

ROAD SAFETY MEMBER LED REVIEW

To: **Cabinet**

Date: **18th December 2012**

From: **Safer and Stronger Communities Overview and Scrutiny Committee
Enterprise, Growth and Community Infrastructure Overview and Scrutiny Committee**

Electoral division(s): **All**

Forward Plan ref: **N/A** *Key decision:* **No**

Purpose: **This report provides the findings and recommendations from a strategic review of Cambridgeshire's Road Safety Services conducted by Overview and Scrutiny Members.**

Recommendation: **Cabinet is asked to:**

- **Consider and comment upon the findings and recommendations contained within the report**
- **Respond to the recommendations contained within the report**

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Chairman's Foreword

This review of the Council's Road Safety Strategy was initiated after concerns were raised about the impact of the restructuring of the Road Safety Team that took place in late 2011.

Members were concerned that the expertise in road safety education had been diminished amidst fears that the steady decline in road safety casualties was beginning to plateau. We have subsequently seen increases in casualties suffered by cyclists.

The key points arising out of this report are as follows:

1. The consultation on the restructure proposals was inadequate. Key partners were not been asked their views and the assessment of the impacts of the changes on vulnerable groups had not been properly made.
2. The Review confirmed the shift away from education as the balance of expertise in the team moved towards those with engineering experience rather than a background in education.
3. The onus is on schools and hard-pressed head teachers to take the lead on road safety education whilst the Road Safety Team provides a more passive and reactive service. We feel that this means that few schools will be able to find the time for effective road safety education particularly in the most deprived areas where children are five times more likely to suffer road traffic accidents than those in the most affluent areas.
4. We found significant dissatisfaction with the Cambridgeshire and Peterborough Road Safety Partnership (RSP). There was a lack of leadership and direction and little co-ordination of partners some of whom were dissatisfied to the extent that they threatened to withdraw from the partnership altogether.
5. Revenue from Driver Awareness Courses that could be used to resource road safety activities is being lost because the service is outsourced.
6. We felt that the much more effective partnership operated by Lincolnshire highlighted the need for co-location of partners in one building and that it offered a model that Cambridgeshire should seek to emulate. We recommend inviting Lincolnshire RSP to give a presentation to members and officers for all road users.

The Chair of the Group believes that road safety priorities could be better aligned with other Council priorities. For example, safety education should be directed at schools affected by the withdrawal of Home to School Transport to give pupils and parents confidence in walking and cycling to school.

One of the key reasons for higher casualties in more deprived areas is the lack of gardens and open spaces as safe places to play so this should be a consideration in planning and the County Council should put more emphasis on this in responding to consultations on new community developments.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Theme	Positive or Neutral Findings	Negative Findings	Recommendation
Strategy	Clear objectives in relation to promoting localism, partnership working, greater coordination within the Council (i.e. engineering, education and Safer Routes to School) and links to public health agenda.	Insufficient emphasis on road safety education	1) An explicit objective within the strategy should be to focus education interventions on areas / schools where there is most need, in order to maximise the value of limited resources
Restructure Process		Community Impact Assessment 'neutral' judgements not evidence based Miscommunication with partners about the restructure	2) The Council should ensure partners are consulted in future about staffing changes that affect the partnership.
Restructure Rationale	Emphasis on closer working within the road safety service. There is some overlap within the team.	Disproportionate reduction in education function Over reliance on web based educational materials	3) Increase in Education resource is required (funded by implementation of other recommendations listed below).
Partnership Working	Good joint data sharing.	The partnership is not working. There is a lack of vision,	4) The partnership should be reset – with new terms of reference and a clear action plan with

Theme	Positive or Neutral Findings	Negative Findings	Recommendation
	<p>Positive feedback about the potential of the Health and Wellbeing board to drive change</p> <p>Willingness of partners to engage if partnership work is meaningful.</p> <p>A1307 work a positive example of what can be achieved.</p> <p>The Cabinet Portfolio Holder and Officers accept that the Partnership can be significantly improved and arrangements are in hand to make improvements.</p>	<p>leadership and commitment.</p> <p>Insufficient officer capacity to coordinate and implement partnership working and actions</p> <p>Data not used to inform decision making.</p> <p>Schools not represented</p> <p>Fire Service indicated that they felt that they would withdraw if things do not improve.</p>	<p>identified lead 'owners' for each key action.</p> <p>5) A lead officer should be appointed with responsibility for leading the partnership as a whole.</p> <p>6) An officer should be appointed to provide coordination support for the partnership.</p> <p>7) Schools should be represented on the partnership.</p>
Schools and Colleges	<p>If the Partnership could develop an education package that would be attractive to Head Teachers, then they would make use of it.</p> <p>The Constabulary's Casual Reduction post may be civilianised, subject to decision taken following the election of the Police and Crime</p>	<p>Inconsistent practice across schools.</p> <p>Education interventions are school led – not based on who needs support most.</p> <p>Reliance on web based support from the County Council.</p> <p>Education within schools could</p>	<p>8) The partnership should develop an improved education package for use in schools.</p> <p>9) Resources should be targeted on the basis of evidence based need in schools. This will need to take into account work to promote safer routes to schools, deprivation and road traffic accident data so that interventions have the greatest effect.</p> <p>10) Consideration should be given to incorporating elements of driver awareness courses within</p>

Theme	Positive or Neutral Findings	Negative Findings	Recommendation
	Commissioner	be more hard hitting, similar to driver awareness courses (the degree to which this is the case is disputed).	<p>educational initiatives.</p> <p>11) A governor within each school could be given a road safety role to raise the profile of the issue.</p> <p>12) Young drivers often find that insurance is prohibitively costly. The Council should investigate the possibility of securing a more favourable arrangement with insurance providers, with the proviso that drivers undertake road safety education related initiatives.</p> <p>13) The Casualty Reduction post should continue to be filled by a warranted officer rather than being 'civilianised'.</p>
Localism	<p>The Council's strategy is supportive of localism</p> <p>Possible conflict between data led, objective approaches and supporting the wants of local communities.</p> <p>There would be appetite in some areas for safety cameras to be installed at local expense.</p>		<p>14) The Council's policy should be amended so that safety cameras can be introduced if local communities express their desire to have one and are willing to pay all associated costs and liabilities.</p>
Performance			

