

Proposals for a Derbyshire Road Safety Partnership

Discussion Paper

DRAFT

November 2006

Contents

	Page
1 Introduction	1
2 Casualty trends	1
3 Current arrangements	2
4 Government proposals	5
5 Proposed Road Safety Partnership	6
a) Proposed Structure	7
b) Scope of partnership activities	10
c) Management and staffing arrangements	10
d) Financial considerations	10
e) Political and community accountability	11
f) Communications	11
g) Change of emphasis	11
6 Next steps	12
7 Further information	12

Proposals for a Derbyshire Road Safety Partnership

1 Introduction

This paper sets out proposals for the establishment of a new Road Safety Partnership in Derbyshire. The aim of the partnership would be to bring about significant and continuous reductions in the number of road casualties. This would be achieved through closer working with other organisations, better co-ordination of existing activities and the introduction of new initiatives to promote road safety. It is proposed that the Partnership would come into effect following the introduction of new funding arrangements for safety camera partnerships in April 2007.

The purpose of this discussion paper is to provide a basis for engaging with other organisations with an interest in casualty reduction, as well as providing a common basis for internal discussions within partner organisations.

The paper briefly summarises current trends in casualty reduction in Derbyshire, the role of the various agencies and organisations involved in casualty reduction, and the implications of the Government proposals. It then goes on to make recommendations for the formation of a new partnership and to outline some ideas about how this might work in practice.

It should be noted that where the term 'Derbyshire' is used it refers to the whole of the administrative areas covered by Derbyshire County Council and Derby City Council.

2 Casualty trends 1999-2005

In recent years there has been a steady reduction in the number of casualties on Derbyshire's roads. Table 1 on the following page shows the number of people killed or seriously injured (KSI) in comparison with the Government's target of a 40% reduction by 2010 from a 1995-98 base.

It can be seen that there was an increase in the number of casualties in 2002, but reductions in subsequent years have meant that the figures (based on the 'straight line' methodology - see note) are now back on track to meet the Government target. It should be noted, however, that these figures mask continuing problems in some areas and among some types of road user. For example, the number of motorcyclists killed and injured on Derbyshire's roads remains stubbornly high.

Table1: Casualty trends in Derbyshire 1999 to 2005 ⁽¹⁾

Year	Target	Actual
1995-98 Avg	833	833
1999	805	765
2000	777	729
2001	750	718
2002	722	734
2003	694	680
2004	666	675
2005	638	585

Note (1) Targets and the associated 'milestone' figures can be represented in a number of different ways. In Table 1 the 'target' figures are based on a straight-line projection (ie the same numerical reduction in casualties each year). An alternative approach is to assume an equal percentage reduction each year. While both methodologies reach the same end point, the latter methodology produces more challenging targets in intermediate years. The adoption of a common and readily understood approach to target setting could be one of the early benefits of adopting a more co-ordinated approach to casualty reduction.

3 Current arrangements

There are a number of organisations that have an interest in casualty reduction and the promotion of road safety. These include:

Derbyshire Constabulary - responsible for the enforcement of the Road Traffic Act and associated legislation. The police also maintain a database of all collisions involving personal injury and work with highway authorities to promote the safe and effective use of the road network, for example, by supporting campaigns aimed at young drivers and motorcyclists.

Derbyshire County Council - responsible for the maintenance and improvement of the local road network and for planning its future development through the 5-year Local Transport Plan. The plan is the principal means of attracting Government support for capital highway works and gives high priority to casualty reduction schemes. The County Council is also responsible for education, training and publicity activities that aim to promote road safety and reduce road casualties.

Derby City Council - responsibilities are very similar to those of the County Council, being responsible for all local roads in the administrative area of Derby City. The City Council and County Council have a joint Local Transport Plan covering Derby, but also extending beyond the city boundary to include the adjoining rural areas of Derbyshire.

Highways Agency - responsible for motorways and trunk roads including the M1 and A38. The Highways Agency is currently promoting a major scheme for widening the M1 and has requested safety camera enforcement of speed restrictions as a means of protecting the workforce and motorway users while the work is in progress.

Her Majesty's Court Service - responsible for the administration of the justice system, including the processing of Conditional Offer Fixed Penalties by collecting and accounting for payments, administering effective audit control, forwarding payments to the Department of Constitutional Affairs, processing endorsements required on offender's driving licences, and processing offenders prosecuted through the court system.

