

# Jersey Road Safety Action Plan 2017–2019



December 2016

Department for Infrastructure

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**rethink**  
road  
safety

## Foreword

Jersey has a high volume of road traffic and whilst our roads are safer than in the 80s and early 90s, reductions in road injuries have stalled in the last 20 years or more. Our population continues to suffer about 60 serious injuries every year and the total of 68 in 2015 was the highest for several years. The traumas associated with a serious road accident are obvious and furthermore it is estimated that road injuries cost our Island £21 million per annum.

Although cars have become safer, three quarters of these injuries are suffered by vulnerable road users, namely pedestrians, cyclists and motorcyclists. We have a Sustainable Transport Policy which aims to reduce the impact that high traffic levels have on our quality of life, by encouraging more people to walk, cycle, and use public transport and we must do more to protect our population, particularly those that choose not to travel by car.

Analysis of the causes of road injuries in Jersey has shown that the most common causes are carelessness or various bad road craft, excessive or inappropriate speed and drink driving.

There are 13 Highway Authorities – the Department for Infrastructure and the 12 Parishes; and 13 policing authorities – the States of Jersey Police and the 12 Parish Honorary Police forces. We have held road safety workshops in 2015 and 2016 with the Minister for Home Affairs, the Connétables, States and Honorary Police, in order to agree a prioritised action plan. In addition to other ongoing work-streams, the workshops identified 3 immediate priorities as being –

- Increased use of 20 m.p.h. and 30 m.p.h. zones where appropriate
- Lower drink-drive levels
- Introduction of a penalty points system with the threat of disqualification for repeat offenders and lower thresholds for novice drivers.

Further workshops will be held annually to identify other actions to be implemented as necessary in order to ensure that significant progress is made to make travel in Jersey a much safer experience.

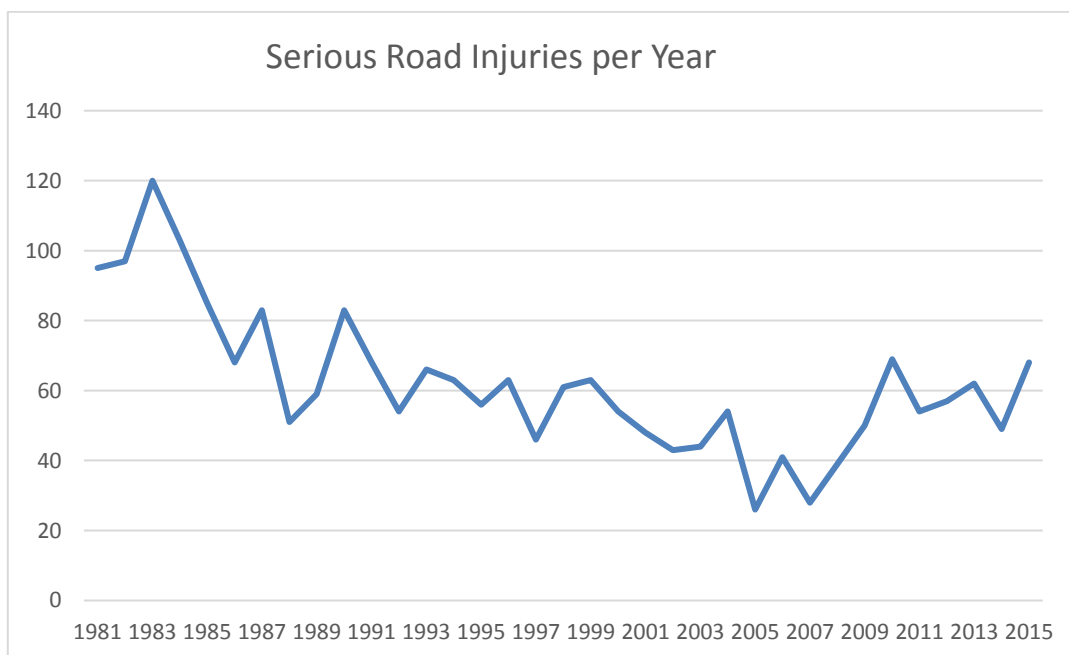
This paper identifies the key findings of our accident analysis and the progress already being undertaken with regard to the 3 'E's – **E**ngineering, to provide safer infrastructure; **E**ducation to encourage safer behaviour; and **E**nforcement, through appropriate legislation and policing. The 3 priorities above relate to the latter and will be the key new interventions of the Road Safety Action Plan over the next 3 years.