Theme	Positive or Neutral Findings	Negative Findings	Recommendation
Measurement	<p>Current performance is broadly in line with national and regional averages. There is a downward trend in the numbers of killed and seriously injured people.</p> <p>Difficult / impossible to attribute cause and effect associated with road safety interventions.</p>	<p>The Council / partners do not compare the county's performance with statistical neighbours (there is comparison with geographical neighbours).</p>	<p>15) Changes in key performance indicators in areas where there have been intensive educational initiatives should be tracked in order to determine their efficacy.</p> <p>16) Comparisons with statistical neighbours should be introduced.</p>
Funding		<p>Limited evidence of joint funding or commissioning.</p> <p>Speed awareness courses are outsourced. A considerable possible source of income that could be used to fund partnership activities.</p>	<p>17) Council road safety courses should be optimised so that they can win Police contracts in the future.</p>
Lincolnshire Road Safety Partnership	<p>Co-location adds to strong partnership working.</p> <p>Led by single Officer. Senior Police Officer involved.</p> <p>High profile, Cabinet member led.</p>		<p>18) The Council should learn from the experiences of Lincolnshire.</p> <p>19) A franchise, or shared service arrangement should be explored (if implemented the partnership recommendations would change accordingly).</p>

Theme	Positive or Neutral Findings	Negative Findings	Recommendation
	<p>Funding from in house road safety courses reinvested in partnership.</p> <p>Several years experience in embedding partnership working.</p>		

PART A - BACKGROUND

1. INTRODUCTION

- 1.1 In 2011, there were 2297 casualties as a result of road traffic accidents in Cambridgeshire, comprised of 26 deaths, 311 serious injuries and 1960 slight injuries. The total number of deaths and serious injuries in 2011 was 38% less than in 2001. On average, the overall casualty rate per kilometre travelled in Cambridgeshire is lower than the national average¹.
- 1.2 The key road safety indicators are currently all on track to achieve 2012 calendar year reduction targets, although it is too early to be certain about whether these targets will be achieved.
- 1.3 The County Council's Road Safety team works to reduce road traffic accident casualties through engineering, education, training and publicity. They provide the School Crossing Patrol Service and work with schools to encourage healthier, sustainable travel on school journeys. The team is also involved in coordinating and implementing activities associated with the Cambridgeshire and Peterborough Road Safety Partnership (CPRSP).
- 1.4 It was decided during the Council's budget setting process that savings would need to be made in the road safety budget, involving a reduction in staff resources from early 2012 onwards². A restructure proposal for the Road Safety team was subsequently issued during September 2011, which highlighted the need for 'service transformation to ensure that we deliver a service that is cost effective, efficient, relevant to our customer, and in line with the Council's priorities'. This resulted in staffing changes that were implemented in March 2012.
- 1.5 Councillor Tariq Sadiq raised concerns about the restructure proposals, particularly in relation to the reductions in the numbers of staff with road safety education roles, during meetings of the Enterprise, Growth and Community Infrastructure and the Safer and Stronger Communities Overview and Scrutiny Committees held in November and December 2011. He requested that a Member Led Review should be established to examine the potential implications of the proposed changes and it was agreed to form a review group involving Members from both Committees.
- 1.6 The review group comprised Councillors Tariq Sadiq (Chairman), Ralph Butcher, Peter Reeve and Richard West.
- 1.7 The group presented their report to the Safer and Stronger Communities Overview and Scrutiny Committee on the 13th September and the Enterprise, Growth and Community Infrastructure Overview and Scrutiny Committee on the 5th October. Both Committees unanimously supported the report.

¹ [Cambridgeshire Casualty Trends and Targets](#), pg 1

² [County Council Road Safety Strategy](#), pg 4, issued to Cabinet on the 27th September 2011

2. REVIEW OBJECTIVES

2.1 The terms of reference for the review are set out in Appendix A. In summary, the objectives of the review were to:

- Examine the rationale for the road safety restructure
- Identify the potential implications of the changes
- Assess the preparedness of the Council and partners to deliver effective road safety services
- Propose improvements, where necessary and feasible, with the aim of strengthening service provision

2.2 The group were mindful from the outset of the challenging financial circumstances facing the County Council and its partners. Their findings and recommendations are therefore intended to be cost neutral (at least) and constructive.

2.3 The group have focussed on the strategic arrangements governing road safety services in the county, and particularly the County Council contribution (although findings relating specifically to the Constabulary are also reported due to specific issues they came across during the course of the review). Members did not examine the relationship between the new structure and current casualty rates as it was too early to form any conclusions about this.

3. METHODOLOGY

3.1 The review group met:

- Cabinet Member for Community Infrastructure
- Senior Officers responsible for County Council Road Safety Services
- Road safety team members with engineering and education expertise
- A Public Health Improvement Officer
- The County Council Child Poverty Coordinator
- The County Council Information Manager
- Fire and Rescue Service and Constabulary representatives
- A Further Education professional (Huntingdonshire)
- A Member of a Community Safety Partnership (Fenland)

3.2 Members also travelled to Lincoln to meet the Cabinet Member and Senior Officers responsible for leading the Lincolnshire Road Safety Partnership. This visit was arranged because Lincolnshire was awarded Beacon status in 2006 for its 'excellent work in promoting road safety and reducing the number of collisions on the County's roads'³.

3.3 The review group also examined a range of County Council documentation such as the Road Safety Strategy, and performance information as well as guidance and best practice produced by the Audit Commission, amongst others.

³ Please see - <http://microsites.lincolnshire.gov.uk/lrsp/about-us/> for further details

- 3.4 The remainder of this report sets out the findings and recommendations from the review, focussing on the:
- Objectives within the County Council Road Safety Strategy
 - Adequacy of the County Council Road Safety restructure process, and the extent to which this is aligned with the strategy
 - Operation and effectiveness of the CPRSP
 - Road Safety education arrangements in schools and colleges
 - Council's policy to encourage local input and implement local solutions to road safety issues (i.e. 'localism')
 - Council's use of performance information and data to target resources, particularly in relation to areas of deprivation
 - Effective use of resources
 - Lessons that can be learned from the success of the Lincolnshire Road Safety Partnership

PART B – FINDINGS

4. COUNTY COUNCIL ROAD SAFETY STRATEGY

- 4.1 The review group met the Council's Service Director: Infrastructure Management and Operations and the Head of Road Safety and Parking Services (who has subsequently left the Council's employment) during January 2012. They briefed the group about the key objectives set out in the Road Safety Strategy and the rationale for the restructure of the road safety team.
- 4.2 The group were advised that the Department for Transport had issued its 'Strategic Framework for Road Safety' in May 2011, and that the Council's strategy had been revised in response to this. The key themes within the Council's strategy included:
- Continued emphasis on the three cornerstones of casualty reduction; education, engineering and enforcement (the '3 Es')
 - Increasing local decision making initiatives ('localism') and improved public information
 - Stronger partnership working through the CPRSP, through clarification of its role and leadership of an annual action plan
 - Further exploration of opportunities to work jointly with neighbouring authorities
 - Developing synergies with health and well being initiatives
- 4.3 Members were also informed that the delivery of road safety interventions was fragmentary and that the intention was to achieve better coordination of the 3 E's, building on successful work to reduce the numbers of killed and serious injury collisions on the A1307 (80% reduction over 3 years). Closer working with the Police was also required to improve enforcement activity.
- 4.4 Members also noted that whilst local communities would be encouraged to submit their views regarding road safety matters, the intention remained for decisions to be made on the basis of evidence rather than perception.

