the Council owns the land that the PRoW passes over, it is responsible for both areas.</p> <p>The Council is required to provide a 25% contribution to the upkeep of gates and stiles. Also, if the stile or gate is on a walk promoted by the Council, we will usually maintain it on the landowner's behalf.</p> <p>The Council must maintain legal records, these are:</p> <ul style="list-style-type: none"> the Definitive Map (DM), which sets out all PRoW the Common Land (CL) Register Town and Village Green (TVG) Register. <p>These records are essential to a range of duties in relation to maintaining the network, such as completing property searches, temporary closure orders, diversions and responding to planning applications. Requests for paths to be added to the DM must be considered.</p> <p>The Council must also provide a Rights of Way Improvement Plan and facilitate a Local Access Forum.</p>
Countryside site Declaring Authority 	<p>A Local Nature Reserve (LNR) is a statutory designation made under the National Parks and Access to the Countryside Act 1949, and Natural Environment and Rural Communities Act 2006. We, as a Local Authority, have powers to acquire, declare and manage LNRs. To qualify as an LNR a countryside site must be of importance for wildlife, geology, education or public enjoyment. As Declaring Authority we have a responsibility towards the management of Chailey Common LNR and Weir Wood LNR.</p>

The Equality Act 2010 requires the Council to have “due regard” to the need to eliminate discrimination, advance equality and foster good relations. We have completed an Equality Impact Assessment on this Strategy which can be found in appendix 6 of the Technical Appendix. The assessment also includes further information on the Equality Act 2010.

Provision, Resource and Financial Analysis

Provision

We have 2,000 miles of public rights of way (PRoW) across East Sussex covering both rural and urban areas. Many PRoW were created for rural travel – typically between towns, farms, pubs and churches. Since the 1950's, these routes have largely become recreational in nature – allowing people to access the countryside for personal enjoyment as well as their day-to-day activities.

Whilst PRoW are often rural, around 50 miles of the PRoW network runs through urban areas. This urban network is typically made up of twittens – providing routes between shops, schools and housing. Map one, on the next page, shows the distribution of PRoW across the County.

There are four different types (or status) of PRoW and they are usually marked by different symbols, most commonly found on wooden signs (or fingerposts).



1. Footpath

Where you can walk



2. Bridleway

Where you can walk and ride a horse or bicycle



3. Byway

Where you can walk, ride a horse or bicycle and drive a motor vehicle



4. Restricted byway

Where you can walk, ride a horse or bicycle and drive a carriage

Table A3. Summary of PRoW designation at other authorities (miles)

	Footpath	Bridleway	Byway	Restricted Byway	Total PRoW
East Sussex County Council (ESCC)	1,563	364	45	28	2,000
Hampshire County Council (HCC)	2,060	471	178	146	2,855
Kent County Council (KCC)	3,622	472	143	96	4,190
Surrey County Council (SCC)	1,388	690	123	1	2,079
West Sussex County Council (WSCC)	1,722	727	8	78	2,535

PRoW are used by a range of people who want to access the countryside in different ways. Walking is the main activity, and bridleways are often the only off-road access for horse riders and cyclists.

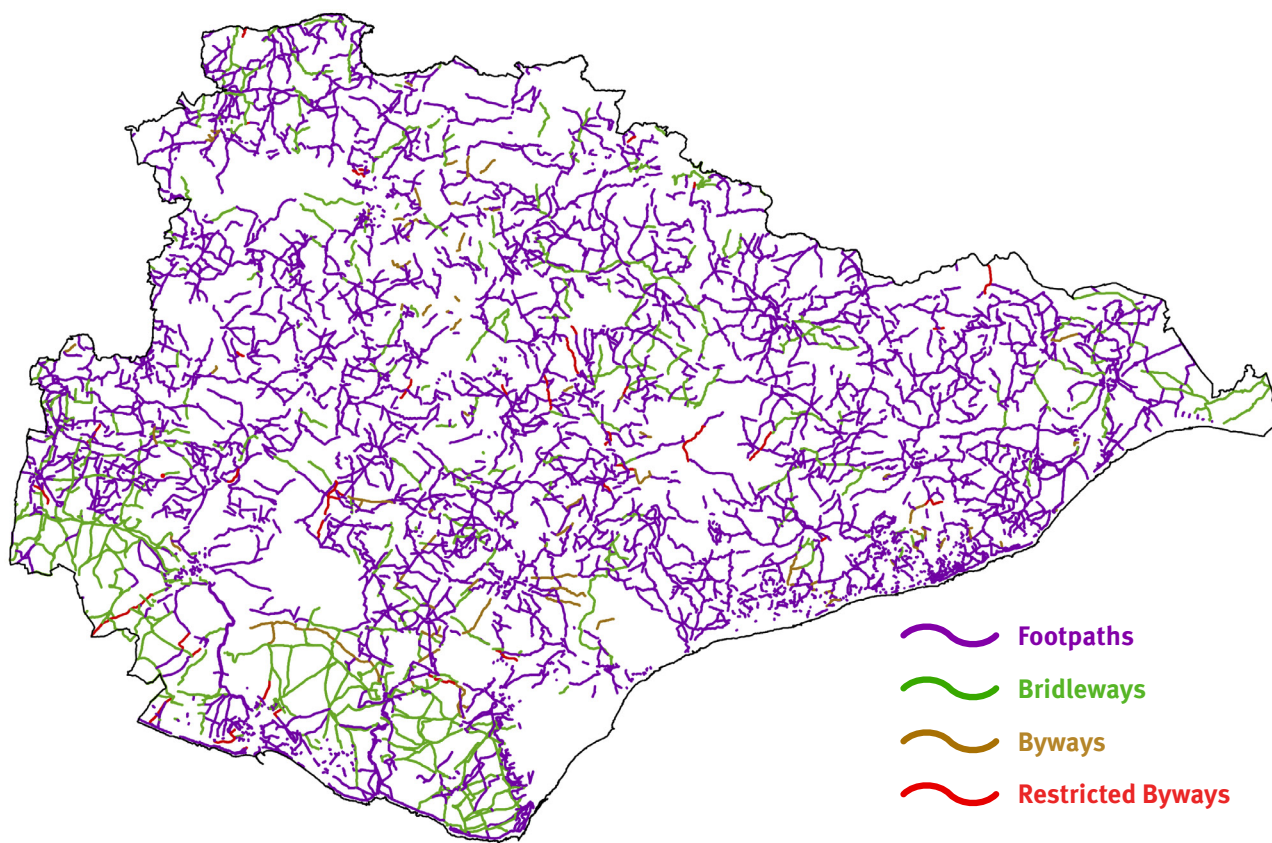
The Council's website provides an online PRoW map, showing paths, gates, stiles and bridges. This map can be used by the public to find paths in their areas, or to report issues to the Council.

Whilst many PRoW users prefer to plan their own routes, either using the online PRoW map or Ordnance Survey maps, the Council also provides 38 self-guided circular walks. These routes provide walkers with a range of well-maintained walks around the County, which are typically accessible via public transport. Leaflets providing maps and walk directions as well as gates, stiles and road crossing information, can be downloaded from our website.