**Deputy E.J. Noel of St. Lawrence**

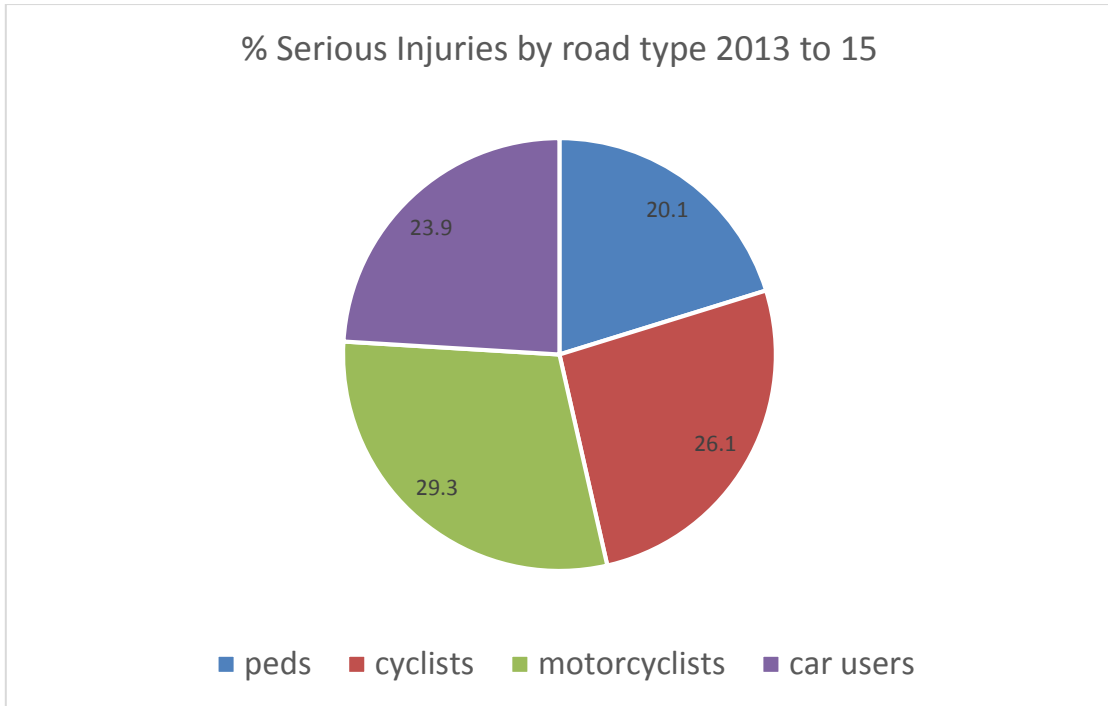
*Minister for Infrastructure*

## The Need for a Road Safety Action Plan

The high number of road injuries associated with high car ownership has led Governments throughout the western world to invest in measures to significantly improve road safety. Most European countries have recorded significant reductions in injury rates in recent years. Some countries have followed Sweden's lead in adopting a "vision zero" policy, rather than setting a specific target reduction that implies that a particular road injury rate is acceptable. "Vision zero" is based on the premise that no serious or fatal injury rate is acceptable and that investment should continue in road safety until a zero rate is achieved. The recent developments towards driverless cars may bring this ambition a step closer, though for the foreseeable future, whilst we are not proposing a "vision zero" policy, a declining trend in Jersey's road injury rates would be a significant step in the right direction as it can be seen from the graph below that, although our injury rates are much better than in the 80s, little, or no, further progress has been made in the last quarter of a century. Since a record low in 2005, serious injuries have increased. 68 serious injuries occurred in 2015.



