NATIONAL ROAD SAFETY COMMITTEE

MAKING ROAD SAFETY COUNT: SPENDING CHOICES WHICH PROTECT YOUR COMMUNITY



Acknowledgements

The original version of "Making It Count" was produced by a small group of road safety organisations shortly after the 2010 General Election. It was intended to help Local Authorities to recognise the human and economic importance of road safety, and encourage them to protect road safety spending, as much as possible, in the face of the forthcoming public spending cuts that were expected in the Comprehensive Spending Review that year.

This version of "Making Road Safety Count" has been updated by a sub-group of RoSPA's National Road Safety Committee. It is also intended to demonstrate the value of providing effective road safety services and to encourage Local Authorities to protect road safety spending, as much as possible, in the current economic climate.

The sub-group of the National Road Safety Committee comprised:

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Photographs courtesy of TRL (Transport Research Laboratory)

EXECUTIVE SUMMARY

In 2014, 1,854 people were killed, 23,517 seriously injured and 178,494 slightly injured in reported road crashes on UK roads. This was an increase from the previous year, and the numbers may continue to increase as the economy improves, and traffic levels rise.

Road crashes and casualties:

- Cause immeasurable loss and trauma for the victims and their families and friends
- Result in an enormous economic loss to the UK economy
- Impose a huge burden on our health service, resulting in a significant proportion of A&E attendances and hospital admissions
- Impose massive costs on local authority, police and fire and rescue services
- Cause financial losses to employers and organisations
- Cause a significant amount of the congestion on our roads

Effective road safety:

- Saves lives and prevents (often life-changing) injuries
- Enables people to live healthy and full lives
- Prevents emotional and psychological trauma
- Saves an immense amount of public money
- Reduces the burden on over-stretched public services, such as health and social care
- Supports other public policies, such as improving health by helping and encouraging people to walk and cycle in a safe and attractive environment
- Helps to tackle health inequalities
- Improves community cohesion and quality of life

Local authorities have various **statutory duties** related to road safety, including taking steps to reduce and prevent accidents, promoting road safety, and securing the safe movement of traffic and pedestrians. Other local agencies, such as the Police, Fire and Rescue Services and Public Health, also have duties to help prevent road crashes and casualties.

As the lead delivery agent of road safety activity, local government has made a significant contribution to the substantial reductions in the number of people killed and seriously injured on our roads. It has worked hard over the last few years to continue to provide road safety services while coping with major reductions to its budgets.

However, with further budget restrictions over the next few years, local authorities will be making very difficult decisions on where to reduce spending. Road safety cannot be immune to these financial realities, but there are many reasons to protect road safety spending, as much as possible. It is an ethically, socially and economically sound policy area that delivers real cost savings, and improves peoples' lives.

"Making Road Safety Count" highlights the human and economic importance of protecting road safety spending, as much as possible, and to demonstrate the value of providing effective road safety programmes that are:

- Informed by local data and evidence, and prioritise high risk groups and areas
- Based on a Safe System approach
- Planned and delivered in partnership with other agencies, and in consultation with local people
- Evaluated to assess effectiveness and identify improvements

INTRODUCTION

In 2014, 1,854 people were killed, 23,517 seriously injured and 178,494 slightly injured in reported road crashes on UK roads. This was an increase from the previous year.

Road Casualties by Country in the UK, 2014¹

	Killed	Seriously Injured	Slightly Injured	All Casualties
England	1,472	19,953	153,604	175,029
Scotland	200	1,694	9,346	11,240
Wales	103	1,160	6,945	8,208
Northern	79	710	8,599	9,388
Ireland				
UK	1,854	23,517	178,494	203,865

These are only the road casualties who were reported to the police; they do not include tens of thousands of people who were injured in unreported crashes, even when they required medical or hospital treatment.