- 4.5 The group also found that the road safety budget would be reduced, which would result in the Council adopting the role of facilitator rather than direct deliverer, and changed ways of working. However, the road safety team would seek to align its budgets to other service areas, such as public health, and increase income through contributions from the Police.

Members Views

- 4.6 The review group support many aspects of the Council's strategy, particularly regarding the development of linkages with health and wellbeing initiatives, recognition of the need to strengthen the CPRSP, and the development of a more holistic approach to the 3 E's within the road safety team.
- 4.7 However, Members have concerns about the adjustment to the Council's role to become an education facilitator. The covering report to the strategy provides an example of this change:

'The amount of staff time that can be allocated to road safety education in schools will need to be reduced but alternative ways of working, including greater use of on line resources, will allow road safety work in schools to continue'⁴

Members understand that the intention is for the Council to focus its efforts on the provision of online resources to schools, and recognise that these can be useful support materials and that it is not realistic to devote officer time to each school. However, they are sceptical about a reliance on this approach, and do not believe that it is an adequate substitute to face to face education in schools that require additional support.

- 4.8 Members do not believe that this level of education support is in accordance with the Department for Transport's key theme in relation to 'better education and training for children and learner and inexperienced drivers⁵'. This view was supported by the partner representatives that the group met.
- 4.9 In addition, the group felt that whilst the strategy refers to the intention to 'target the key themes identified through data analysis', there should be an explicit aim to focus education interventions on areas / schools where there is most need, in order to maximise the value of limited resources.
- 4.10 Members also discussed the localism objective within the strategy, and believe that local communities should be able to fund road safety improvements in their area, if they perceive there to be a need and are willing to fund the changes. This point is developed in section 8.

5.0 ROAD SAFETY TEAM RESTRUCTURE

- 5.1 The review group examined the restructure proposals that were issued to staff during September 2011. In particular, Members focussed on the accompanying Community Impact Assessment. This showed that the Officers' judgement was that the restructure would result in a neutral impact against all the equality strands (age, sex, disability, ethnicity, race and culture, sexual

⁴ [County Council Road Safety Strategy](#), pg 4

⁵ Department for Transport, [Strategic Framework for Road Safety](#), pg 7

orientation, religion or belief, pregnancy and maternity, marriage and civil partnership, gender reassignment, rural isolation and deprivation).

- 5.2 Members queried this, given the scale of the funding reduction (approximately £282,000 in revenue and £163,000 in capital) and the associated reduction in staffing numbers. In response, Officers advised that there had been a lack of cohesion amongst Officers with education, engineering and enforcement roles, and that significant improvements could be made by bringing them together into a stronger team. Members were also advised that the team had based its activities on requests for support, but a new proactive approach would be taken to ensure that resources would be focussed on areas of greatest need. Given these changes, the Head of Service felt that no particular vulnerable communities or geographic areas would be likely to experience any significant adverse effects. Indeed, it was anticipated that there would be service improvements through a range of transformational changes.
- 5.3 The group paid particular attention to changes in road safety education provision, as the new restructure was expected to reduce the number of Officers in this service area from a Team Leader and 5 Road Safety Officers, down to a Road Safety Manager (covering all road safety functions) and 1 Road Safety Officer (which has subsequently been changed to 2 Road Safety Officers). The Head of Service advised that some of the education provision had been 'gold plated' and disproportionate, and that the service could work more efficiently and smarter in getting messages across, for example, through electronic means. In a meeting at the end of the review, the Interim Head of Service for Road Safety and Traffic Management stated that, in his view, the new Road Safety Team included 5 Officers with educational roles, although 3 of these were specialist roles.
- 5.4 Members queried whether partners had been consulted about the restructure proposals, given the interdependency of many service areas, such as enforcement activities, and were advised that they had been consulted. However, in subsequent meetings with partners (including CPRSP members), Members asked the same question and were advised that there had not been any consultation discussion at a partnership meeting and that there had been a lack of transparency about the process. One partner commented that they would have expected to have had a discussion about the principles underpinning the consultation, given the common goals of the partnership.
- 5.5 Partners indicated to Members that their perception was that the Council's education function had been significantly reduced, and that there was an imbalance with resources applied to the engineering function.

Members Views

- 5.5 Members' view is that the neutral impact judgements against all the equality strands were not based on sound evidence. They acknowledge, and approve of, improvements that can be made through transformation activities, particularly through maximising joint working within the team, but believe that it is important to recognise the significant reductions in expenditure and staffing, which are likely to have, at least, adverse short term impacts.

- 5.6 Members also recognise that the Council can be smarter in the provision of road safety education services, and that the provision of electronic / web resources as a general tool has advantages. However, Members are concerned that the education function has been disproportionately reduced by the restructure compared to the engineering function. The nature of education activities is that their value can be hard to measure, and the impact of changes can take years to have an effect. Nonetheless, road user behaviour is responsible for, or a major factor in, 95% of collisions⁶ and is a priority within the Department for Transport Strategic Framework. Evidence suggests that Local Authorities should focus on education initiatives:

'At the heart of the road safety challenge is the diminishing evidence of casualty clusters or patterns that can be addressed through the use of traditional 'casualty reduction' engineering measures....For this reason Local Authorities are increasingly looking to ETP (Education, Training and Publicity) interventions to influence road user behaviour and change social norms' (Department for Transport⁷)

'The focus must shift from making the roads safer, to making people use them more safely and sustainably' (Audit Commission, 2007)

- 5.7 The IAM (Institute of Advanced Motorists) compiled research from a variety of sources, including the Department for Communities and Local Government and 53% of English Local Authorities with road safety responsibilities, which indicated that Cambridgeshire is one of many Councils that have disproportionately reduced road safety education expenditure compared to other Highways functions⁸. This showed that average spending on road safety education and safe routes across the country reduced by 12.8% from 2010/11 to 2011/12 (based on evidence from respondents), which was a greater decrease than in all other Highways categories⁹. However, Members contend that the decrease in Cambridgeshire was higher than average, and is not in accordance with the Council's strategic aims in relation to education.
- 5.8 In addition, Members believe that the new arrangements place an over reliance on electronic / web based educational materials, and that this is an inadequate substitute for activities led and coordinated by Road Safety Education Officers.
- 5.9 The group noted that Council Officers had consulted partner organisations about the restructure, and that the partners the group spoke to said that they had not been consulted. In any event, this indicates that there was some miscommunication, and Members believe that every effort should be made to consult partners in future about changes that have a bearing on partnership working.