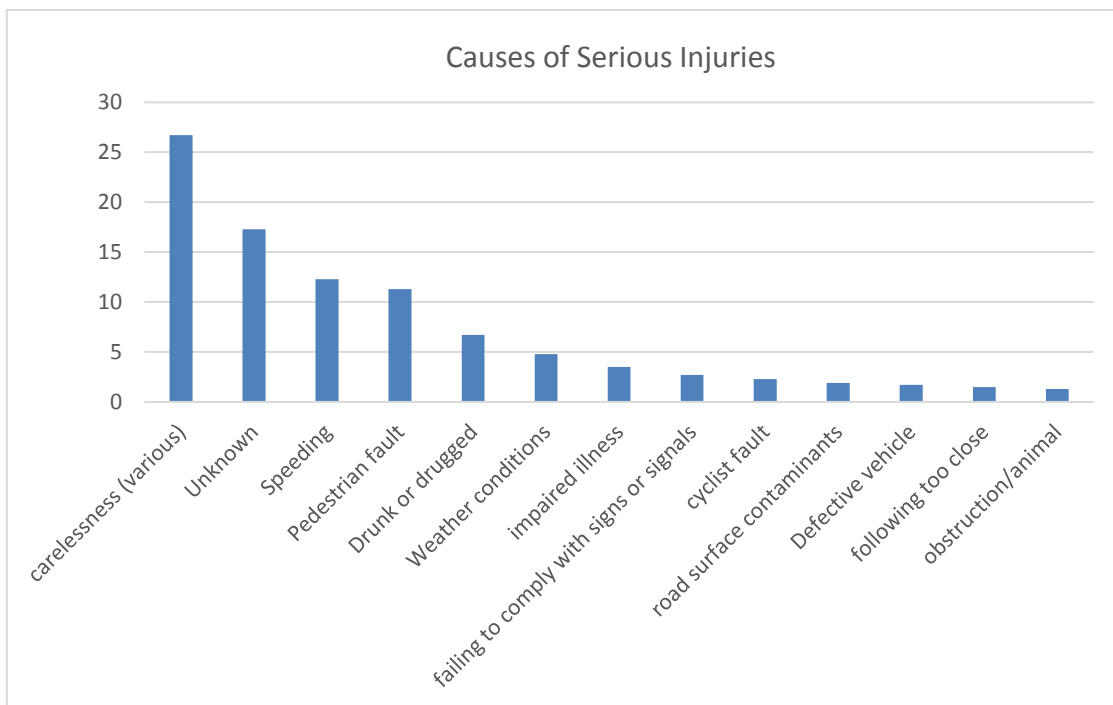
Cars have become much safer for their occupants, with safety features such as air bags, antiskid braking systems, and crash protection design. The majority of our injuries however involve vulnerable road users, pedestrians, cyclists and motorcyclists, as the chart below indicates. Motorcyclists, though less than 3% of motor traffic, represent 29% of serious injuries.