The total number of road casualties every year, including those unreported, is estimated to be between 660,000 and 830,000.²

Another significant category of casualties not included in those statistics reported by the police is that of slips, trips and falls on pavements and footways, which all too often result in people requiring medical or hospital treatment. Hospital Episode Statistics (HES) data suggests that there has been an increase in people requiring hospital treatment following falls to over 90,000 a year, although the figures should be treated with some caution as they may include some falls in other locations, such as the home.³

Road crashes and casualties:

- Cause immeasurable loss and trauma for the victims and their families and friends
- Result in an enormous economic loss to the UK economy Impose a huge burden on our health service, resulting in a significant proportion of A&E attendances and hospital admissions
- Impose massive costs on our other public services, including local authority, police and fire and rescue services
- Cause financial losses to employers and organisations
- Cause a significant amount of the congestion on our roads

From a purely financial perspective, preventing these reported road crashes, deaths and injuries would make a significant contribution to our economic growth – the value of preventing reported road accidents in 2014 was an estimated £16.3bn, rising to around £30 billion if unreported injury accidents are included.²

In addition, congestion (a quarter of which is associated with road accidents⁴) is estimated to cost the nation around £22 billion per year.

¹ Reported Road Casualties Great Britain 2014: Main Results (Table RAS30008) Department for Transport, 2015

² Reported Road Casualties Great Britain 2014, Department for Transport, 2015

³ Tables V09 "Pedestrian injured in other and unspecified transport accidents" and W01 "Fall on same level from slipping, tripping and stumbling", Hospital Episode Statistics, 2010/11 to 2013/14

^{4&#}x27;Delays Due to Serious Road Accidents' Irving Yass, RAC Foundation, 2010

The good news is that road crashes and casualties are not inevitable; they are preventable. Thirty years of road safety strategies and improvements have helped to reduce deaths on UK roads from about 5,800 a year in the mid 1980s to fewer than 1,900 now. Over the same period, road casualties have decreased from 330,000 (including around 77,000 serious injuries) to around 204,000 (including around 23,500 serious injuries).¹

The bad news is that even with these improvements over 60 people are still being killed or seriously injured on our roads every day, and the number of road deaths and casualties increased in 2014. Part of the reason for the very large reductions in road deaths and casualties between 2007 and 2010 was probably the recession, which depressed traffic levels, particularly freight, and speeds, and fewer young drivers. These factors may not be repeated, and, as the economy improves, traffic levels (and possibly speeds) may rise, increasing road risk further. Therefore, it is as important as ever to maintain our efforts to improve road safety.

Effective road safety:

- Saves lives and prevents (often life-changing) injuries
- Enables people to live healthy and full lives
- Prevents emotional and psychological trauma
- Saves an immense amount of public money
- Reduces the burden on over-stretched public services, such as health and social services
- Supports other public policies, such as improving health by helping and encouraging people to walk and cycle in a safe and attractive environment
- Helps to tackle health inequalities
- Improves community cohesion and quality of life

As the lead delivery agent of road safety activity, Local Government has made a significant contribution to the substantial reductions in the number of people killed and seriously injured on our roads. It has worked hard over the last few years to continue to provide road safety services while coping with major reductions to its budgets.

However, with further budget restrictions over the next few years, Local Authorities must seek to get the most out of every pound spent on their services, and will be making very difficult decisions on where to reduce spending. Road safety cannot be immune to these financial realities, but there are many reasons to protect road safety spending, as much as possible. It is an ethically, socially and economically sound policy area that delivers real cost savings, and improves peoples' lives.

¹ Annual road casualty statistics reports for Great Britain and Northern Ireland 1985 - 2014, published annually, Department for Transport and the Department of the Environment and the Police Service Northern Ireland

STATUTORY DUTIES TO DELIVER ROAD SAFETY

While central government sets the regulatory framework for roads, vehicles and road users, and national road safety strategies, road safety delivery occurs primarily at the local level with Local Government being the lead delivery agent, working in partnership with many other agencies and stakeholders.

Local Authorities

Local authorities have various **statutory duties** related to road safety:

The Road Traffic Act 1988 (Section 39) requires local authorities in Great Britain to

- take steps both to reduce and prevent accidents
- prepare and carry out a programme of measures designed to promote road safety
- carry out studies into accidents arising out of the use of vehicles on roads or part of roads, other than trunk roads, within their area
- take such measures as appear to the authority to be appropriate to prevent such accidents

The Road Traffic Regulation Act 1984 (Section 122) requires local authorities in Great Britain to

 to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians)

<u>The Traffic Management Act 2004</u> (Section 16) requires local authorities in England and Wales to manage and maintain their road networks to

- secure the expeditious movement of traffic on, and the efficient use of, their road networks
- avoid, eliminate or reduce road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority.