⁶ Department for Transport Road Safety Research Report No 105, '[Road Safety Strategy Beyond 2010: A Scoping Study](#)'

⁷ Road Safety Research Report No, 124, [Delivery of Local Road Safety](#), Appendix B, pg 38-39

⁸ Institute of Advanced Motorists, '[The end of the road? Local investment in road safety in England](#)', pg 13

⁹ Ibid, pg 14

6.0 OPERATION AND EFFECTIVENESS OF THE CAMBRIDGESHIRE AND PETERBOROUGH ROAD SAFETY PARTNERSHIP (CPRSP)

6.1 Members spent a considerable portion of the review focussing on the CPRSP, as the strategic body for coordinating road safety activities across the county. In doing so, they were mindful that working well, partnerships can:

- Establish road safety strategies and investment priorities
- Integrate the '3 Es'; education, enforcement and engineering
- Ensure effective use of data, for coordinated evidence based decision making
- Generate savings and increase the value of investment, for example through multi agency educational campaigns
- Unblock issues arising between organisations, to facilitate seamless working

6.2 Evidence suggests that there are a number of features that are typically present in an effective road safety partnership¹⁰:

- Establishing joint objectives and terms of reference
- Clear leadership structure, including a strong partnership manager
- Ensuring that all partner organisations were able to influence the work of the partnership and set its direction

6.3 Members discussions with Council Officers and partners invariably showed that there was recognition of the benefits of partnership working, and a commitment to this approach. However, Members were informed by all involved that the CPRSP was not working effectively, for a variety of reasons.

6.4 The former Head of Service advised the group that relationships with schools had often been superficial, that there had been limited feedback from the CPRSP and that resources from partners had not been forthcoming.

6.5 The partner representatives who met the Members raised a number of similar points that can be summarised as follows:

- Lack of clarity about the role and purpose of the partnership
- Lack of leadership, exacerbated by a lack of continuity in the County Council Cabinet Member and Director attendance
- Perceived as dominated by the County Council and that decisions were not reached as a partnership
- Insufficient support for the partnership, following a reduction in resource as part of the County Council restructure

6.6 One partnership board member commented that they had become aware of the County Council's Road Safety Strategy when they came across it online. Another board member claimed that there had been a significant deterioration, and whilst keen to work in partnership, the lack of outcomes delivered by the partnership meant that his service would focus its attentions in other ways if improvements were not made. One contributor commented

¹⁰ Road Safety Research Report No, 124, [Delivery of Local Road Safety](#), pg 42

that: 'what is needed is a strong vision from the Board and a coordinator to galvanise agency working'.

- 6.7 The group also learned about positives associated with CPRSP. For example, Members were advised that there was good collection and sharing of data, such as the Joint Strategic Needs Assessment, (although this could be used more often to inform decision making) and that there had been good partnership working in specific areas; e.g. on the A1307. There was also a strong sense that the Health and Wellbeing Board could add significant impetus to road safety issues, which was echoed by the Service Director.
- 6.8 At the end of the review, Members shared their findings with the Service Director and Interim Head of Service, who agreed with the thrust of the above findings, and advised that a key task for the Interim Head of Service was to reinvigorate the partnership. It was also accepted that increased resources for partnership support and coordination were required.
- 6.9 Members were advised that schools are not represented on the CPRSP at present.

Members Views

- 6.10 The group believes that there is compelling evidence to show that the CPRSP is not working. A wholesale change is required to improve the partnership through a shared partnership vision, joint strategy, strong leadership across all agencies and sufficient partnership support to ensure actions are coordinated and delivered. Members acknowledge that these points are already understood within the Council and that actions are being taken to address the current deficiencies.
- 6.11 Members believe that there is much to be learned from the success of the Lincolnshire Road Safety Partnership. This is expanded upon in section 11.
- 6.12 Members agreed that schools should be represented on the CPRSP, as key partners in educating children and young people about road safety issues.

7.0 ROAD SAFETY EDUCATION ARRANGEMENTS IN SCHOOLS AND COLLEGES

- 7.1 The review group discussed road safety education issues with Council Officers, Police and Fire Service and Huntingdonshire Further Education (FE) representatives. The latter had worked in FE for 11 years, and in addition to work in Huntingdonshire spends 1 day a week in Fenland. In all, she works across 10 schools and colleges. The group also invited the Chairman of the Primary Heads Group to meet them, but unfortunately she was unable to attend on the day the meeting was held.
- 7.2 Members questioned Council Officers and partners about road safety education practices within schools, and were advised that there is significant variation between schools, often based on the direction given by the Head teacher. It was noted that schools have many competing issues to respond to, and road safety was sometimes lower down the list of priorities. This was particularly the case with schools with relatively low performance in

educational attainment, whose efforts were focussed on this and associated issues.

7.3 However, Members learned that children in these lower performing schools (in relative terms) were often those most in need of more intensive road safety education. In general terms, Members were advised that lower performing schools tended to be in deprived areas and that there is a correlation between deprivation and road traffic incidents (explored further in section 9). However, it was acknowledged that road safety support from the Council and its partners to schools had tended to be reactive to requests, which meant the schools most in need of support were typically not supported. This issue was identified in the Council's new strategy, and Members were advised that in future the intention is to target resources on areas of greatest need.

7.4 Evidence suggests that Cambridgeshire is not alone in experiencing this problem. A key finding from a Department for Transport study, based on several case study authorities, was that:

*'The case study authorities faced the problem that schools in priority areas for road safety delivery (including deprived areas) were often less likely to welcome in local authority officers to deliver road safety education, training and publicity'*¹¹

7.5 The FE representative advised that, in her view, schools would be more likely to respond to road safety issues if the Council and its partners could provide a high quality package of support that they could introduce into core studies or citizenship classes. When questioned about the likely willingness of Academies to purchase a package of this kind, the FE representative commented that Head teachers would buy in this service if they felt it to be of a high standard. However, web based resources would not be sufficient in her view, as road safety education needed to be engaging and interactive. She felt that there was scope for savings to be made for CPRSP in ensuring this provision is available.