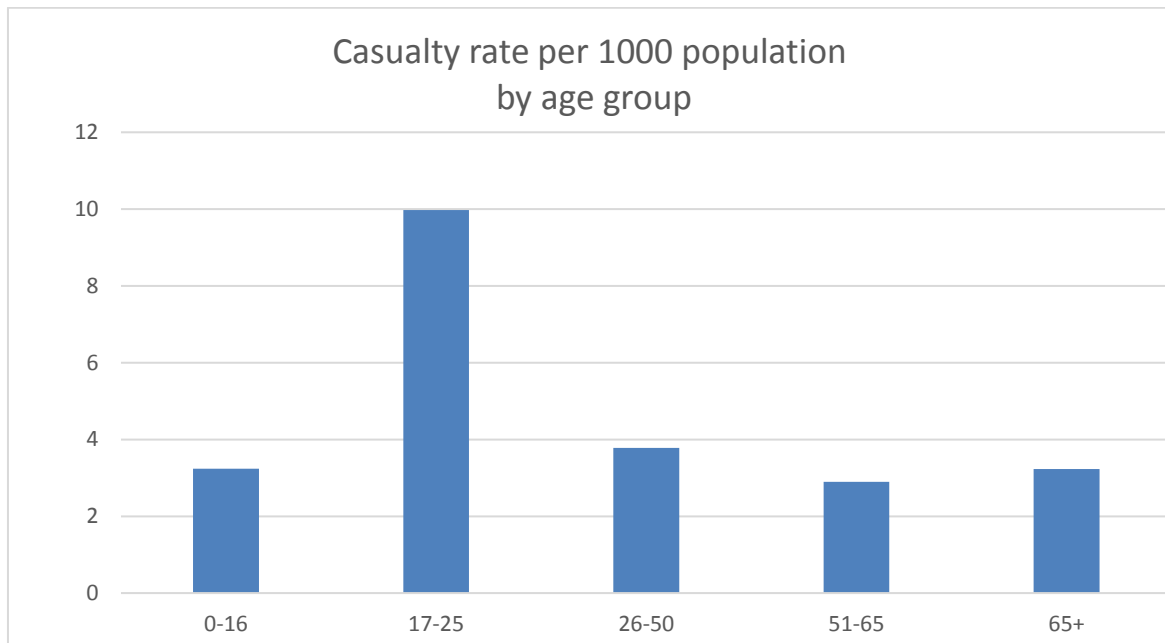
### Causes of Road Injuries

Contributory factors attributed by police officers in road accident reports in Jersey show that the predominant cause is that of carelessness (27%). Speeding also features in a significant number of crashes (12.3%) as does pedestrian fault (11.3%) and drink driving (6.7%).

The chart below shows the contributory causes for serious injury accidents over a 3-year period.



Analysis of accidents in Jersey shows that young road users (17 to 25 years) are 3 times more likely to be injured on our roads than other age groups (see chart below).



## Engineering – A safer Road Network

The Department for Infrastructure (“Dfi”) administer approximately 172 miles of main roads, and the 12 Parishes administer nearly 300 miles of Parish by-roads. All 13 authorities have a shared responsibility to provide a safe road network and there is an active programme of safety features such as new crossings, pavements and traffic-calming. Some are States funded, some Parish funded, and others are delivered as a requirement for developer contributions for planning applications. The Medium Term Financial Plan 2016 – 2019 has identified continued States funding through income received from public car parking. DFI has developed a programme of targeted road safety interventions to improve road safety Island-wide, particularly for pedestrians and cyclists. An area-wide traffic-calming scheme has been completed in St. Mary. A shared footpath and cycleway is under construction in St. Peter’s Valley. The programme includes several improvements to improve school-children’s safety and encourage less school trips by private car, with “safe routes to school” schemes implemented at Grouville, Bel Royal and St. Lawrence primary schools. Individual Parishes have also delivered schemes on Parish by-roads, recent examples being a shared footpath and traffic-calming on La Petite Route des Mielles, St. Brelade and a crossing and traffic-calming in Belmont Road, St. Helier.



Traffic Calming at St. Mary’s School

### Action

Continued investment in safer road infrastructure

## **Education – Encouraging safer road use**

It is essential that we continue to educate all road users, not just those using vehicles, but also pedestrians, to behave safely. The road safety workshops attended by States and Honorary Police, Connétables, Home Affairs and Infrastructure Ministers identified that drink driving, mobile phone use and speeding should be given a high priority. Seat belts use and road safety education at schools also featured as important issues.

Road safety education is delivered through several States Departments, primarily Home Affairs, Infrastructure, Environment and Education Departments. The States of Jersey Police employ a Road Safety Officer and provide a small budget to support the work of the Jersey Road Safety Panel (see [www.Jerseysaferoads.com](http://www.Jerseysaferoads.com)). The panel's key objective is to promote awareness of road safety. It seeks private sponsorship on an ad-hoc basis where possible.

The States Police run annual drink-drive campaigns at varying times of the year. The Road Safety Panel continue to sponsor "too much Punch for Judy" (an anti-drink-drive educational play performed to all Year 11 pupils annually). Drink- and drug-driving is also an aspect included by the Road Safety Officer in the 'Prison Me No Way' programme which is delivered to most sixth forms across the Island annually.

The States Police and Road Safety Officer are currently preparing a programme of campaigns for 2017, which will include –

- Anti-drink-drive
- Mobile phone use
- Speeding
- Young drivers
- Shared space
- Commercial drivers
- Defective lighting.

In addition to these specific campaigns both the States and Honorary Police continue to carry out speed checks, and all Parishes have smiley face electronic warning signs which are regularly installed at varying locations around the Parishes. DVS and the States police carry out approximately 30 roadside vehicle checks per annum.

The Road Safety Officer has a full programme with regard to road safety education through schools and works in conjunction with Child Accident Prevention to deliver messages targeted to suit the issues that relate to the ages of the pupils. The subjects include seat belt use, pedestrian and cycle safety, the dangers of texting and using mobile phones on the roadside, helmet wearing, and drink driving as mentioned above. Child restraint sessions are also delivered to mother and toddler groups.