<u>The Roads (Scotland) Act 1984</u> (Section 1) requires local authorities, and Transport Scotland to manage and maintain roads in Scotland.

<u>The Infrastructure Act 2015</u> requires Highways England to manage the strategic road network in England to ensure the safety of people who use the network.

<u>The Roads (Northern Ireland) Order 1993</u> sets the Department of Environment's duty to maintain roads in Northern Ireland.

The Police

The police are a key delivery agency for local (and national) road safety. Roads policing supports and complements road safety education and engineering initiatives. It discourages and detects illegal, dangerous and careless behaviour on the road, identifies offenders and helps to educate, and change the attitudes of, road users. It also prevents other forms of crime.

Police and Crime Commissioners

The Police Reform and Social Responsibility Act 2011 created elected Police and Crime Commissioners for every police force area in England and Wales, except London. They oversee their local police service and work with them and other partners (including local authorities) to set local policing priorities and budgets.

In London, the Mayor's Office for Policing and Crime sets the strategic direction and allocates resources for policing.

In Scotland, the Scottish Government and the Scottish Police Authority set strategic police priorities, and Police Scotland produce an Annual Police Plan, which is informed by the local policing plans set at local authority and multi member ward levels.

In Northern Ireland, the Northern Ireland Policing Board and the Police Service Northern Ireland (PSNI) produce an annual policing plan, in consultation with local Policing and Community Safety Partnerships (PCSPs). This sets the strategic view of policing in Northern Ireland over the following three years.

Fire and Rescue Services

Local Fire and Rescue Services also have statutory duties related to road safety.

The Fire and Rescue Services Act 2004, The Fire (Scotland) Act 2005 and the Fire and Rescue Services (Northern Ireland) Order 2006 require fire and rescue authorities across the UK to rescue people from road traffic accidents and protect people from serious harm from road accidents.

Public Health

Local Public Health Services also deliver road safety services.

<u>The Health and Social Care Act 2012</u> requires Local Authorities in England to assess the current and future health and social care needs of the local community (including road safety) and produce a Joint Health and Wellbeing Strategy to meet the needs identified.

DELIVERING COST EFFECTIVE ROAD SAFETY

It is absolutely vital that local road safety is based on evidence and that high-risk groups of people are prioritised within a comprehensive local road safety strategy, that is:

- 1. Informed by local data and evidence, and prioritise high risk groups and areas
- 2. Based on a Safe System Approach
- 3. Planned and delivered in partnership with other agencies, and in consultation with local people
- 4. Evaluated to assess effectiveness and identify improvements

1 Informed by local data and evidence, and prioritise high risk groups and areas

The likelihood of being involved in a road crash is not evenly spread; some groups are higher risk than others, including young drivers, at-work drivers, motorcyclists, pedestrians, pedal cyclists and children.

Local road safety performance and delivery is also related to a number of socio-economic factors and latent conditions and needs to be linked with wider community goals and policies. For example:

- overall rates of death from injury in children have fallen in England and Wales over the past 20 years, but this has not been the case for children in families in which no adult is in paid employment.
- Children in the 10% most deprived wards in England are four times more likely to be hit by a car than children in the 10% least deprived wards.¹
- Road deaths, especially among pedestrians and cyclists, are particularly high among children of parents who are classified as never having worked or as long-term unemployed.²

Research also shows that reported road deaths and serious injuries have declined at different rates across the UK since 2010. In Northern Ireland, Scotland and London the number of people killed or seriously injured declined by 31% or more (2014 relative to the average for 2005–9). However, England (excluding London) and Wales saw below-average reductions of 17% and 6% respectively.³

A thorough understanding of these factors at a local level will to help inform decisions about prioritising road safety resources.