Crown Prosecution Service - responsible for assembling evidence and prosecuting offenders.

Derbyshire Fire and Rescue Service - responsible for ensuring and improving public safety throughout Derbyshire. Attending road traffic collisions is a major area of the Fire and Rescue Service's activities and reducing the number of collisions involving personal injury is a key priority for the Service.

Health Authorities - responsible for providing an Accident and Emergency service for the victims of collisions; hospital and GP medical care; and, where needed, long term support. Road collisions are a major source of death and injury, particularly for certain sections of the community, and the health sector has become increasingly involved in working towards a reduction in road casualties.

The above summaries provide only a brief outline of the activities of potential partner organisations. It is suggested that an early task of the new Partnership would be to establish the full extent of the interests and work of these organisations in so far as they relate to casualty reduction. This would help to identify areas of common interest and the potential for the introduction of more efficient and effective services.

Partnerships have already been established to progress some areas of mutual interest. Currently two partnerships operate in Derbyshire: the Derbyshire Safety Camera Partnership (which comprises representatives of all the organisations listed above except the Fire and Rescue Service) and the Inter- Agency Road Safety Partnership (which comprises all the organisations listed above except the Highways Agency, the Magistrates Court and the Crown Prosecution Service).

The Safety Camera Partnership has two groups that facilitate liaison between partners: firstly a Senior Partners Steering Group that provides overall direction to the work of the partnership; and secondly a Working Group that is responsible for the day-to-day operation of safety camera sites. The Safety Camera Partnership has developed into a substantial organisation employing about 40 staff and has an average annual income of around £2m.

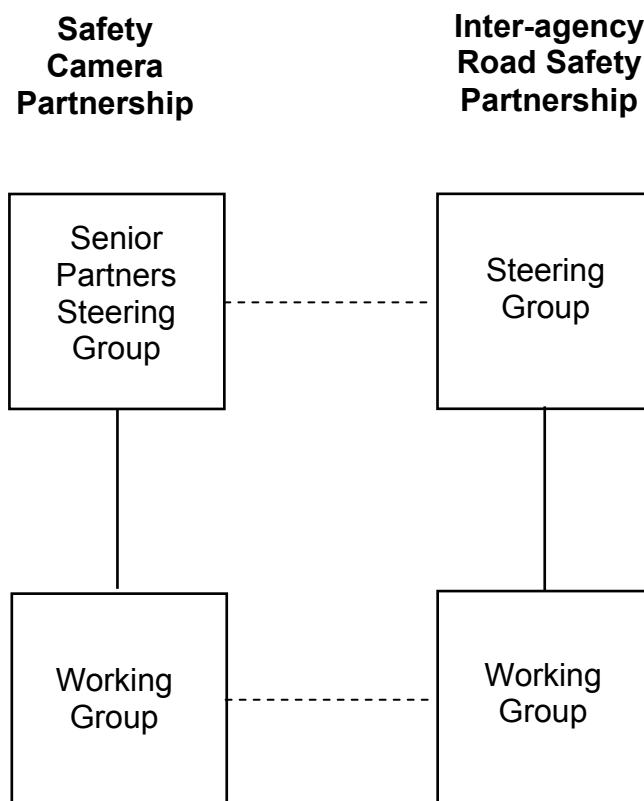
The Inter-Agency Road Safety Partnership is also supported by two groups:

- Steering Group - this group has not met for some time and a meeting planned for February 2006 was postponed in the light of Government announcements on the future of Safety Camera partnerships (see below)
- Working Group - the work of this group was in abeyance for some time, but has now been resurrected following the appointment of a project co-ordinator. The main focus of its activities is campaigns and awareness raising on issues of mutual interest, including speed, drink drive and occupational road risk.

The resources available to the Road Safety Partnership are fairly modest, but include the services of a part-time project co-ordinator and a budget of some £30,000 per annum derived from the contributions of partner organisations.

While the two partnerships have a shared interest in casualty reduction and the promotion of road safety, different officers generally attend the two Working Groups and, although there are some links between the two groups, their work is not closely co-ordinated. This structure is shown diagrammatically in Figure 1.

