Department for Transport

Road Safety Partnership Grant, 2007-09 Schemes: Headline Impact Report

July 2009

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1. Introduction

This note presents a summary of interim outcomes as of March 2009 and highlights key learning points from a selection of projects that benefited from the Department for Transport (DfT) funding in Round 1 of the Road Safety Partnership Grant (RSPG) scheme.

2. Background

The RSPG was launched in October 2006, providing funding to local highway authorities in England via an annual bidding process as a means to promote a collaborative and innovative approach to all aspects of delivering enhanced road safety. In particular, the RSPG aimed to encourage partnerships between traditional local authority road safety professionals and other internal partners, including the education sector and youth service, other public sector organisations, including the health sector, the fire service and the police, and the voluntary sector.

In its first year, 27 projects were approved for delivery between 2007 and 2009. Details of the awards and project overviews were published at **www.dft.gov.uk/pgr/roadsafety/rspg**. To support this headline report, a further summary note will be published later in 2009 and will provide current[1] delivery results against the projects. Further information and contact details will also be available via **www.roadsafetytimebank.co.uk/**.

3. Content

Round 1 projects fell broadly into four delivery themes. Using project examples for each theme, the following sections will highlight key outcomes and learning points in terms of the processes used and the early impacts of them:

- Section 4 reports on driver/rider projects;
- Section 5 reports on community/child safety projects;
- Section 6 reports on engineering projects;
- Section 7 reports on 'other' projects;
- Section 8 highlights common trends in lessons learned;
- Section 9 outlines the dissemination approach;
- Section 10 looks at next steps; and
- Annex 1 provides a summary of projects approved in Round 1 of the RSPG scheme.

1 Post-scheme evaluation for some projects will not be available until March 2010.

4. Driver/rider projects

A total of 11 projects were supported within this theme, including six young/ pre-driver projects, two older-driver projects, and single projects in cycling, driving for work and motorcyclist themes.

Within the Greater Manchester project, a range of specific interventions to address young driver casualty problems were developed, including the development of a young road-user training resource called Wrecked, of which 300+ sessions were delivered, including to young offenders at HMP Hindley via their induction process (see **www.wrecked.org.uk**). The project also included evaluation of the police enforcement 'Operation PAD' programme which sought to seize 3,000 unlicensed vehicles in a 12-month period. Early results from this programme replicate previous similar schemes, eg 'Op Giant' in Bolton where mass seizures appear to have a direct and almost instantaneous effect on killed and seriously injured (KSI) rates, although evaluation work is still ongoing.

A Prince Michael Road Safety Award 2008 was presented to Cambridgeshire for its Driving for Work project. Examples of projects in Bristol, Bradford and Kirklees are shown in Boxes 4.1–4.3.

Box 4.1: Bristol – Bike Guru

Project summary

A partnership project between Bristol City Council and Life Cycle UK to educate cyclists about the dangers of riding with no lights, of ignoring the Highway Code and of riding with faulty bicycles. It builds on a previous 'Be Safe, Be Seen' campaign to run targeted road shows for cyclists, focusing on:

- the provision of low-cost high-visibility clothing and lights to be fitted on the spot;
- informing and educating cyclists about the need to obey traffic signals/ Highway Code; and
- quick maintenance checks by mechanics.

Project outcomes

1,000+ cyclists were reached within the campaign, with evaluation showing that:

- front-light usage increased from 44% to 82%;
- rear-light usage increased from 52% to 91%;
- the wearing of high-visibility clothing increased from 25% to 42%; and
- the condition (maintenance) of bicycles increased from 42% to 54%.

Key lessons learned/processes changed

Website created (**www.bikeguru.info**) with accompanying information booklet.

This project contributed to Bristol's later success in securing a further funding award to become a 'Bike City'.

Box 4.2: Bradford – Community Engagement

Project summary

This initiative has been aimed principally at so-called 'boy racers' from across West Yorkshire. It involved a large event held in car parks at Elland Road, Leeds on Saturday 26th April, designed to engage with a hard-to-reach target audience and educate them about their driving risks and responsibilities, while providing the opportunity to display their customised cars and gain recognition and peer group respect.