7.6 The FE representative also felt that improvements could be made in making road safety resources used within schools more 'hard hitting' so that they would have a lasting impact on students. She particularly felt that this was a strong feature of driver awareness courses, and that elements of this could be brought into school courses. Other partners that the group spoke to agreed that there could be elements of the driver awareness courses that could be brought into school courses, but felt that overall a more subtle approach was required to get messages across to young people.

Support for Young People

7.7 Members are aware that at the national level, young people (aged 17 – 24) are a key road safety target group, particularly young car drivers, given that 27% of all road fatalities across the country were young car drivers (although only 12% of them were vehicle licence holders)¹².

¹¹ Road Safety Research Report No, 124, [Delivery of Local Road Safety](#), Appendix B, pg 43

¹² Ibid, pg 45 - 46

- 7.8 The group were advised about a number of initiatives that have been organised to focus on this target group within FE settings, such as role play activities around Valentine's day, for example.
- 7.9 Members learned that a number of young people struggle to pay for the insurance costs for their vehicles, and that anecdotally, this meant there were a number of young people who were uninsured.

Constabulary Resources

- 7.10 During the course of the review, Members were advised that the Constabulary had proposed changes to their organisational arrangements which would have an impact on their road safety staffing resource. Currently, the Constabulary employs a uniformed Casualty Reduction Officer who plays a lead road safety role on behalf of the Constabulary. Under the new proposals, Members were advised that it is intended for this post to be held by a civilian employee.

Members Views

- 7.11 Members recognise that the efficacy of road safety education within schools and colleges is based on a common willingness to work together, and that this can be hampered in the most needy schools due to the competing pressures they face.
- 7.12 However, Members do not believe that previous practices of providing support to those schools that request it is sufficient, and support the new intention in the Council's strategy to focus resources where they will have greatest impact, and introduce greater consistency. The review group believes that the implementation of the following measures will help to facilitate this process:
- School and college representation on the CPRSP (as previously stated), to ensure that partners are cognisant of their needs and how best to support them, and schools feel a greater sense of ownership of this issue
 - School and colleges to identify a Governor to take a lead on road safety issues, so that this remains a high profile issue (this could be limited to those schools and colleges with particular need, if necessary)
 - CPRSP to develop an improved education package for use in schools and colleges (it is anticipated that this would result in efficiency savings)
 - Resources to be proactively targeted on the basis of evidence based need, taking into account work to promote safer routes to schools, deprivation and road traffic accident data so that interventions have the greatest effect
- 7.13 The group felt that there may be benefits in incorporating elements of driver awareness courses within education provision for schools and colleges, so that they are more 'hard hitting', although it is recognised that tailoring may be required for a younger audience. Members would like this to be reviewed.
- 7.14 Members had concerns about the alleged prevalence of young uninsured drivers and untaxed vehicles, often because of the high costs they face. Specifically, Members believe that this may mean that some young people, and those around them, are more at risk because of a higher likelihood that

they are driving sub standard vehicles. The group therefore felt that the CPRSP should explore the possibility of working with insurance companies to negotiate more favourable premiums for young people, perhaps based on those young people agreeing to complete a road safety course in order to secure the insurance agreement. This is deemed to be one method of incentivising good behaviour.

- 7.15 Members have concerns about the Constabulary proposals associated with the Casualty Reduction post. Their current view is that this post has an important education role, and that as a uniformed position, it has a degree of authority and gravitas with young people, in particular, which would be reduced if civilianised. This view was also expressed in some meetings held with partners. Members discussed this issue with the Deputy Chief Constable at the Safer and Stronger Communities Overview and Scrutiny Committee meeting on the 13th September and were advised that Hertfordshire and Lincolnshire made use of civilian staff for some of these posts and that a decision about this role would be taken following the appointment of the Police and Crime Commissioner. The Deputy Chief Constable also reminded Members about the pressing financial challenges facing the force, and that difficult decisions needed to be taken.
- 7.16 Members decided to recommend that the Casualty Reduction post should continue to be held by a warranted Officer, in order to maintain their authority in working with the public, and particularly young people.

8.0 LOCALISM

- 8.1 The Department for Transport's Strategic Framework for Road Safety places emphasis on the importance of local decision making through decentralised funding and the removal of targets and performance frameworks in order to encourage local flexibility and innovation. The Framework also states that:

'We will ensure that local authorities are clear that they can make full use of existing powers and flexibilities, for example in setting speed limits and speed enforcement'¹³

- 8.2 Members noted that the Council's new strategy echoed this, by stressing the value of localism in working with partners, across all sectors, to raise awareness of road safety campaigns and initiatives, and providing data to enable local citizens to challenge decision makers and participate in improvements. However, it was also stated that:

'There could be potential for friction if local agendas detract from the evidence and research led approach that has been adopted in the past. Whilst local communities need to be encouraged to engage more on road safety matters, through neighbourhood panels and district based Community Safety Partnerships, any emerging local issues need to be scrutinised based on evidence rather than perception, to ensure that resources are maximised.'¹⁴

- 8.3 Members' discussions with officers reiterated the above point that decisions would continue to be based on evidence, although the Council would facilitate

¹³ Department for Transport, [Strategic Framework for Road Safety](#), pg 8

¹⁴ [County Council Road Safety Strategy](#), pg 3

the work of local groups, such as Community Speedwatch groups, to improve road safety.

- 8.4 The group questioned whether it would be possible to introduce safety cameras on the basis of local requests, and officers confirmed that this would be legislatively possible, and that they could be introduced subject to local communities paying for their setup and ongoing costs (roughly estimated by officers to be £50,000 for a single camera, plus £5,000 annual ongoing costs). However, both Cambridgeshire and Lincolnshire officers advised that whilst this was inherently a political decision, they would have reservations as the provision of safety cameras was currently based on evidence based need, and the introduction of additional cameras based on local community perceptions would break this link, and potentially damage the trust between Local Authorities and drivers. If additional safety cameras of this kind were introduced, officers suggested that they should be obviously different (i.e. painted a different colour) so that they were instantly recognisable as community safety cameras rather than local authority safety cameras.