There are tools to enable road safety practitioners and decision makers to gather and understand the evidence to help ensure that they address the right priorities, and take an evidence-based approach. These tools include:

Road Safety Observatory (<u>www.roadsafetyobservatory.com</u>) which provides free access to reviews of research on a wide range of road safety topics

Road Safety Knowledge Centre (www.roadsafetyknowledgecentre.org.uk/) which provides free access to examples and case studies of many road safety interventions

www.racfoundation.org/assets/rac_foundation/content/downloadables/Road_Safety_Since_2010_Amos_Davies_Fosdick_PACTS_RAC_Foundation_final_report_September_2015.pdf

¹ A safer way - Consultation on Making Britain's Roads the Safest in the World, Department for Transport, 2009

² Institute for Public Policy Research. Children in deprived areas three times more likely to be hit by a car - ippr, press release, 21 October 2002

^{3 &}quot;Road Safety Since 2010", PACTS and RAC Foundation, 2015

MAST (<u>www.roadsafetyanalysis.org/mast-online/</u>) which provides access to national and local crash data and customised in-depth socio-demographic analysis of the data

Parliamentary Constituency Road Safety Dashboard (www.pacts.org.uk/dashboard/) shows the casualty rate (by population) for every parliamentary constituency in Great Britain, using STATS19 statistics between 2008 and 2014.

The WHO Health Economic Assessment Tool for Walking and Cycling (http://heatwalkingcycling.org/) can be used to put a financial value on the benefit of increasing walking and cycling.

Road Safety Evaluation (www.roadsafetyevaluation.com), which provides advice and a free road safety evaluation toolkit to help practitioners to plan and conduct evaluations of road safety ETP programmes.

2 Based on a Safe System approach

Good road safety management adopts the Safe System Approach advocated by the World Health Organisation.¹ People are killed or seriously injured on the road if they suffer impacts that are greater than the human body's ability to tolerate (for example, a car hitting a pedestrian at 30 mph).

The safe system approach recognises that people make mistakes, and designs roads and vehicles so that these mistakes are not likely to result in death or serious injury. It aims to design roads and vehicles to minimise the risk of crashes occurring, and to ensure that when they do occur, they are much less likely to result in death or serious injury. For example, effective 20 mph schemes not only reduce the risk of crashes, but also pedestrians have a much greater chance of surviving if they are hit by a vehicle at 20 mph or less, rather than at 30 mph.

The Safe Systems Approach ensures that measures to prevent injuries extend beyond trying to change individual behaviour, and include changing vehicles, roads and vehicle speeds.

The safe system approach has been adopted in some countries, such as The Netherlands, Sweden, and New Zealand, and components of the approach have been adopted in the <u>Safe Streets for London Action Plan</u> and <u>Highways England's strategy</u>.²

3 Planned and delivered in partnership with other agencies, and consultation with local people

There are many organisations who work with Local Authorities to deliver road safety, including the Police, Fire and Rescue Services and Public Health as well as many non-government organisations and private industry stakeholders. It is vital that these links are expanded to include other key members of society such as teachers, medical professionals, and religious and community leaders. In many areas of the country these relationships are formalised in a local Road Safety Partnership or Casualty Reduction Partnership.

At the local level, as budgets are reduced, the development of effective partnerships is an essential strategic approach. It makes it far easier to look at the whole area, the range of policy objectives and the needs and wishes of the community. It enables areas of policy overlap and conflict to be identified, priorities agreed, resources and expertise to be shared and the cost burden to be spread.

^{1 &}quot;World Report on Road Traffic Injury Prevention", World health Organisation, 2004

² Highways England Strategic Business Plan 2015 to 2020, Highways England, 2015

Police

The police are a key delivery agency for local road safety. Roads policing discourages and detects illegal, dangerous and careless behaviour on the road, identifies offenders and the causes of crashes, and helps to educate and change the attitudes of road users. It also prevents and detects other forms of crime.

Roads policing supports and complements local road safety education and engineering initiatives, and is an essential part of road safety.

The development of local policing priorities and plans is an ideal opportunity for local authorities to ensure that improving road safety is included in their police service's objectives, priorities and plans.

In England (outside London) and Wales, Local Authorities should work closely with their Police and Crime Commissioners to ensure that road safety is included as a priority in their Police and Crime Plan. Similarly, Local Authorities in London should work closely with the Mayor's Office for Policing and Crime; in Scotland with Police Scotland and in Northern Ireland, with the Police Service Northern Ireland (PSNI).