There are ten long distance linear paths that run through East Sussex – for example, the South Downs Way or Weald Way. Long distance routes typically run across county boundaries. Where PRoW pass through farms or cross water, bridges, gates and stiles are installed so that the path can be used safely and livestock are controlled. In East Sussex, there are:

2,803 bridges, **4,954** gates, **1,164** steps, **6,103** stiles, **10,853** fingerposts.

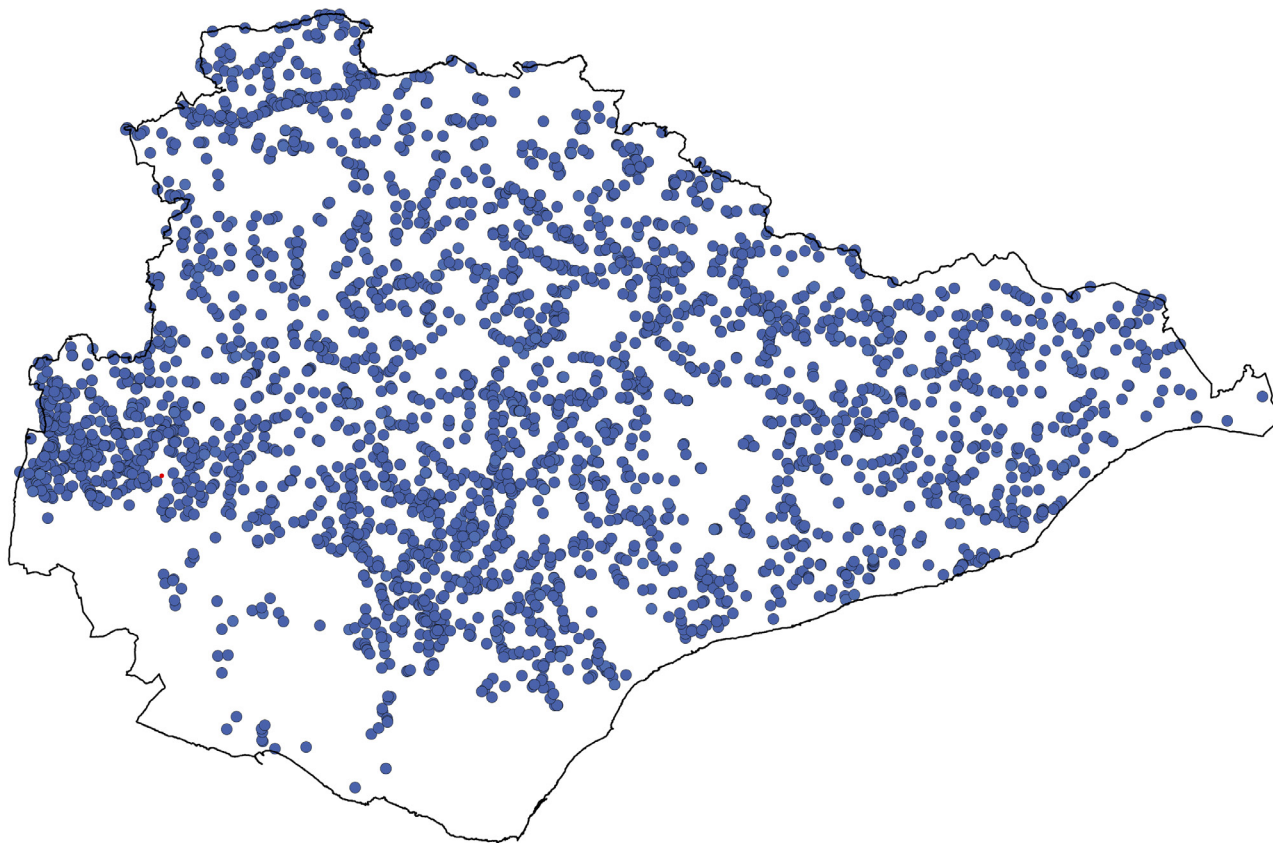
Map 1:
Distribution of different PRow in East Sussex



Like main highway networks, the mileage and status of PRow varies between counties – often due to geographical or historical reasons. For example, the South Downs of East Sussex features a higher percentage of bridleways than the rest of the County. There are also very few bridges in the South Downs area compared to the Weald.

These differences can affect the type of work required in a particular parish or area of the County. For example, a bridge on a bridleway will require more resource to replace compared to a footpath. Table A3 shows a comparison of PRow in East Sussex with other authorities.