Project outcomes

Pre and post casualty data, for comparable periods, show a marked drop in target group (18% reduction in KSI's with 27% reduction in casualties overall). The figures were compiled alongside a control group, which shows no similar marked drop.

Key lessons learned/processes changed

The event relied on forming alliances with informal groups and car enthusiasts. It was promoted via group blogs and informal networks, supported by professionally presented websites.

Details of the 250 demonstrators have been absorbed into the larger database of SCaN readers (free newsletter of West Yorkshire Casualty Reduction Partners) with an opportunity to unsubscribe. To date, only three have unsubscribed meaning opportunities to engage with 247 hard-to-reach target group can be built on.

Box 4.3: Kirklees – Young Adults – Building Road Safety for Life

Project summary

A 'whole life' approach aimed at 16–29-year-old car occupants who are disproportionately represented among casualties in Kirklees. Four groups were targeted with specific road safety interventions: (1) work-related (apprentice) training groups and (2) further education groups (combined); (3) young teens; and (4) young people not in education, training or employment.

Project outcomes

Work-related training and further education groups: the Brake 'Too Young to Die' resource was adapted and piloted over 10 months (September 2007 to July 2008), with 637 young people receiving the Kirklees' version of training. Of these, 379 were students in further education, 47 were council apprentices and 211 were apprentices studying at Huddersfield Technical College. Post (three-month) evaluation shows that 75% of respondents felt they had improved their chances of surviving on the road by attending the course/making the 'pledges'.

Young teens (developing safer drivers): two resources were developed, piloted and launched as part of the curriculum in Kirklees (targeting Year 7 and Year 8 pupils). Workbooks and DVDs were provided to all Kirklees schools with 100 teachers were trained to deliver 'Your Choice' and 'Tom's Day' resources. 10,000 young teens will have received training by the summer of 2009. This work will be embedded in the Personal Health, Social and Citizenship Education (PHSCE) curriculum from 2009/10 onwards.

Young people not in education, training or employment: evaluation results are not yet available.

Key lessons learned/processes changed

'The project has allowed the road safety unit to foster stronger links with staff in the Young People's Service in Kirklees. They assisted in developing the early focus group sessions and also made it possible to embed the finished resources into the PHSCE curriculum.' [2]

Kirklees discovered issues that were bigger than originally thought within the young workers' training group (in particular, drug-driving) which will be considered further for future work.

Gaining access to young people in work-based training could be difficult, with some businesses reluctant to allow trainers access to young people, despite the fact that the training was free. To ensure sustainability, the training needs to be structured so that college trainers or employers can deliver it themselves, eg as part of their own induction processes.[3]

In trying to measure education, training and publicity (ETP) impacts, in particular behaviour change, as the young driver scheme (potentially) continues, it will be possible to collect more data about collision involvement (as used in the evaluation of Driver Training), but it is likely to prove difficult with this particular age group due to their transient nature, as it is difficult to maintain contact with them.

2 Kirklees – Young Teen Evaluation Report (03/03/09).

3 Kirklees – Evaluation Report 2008 – Brake 'Too young to die' (15/10/2008).

5. Community and child safety projects

A total of 11 projects were supported within this theme, including seven child/ pedestrian safety projects, three community ETP-focused projects and an in-car safety project.

The Safer Parent and Child Education (SPACE) programme in Walsall trains the family unit in basic road safety skills through practical learning. Some schools/Sure Start centres are now implementing the SPACE scheme independently, with '85% of teachers feeling that the SPACE scheme had improved the relationship between the school and parents'.[4] Interim casualty data shows that, for children up to nine years old, serious injuries fell from 14 in 2007 to 5 in 2008 and other injuries from 47 in 2007 to 36 in 2008 (with there being no fatalities).

Powered two-wheeler vehicle casualties decreased in Lewisham from 43 rider and passenger casualties in 2006 to 26 in the same age group in 2007, showing a 39% decrease (with another 10% reduction in the first six months of 2008). This youth project has also resulted in 25 peer volunteers assisting the road safety team and community events over the two years of the project, with seven continuing following the conclusion of the project.