Members Views

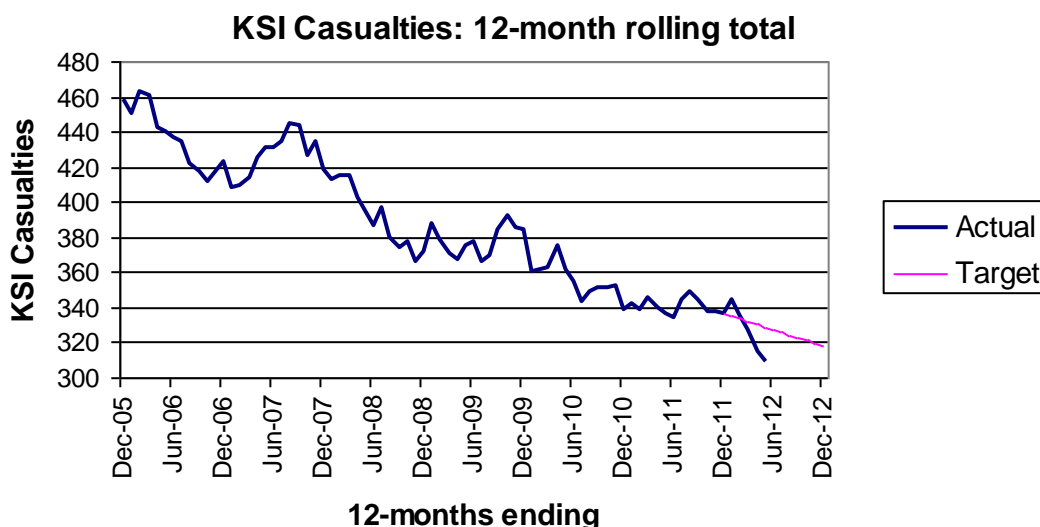
- 8.5 Members are supportive of the Council's intentions to facilitate and encourage localism. However, they also recognise that there can be a tension between local expectations and desires and data led decision making.
- 8.6 Members do not wish to see a dilution of objective, data based decision making when targeting public resources. But they also believe that community perceptions about excessive speeding, and other road safety issues, can have a detrimental impact on quality of life, and if these local communities wish to pay for local road safety measures, such as a safety camera, then they should be able to do so. One of the group Members, Councillor Reeve, was confident that there would be a willingness within his division to pay for a safety camera.
- 8.7 Members therefore propose that the Council's policy should be changed to enable local areas to pay for road safety cameras if they wish, and believe that the precedent has been set for this change in the Council's existing highways policy to enable locally funded improvements. However, Members accept that these cameras should be displayed differently to local authority cameras.

9.0 PERFORMANCE MANAGEMENT

- 9.1 The Council's Information Manager presented details about road safety performance to the review group. This showed performance against three key performance indicators, shown below, which were all on track (when the meeting was held on the 31st July) to achieve 2012 calendar year targets. However, all three indicators were given amber ratings as it was not possible at that stage to be certain that the year end targets will be achieved. The commentary is provided from the Information Manager's report to the group.

- Road accident deaths and serious injuries (May 2012)

There has been a further reduction in the latest 12-month rolling total, which is 309 compared with a 2012 calendar-year target of no more than 318.



- Pedestrians and cyclists killed or seriously injured in road traffic accidents – annual average over 36 months (May 2012)

The provisional annual average over the 36 months to the end of May is 98.7 compared with a target of no more than 98 for the average over the three years to the end of 2012.

Cyclist and pedestrian KSI Casualties: Annual average over 36 months



- Children killed or seriously injured in road traffic accidents – annual average over 36 months (May 2012)

The provisional annual average over the 36 months to the end of May is 22.7 compared with a target of no more than 21.9 for the average over the three years to the end of 2012. Because the numbers are relatively small the total can fluctuate by a relatively large amount from one month to the next. Although the indicator is currently on-track, the underlying trend appears to have levelled off, and needs to be monitored closely.

Child KSI Casualties: Annual average over 36 months

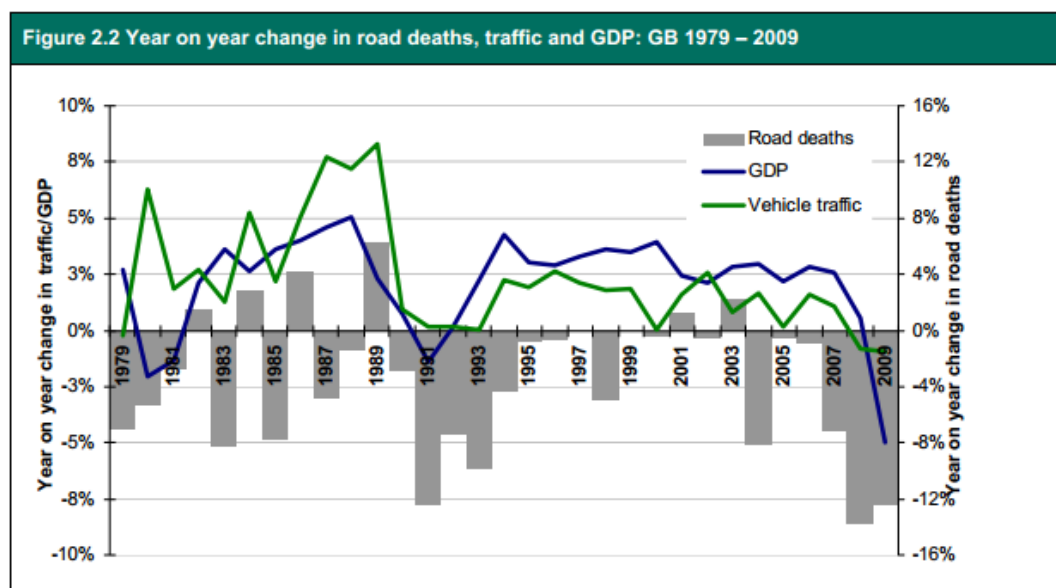


9.2 The Information Manager confirmed that the Council's performance is broadly in line with national and regional averages. However, he advised that information is not collated about Cambridgeshire's performance compared to 'statistical neighbours' (i.e. similar areas in terms of road safety).

9.3 Road Safety partners that the group spoke to stressed that they expect there to be a greater likelihood of road traffic incidents when the country's economy begins to grow again. Economic development will bring more traffic to the area as fuel becomes more affordable to the public and to businesses, and more people are able to move to live in the county.