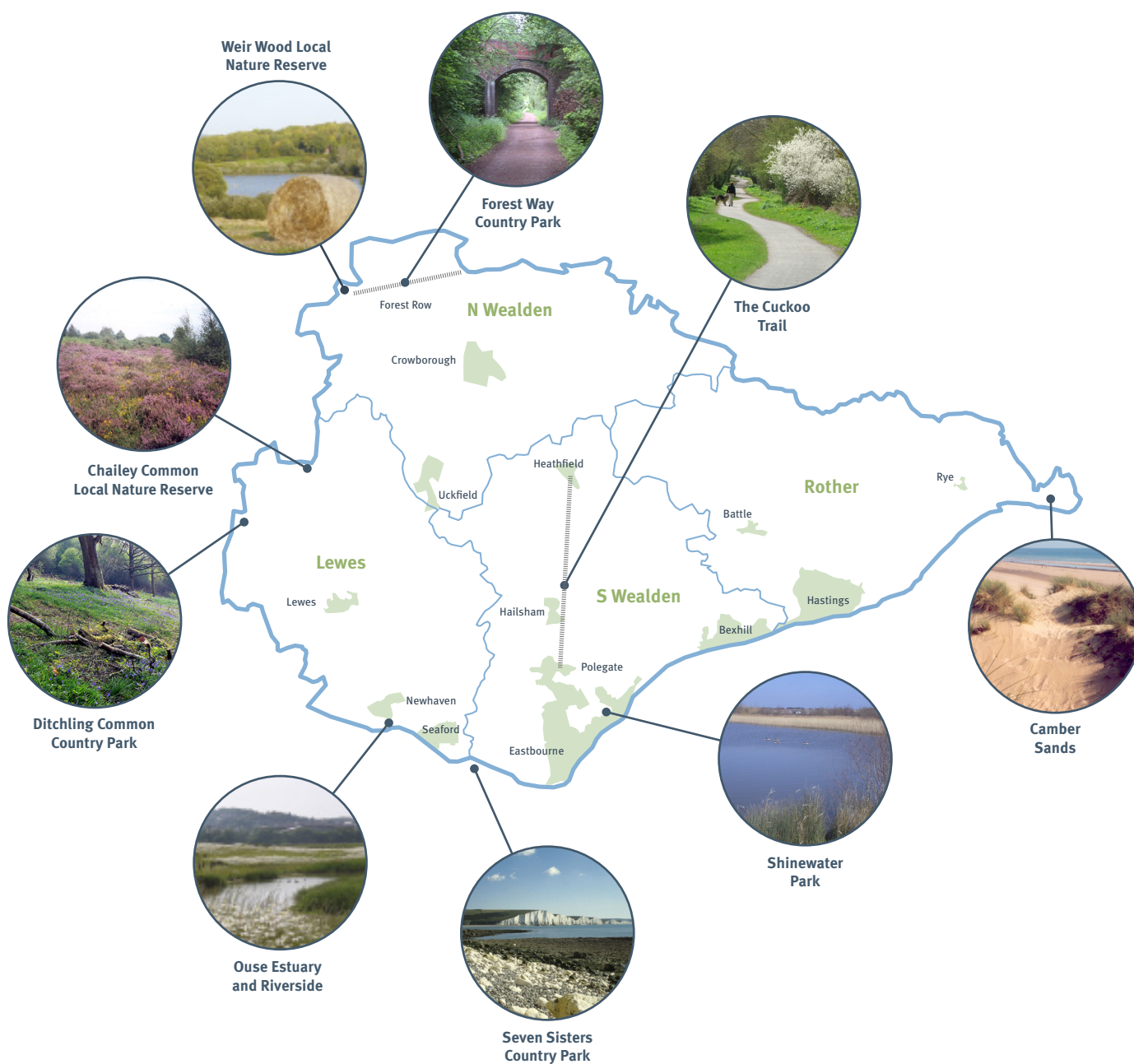
Map 2:
2,803 bridges in East Sussex



Map 2 gives an overview of the 2,803 bridges in the County – each blue circle is a bridge. Our Rights of Way Asset Management System (RAM) records each item of furniture as well as its condition. This is informed by the definitive map, our network survey and reports from path users or landowners.

The Rights of Way and Countryside Team are involved in the management of ten countryside sites in East Sussex; their location in the County is shown in map three. The countryside sites have become the responsibility of the County for a range of reasons, such as conservation importance or development requirement. The countryside sites are open spaces where visitors are free to follow paths or roam the area. You can walk all of them and ride a bike at two, the Cuckoo Trail and Forest Way Country Park.

Map 3:
Countryside sites managed by the Rights of Way and Countryside Team



There are a number of protected species at the countryside sites. Our responsibility and management varies depending on the countryside site designation and how we are involved. Countryside sites are usually managed by a plan which sets out what our priorities are and how they will be achieved. In some cases, due to the importance of species on the countryside site, this is in agreement with Natural England. This is summarised in Table A4 (each countryside site name links to our website with more information).

There are other countryside sites which the Council has some involvement in, such as Ashdown Forest and Rye Harbour Nature Reserve (RHNR). These are not managed by the Rights of Way and Countryside Team and are not included in this Strategy.

Table A4. The countryside sites

Countryside Site	Wildlife Conservation Designations (More information on table A5)	Area (Hectares)
Camber Sand Dunes/Johnson's Field	SSSI, SNCI, SPA	27
Chailey Common Local Nature Reserve*	LNR, SSSI, ANA	450
Cuckoo Trail*	Part of NCN21	39
Ditchling Common Country Park	Country Park, SSSI, ANA	78
Forest Way Country Park	Country Park, Part of NCN21, AONB	30
Ouse Estuary Nature Reserve	SNCI, NR, SDNP	43
Riverside Park	SNCI	18
Seven Sisters Country Park	Country Park, SSSI, SDNP, ANA	280
Shinewater Park	ANA	43 (part water)
Weir Wood Local Nature Reserve*	LNR, SSSI, ANA , AONB	152 (mostly water)

*Chailey Common LNR and Weir Wood LNR are not owned by the Council, the Cuckoo Trail and Shinewater are part owned by the Council.

The Council works closely with government agencies and non-governmental organisations, to ensure that the protection of its important assets is consistent with national and international environmental policy and associated land designation. The designations are set out in more detail in Table A5.

Table A5. Countryside site designation and legislation

Designation	Legislation
Local Nature Reserve (LNR) As Declaring Authority we have a responsibility towards the management of Chailey Common LNR and Weir Wood LNR.	A Local Nature Reserve is a statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949, and amended by Schedule 11 of the Natural Environment and Rural Communities Act 2006. As a Local Authority, the Council has powers to acquire, declare and manage LNRs. To qualify as an LNR a countryside site must be of importance for wildlife, geology, education or public enjoyment.
Country Parks (CP) We currently own and manage the Forest Way Country Park, Seven Sisters Country Park and Ditchling Common Country Park.	Country Parks are designated under the 1968 Countryside Act with the purpose of providing a green space for the public for quiet recreation. They are normally situated on the edge of urban areas.
Sites of Special Scientific Interest (SSSI) Relevant at Ditchling Common Country Park, Camber sand dunes, Weir Wood LNR, Seven Sisters Country Park and Chailey Common LNR.	A Site of Special Scientific Interest is designated under the Countryside & Wildlife Act 1981 and the regulations covering these areas were strengthened under the Countryside and Rights of Way Act 2000. Natural England is responsible for overseeing the positive management of SSSIs and under this designation the Council has a responsibility to further the conservation and enhancement of SSSIs both in carrying out its operations and in exercising its decision making functions.

Further designations include:

<ul style="list-style-type: none"> • SNCI – Site of Nature Conservation Importance • SPA – Special Protected Area • NCN21 – National Cycle Route 21 	<ul style="list-style-type: none"> • ANA – Archaeological Notification Areas • AONB – Area of Outstanding Natural Beauty • SDNP – South Downs National Park
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Resources

We are very proactive in how we manage our workload. When a report is received from the public, the relevant Officer will assess how quickly a response is needed. The Rights of Way Priority Statement (see appendix 7) details how maintenance is prioritised. In summary, dangerous problems on the most popular paths are given the highest priority for inspection and resolution. (For example, a fallen tree hanging over a town-centre route to school.) Total path obstructions, where no alternative route is available, are also usually given a high priority, particularly on well-used or potentially useful paths.

At the other end of the scale, inconveniences (for example, minor problems where no risk is caused to the public) are regarded as a lower priority. This is especially the case where a suitable alternative route around the problem is available or if the path is not well-used due to its location in the network.

As well as employing staff and contractors we have 15 PRoW Parish volunteer groups with a total of over 220 members, over 110 volunteers working on our countryside sites (including SSCP Visitor Centre) and 10 PRoW Path Warden Volunteers.