A Prince Michael Road Safety Award 2008 was also presented to the London Borough of Merton for both their mobility scheme and child safety scheme for children with special educational needs. The mobility scheme was also short-listed for the London Transport Awards and was nominated for a Municipal Journal Award by Merton social services. Examples of projects in Calderdale, Essex and Oldham are shown in Boxes 5.1-5.3.

4 Walsall Interim Report (02/03/09).

Box 5.1: Calderdale – Seat Belts On in Calderdale

Figure 5.1a: Yellow Ribbon Day

Figure 5.1b: Example of Seat Belt Superhero message

Project summary

To increase seat-belt wearing levels across the district, with a specific focus upon ethnic minority groups, and with the aim to reduce the inequality in car-occupant casualties in ethnic minority groups while, at the same time, increasing seat-belt wearing levels in all groups in the district. The main focus was on child passengers and included ETP, enforcement and engineering (roadside posters).

Project outcomes

Targeted education, publicity and enforcement have led to increases in seat-belt wearing rates among both the majority White and the minority Asian populations. The approach involved partnership, including commercial sponsorship, between the local authority and schools, emergency services, media and communities. Even after police enforcement declined, seat-belt wearing rates are far higher than before the work started, increasing compliance rates among the minority population from less than half to 85%. Calderdale's casualties have fallen faster than the wider area and there has been an even faster reduction in car-occupant casualties among British Asians locally.
For more details see **www.seatbelton.org/**.

Key lessons learned/processes changed

'A partnership approach (including commercial sponsorship), using a mix of (high-low) enforcement and education alongside publicity throughout, with a range of interventions, avoided a ***"one hit wonder campaign"*** *… there was evidence that this (approach worked). Seat-belt wearing rates for both the majority White and minority Asian populations had risen, and stayed, above original base line, even once police enforcement declined."* [5]

Calderdale have acted as consultants to the remaining four West Yorkshire authorities on 'How to Run a Campaign', with a regional campaign launched in April 2009.

Dr Lockey of the NHS Trust was awarded a Health and Social Care Hero Award for his role in the Calderdale seat-belt project.

5 Calderdale Final Report (02/03/09).

Box 5.2: Essex – Community Wheels (Safer Roads) Project

Figure 5.2: View of vehicle

Project summary

To create a purpose built, high-quality road safety vehicle to act as a multi-agency/multi-media resource, education and demonstration unit. To include a 'Hot Strike' function to target the scenes of accidents, particularly in residential areas, and to provide information and closure to communities. To resource and work with trained neighbourhood volunteers in urban, rural and deprived communities, particularly with groups living in poverty and social exclusion and those traditionally hard to reach; raising awareness and promoting community ownership.

Project outcomes

Launched via a community event in March/April 2008, with 177 interventions undertaken to date with 44,000+ individuals, and with intense activity focused on (800) young and pre-driver groups in four areas of deprivation. Online booking process via **www.drivingcasualtiesdown.org**.

Joint partnership working with another (enforcement-related) intervention in Basildon (police concentration on enforcing speeding, seat-belt wearing and mobile phone use) and a joint Christmas drink-drive partnership activity with the police.

Activity 'weeks', i.e. 'Be Seen/Be Safe', with joint partner work with the fire service and the police, including 'new' activities such as eyesight testing for the elderly. Project activities, as part of a wider Essex approach, have seen a year-on-year 22% reduction in the number of road deaths and serious injuries.

