

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.**
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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.

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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.