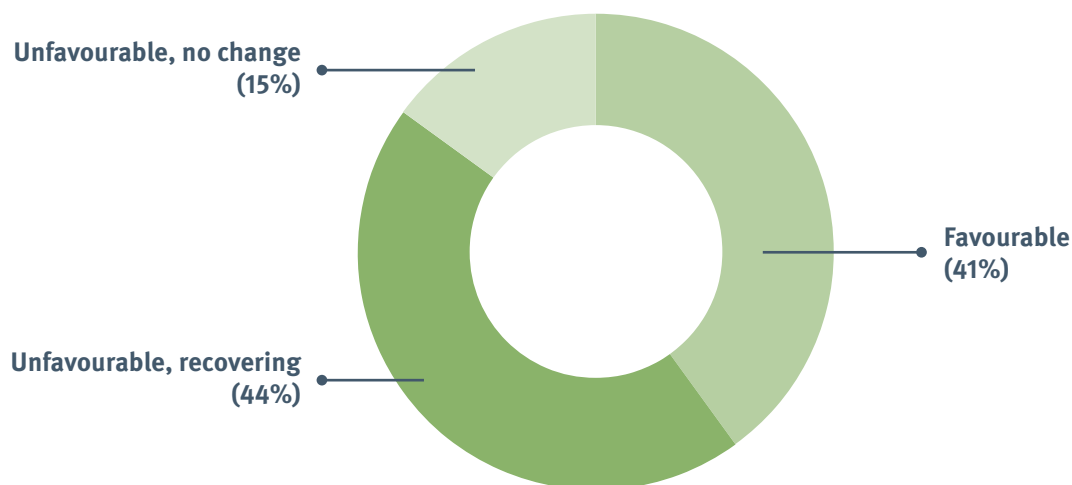
From the budget for PRoW and countryside sites the Council completes a range of work, including:

- Receipt, investigation and response to reports from members of the public, user groups and organisations
- Monitoring of PRoW and countryside sites
- Working with landowners to understand and meet their responsibilities
- Maintaining PRoW (that are either promoted, our responsibility or as enforcement action)
- Maintaining the countryside sites
- Working with volunteers
- Maintaining, reporting and updating our legal records for the Definitive Map, Town and Village Greens and Common Land registers
- Responding to property searches and planning applications
- Network management – for example, temporary closures or path diversions.

All the countryside sites are maintained to encourage wildlife. We work closely with government agencies and non-governmental organisations, to ensure that the protection of countryside sites is consistent with national and international environmental policy and associated land designation.

Natural England has a national target to ensure that 95% of SSSIs are in a 'favourable' or 'unfavourable and recovering' condition. The most recent data available from Natural England summarises the five Council owned or managed countryside sites within a SSSI. It indicates that 85% (839 ha) of countryside sites the Council owns or manages are in a favourable or recovering condition. See chart one.

However, the remaining 15% (148 ha) includes an anomaly; a large body of water at Weir Wood LNR that the Council is not responsible for. The water body accounts for 74% of the 'unfavourable – no change' rated area. If this area is excluded, the Natural England target of 95% is met.

Chart 1. Countryside site SSSI condition summary

All the countryside sites require a range of other management, depending on where they are placed and how they are used. This work can include partnership working, litter picking, visitor engagement, managing leases as well as repairing and maintaining property. Rare and protected species continue to be recorded across all the countryside sites. 80% of assets on all countryside sites are in a 'good' condition.

As part of the commissioning review we have spoken with other councils to understand how they manage their PRow and countryside sites, the table below shows a comparison.

Table A6. Summary of delivery at neighbouring councils

	Public rights of way		Countryside sites	
	Office staff	Maintenance	Office staff	Maintenance
BHCC	In-house	In-house	In-house	In-house
ESCC	In-house	In-house	In-house	In-house
HCC	In-house	In-house	In-house	In-house
KCC	In-house	Out-sourced	In-house	In-house
SCC	In-house	Out-sourced	In-house	Long-term lease
WSCC	In-house	Out-sourced	In-house	Mix

In this review we found that we have different focuses which determine our respective spend and outputs. Some authorities are beginning an asset management review similar to the one we began in 2008, while others have completed an assessment of their unit cost and are exploring contract arrangements. The discussions were useful to understand how our unit cost compared to others, both locally and in the commercial market.

Financial Analysis

Income is collected from a range of sources including:

- Various rents and licensing for those using our land
- Ranger agreements for work on the Cuckoo Trail and at Weir Wood LNR
- Sale of stile kits to landowners
- Property searches for PRoW, TVG and Common Land and landowner depositions
- PRoW diversions in a landowner's interest
- Temporary path closures
- Car parking charges and pass schemes

Each year £55k is secured from grants from Natural England in the form of Higher Level Stewardship (HLS) funding.

Table A7 summarises the total budget for the management of PRoW and countryside sites in 2015/16. The total budget for managing the functions is £1,384,100 per year. The team are able to realise a range of income opportunities totalling £565,900. This creates an overall cost to the Council of £818,200.

In addition to the annual revenue spend a short term capital budget is used to fund one-off large pieces of work. Each year a bid is submitted to the central capital programme, in 2015/16 the budget allocated was £418,000.

Table A7. Summary of the Council's costs and income for PRoW and countryside sites (2015/16)

	PRoW/C Site Maintenance	PRoW Officer	SSCP	Total
Net Revenue Budget	£557,100	£284,900	-£23,800	£818,200
External income and one-off projects	£284,300	£62,500	£219,100	£565,900
Total Budget	£841,400	£347,400	£195,300	£1,384,100

During the period 2010 to 2012, the delivery of the PRoW and countryside sites maintenance functions was subject to a series of changes which have improved service delivery and achieved financial savings. In this period there was an overall reduction in team size of 27% and revenue savings of £384,000 were achieved.

These savings were met whilst taking on the management of SSCP and an extra 311 miles of PRoW network in April 2011 due to the creation of the South Downs National Park. As a result of the reduced resources available, it has been necessary to more strictly prioritise activities in relation to routine maintenance and enforcement on both countryside sites and the PRoW network.

During the period of 2014 to 2016 further planned changes were implemented which saved £140,000. This was achieved by changing how we manage our vehicle fleet, a small reduction in staff and a stricter prioritisation of enforcement work.

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April 2016 • 15-16 300



Appendix 1 – Map showing the 10 countryside sites



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Countryside Access Strategic Commissioning Strategy

Report of the Review Board

of the Economy, Transport and Environment Scrutiny Committee

Economy, Transport and Environment Scrutiny Committee members:

Councillor Richard Stogdon (Chair)

Councillor Claire Dowling

Councillor John Hodges / Councillor Trevor Webb

Councillor Mike Pursglove

Councillor Pat Rodohan

Councillors Rosalyn St. Pierre

Councillor Barry Taylor

March 2016

Cabinet – 26 April 2016



1. Background

1.1 A Review Board was established by the Economy, Transport and Environment Scrutiny Committee at its meeting on 18 March 2015, to provide advice, guidance and critical challenge in the development of the Countryside Access strategic commissioning strategy.

1.2 The Review Board has met on four occasions, to work alongside the commissioning strategy Project Team to develop an understanding of need, strategic outcomes and delivery models for Public Rights of Way (PRoW) and Countryside Sites. The work, findings and recommendations of the Review Board are summarised in the sections below. Many of the Board's recommendations have been incorporated in the formulation of the draft strategy.

2. Strategic Commissioning

2.1 The strategic commissioning process is being applied to the services East Sussex County Council (ESCC) provides to manage the 2,000 mile network of Public Rights of Way (PRoW) and ten Countryside Sites (CS) in East Sussex. The report from the Review Board scrutinises the development of a draft commissioning strategy which is being presented to Cabinet for approval and public consultation.