Key lessons learned/processes changed

'Collaboration and partnership working was central to the success of Community Wheels. It was seen as the most effective way of meeting community road safety needs, and certainly resulted in raising the profile of Road Safety to the other agencies that deal with young people. Initial searches for new partners quickly identified a large number of organisations who had no previous experience of collaboration in Road Safety, yet had responsibilities in the protection and well being of young people. These young people were often disaffected and from disadvantaged groups, and least likely to benefit from traditional form of Road Safety education delivered in schools. The Community Wheels project provided an opportunity to forge links with these groups in areas of deprivation, and they will continue to develop after the project ends.'[6]

Box 5.3: Oldham – '3 'til 7'

Figure 5.3: 'Street Smart' project

Project summary

To reduce child pedestrian casualties, particularly the disproportionately high number occurring on weekdays between 3pm and 7pm. It comprises route-specific pedestrian training, with special attention on disadvantaged areas. The project particularly addresses school travel, where there is a need to increase the number of children that walk to school, and to ensure that the 'new' pedestrians are properly trained.

6 Essex Evaluation Report (11/02/09).

Project outcomes

Interim casualty data for 2008 in Oldham show a reduction in child deaths and serious injuries from an average of 21 annually over the previous three years to 12. The 'Street Smart' project for infant children demonstrated a 50-70% improvement in pre and post road safety knowledge and pedestrian skills.

Key lessons learned/processes changed

'The project has encouraged us to redesign delivery of road safety education, training and publicity as it applies to child pedestrians and their parents and re-examine our arrangements for monitoring and evaluating ETP activities.'[7]

'The project has made us take (data-led ETP decisions) more seriously and we have developed means of measuring where outcomes of interventions have been achieved.'

'Partners now more readily accept the importance of road safety education, often being surprised by the demonstration of numbers of accidents and casualties in specific areas. They realise that an education/training solution is needed, rather than engineering, and that it's up to them to help reduce casualties.'[8]

6. Engineering projects

A total of three projects were supported within this theme, which includes a combination of engineering/ETP and Mixed Priority Route (MPR) schemes, with a project from Brighton and Hove given as an example (see Box 6.1).

On the A184 in South Tyneside, which is subject to a 30mph speed limit, traffic speeds reduced from a typical 85th percentile of 41mph down to 33mph and average traffic flow reduced from 14,000 vehicles to approximately 12,000. The introduction of two new Puffin crossings (as a result of the ETP and consultation work) and increased use of improved cycle ways show evidence of alternatives to car usage being used for short journeys.

7 Oldham – Key Impacts note (23/01/09 and 13/03/09).

8 Oldham – RSPG Feedback (03/03/09).

Box 6.1: Brighton and Hove – City Centre MPR

Figure 6.1a: 'Think before you cross' campaign banner

Figure 6.1b: Footway widening to give greater priority for pedestrians

Project summary

To identify the conspicuity, environmental and human factors that affect the behaviour and awareness of pedestrians in their interaction with buses on a 0.8km section of Primary Route Network and corridor into Brighton and Hove city centre. A multi-disciplinary package of measures was developed consisting of highways engineering, bus design, equipment and livery, and road-user education modules.

Project outcomes

'Look before you cross' campaign undertaken, including road safety messages on the *Visit Brighton Map* (300,000 copies distributed) and packs for foreign language students.

Construction will be completed in October 2009, although much of the project has already been implemented. There have been no pedestrian fatalities since implementation (interim evaluation only possible at this stage).

Pedestrian behaviour surveys show that there has been an improvement in safe-crossing behaviour, ie between summer 2007 and summer 2008 there was a 9% increase in the number of pedestrians who looked left and right either as they approached the kerb or at the kerb before they crossed from the road.

Key lessons learned/processes changed

The alterations to the street layout are expected to be completed in October 2009, which is seven months after the planned completion date. The council has experienced difficulties liaising with local interested organisations such as utility companies and the results of the public consultation meant that some elements had to be redesigned. These issues are not unusual with these types of project. They were encountered in the mixed priority routes demonstration projects (see Local Transport Note 3/08 Mixed Priority Routes, Practitioners' Guide (2008, published by DfT and available on the DfT website).

7. Other projects

Two technical/date-related projects were supported within this theme, with the Gateshead project given as an example (see Box 7.1).

An accessible web-based and (nationally) uniform standard for Road Safety Audit checklist was developed within the Lancashire-funded project and launched with the revised Institution of Highways and Transportation (IHT) Road Safety Audit Guidelines in November 2008 (see IHT homepage at **www.iht.org**).