9.4 This view is, to some extent, supported by national statistics:
'It is evident that there has been a greater reduction in deaths during periods of economic downturn (see graph below). Although this relationship is not fully understood, the data show some clear patterns'¹⁵

9.5



¹⁵ Department for Transport, [Strategic Framework for Road Safety](#), pg 23

Links with Deprivation

- 9.6 During the course of the review, Members learned that there is a plethora of evidence which establishes a strong link between road safety and deprivation. For example, a study conducted by the Institute for Public Policy Research and Imperial College Centre for Transport Studies in 2002 found that¹⁶:

- Children in deprived areas are three times more likely to be hit by a car
- A quarter of all accidents happen in the tenth most deprived areas

- 9.7 The study acknowledged that deprived areas are often in dense urban areas with high traffic flows, but that the figures were still conclusive even taking into account a wide range of factors:

'We built a statistical model to unscramble the various effects arising from local influences including traffic flows, urban density, land use, and the volume of road space. We didn't know if the deprivation effect would stand up having controlled for those effects – but it does and it is very strong'

Dr Daniel Graham, Senior Research Associate in the Centre for Transport Studies at Imperial College

- 9.8 More recent information within the Department for Transport's Strategic Framework for Road Safety confirmed the link between road safety and deprivation, citing evidence that child pedestrian casualties are five times higher in the 10% of most deprived areas in Great Britain compared to the 10% of least deprived areas.¹⁷ The reasons for this link include:

- Higher density housing
- More housing on or near main roads
- More need to cross main roads to get to school and other local facilities
- Lack of play areas for children
- Housing that opens directly onto the street
- More parked cars on residential streets
- Cultural and social factors

- 9.9 Mode of transport is also seen as a key issue (supported by the Information Manager) with motorcycling accounting for only 1% of road traffic, but 21% of fatalities.

- 9.10 The review group questioned the Council's Information Manager and the Child Poverty Coordinator about statistical information for Cambridgeshire, and were informed that a similar pattern exists in this county, and that this would inform future decision making.

Additional Performance Information

- 9.11 Members queried whether other performance information was collected in relation to the outcomes from educational initiatives. Officers advised (and this was supported by Lincolnshire Road Safety officers) that it is not possible to accurately measure the outcomes from these initiatives, and that there would

¹⁶ The press release is available [here](#)

¹⁷ Department for Transport, [Strategic Framework for Road Safety](#), pg 16

be little value in measuring processes (such as the number of marketing campaigns conducted).

Members Views

- 9.12 Members are, of course, pleased to note the general downward trend in the numbers of killed and seriously injured people in Cambridgeshire. This will need to be monitored rigorously.
- 9.13 Members believe that it would be useful to compare Cambridgeshire's performance against statistical neighbours, in order to be able to assess the county's relative performance against similar areas.
- 9.14 The group welcome efforts to understand the linkages between deprivation and road safety to help target limited resources to areas of greatest need. Members also recognise that this information forms part of a bigger picture, and that all sources of intelligence need to be considered when targeting resources. Nonetheless, Members received the impression that research in this area is at a relatively early stage, and that more work is required to develop a sophisticated understanding of the situation in Cambridgeshire.
- 9.15 The group accept that it is not possible to definitively attribute performance changes to educational initiatives. However, Members believe that in instances where resources are targeted, such as on a school, then local performance information in that area can be collected and compared to a similar area which has not received resources. This would enable partners, over time, to develop an understanding of the value of their educational work.

10.0 USE OF RESOURCES

- 10.1 Members questioned officers and partners about initiatives that were jointly funded, or commissioned, and found limited evidence of this, although there was evidence of joint working as previously reported.
- 10.2 Members also queried how road safety related training provision is organised in Cambridgeshire. Members were informed about a range of pre-driver, defensive and advanced driver courses, motorcycling and cycling courses. Members also learned about three diversionary courses, commissioned by the Police as an alternative to prosecution. Two of these, the National Driver Alertness Course and the Rider Intervention Scheme are provided by the Council. The third course, National Speed Awareness is provided by AA DriveTech. Members were advised that the Council had also lodged a bid for this course.
- 10.3 Members were advised that, in round terms, the AA DriveTech course had an estimated £1,100,000 turnover per annum, with approximately 80% of those offered the option of paying to take the course, accepting. There are an approximately 17,000 referrals per year for speed awareness courses.

Members View

- 10.4 Members believe that the Council should work to attain the contract for the National Speed Awareness course, as this is a significant potential source of

income that could be reinvested into road safety, via the CPRSP, as happens in Lincolnshire.

11.0 LESSONS TO BE LEARNED FROM THE LINCOLNSHIRE ROAD SAFETY PARTNERSHIP

- 11.1 Members visited Lincolnshire's Road Safety Partnership (LRSP) on the basis of recommendations from partner representatives, and because Lincolnshire had attained Beacon Status for its road safety services. The group met the Cabinet Portfolio Holder, and Senior Officers responsible for leading the partnership.
- 11.2 Until 1999, Lincolnshire had a consistently high number of killed and seriously injury (KSI) collisions (1994-8 average of 757) and was one of the worst areas in Europe for fatal injury collisions. This prompted the creation of the LRSP, which brought together road safety partners (County Council, Police, Fire and Rescue, NHS, Highways Agency, Probation, East Midlands Ambulance Service) into the same office to centrally manage strategies, resources and activities¹⁸. By 2009, the partnership had overseen a reduction to the KSI average to 411; a 46% improvement (337 in 2008, 55.5% improvement).
- 11.3 It is important to note that performance in Cambridgeshire and Peterborough also improved markedly over this period. There were 639 KSI on average between 1994-8 and there were 339 KSI during 2010; a 47% improvement.
- 11.3 Members' key findings from their visit were:
- The lead manager for the partnership is a Council Officer, but he has management oversight and responsibility for all the activities within the partnership
 - There is a clear vision, strategy and action plan for the partnership
 - Co-location within the same office is considered to be a fundamental advantage that ensures effective team working across the partnership. Members were advised that the benefits of regular face to face communication could not be under estimated
 - Funding across the partnership is shared and targeted on key risk groups (such as motorcyclists and along high risk roads) to ensure that it has maximum effect
 - Income obtained via road safety cameras is retained and reinvested in road safety
 - All training is provided by the partnership. A Life Skills Academy has been established which provides a wide range of courses and facilities:
 - National Speed Awareness Course
 - National Driver Alertness Course
 - Pass Plus Young Driver Training Course
 - Driver Information Programme
 - Minibus Driver Training
 - Employers Charter Corporate Driver Training
 - Mature Driver Training
 - Skid Car Training

¹⁸ Department for Communities and Local Government, [Beacon Theme Guide](#), pg 17-18