Needs Analysis

2.2 Understanding how people use PRoW and countryside sites, what they think of the current services and what these services can contribute is fundamental to establishing the priorities for future service provision.

2.3 The Review Board examined the findings of the public consultation undertaken to ascertain user and stakeholder views, and the consultants' reports on the health benefits and economic impact of the service. The Review Board scrutinised the analysis of needs process and has taken evidence from Officers on this, and the development of service priorities. The Board noted the statutory requirement for ESCC to maintain the PRoW network and way in which PRoW and the countryside sites can support the Council's priorities for the benefit of residents, wildlife and the local economy.

Findings

2.4 The Review Board found clear and well-documented evidence of the health benefits to residents and visitors that arise from the use of PRoW and Countryside sites. It considers that although the Rights of Way Team carries out some promotion work, it would be more effective in future for them to focus on enabling access, whilst Public Health and other organisations (such as the National Park, voluntary groups, Parish Councils etc.) promote use.

2.5 The responses to the stakeholder consultation demonstrate the value residents and visitors place on nature conservation. The majority of countryside sites have a number of designations for their nature conservation value. The Board noted that most of the East Sussex countryside would be inaccessible without the PRoW network.

2.6 The evidence in the independent consultant's report on economic impact highlights the importance of PRow network and countryside sites to the local economy, and in particular the enhancement of the East Sussex visitor offer to encourage tourism. Tourism is valued as being worth £1.35bn to the East Sussex local economy and the countryside is estimated to contribute between £134m and £147m each year.

Recommendations

2.7 As part of the development of the draft strategy the Board recommended that:

- The Rights of Way Team focuses its resources on enabling access to the countryside and leaves others to promote usage as this will make the most effective use of the resources available.
- The way in which the PRow network contributes towards conservation and wider countryside access is highlighted in the draft strategy.

2.8 The Review Board endorses an approach that:

- Secures health and wellbeing benefits for residents and visitors through regular interaction with nature to maintain a healthy lifestyle and improve physical and mental wellbeing.
- Ensures the PRow network and countryside sites are managed so that they are able to sustain and enhance wildlife biodiversity in East Sussex.
- Supports the local economy and enables local businesses to enhance the East Sussex visitor offer.

Vision Statement

2.9 The Review Board considered a Vision Statement for the Service should:

- Accurately encapsulate what the service currently does and some Review Board members felt it needed to be aspirational.
- be short and concise in order to convey clearly to residents, stakeholders and staff what sort of service ESCC intends to provide, within the resources available.

Strategic Outcomes

2.11 The commissioning process will develop strategic outcomes which describe how ESCC is going to provide services to meet the needs of residents, stakeholders and other service users. The Review Board was asked to comment the four strategic outcomes below:

- Enable residents and visitors to safely use our public rights of way and countryside sites.
- Support and enable landowners, stakeholders and residents to exercise their rights and fulfil their responsibilities.
- Achieve the most efficient and effective management of our public rights of way and countryside sites for the benefit of residents, visitors and wildlife.
- Enhance local communities through engagement with our public rights of way and countryside sites.

Recommendations

2.12 The Review Board endorsed the four strategic outcomes which accurately describe what has to be done to manage the PRow network and countryside sites in a way that meets the identified needs of residents and visitors.

2.13 In reviewing the strategic outcomes the Review Board recommended that maximising income generation should be included within the strategic outcomes.

Future Service Delivery Models

2.14 Service delivery models describe the way in which ESCC could provide the PRow and countryside site management services in the future. An options appraisal process was undertaken by the project team to see which models would best deliver these services. The Review Board examined examples of the six potential service delivery models.

2.15 The Review Board also heard evidence from West Sussex County Council (WSCC), Surrey County Council (SCC) and Sussex Wildlife Trust (SWT) on the models they use to manage PRow and countryside sites. This included their experience of transferring the management of countryside sites to other organisations, and the SWT experience of taking over the management responsibility for Rye Harbour Nature Reserve from ESCC.

Findings

Rights of Way

2.16 The current service is comprised of two teams, the Rights of Way Access team and the Rights of Way and Countryside Maintenance team who carry out the maintenance work on the PRow and countryside sites. An opportunity has arisen since the review commenced, to combine the current Rights of Way teams under one manager. The Review Board heard evidence that external contractor costs are equal to or higher than the in-house cost of managing these services.

2.17 There is also a question over whether there is a sufficiently big enough pool of suitable contractors to provide these services due to the specialised nature of some of the work required. There are contractors who can carry PRow maintenance work, but this would require a larger client team to specify and direct the work. The options appraisal process did not find any companies that would manage countryside sites as a whole, or who could undertake the legal aspects of PRow work (e.g. maintaining the definitive map, dealing with diversions etc.).

2.18 The Review Board found that the current in-house service is meeting the identified needs. It provides an efficient, effective and responsive service, which has opportunities to improve and provide services differently to better meet those needs.

Countryside Sites

2.19 The Review Board examined a number of options for the future management of countryside sites. It found that there is a possibility that interested parties may not want to take over the management of all the sites. The Board considered it important that potential partners or other suitable organisations were not allowed to “cherry pick” the sites they wish to manage (e.g. those with most income generating potential or the lowest running costs) and leave ESCC with the other sites if this increases the management costs for ESCC. The Review Board supports an approach which seeks to identify suitable organisations that will safeguard public access and have the ability to provide enhanced nature conservation management.

2.20 The ESCC experience of transferring Rye Harbour Nature Reserve to SWT suggests that this approach can enable the nature conservation objectives of countryside sites to be achieved and the needs of the site users to be met. There is evidence to suggest that other organisations may be better placed to meet future site management requirements and be able to access funding opportunities not available to ESCC.

2.21 The Board found that lessons learned by other organisations when transferring countryside sites, would be beneficial to bear in mind when considering this option. The learning points are:

- The public consultation and any TUPE transfer can take a long time unless the consultation process is planned and issues such as pensions dealt with appropriately, to streamline the process.
- The negotiation of an agreement between parties is different from a commercial negotiation in the sense that economic issues are not the only consideration and things such as risk, reputation and fit with an organisation’s governing objectives and other activities may be equally important.
- There is a need to understand costs, which may be different from the budget for the site, where other skills, resources and economies of scale may be employed to manage a site which might not be available to other organisations (e.g. managing a pay and display car park, enforcing byelaws etc.).
- Local perceptions of the partner organisation by residents and the perceived impact of a new site manager on community use are important considerations.
- In some models there is the need for some support from the local authority. The key is to adjust the level of local authority support whilst ensuring that the sites meet the strategic objectives.

Recommendations on delivery models

2.22 In scrutinising the potential service delivery models, the Review Board recommended that:

- A ‘mix and match’ approach be taken to find the best future service delivery model, as some models were best suited to managing PRow and others were better for managing the countryside sites.