Figure 1: Diagram showing structure of existing partnerships



4 Government Proposals

In December 2005 the Government announced changes in the funding arrangements for safety camera partnerships. Under the new arrangements, which take effect on 1 April 2007, income from fines will be paid direct to the Treasury and a new funding stream will be introduced whereby funding will be made available to Local authorities through the Local Transport Plan process. The local authorities have subsequently been advised of indicative funding allocations for the period 2007/08 to 2010/11. The indicative allocations for 2007/08 are shown below in Table 2.

Table 2: Funding allocations to Derbyshire CC and Derby City 2007/08

	Derbyshire CC	Derby City	Combined
Capital Grant	£314,755	£79,890	£394,645
Revenue	£1,416,395	£359,502	£1,775,897
Total	£1,731,150	£439,392	£2,170,542

The allocations, which are formula-based, are scheduled to decline by 6% over this period to a combined total (Derbyshire and Derby) of £2,041,034 in 2010/11. This is over and above pressures arising from the effects of inflation. The Local Transport Plan settlement due to be announced in December 2006 will confirm final allocations for 2007/08 and 2008/09. It will also provide revised indicative allocations for 2009/10 and 2010/11.

Funding for the Safety Camera Partnership has previously been managed as a single entity. This has considerable benefits in ensuring the efficient use of resources and it is proposed that under the new funding arrangements the allocations to the two local authorities should be combined into a single budget. In addition to the funding being made available to the local authorities the Government has also made an allocation to the Highways Agency. At this stage it is not clear whether any of this will be transferred to local partnerships.

In making its announcement the Government made clear that it considered that safety camera partnerships had been successful in significantly increasing the level of camera enforcement and thereby making a major contribution to casualty reduction. It was considered however that the majority of safety camera partnerships had now reached 'maturity', the implication being that there was expected to be a reduction in the number of new camera sites. While Ministers wanted to give the key stakeholders

greater freedom to choose the right 'mix' of casualty reduction measures for their areas, they envisaged that camera partnerships would continue to have an important role in at least the short to medium term.

Government has also stressed the value it attaches to a co-ordinated, 'joined-up' approach to casualty reduction. The Lincolnshire model has been cited as an example of good practice and a number of Partners made a visit to Lincoln in March 2006 to learn more about their experiences.

5 Proposed Road Safety Partnership

The changes to the financial arrangements will necessitate a number of financial and administrative changes to the working of the existing partnerships. The new procedures also provide an opportunity to review existing arrangements and to consider whether there is scope to adopt a more co-ordinated and effective approach to casualty reduction in Derbyshire.

In particular, it is recommended that a new Road Safety Partnership should be established. This would seek to build on the work of the existing partnerships based on an evidence-led, targeted, approach to reducing road casualties.

The underlying principle behind partnership working is that more can be achieved by working together than can be achieved by each organisation working separately. The key benefits of this approach are seen as being:

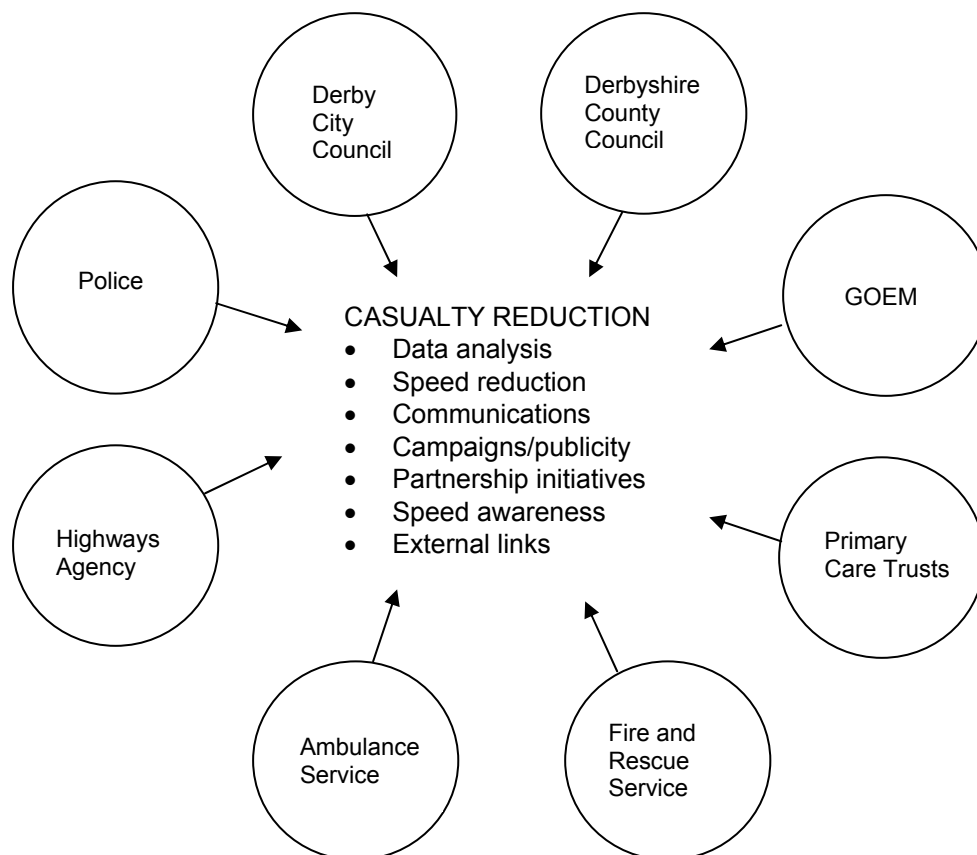
- Improved co-ordination of activities
- Ensuring the most effective and efficient use of the available resources
- Avoiding wasteful duplication of effort
- Opportunities to undertake research or pursue initiatives that can be most effectively undertaken on a partnership basis
- Better understanding of the roles and contribution of partner organisation