- Fleet Driver Training Course
- Income from training courses is reinvested in road safety activities
- There is capacity for a wide range of marketing and educational activities

Members Views

- 11.4 Members were impressed with the arrangements in place at the LRSP. They believe they found evidence of clear leadership and joint commitment to deliver road safety improvements. They judged that the benefits of co-location were significant and that the training provision at the Life Skills Academy was extensive.
- 11.5 The group noted that it had taken several years for the LRSP to establish its current operations, and that the CPRSP had, in their view, a significant way to go to match them. This view is not based on performance improvements, which have been similar in percentage terms, but on the capacity of the LRSP to lead and manage further improvements. Members also recognise that performance is indirectly related to the roles played by statutory organisations, and that there are many other variables, such as improvements in vehicle design, that have a bearing on performance.
- 11.6 Members asked the LRSP officers whether they would be willing to visit Cambridgeshire to share their experiences with Members and officers, which they agreed to do.
- 11.7 Members also believe that serious consideration should be given to developing a shared service, or franchise arrangement, with LRSP, in order to make better use of resources and as a catalyst for improvement. Members note that LGSS sets a precedent for collaborative working of this kind, and as Lincolnshire is a neighbouring county, the group judge that joint working could be in the interests of both.

Source Documents	Location
Referenced throughout the report	Contact Robert Jakeman, 01223 699143, Shire Hall room 116, robert.jakeman@cambridgeshire.gov.uk

APPENDIX A - TERMS OF REFERENCE

Review Title:	Road Safety
Committee(s):	Safer and Stronger Communities and Enterprise, Growth and Community Infrastructure Overview and Scrutiny
Scrutiny Lead Members:	Tariq Sadiq (Chairman), Ralph Butcher, Peter Reeve, Mandy Smith, Steve Tierney,
Scrutiny Officer contact :	Robert Jakeman, 01223 699143

1. Council Plan (how does this review relate to the priorities and aims of the Council?)

The Council's Road Safety teams contribute to all three of the Council's priorities in a wide range of ways either directly or indirectly:

- Supporting and protecting people when they need it most
- Helping people to live independent and healthy lives in their communities
- Developing our local economy for the benefit of all

2. Overall Purpose (why are we doing this?)

The Road Safety Service is undergoing a restructuring process which will transform its operations during 2012. Members have decided to review the potential implications of these changes and the preparedness of the Council and key partners to mitigate any increased road safety risks.

3. Objectives

- A) Examine the rationale for the road safety restructure
- B) Identify the potential implications of the changes
- C) Assess the preparedness of the Council and partners to deliver effective road safety services
- D) Propose improvements, where necessary and feasible, with the aim of strengthening service provision

4. Outcomes

- A report to Cabinet that provides assurance about aspects of the road safety service that Members deem to be satisfactory, and recommendations for improvement, if required

5. Key Lines of Enquiry

The key theme throughout the review will be the potential implications of the road safety changes on the numbers of people killed or injured on the roads (recognising that there isn't a direct relationship between road safety provision and road accidents).

A) The rationale for the changes to the road safety service

- How are these changes aligned with the Council's priorities and objectives? Examples include localism, prevention, child poverty.
- To what extent are the changes driven by financial constraints?
- How are the changes aligned with the Environment Services priorities and Road Safety Strategy?
 - Does the Road Safety Strategy provide a clear vision and objectives for the future of the service? Is it realistic?
- Was there less appetite from Members for road safety education initiatives?
- What alternative sources of funding for road safety education were explored?
- What will happen to the Cambridgeshire and Peterborough Road Safety Partnership if funding is withdrawn by the Council?

B) Identify the potential implications of the changes

- What implications were raised in the Community Impact Assessment?
 - Most of the impacts were given as 'neutral'. Where is the evidence for this assessment, particularly considering age, rural isolation and deprivation factors?
- What are the views of key stakeholders / partners about the changes? What were the views of the Road Safety Partnership?
- How will the reduction in Road Safety Officers impact on the ability to address the causes of accidents? (95% occur on rural roads and are dealt with more effectively through education rather than engineering) (*Note – this is disputed on the grounds that different interventions are required in different circumstances*).
- Are the reductions in road safety education provision consistent with reductions in medium sized highways engineering schemes?

C) Assess the preparedness of the Council and partners to deliver effective road safety services

- Are arrangements in place to work with partners to mitigate any potentially higher road safety risks?

<ul style="list-style-type: none"> Are the Council and partners prepared in the event that there are increased accidents? 		
6. Risks (are there any risks in doing this review, and how can they be minimised?)		
RISK		MITIGATION
7. Equality & Diversity (does this review address these issues either in terms of the subject matter or the way in which the review will be conducted?)		
<ul style="list-style-type: none"> The review group will consult a range of stakeholders to ascertain their views on the road safety service changes Members will review the Community Impact Assessment that was conducted as part of the restructuring process 		
7. Timescale (how long will the review take?)		
The review is likely to involve three meetings. Depending on Member availability, this could be completed anytime between April and September.		
8. Target body for Findings/Recommendations (e.g. Executive, Council and dates of key meetings/ report deadlines)		
Safer and Stronger Communities Overview and Scrutiny Committee / Enterprise, Growth and Community Infrastructure Overview and Scrutiny Committee – for endorsement		
Cabinet – for decision		
9. Evidence (what do we need to inform the review?)		
Information Required:	Already Held	To Be Produced
<ul style="list-style-type: none"> Documents 	<ul style="list-style-type: none"> CCC Road Safety Strategy Environment Services Restructuring Formal Consultation (September 2011) Streets ahead: Safe and Liveable Streets for Children (IPPR 2002) Socioeconomic differences in injury risks (WHO 2009) 	

▪ Consultations		
▪ Comparative Data		Funding levels for Road Safety services in comparable areas
▪ Best Practice Examples		
<p>10. Witnesses/Interviews (who & why?)</p> <ul style="list-style-type: none"> • Cambridgeshire Constabulary representative • Child poverty lead – to understand higher prevalence of road safety incidents amongst children living in poverty • Representative from the Primary Heads Association – School perspective on the changes. • Further Education representative from the Huntingdon Education Partnership • Fire Service rep • Health and Wellbeing Board rep • Lead Officers for Road Safety Strategy • Community Safety Partnership rep (e.g. Fenland) 		
<p>11. Site Visits (why, where & when?)</p> <p>TBC</p>		
<p>12. Resources & Budget</p> <p>The Scrutiny and Improvement Budget can be used for relevant site visits and to commission research.</p>		