Box 7.1: Gateshead – North East Regional Road Safety Monitoring Resource

Project summary

The project delivers a monitoring resource with a region-wide focus carrying out detailed analysis of regional data, supporting more targeted and better planned ETP. This innovative approach supports and extends the ETP delivery of the North East Local Authority Road Safety Officers' Association (LARSOA) group, the North East Regional Road Safety Forum (RSF) and other regional stakeholders.

Project objectives

To develop a resource such that regional ETP activities are strongly linked to data by facilitating a data-led regional programme and detailed analysis to support campaigns.

To reduce road traffic casualties. Direct causal evidence to quantify the success of ETP has traditionally been difficult to identify; this is clear from the limited evidence of this in related research. This project will provide a robust and comprehensive foundation for this in the North East and will help the region to attain the 2010 targets.

Project outcomes

A valued regional resource that is used widely by regional stakeholders, this has led to the identification of efficiencies in ETP campaigning and provided detailed, regional information to support Government Office North East campaigns.

Engendered a greater reliance on data in planning and implementing ETP across the region and stakeholder groups.

Improved partnership working seen in the delivery of a regional database and closer regional working on ETP. The regional STATS 19 database was a first in the UK and includes a full set of data, including causation factors and other socio-economic and spatial data sets (e.g. Mosaic).

Sharing of best practice nationally – the project has presented to key audiences such as the LARSOA conference and Westminster Briefing. It has also learnt from others (eg DfT Shared Intelligence series) and sits on steering group of the MAST[9] project.

A library of information and analysis, including interactive mapping, has been produced and is hosted at **www.neroadsafety.org.uk**.

9 MAST is a Partnership Grant funded project which aims to provide practitioners countrywide with a user-friendly tool that incorporates market analysis techniques to plan/deliver campaigns.

Continued reductions in road traffic casualties in the region are on course to meet 2010 targets. Provisional results for 2008 show that the region will have fewer than 1,000 killed and/or seriously injured (KSI) casualties for the first time since the 2010 targets were set.

Key lessons learned/processes changed

'Prior to the set up of the project there was no formal regional data function in the North East that could provide the various organisations and partnerships in the region with tools and data on that scale ... Over the past 18 months the three police forces in particular have shown increased regional working in their road safety enforcement campaigns.'[10]

The three STATS 19 police databases in the region have been combined into one database. This is a new process that improves understanding of regional issues and makes analysis more streamlined.

As a result of the project, additional data sets have been linked and more detailed understanding of regional road safety issues gleaned. ETP calendar planning is now based on evidence produced by the project.

A Tyne and Wear LTP (local transport plan) road safety action plan was developed and a budget for ETP campaigns was specifically identified on the basis of results from the project. Resulting actions were based on data and research provided by the project. Market research shows increased recognition of these targeted campaigns.

The project analyst sits on the MAST project steering group. This is an example of best practice being shared as a result of the project.

8. Key learning points

Within the overall Road Safety Partnership Grant Scheme, some key learning points include the following:

- ETP and enforcement initiatives, which are well-targeted on high risk groups and use data effectively, can have substantial impacts reducing road deaths and serious injuries.
- Close collaboration with partners has often been vital.
- In some cases, participation by partner organisations was not as fully realised as originally envisaged (or promised). The importance of defining and then maintaining partner relationships and contribution throughout the project and beyond (whether financial or in-kind) was keenly felt.
- In some areas there was a capacity (and in some cases, capability) gap within the local authority to be able to cope with the governance requirements of the overall grant scheme.
- Notwithstanding effective scheme project planning, some larger-scale engineering projects found additional delays caused by utility networks negotiation, recruitment and local political scrutiny.

10 Barker, D. and Shield C. (2009) *18 Month Monitoring Report.* Gateshead: NE Regional Road Safety Monitoring Resource.

- In a number of cases, the projects led to better co-operation between neighbouring authorities.

The funding scheme has enabled representatives of the DfT's Road Safety delivery team to forge strong relationships with a number of authorities through the administration of the project. This has enabled them to gather information and contacts within those authorities, and to facilitate contact between participating and non-participating local authorities facing similar issues.