It is recommended that the new Partnership should initially focus on those areas where there are clear benefits in adopting a common approach. This will include those areas that are already the subject of partnership working (ie safety cameras and some campaigning activities) and where some progress is being made through informal joint working arrangements (eg analysis of speed and accident data). On this basis the initial focus would be on:

- Data analysis
- Speed enforcement and awareness
- Communications
- Partnership-based campaigns and publicity
- Initiatives being pursued by the inter-agency road safety partnership
- Speed awareness
- Links to regional and national organisations

While the Partnership could have a role in ensuring that other activities are co-ordinated in a way that adds value to the work of the individual organisations, it is not envisaged that the Partnership would be directly involved in the mainstream activities of partner organisations eg highway engineering schemes, local campaigns such as 'walk to school' or day-to-day traffic policing. This focus on core partnership activities is illustrated below in Figure 2.

Figure 2: Partnership approach to casualty reduction



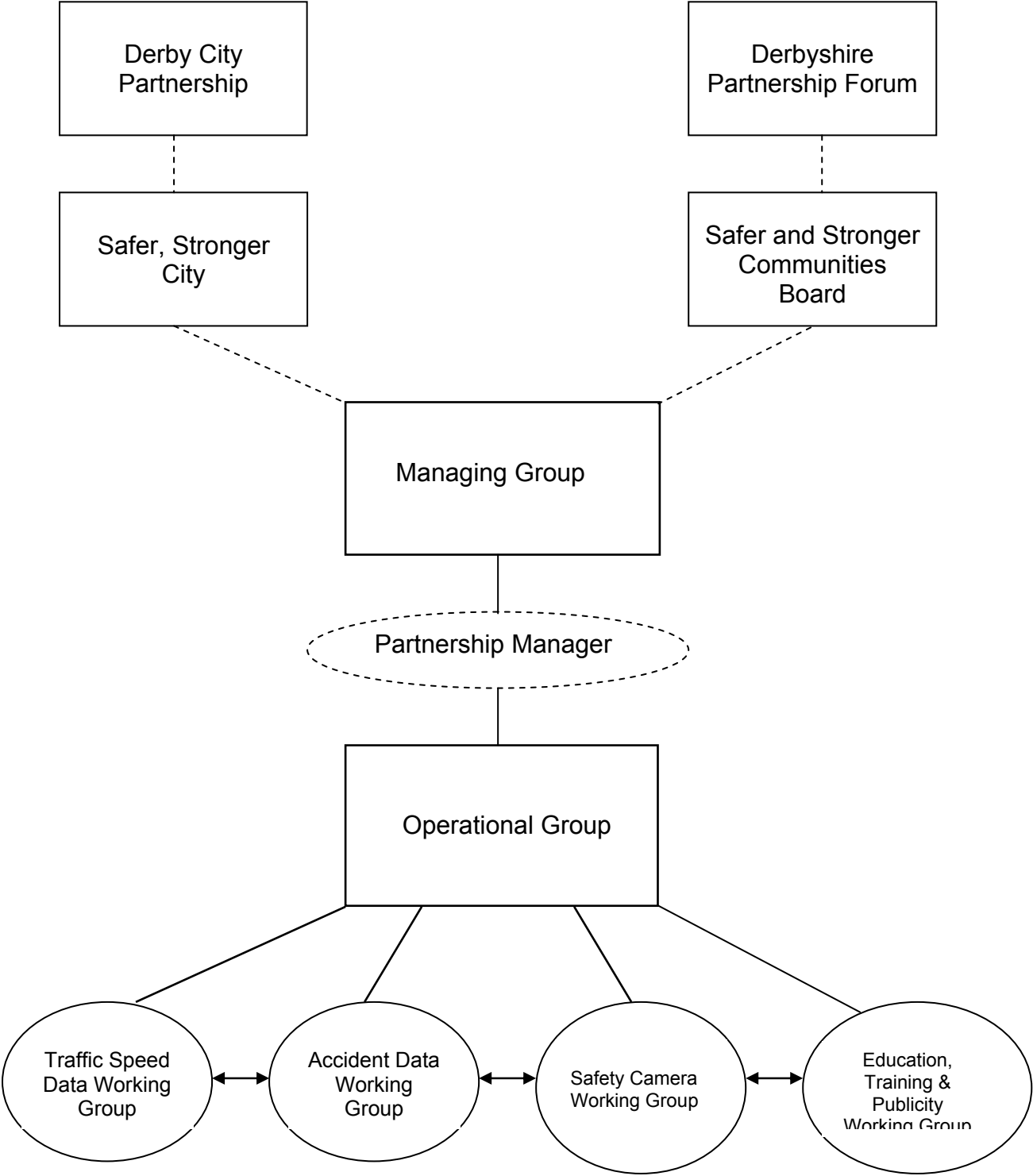
The key changes arising from the establishment of the new Partnership are listed in the following sections (a) to (g)

(a) Proposed Structure

It is proposed that the two parallel strands of the existing structure (Figure 1) should be merged into a single, closely co-ordinated structure as shown in Figure 3. This would operate at three levels:

- Managing Group
- Operating Group
- Working Groups

Fig 3: Structure of proposed Road Safety Partnership



The roles of the key groups in this structure would be as follows:

Managing Group. This group would provide strategic direction to the Partnership and be responsible for approving the plans, budgets and work programmes of the Operating Group. The Managing Group would foster close links with partner organisations at a senior level and provide the main point of contact with elected representatives.