- A further option of providing some or all of the services in partnership with other local authorities or organisations be included in the option appraisal process, but this was discounted as there was little interest from other local authorities in pursuing this option.
- The option to form a staff run Local Authority Trading Company (LATC) or Social Business be discounted because consultation with staff revealed there was no interest in forming a Social Business or LATC to provide services.
- There should be sufficient flexibility in the service delivery model to allow for the management some countryside sites to be retained in-house, and the other sites to be transferred to an appropriate organisation or organisations.
- Care is taken in how the countryside sites that may be transferred to other suitable organisations are grouped together, to ensure the net cost of managing these sites does not increase.
- Suitable organisations are approached to test the possibility of transferring sites, to see what may be possible.

3. Conclusions

3.1 The Review Board heard that there are private contractors who provide a Rights of Way maintenance services but are more expensive than the current in-house team. There was little appetite from other local authorities to enter into partnerships or shared services for the Rights of Way and countryside site management. The current in-house team provide a good, cost efficient, flexible and reliable service, as evidenced by benchmarking, cost comparison and market testing carried out as part of the options appraisal process.

The Review Board supports a service delivery model that retains the in-house management of Rights of Way, with a re-shaping of the service to enhance income generation opportunities and maximise efficiency. This approach builds on the strengths of current service and meets the needs identified in the draft commissioning strategy.

3.2 The Review Board considers that transferring the management of the countryside sites to other suitable organisations represents the best option for this part of the service. This approach recognises the specialist nature of the management requirements of these sites and the ability of other organisations to better meet future needs and access funding not available to ESCC. It is also consistent with the findings and recommendations of a previous Scrutiny Review of Countryside Management which reported in March 2007.

The Review Board supports an approach which seeks to find the best option for each countryside site by transferring them to a suitable organisation, bearing in mind the safeguards required to ensure public access and appropriate wildlife management.

Appendix

Scope and terms of reference

On 17 March 2014, the Economy, Transport and Environment Scrutiny Committee endorsed the development of the commissioning strategy for the management of Rights of Way (RoW) and Countryside Sites (CS) in East Sussex. A Project Manager was appointed in August 2014 and data gathering commenced. At the Economy, Transport and Environment Scrutiny Committee meeting on 18 March 2015, a Board was created to assist in the development of the commissioning strategy. Its aim is to support and advise on the understanding of need, strategic outcomes and delivery models for Public Rights of Way (PRoW) and Countryside Sites.

The Review Board terms of reference include:

- Providing guidance on the appropriateness of the definition of need and strategic outcomes.
 - Providing advice on how best to balance identified needs against value for money, deliverability, risks and implementation timescales.
 - Providing critical challenge to the Commissioning Strategy identified in terms of meeting the needs of East Sussex.
 - Help to disseminate information on this strategic commissioning process amongst fellow stakeholders and all ESCC Members.
 - Referring matters back to Cabinet and/or other Scrutiny Committees where necessary.
- There are 10 Countryside Sites included in the commissioning strategy but Ashdown Forest and Rye Harbour Nature Reserve are excluded from this work as they are not managed by the Rights of Way and Countryside Site management teams.

Review Board Members

Councillors: Richard Stogdon (Chair), Claire Dowling, John Hodges/Trevor Webb, Mike Pursglove, Pat Rodohan, Rosalyn St. Pierre, and Barry Taylor.

Support to the Board was provided by the following officers:

Karl Taylor, Assistant Director, Operations

Alice Henderson, Project Manager Strategic Commissioning

Witnesses

Andrew Le Gresley, Team Manager, Rights of Way and Countryside

Simon Fathers, Team Manager, Rights of Way and Countryside Sites Maintenance (RoWCM)

Charlotte Weller, Countryside Services Manager (West Sussex County Council)

Steve Mitchell, Countryside Access Team Manager (Surrey County Council)

James Power, Strategy Lead – Land Management (Sussex Wildlife Trust)

Review Board meeting dates

29 May 2015

21 July 2015

25 November 2015

25 January 2016

List of evidence papers

Item	Date
Draft Countryside Access Strategic Commissioning Strategy	January 2016
Rights of Way and Countryside Sites: Service Delivery Model Examples	July 2015
Options Appraisal Process: Process Map and Findings	July 2015
Summary of Service Provision: Rights of Way and Countryside Sites	May 2015
Public Rights of Way & Countryside Sites Commissioning Strategy: A Review of the Potential to Contribute To Improving Health Final Report. Peter Brett Associates.	April 2015
Rights of Way and Countryside Sites Commissioning Strategy Assessment Report (Economic Impact). Nairne Ltd. in partnership with VenuesAdvisor.	April 2015
Rights of Way and Countryside Sites Commissioning Strategy: Consultation Results Individuals' Survey (18 November 2014 to 20 February 2015).	March 2015
Rights of Way and Countryside Sites Commissioning Strategy: Consultation Results Stakeholders (5 December 2014 to 20 February 2015).	March 2015
Rights of Way Priority Statement	October 2011
Scrutiny review of countryside management	March 2007

Contact officer for this review:

Martin Jenks, Senior Democratic Services Advisor

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St Anne's Crescent
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Report to: Economy, Transport and Environment (ETE) Scrutiny Committee
Date of meeting: 14 June 2017
By: Director of Communities, Economy and Transport
Title: Waste PFI Contract Update
Purpose: To update ETE Scrutiny Committee on the Waste PFI Operational Savings Review

RECOMMENDATIONS: The Economy, Transport and Environment Scrutiny Committee is recommended to:

- (1) Note the update on current progress with Local Partnerships; and
 - (2) For ETE Scrutiny Committee to consider setting up a Board to review Operational Savings in the Waste Disposal service.
-

1. Background

1.1 A Waste PFI (Public Finance Initiative) Contract Update Report was presented to the Economy, Transport and Environment Scrutiny Committee on 9 November 2016. The Committee noted the work that had completed with the Department for Environment Food and Rural Affairs (DEFRA) and the work that had begun with Local Partnerships (a HM Treasury and Local Government Association joint venture that provides commercial support to the public sector).

1.2 The committee agreed to await completion of the work being undertaken with Local Partnerships on the Operational Savings Review before deciding if further scrutiny review work was required.

2. Operational Savings Review and achieving savings proposals for 2018/19

2.1 The Operational Savings Review is currently concluding and officers are waiting for the final report, which should be completed by the end of June. Local Partnerships have been supporting the Council since September 2016 in an effort to explore and deliver contract savings and efficiencies, which has followed on from a DEFRA contract management review that took place in March 2016.

2.2 From the work undertaken so far it is anticipated that Local Partnerships will not be identifying many major savings opportunities which are simple to achieve. Where appropriate, the Waste Team will action recommendations and continue with contractual negotiations to achieve savings.

2.3 The Reconciling Policy, Performance and Resources (RPPR) savings target in the waste service of £800,000 for 2018/19 is a stretching one. Therefore, some of the proposals may have to impact upon the service the public receive. Having ETE Scrutiny Committee input into reviewing proposals would assist in developing plans to deliver savings.

3. Recommendations

3.1 Following the completion of the Operational Savings Review, the ETE Scrutiny Committee is asked to give consideration as to whether they want to form a Scrutiny Review Board to consider options for achieving savings in the waste budget for 2018/19.