A report by the National Audit Office noted:[11]

- 'By funding innovative road safety projects, the Department is helping to generate useful lessons for local highway authorities on implementing infrastructure and education measures, but evaluation of the lessons in some areas could be better.
- We audited the administration process for the partnership grant scheme. We found that generally it worked well, with appropriate controls which staff operated effectively.'

9. Dissemination

A number of opportunities for sharing the experiences and results of the RSPG projects nationally have been taken throughout the scheme period, as well as through local and regional channels for individual project dissemination, most notably:

- Shared Intelligence, commissioned by DfT to deliver a programme of road safety research dissemination and action learning events, held two practitioner-orientated events specific to 'Learning from the Partnership Grant Scheme' (October 2008 in London and another in November 2008 in Sheffield). Over 100 delegates attended with 11 projects presented. Post-event feedback outlined strongest learning in:
  - the need to share knowledge among practitioners more widely (Road Safety Time Bank cited as best opportunity);
  - the need to adopt best practice techniques to use in both the research and evaluation process; and
  - the need to focus on more data-led processes.
- An interim one-year progress report was produced in April 2008 and was shared with all Round 1 project managers and within the Road Safety Division of the DfT.
- The inclusion of RSPG projects as case studies in other national research and reports, eg the Road User Safety and Disadvantage Report (Faber Maunsell) included Wigan as one of their five location-based case studies.
- Presentation of the RSPG scheme and project details at national conferences, including the first national LARSOA conference in November 2008.

11 National Audit Office (2009) *Improving Road Safety for Pedestrians and Pedal Cyclists in Great Britain.* London: The Stationery Office.

- RSPG funding (Round 2) to support a road safety specific dissemination and action learning tool (the Road Safety Time Bank scheme) at **www.roadsafetytimebank.co.uk/**.
- Numerous local dissemination events are being held, eg Suffolk held a 'Grand Driver' dissemination event on 19 March 2009.

10. Next steps

In Round 2 of the RSPG (2008/10) 16 local authorities, as well as road safety groups Brake, the Child Accident Prevention Trust and the Royal Society for the Prevention of Accidents, received grant awards.

In Round 3 of the scheme (2009/11), eight local authorities will receive grant awards.

A review of the existing RSPG is underway, including casualty reduction benefits attributable to the projects within the first round of the scheme and the effectiveness of the RSPG mechanism, including seeking feedback from grant recipients from both Rounds 1 and 2 of the scheme.

Annex 1 Summary of projects approved in Round 1 of RSPG

Table A1.1: Summary of project approved in Round 1 of RSPG

Local highway authority	Focus of scheme	Grant award* £
Blackburn and Darwen	Child pedestrian training	84,000
Brighton and Hove	Engineering, education and publicity scheme	771,000
Bristol	Cyclist safety	36,500
Calderdale	Seat-belt compliance	186,000
Cambridgeshire	Driving for work	93,000
City of Bradford	Driver outreach	12,000
Derbyshire	Motorcycle audit	205,000
Durham	Driver outreach	92,500
Essex	Community vehicle	205,000
Gateshead	Child pedestrian training/Regional Road Safety Monitoring Resource	179,000
Greater Manchester	Young drivers/enforcement evaluation project	1,062,000
Hartlepool	Community work – BME	25,000
Kirklees	Young adults	135,000
Lancashire	Interactive audit	15,000
Lincolnshire	Young drivers	203,500
London – Lewisham	Young drivers volunteer training	179,000
London – Merton	Child pedestrian training/community work – mobility	70,500
Norfolk	Older drivers	101,000
Oldham	Child pedestrian/young drivers	330,000
South Tyneside	Engineering scheme	500,000
Southend-on-Sea	Child pedestrian training	76,000
Suffolk	Older drivers	180,000
Walsall	Child pedestrian training	62,500
West Sussex	Engineering scheme	500,000
Worcestershire	Community work – deprivation	284,000
	Total	**5,587,500**

*Costs are rounded and indicate maximum funding level over two years.