## Action

Continue to deliver a road safety education programme to encourage safer road use through the States of Jersey Police, Road Safety Officer, Jersey Road Safety Panel and other States Departments

## **Enforcement**

### **Appropriate Speed limits**

Inappropriate or excessive speed is given as the main contributory cause in over 12% of road injuries. What seems an appropriate speed to the driver of a modern comfortable quiet car may be perceived as too fast by a parent with young children walking along the roadside or waiting to cross the road. We want to encourage people to walk and cycle more and unless they feel safe to do so, the use of the car will continue to dominate.

The authorities receive numerous requests for lower speed limits. An Island-wide default limit of 30 with some roads signed at 40 has been considered. Although there are many section of roads where 40 m.p.h. is a reasonable and safe speed, in most cases these sections are short with the exception of la Route des Mielles (Five Mile Road) and Victoria Avenue. If those short lengths were signed at 40 this would inevitably lead to complaints from local residents should all other roads have a 30 m.p.h. limit. A default 30 m.p.h. limit would therefore result in very limited sections of the road network, such as Victoria Avenue and the Five Mile Road, remaining at 40 m.p.h. This was not supported when it was suggested in the 2015 Jersey Annual Social Survey (44% agreed, 56% disagreed) and is not considered currently to be publicly acceptable.

The current approach to speed limits will therefore continue and lower speed limits will be introduced where vulnerable road users need to be protected and where there are clear road safety benefits.

Requests for changes to speed limits will be assessed in consultation with the individual Parish Authorities and local communities under the following framework.



All-Island maximum limit	40 m.p.h.
All-Island maximum limit vehicles over 3.5t or towing trailers	30 m.p.h.
All roads in the urban/built-up area, with extensions into rural areas where appropriate	30 m.p.h.
Village centres	20 m.p.h.
Residential areas, not through routes where pedestrian and cyclist movements are high	20 m.p.h.
Tourist bays where pedestrian and cyclist movements are high	20 m.p.h.
Part time 20 m.p.h. electronically signed at schools	Part-time 20
Green lanes	15 m.p.h.

### Action

Review local speed limits under the above framework, in consultation with individual Parishes and local communities and implement all changes by end 2019

### Improved Legislation

The high proportion of accidents attributed to carelessness implies that if the number of injuries are to be reduced, the standard of road user behaviour needs to be improved. Legislation has a key part to play in ensuring that appropriate deterrents are in place. The following proposals have been previously agreed and have been or will shortly be implemented.

	<b>Proposal</b>	<b>Status/Action</b>
1	Introduce new offences of causing death or serious injury by dangerous or careless driving	Implemented in 2015.
2	Introduce requirement for theory test before issuing provisional licence	Implemented in 2016.
3	Increased penalties for motoring offences	Introduced in 2016 through the Criminal justice (Miscellaneous Provisions) Jersey Law 2016 (e.g. speeding or mobile phone offences increased from £500 to £1000).
4	Introduce hazard perception to licence tests	Introduced November 2016.
5	Update child seat belt restraint legislation in line with EU directives	Legislation at law drafting stage, Introduce in 2018.

## Drink-drive Limits

The number of drink-drive injuries have fallen since the highs of the 70s and 80s and it has become less socially acceptable. Nevertheless it remains one of the more significant causes of serious road injuries in Jersey (over 6% of serious injuries attributed to drink driving between 2013 to 2015). 138 convictions for drink driving were made in 2015.

Across Europe a legal alcohol limit of 50 mg./ml. of blood is common place. In 2014, Scotland reduced its limit to 50, leaving the rest of the UK, Channel Islands and Malta as the only jurisdictions with the higher limit of 80. Evidence shows that even very small levels of alcohol can impair a motorist's driving ability.

Jersey's Alcohol and Licensing Strategy identifies lowering drink-drive levels amongst a package of measures to combat alcohol abuse. The public consultation to the strategy had a low response (53 members of the Public responded, of which only 7 commented on lowering drink-drive levels, 5 for and 2 against). The proposal was subsequently included in the Alcohol and Licensing Policy Group Work Plan to be taken forward by the Drug and Alcohol Action team, a multi-agency partnership including States and voluntary agencies.