RUPERT CLUBB

Director of Communities, Economy and Transport

Contact Officer: Justin Foster

Tel. No: 01273 335805

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LOCAL MEMBERS

All

BACKGROUND DOCUMENTS

None

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EAST SUSSEX COUNTY COUNCIL'S FORWARD PLAN

The Leader of the County Council is required to publish a forward plan setting out matters which the Leader believes will be the subject of a key decision by the Cabinet or individual Cabinet member in the period covered by the Plan (the subsequent four months). The Council's Constitution states that a key decision is one that involves

- (a) expenditure which is, or the making of savings which are, significant having regard to the expenditure of the County Council's budget, namely above £500,000 per annum; or
- (b) is significant in terms of its effects on communities living or working in an area comprising two or more electoral divisions.

As a matter of good practice, the Council's Forward Plan includes other items in addition to key decisions that are to be considered by the Cabinet/individual members. This additional information is provided to inform local residents of all matters to be considered, with the exception of issues which are dealt with under the urgency provisions.

For each decision included on the Plan the following information is provided:

- Page 151 -
- the name of the individual or body that is to make the decision and the date of the meeting
 - the title of the report and decision to be considered
 - groups that will be consulted prior to the decision being taken
 - a list of other appropriate documents
 - the name and telephone number of the contact officer for each item.

The Plan is updated and published every month on the Council's web-site two weeks before the start of the period to be covered.

Meetings of the Cabinet/individual members are open to the public (with the exception of discussion regarding reports which contain exempt/confidential information). Copies of agenda and reports for meetings are available on the web site in advance of meetings. For further details on the time of meetings and general information about the Plan please contact Andy Cottell at County Hall, St Anne's Crescent, Lewes, BN7 1SW, or telephone 01273 481955 or send an e-mail to andy.cottell@eastsussex.gov.uk.

For further detailed information regarding specific issues to be considered by the Cabinet/individual member please contact the named contact officer for the item concerned.

EAST SUSSEX COUNTY COUNCIL

County Hall, St Anne's Crescent, Lewes, BN7 1UE

For copies of reports or other documents please contact the officer listed on the Plan or phone 01273 335138

FORWARD PLAN – EXECUTIVE DECISIONS (including Key Decisions) –1 June 2017 TO 30 September 2017

Additional notices in relation to Key Decisions and/or private decisions are available on the Council's website via the following link:

<http://www.eastsussex.gov.uk/yourcouncil/about/committees/download.htm>

Cabinet membership:

Councillor Keith Glazier - Lead Member for Strategic Management and Economic Development

Councillor David Elkin – Lead Member for Resources

Councillor Chris Dowling – Lead Member for Community Services

Councillor Rupert Simmons – Lead Member for Economy

Councillor Carl Maynard – Lead Member for Transport and Environment

Councillor Bill Bentley – Lead Member for Adult Social Care

Councillor Sylvia Tidy – Lead Member for Children and Families

Councillor Nick Bennett – Lead Member for Education and Inclusion, Special Educational Needs and Disability

Date for Decision	Decision Taker	Decision/Key Issue	Decision to be taken wholly or partly in private (P) or Key Decision (KD)	Consultation	List of Documents to be submitted to decision maker	Contact Officer
6 Jun 2017	Cabinet	External Audit Plan 2016/17 External Audit Plan 2016/17: To consider the work to be carried out by the Council's external auditors.			Report, other documents may also be submitted	Phil Hall 01273 481485
6 Jun 2017	Cabinet	Internal Audit Strategy and Annual Plan 2017/18 To consider the Internal Audit strategy and plan for 2017/18.			Report, other documents may also be submitted	Russell Banks 01273 481447

6 Jun 2017	Cabinet	<p>Scrutiny Review of Educational Attainment at Key Stage 4</p> <p>To consider the report of the Children's Services Scrutiny Committee on the Scrutiny Review of Educational Attainment at Key Stage 4, together with the observations of the Chief Officer on the Scrutiny Review</p>			Report, other documents may also be submitted	Stuart McKeown 0173 481583
6 Jun 2017	Cabinet	<p>Scrutiny Review of Superfast Broadband</p> <p>To consider a report from the Economy, Transport and Environment (ETE) Scrutiny Committee on the Scrutiny Review of Superfast Broadband in East Sussex, and the response to the report from the Chief Officer.</p>			Report, other documents may also be submitted	Martin Jenks 01273 335138
19 Jun 2017	Lead Member for Education and Inclusion, Special Educational Needs and Disability	Approval to publish notices in relation to a proposal to lower the age range at Sandown Primary School		<p>Staff</p> <p>Parents</p> <p>Key Stakeholders</p> <p>The Local Community</p>	Report, other documents may also be submitted	Jane Spice 01323 747425
19 Jun 2017	Lead Member for Education and Inclusion, Special Educational Needs and Disability	To consider the proposed Post 16 Transport Statement for the 2017-2018 Academic Year			Report, other documents may also be submitted	Ian Crudge 0300 3309472

19 Jun 2017	Lead Member for Transport and Environment	Fees and charges for the Planning and Environment Service To consider the new and revised fees and charges within the Planning and Environment Service	KD		Report, other documents may also be submitted	Edward Sheath 01273 481632
19 Jun 2017	Lead Member for Transport and Environment	Hailsham-Polegate-Eastbourne Movement and Access Corridor Scheme Approval to undertake a public consultation on the Hailsham-Polegate-Eastbourne Movement and Access Corridor Scheme	KD	Local Members	Report, other documents may also be submitted	Rupert Clubb 0173 482200
19 Jun 2017 Page 154	Lead Member for Transport and Environment	Review of the East Sussex Local Flood Risk Management Strategy's delivery plan 2017/18 To agree the delivery plan as the framework for the Local Flood Risk Management activities in East Sussex for 2017/18	KD		Report, other documents may also be submitted	Marie Nickalls 01273 482146
19 Jun 2017	Lead Member for Transport and Environment	Review of the East Sussex Preliminary Flood Risk Assessment (PFRA) To agree the reviewed PFRA for formal submission to the Environment Agency on 21 June 2017	KD		Report, other documents may also be submitted	Nick Claxton 01273 481407
19 Jun 2017	Lead Member for Transport and Environment	Sussex Energy Tariff To consider whether to support and promote West Sussex County Council's proposed Sussex Energy Tariff to residents in East Sussex	KD		Report, other documents may also be submitted	Andy Arnold 01273 481606

27 Jun 2017	Cabinet	Countryside Access Strategy - Rights of Way and Countryside Sites To consider the results of the public consultation, and to approve the draft Countryside Access Strategy for Rights of Way and Countryside Sites.	KD		Report, other documents may also be submitted	Andrew Le Gresley 0345 6080193
27 Jun 2017	Cabinet	Council Monitoring: Quarter 4 2016/17 end of year report. To consider the end of year (quarter 4) Council Monitoring report for 2016/17.			Report, other documents may also be submitted	Jane Mackney 01273 482146
27 Jun 2017	Cabinet	Reconciling Policy, Performance and Resources – State of the County. To consider an update for the Reconciling Policy, Performance and Resources (RPPR) process for 2018/19 and beyond			Report, other documents may also be submitted	Jane Mackney 01273 482146
27 Jun 2017	Cabinet	To consider proposals regarding the publication of statutory notices in relation to the proposed closure of Rodmell CE Primary School	KD		Report, other documents may also be submitted	Gary Langford 01273 481758
28 Jun 2017	Lead Member for Communities and Safety	Petition - provision of a lollipop person on Prince Edwards Road, Lewes Response to a petition submitted to the Chairman of the County Council		Local Members Lead Petitioner	Report, other documents may also be submitted	Brian Banks 01424 724558