The frequency of meetings that will be required is difficult to assess at this stage, but it is provisionally suggested that the Group should meet at approximately quarterly intervals.

It is envisaged that the Managing Group would comprise senior representatives of the following organisations:

- Police
- Derbyshire County Council
- Derby City Council
- Fire and Rescue Service
- Highways Agency
- Primary Care Trusts
- Government Office for the East Midlands (GOEM)
- East Midlands Ambulance Service

Operating Group. This group would be at the core of the new Partnership structure and would provide the principal means of co-ordinating the activities of partner organisations and of pursuing Partnership initiatives. It would be responsible for adopting an evidence-led approach to casualty reduction; monitoring progress; and ensuring the Partnership remained on track to deliver continuous improvements in road safety and casualty reduction.

It is envisaged that the group would comprise operational managers from partner organisations (including HMCS and CPS) and the chairs (or other representatives) from the key working groups. The work of the Operating Group would be led and managed on a day-to day basis by a newly created post of Partnership Manager (see below).

Working Groups. The wider remit of the partnership is likely to require the establishment of topic focussed working groups. Initially it is suggested that these might comprise a safety camera working group, an education, training and publicity group and two groups dealing with accident data and traffic/speed data. In addition it may be beneficial to establish smaller task groups (eg to address motorcycle safety, or occupational road risk). Such groups could report either directly to the Co-ordinating Group or to one or more of the working groups.

(b) Scope of partnership activities

It is suggested that the core activities of the Partnership should initially be limited to those areas outlined in Figure 2. In the longer term and in the light of experience, consideration could be given to extending the scope and remit of the Partnership.