Fire and Rescue Services

Fire and Rescue Services are important partners in the delivery of local road safety. Apart from vital work in attending crashes, they are very active in providing road safety education initiatives, including an annual Road Safety Week, and work closely with local partners to promote road safety.

Public Health

Road safety and public health should work closely together as they have shared aims and objectives. Public health activities and priorities contribute towards road safety ones, and vice versa, both helping to increase healthy life expectancy. An important opportunity to achieve this in England is to ensure that local road safety activities and policies are included in the Joint Strategic Needs Assessment (JSNA) produced by the Authority's Health and Well Being Board.

Road safety has a much wider impact on health than preventing injuries because some forms of travel (i.e. walking and cycling) brings more health benefits than motorised transport. However, the way that people travel is influenced by concerns about actual or perceived safety; effective interventions to reduce road danger can encourage more people to travel by these active, health-promoting modes.

4 Evaluated to assess effectiveness and identify improvements

In the current climate of declining resources, it is increasingly important to use those resources most effectively. It is equally important to assess whether and how road safety programmes have achieved their aims (and if not, why not) so that future road safety programmes can be improved. Publishing the results of evaluations also helps to share any lessons learned - evaluation results become part of the evidence base for road safety.

It tends to be easier to evaluate the impact of road safety engineering schemes than education ones. For example, several 'before' and 'after' studies have shown that 20mph zones, where physical measures are introduced to control speeds, reduce casualties by over 40%.¹. These evaluations help to form the evidence-base for further work. Summaries of research evidence on road safety engineering can be found at www.roadsafetyobservatory.com/Topics/roads.

¹ Effect of 20 mph traffic speed zones on road injuries in London, 1986-2006: controlled interrupted time series analysis, Chris Grundy et al BMJ 2009

The impacts of road safety education, training or publicity (ETP) intervention on people's knowledge, attitudes, skills or intended behaviour can also be evaluated. The free interactive road safety evaluation toolkit, E-valu-it (see www.roadsafetyevaluation.com) can help practitioners to plan and conduct evaluations of road safety ETP programmes.

Road safety publicity and education campaigns can have a major impact, especially when integrated with enforcement campaigns. For example, attitudes to drink driving have changed and speeds have reduced amd publicity and education campaigns have played an important part in achieving this.

It is important that the need to evaluate road safety programmes is supported and encouraged by management staff to ensure that road safety interventions are as cost-effective as possible.

CONCLUSION

Road death and injury is massively wasteful, destroys lives beyond those of the actual victims, limits future productivity and drains money from our economies. It is also eminently preventable and we have an enviable record in reducing road casualties at a fraction of the costs to society of the problem itself.

Effective road safety:

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- Enables people to live healthy and full lives
- Prevents emotional and psychological trauma
- Saves an immense amount of public money
- Reduces the burden on over-stretched public services, such as health and social care
- Supports other public policies, such as improving health by helping and encouraging people to walk and cycle in a safe and attractive environment
- Helps to tackle health inequalities
- Improves community cohesion and quality of life

Local authorities have various **statutory duties** related to road safety, including a duty to take steps to reduce and prevent accidents, promote road safety and secure the safe movement of traffic (including pedestrians) on their roads.

Other local road safety delivery agents, such as the Police, Fire and Rescue Services and Public Health agencies, also have duties to help prevent road crashes and casualties.

With further budget restrictions over the next few years, Local Authorities must seek to get the most out of every pound spent on their services, and will be making very difficult decisions on where to reduce spending. Road safety cannot be immune to these financial realities, but there are many reasons to protect road safety spending, as much as possible.