28 Jun 2017	Lead Member for Communities and Safety	<p>Petition to support traffic calming measures in Etchingham</p> <p>To consider whether traffic calming measures in Etchingham would be a priority for the County Council</p>		<p>Local Members</p> <p>Lead Petitioner</p>	Report, other documents may also be submitted	Brian Banks 01424 724558
28 Jun 2017	Lead Member for Communities and Safety	<p>Proposal from General Register Office regarding charges for additional services</p> <p>To consider the waivable statutory fees proposed by the General Register Office</p>			Report, other documents may also be submitted	Lucy Corrie 01323 463421
28 Jun 2017 Page 156	Lead Member for Communities and Safety	<p>Traffic calming measures around Bourne School</p> <p>To consider a petition requesting traffic calming measures including additional parking restrictions and safer crossing points</p>		<p>Local Members</p> <p>Lead Petitioner</p>	Report, other documents may also be submitted	Brian Banks 01424 724558
17 Jul 2017	Lead Member for Transport and Environment	<p>Draft Statement of Community Involvement</p> <p>To consider approval to hold consultation on the Draft Statement of Community Involvement (SCI) 2017</p>	KD		Report, other documents may also be submitted	Sarah Iles 01273 481631
17 Jul 2017	Lead Member for Transport and Environment	<p>ESCC parking standards at residential developments 2017 update</p> <p>To seek approval for the updated parking standards which can then be used to advise local planning authorities and developers of the likely parking demand required at</p>			Report, other documents may also be submitted	David Weeks 01323 466230

		developments.				
17 Jul 2017	Lead Member for Transport and Environment	ESCC Safety Audit Policy for developments To seek approval for a policy for developers to ensure that the highway safety aspects of a development scheme have been properly and independently considered.			Report, other documents may also be submitted	Mark Weston 01273 482242
17 Jul 2017	Lead Member for Transport and Environment	New Council Order for the East Sussex Permit Scheme To consider approval of a new Council Order to be made in response to recent amendments to the East Sussex Permit Scheme	KD		Report, other documents may also be submitted	Rebecca Newby 01273 336434
17 Jul 2017	Lead Member for Transport and Environment	Parking Enforcement To consider options for the management of parking enforcement from the end of June 2018			Report, other documents may also be submitted	David Weeks 01323 466230
17 Jul 2017	Lead Member for Transport and Environment	To consider a petition to carry out new and joint traffic evaluation studies on the A259 South Coast Road between Newhaven and Brighton Marina		Local Members Lead Petitioner	Report, other documents may also be submitted	Jonathan Wheeler 01273 482212
17 Jul 2017	Lead Member for Transport and Environment	Statement of Common Ground (SoCG) on Soft Sand between the South East Mineral Planning Authorities			Report, other documents may also be submitted	Sarah Iles 01273 481631

		To respond and agree to the Statement of Common Ground which has been developed by the South East England Aggregates Working Party (SEEAWP) in order to set out an agreed position on the provision of soft sand as a minerals resource. The SoCG has implications for the East Sussex, South Downs and Brighton & Hove Waste and Local Minerals Plan and its imminent review.				
17 Jul 2017 Page 158	Lead Member for Children and Families	Proposed de-designation of Old Town Children's Centre Eastbourne To seek the Lead Members approval to de-designate Old Town Children's Centre in Eastbourne following a consultation with local families about the ongoing provision of services currently based at the Centre		Local Members	Report, other documents may also be submitted	Celia Lamden 01323 463112
18 Jul 2017	Cabinet	Ashdown Forest Trust Fund To consider the Ashdown Forest Trust Fund Accounts for 2016/17	KD	Local Members	Report, other documents may also be submitted	Graham Friday 01323 463112
18 Jul 2017	Cabinet	East Sussex Better Together (ESBT) Alliance Accountable Care Model: Future Organisational Arrangements Agree the preferred option and roadmap for the structural form (organisational and contractual arrangements) of our future ESBT delivery vehicle	KD	Engagement will take place with a range of key stakeholders through a range of mechanisms	Report, other documents may also be submitted	Vicky Smith 01273 482036
18 Jul 2017	Cabinet	Internal Audit Annual Report and Opinion 2016/17			Report, other documents may	Russell Banks 01273 481447

		To consider the Internal Audit Services annual report and opinion for 2017/18, including the monitoring report for Quarter 4.			also be submitted	
26 Jul 2017	Lead Member for Communities and Safety	<p>Petition - Measures to reduce speed on Priory Street and Southover High Street, Lewes</p> <p>To consider a petition requesting additional measures to reduce traffic speeds in the existing 20mph zone including additional 20mph signs and the removal of an area of granite setts</p>		Local Members Lead Petitioner	Report, other documents may also be submitted	Ian Johnson 01273 482944
18 Sep 2017	Lead Member for Transport and Environment	<p>East Sussex County Council (Eastbourne 108A, 108B and 108C) Cycle Track Order 2017</p> <p>To seek authority to seal the Order to convert the existing public footpath alongside Horsey Sewer (between grip reference TQ62822/01243 and TQ62762/01508, and between grid reference TQ62713/01426 and TQ62705/01620) to cycle track pursuant to Section 3 of the Cycle Tracks Act 1984.</p>		Local Members	Report, other documents may also be submitted	Andrew Keer 01273 336682
19 Sep 2017	Cabinet	To consider the Council Monitoring report for the first quarter of the financial year 2017/18.			Report, other documents may also be submitted	Jane Mackney 01273 482146
19 Sep 2017	Cabinet	To consider a report requesting Cabinet to			Report, other	Rupert Clubb

		note the draft Libraries Strategic Commissioning Strategy (SCS), and to agree that the draft Libraries Strategic Commissioning Strategy is publically consulted on for a twelve week period.			documents may also be submitted	01273 482200
19 Sep 2017	Cabinet	To consider the final decision on the proposed closure of Rodmell School	KD			Gary Langford 01273 481758
26 Sep 2017	Lead Member for Education and Inclusion, Special Educational Needs and Disability	Proposed enlargement of Polegate School Approval to publish notices in relation to a proposal to enlarge Polegate School	KD	Parents, staff, key stakeholders and the local community will be consulted prior to the decision	Report, other documents may also be submitted	Gary Langford 01273 481758
26 Sep 2017	Lead Member for Education and Inclusion, Special Educational Needs and Disability	Final decision in relation to a proposal to lower the age range at Sandown Primary School		Staff Parents Key Stakeholders The Local Community	Report, other documents may also be submitted	Jane Spice 01323 747425