(c) Management and staffing arrangements

It is envisaged that the proposals could be implemented without any major change in overall staffing levels. However, effective management and co-ordination of the partnership's activities will be crucial to its success and it is therefore proposed to create a new full-time post of Partnership Manager. It is envisaged that the post holder will be responsible for the overall management of the Partnership's activities, will chair and lead the Operating Group, be responsible for external relations and act as the main point of contact with the Managing Group.

The new arrangements may give rise to some uncertainty for staff currently employed by the existing partnerships. It will be important to keep staff informed during the period of transition and ensure that due weight is given to their needs and to any concerns that they may have. Staff currently employed by the Safety Camera Partnership may wish to note the recognition given to the role of camera partnerships by both the Government and the County Council in its recent Improvement and Scrutiny Review of Road Safety.

The new funding arrangements will provide greater stability and in due course consideration could be given to means of providing greater security to staff employed by the Partnership (the majority of the Safety Camera Partnership staff are currently employed on one year contracts that are renewed annually). Any such move, however, would need to be balanced against the new flexibility offered by the change in funding arrangements and the Managing Group would no doubt wish to retain a degree of flexibility to direct resources to achieve the maximum long term benefit in casualty reduction.

(d) Financial considerations

The existing Safety Camera Partnership has operated on the basis of a single budget and it is proposed that this principle should be continued under the new arrangements with the County Council remaining responsible for financial management and acting as the accountable body. It is therefore proposed that the allocations to the County Council and Derby City Council should be managed as a single budget.

(e) Political and community accountability

It is proposed that the activities of the partnership should be aligned with the Local Area Agreements in Derby and Derbyshire. In Derbyshire the Managing Group would be accountable to the Safer and Stronger Communities Board and then in turn to the Derbyshire Partnership Forum. In Derby the Managing Group would be accountable to the Safer, Stronger City group then to the Derby City Partnership.

(f) Communications

The formation of the new Partnership will provide an opportunity for a more co-ordinated approach to communications and public relations activities. This should help to ensure the most efficient and effective use of resources and, critically, that a consistent message is communicated to the public. It will also be essential to ensure that the Partnership's communications strategy is closely co-ordinated with that of the partner organisations.

It is suggested that early consideration is given to the development of a communications strategy for the Partnership; the development of a website; consideration of branding issues; and proposals for a launch event for the new Partnership

(g) Change of emphasis

The success of the Partnership will depend to a significant extent on the enthusiasm and support of full-time officers employed by the police and the two local authorities. It will be important for senior officers from partner organisations to encourage and promote a positive approach to the new Partnership, including:

- recognition that the proposals represent a step change in the approach to casualty reduction
- recognition of the benefits to be gained from a co-ordinated approach to casualty reduction
- acceptance of the need for an evidence-led approach to ensure the most effective use of human and financial resources
- recognition of the value of the contributions made by different organisations and activities towards the common objective of casualty reduction
- a commitment to continuous improvement

6 Next steps

The ideas and proposals set out in this paper are the result of discussions that have taken place between senior officers from the police, Derby City Council and Derbyshire County Council. The paper has set out a broad outline of proposals for a new Derbyshire Road Safety Partnership, but there are a number of detailed issues that remain to be resolved.

The next important stage in developing these proposals is to seek the views of other interested parties, particularly those organisations that have been identified as potential partners. Their views on these proposals are therefore invited, together with any thoughts they may have on the way in which their organisation might be able to contribute to the work of the proposed partnership. In order to facilitate discussion of these issues it is proposed to invite representatives of the relevant organisations to an exploratory meeting.

If there is broad agreement on the approach that has been outlined early progress will need to be made on a number of key tasks including:

- Confirmation of financial arrangements
- Staff consultations
- Preparation of job description for Partnership Manager
- Revisions to other job descriptions affected by the proposals
- Development of a formal partnership agreement, including:
 - aims/objectives
 - list of partners
 - governance arrangements
 - legal aspects
 - financial issues
 - personnel responsibilities
 - monitoring arrangements
 - risk assessment
 - exit strategy

7 Further information

If you have any comments or queries on the information contained in this Discussion Paper please contact Steve Cannon, Environmental Services Department, Derbyshire County Council on 01629 580000 ext 7148 or at steve.cannon@derbyshire.gov.uk.