As the lead delivery agent of road safety activity, Local Government needs to protect road safety spending, as much as possible. It is an ethically, socially and economically sound policy area that will deliver real cost savings, and improve peoples' lives. It is essential to ensure that road safety funding is used effectively and provides value for money, which can be achieved by ensuring that road safety programmes are:

- Informed by local data and evidence, and prioritise high risk groups and areas
- Based on a Safe System Approach
- Planned and delivered in partnership with other agencies, and consultation with local people
- Evaluated to assess effectiveness and identify improvements

FURTHER READING

The Strategic Framework for Road Safety

Institute of Advanced Motorists (IAM)

Scotland's Road Safety Framework to 2020 Living Streets

Road Safety Framework for Wales London Road Safety Council

Northern Ireland's Road Safety Strategy to 2020 PACTS, Parliamentary Advisory Council for Transport Safety

Towards a European Road Safety Area: Policy
Orientations on Road Safety 2011-2020
RoadPeace

Global Plan for the Decade of Action for Road Safety Roadsafe 2011 to 2020

Road Safety: A Guide for Local Councillors in England

Road Safety GB

Road Safety Knowledge Centre

Road Safety: A Guide for Local Councillors in Scotland Road Safety Observatory

Road Safety: A Guide for Local Councillors in Wales

Road Safety Scotland

Road Safety and Public Health Road Safety Toolkit

Preparing a Road Safety Submission for a Joint
Strategic Needs Assessment
Road Safety Wales

RoSPA
Road Safety Audit Guidelines

Highways England Delivery Plan 2015-2020

Transport for London Road Safety

Reported Road Casualties Great Britain: Main results: European Transport Safety Council

Global Road Safety Partnership (GRSP) **Useful Websites**

Global Transport Knowledge Partnership
(GTkP)

Sustrans

Brake International Road Assessment Programme (iRAP)

CrashMap Make Roads Safe

Chartered Institution of Highways and
Transportation World Health Organisation

Department of the Environment (Northern Ireland)

Department for Transport (DfT)

www.gov.uk
Highways England

APPENDIX: THE GLOBAL PICTURE

Road death and injury is not just a UK problem. More than 1.2 million people die, and tens of millions are injured, each year on the world's roads, and the cost of dealing with the consequences of these road traffic crashes runs to billions of dollars.

Road traffic injuries are the eighth leading cause of death globally, and the leading cause of death for young people aged 15–29 years. Current trends suggest that by 2030 road traffic deaths will become the fifth leading cause of death unless urgent action is taken

The economic consequences of motor vehicle crashes have been estimated to be between 1% and 3% of the respective GNP of the world countries, reaching a total over \$500 billion.

A picture of road safety across the globe is published by the World Health Organisation in its <u>Global Status Reports on Road Safety</u>.

The UN Decade of Action for Road Safety 2011 to 2020

2011 to 200 is the UN Decade of Action for road safety, with a global goal of stabilizing and then reducing the forecasted level of global road fatalities by increasing activities conducted at national, regional and global levels. Governments around the world, including Great Britain's, have committed themselves to supporting the <u>Decade and the Global Plan for the Decade of Action</u> for Road Safety 2011-2020 to reduce road death and injury. It recommends a "5 Pillars" Approach:

Pillar 1 – Road Safety Management

Pillar 2 – Safer Roads and Mobility

Pillar 3 – Safer Vehicles

Pillar 4 – Safer Road Users

Pillar 5 – Post-crash Response

Sustainable Development Goal (SDGs)

Following on from this, Governments and the United Nations have agreed new Sustainable Development Goals, which will define the international public health, development and environmental agenda for the next 15 years.

The Sustainable Development Goals (SDGs) include road safety targets:

- By 2030 halve global deaths and injuries from road traffic accidents.
- By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.

Third UN Global Road Safety Week, 4-10 May 2015

The Third UN Global Road Safety Week ran from 4 to 10 May 2015, on the theme of "Children and Road Safety". It highlighted the plight of children on the world's roads, generate action to better ensure their safety, and promote the inclusion of safe and sustainable transport.

A good example of UK local government's role in promoting road safety on a global scale, as well as in their individual locations was a UK consortium, led by Road Safety GB, that helped to raise awareness of the global campaign at home by producing a series of guides for schools and other organisations on how to raise pupils' road safety skills and awareness. There were also online forums and discussion sessions for road safety professionals from around the world to share experiences and ideas.

It is important that the UK plays its role in improving global road safety by maintaining our commitment to reducing road death and injury, and by sharing our knowledge and experience to help to encourage other countries.

Road Traffic Safety Management: ISO 39001

<u>ISO 39001</u> is an international standard that sets out the minimum requirements for a Road Traffic Safety Management System that can be adopted at both national and local level. Organisations in the UK are beginning to adopt this standard.