The road safety workshop in 2015, attended by States and Honorary Police, Connétables, Home Affairs and Infrastructure Ministers identified almost unanimous support for lowering drink-drive levels from 80 to 50 mg. and rated this measure the second highest priority after the introduction of penalty points.

Although the majority of Europe sets the legal level at 50 mg., the levels of penalties vary greatly. France for example consider the offence of driving at a level between 50 to 80 mg. to be less serious and does not have an automatic disqualification associated with it. It is proposed that Jersey introduces a new lower limit on that basis and reviews whether the lower limit should also have the same severity of penalty in due course.

Dfl have allocated resources to progress law drafting instructions during 2017 so that the new limit can be introduced in 2018.

### Action

**Introduce by 2018, a lower drink-drive limit of 50 mg./ml. of blood, but with a lesser penalty with disqualification a potential, though not automatic, penalty**

## Penalty Points

The assessment of Jersey's road injuries highlighted carelessness and poor road craft as the most common causes. Young motorists (17 to 25 years) are 3 times more likely than other ages to be involved. The majority of European Union countries (21 out of 27) have some form of penalty points system. A penalty points system is intended to discourage bad driving behaviour by allocating points for minor traffic offences such as speeding (generally 3 points in the UK), with the threat of disqualification on accumulating a given number of points. The UK model provides that disqualification would apply on reaching 12 points, but for novice drivers (under 2 years) only 6 points. The scheme is also linked to driver awareness and retraining schemes which a motorist can opt for rather than receive a fine and/or disqualification.

Whilst the majority of offences result in 3 penalty points, England, Scotland and Wales have recently announced that, in 2017, the penalty for mobile phone use will be raised from 3 to 6 points, because of the growing number of serious or fatal accidents attributed to the illegal use of mobile phones whilst driving.

Evidence suggests that the threat of disqualification does discourage bad road behaviour.

In the 2012 JASS, of 10 proposed road safety measures, respondents rated the introduction of penalty points for drink driving or speed convictions the most useful, with 82% considering that it would be very or quite useful in improving road safety. JASS also recorded that 77% thought that training courses for repeat offenders would be useful.

A road safety workshop attended by States and Honorary Police, Connétables, Home Affairs and Infrastructure Ministers identified almost unanimous support for the introduction of penalty points and rated it the highest priority with regard to enforcement and legislation.

We will introduce a penalty points system based on the UK model leading to disqualification, with lower tolerance for novice drivers and including the higher level of penalty points for mobile phone use at the wheel. The potential to link the scheme to driver improvement courses will be explored as a potential second stage.

Dfl have allocated resources to enable development of the scheme, over the course of 2017 and 2018. The issues surrounding a penalty system, which must ensure compatibility with the Parish Hall enquiry system, are complex. With the many competing demands for new legislation it is anticipated that implementation would be in 2019.

### Action

Develop legislation to enable a penalty points system with lower tolerance for novice drivers and threat of disqualification for repeat offenders, to be in effect by 2019

### **Next Steps**

Road safety is a significant issue and whilst our roads are safer than they were in the 80s and 90s, reductions in road injuries have stalled in the last 20 years or more. The initiatives proposed above are very pertinent to the 3 key issues which our accident analysis identified as the prime causes of accidents, namely drink driving, speeding and general careless driving. The introduction of a penalty points system should also help address the growing problem of mobile phone use whilst driving. These initiatives are a step in the right direction but it will take time for them to influence the Public's motoring habits.

The Road Safety Action Plan needs to be a continuing process which we can all influence. Technological advances may quickly render current practices out of date and inappropriate and we must keep abreast of them. Autonomous vehicles promise significant improvements in road safety.

Several initiatives will be given further consideration following successful implementation of the above agreed priorities. Motorcycle safety is a key issue and license categories should be reviewed. An improved system of assessing medical fitness to drive is under development by the Medical Officer of Health and consideration will be given to how this would relate to elderly drivers.

We will continue to monitor and review progress in Jersey as well as best practice elsewhere. We will hold a further workshop next year to consider and prioritise further actions.

### Action

The Ministers of Home Affairs and Infrastructure, the Connétables, States and Honorary Police will meet annually, to review road safety progress and identify and prioritise further initiatives to reduce the number of injuries on Jersey's roads.