Road Safety Research Report No. 97

Widening the Reach of Road Safety – Emerging Practice in Road Safety in Disadvantaged Communities: Practitioners’ Guide

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October 2008

Department for Transport: London
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1 INTRODUCTION

Road traffic casualty rates are far higher in the most deprived parts of England than in the wealthiest areas. A recent report found that the casualty rates for child pedestrians in the most deprived local authority wards were more than four times higher than in the most affluent wards (Grayling et al., 2002). The Social Exclusion Unit estimated the gulf to be five times higher (Social Exclusion Unit, 2003).

One response to tackling casualty rates in areas of disadvantage from the Department for Transport (DfT) was to set up the Neighbourhood Road Safety Initiative (NRSI) in 2002. Fifteen local authorities in England (listed in Annex 1) were allocated funds to develop schemes to reduce road casualties in their most deprived areas. They were encouraged to come up with new, innovative approaches to road safety to try to reach into the most deprived areas. Further information about the NRSI can be found on the DfT’s website (www.dft.gov.uk/pgr/roadsafety/dpp/backgroundondemonstrationand4637).

A team of about eight people (the NRSI central team) was also established with a role to support and inform the local authorities and undertake programmes in conjunction with groups of local authorities. This team, which comprised people with different professional backgrounds, had the ability to provide small grants to the local authorities to help with development of initiatives.

This guide is one of the products of the NRSI. Those authorities involved provided summaries of their ideas, experiences and the projects developed in order to encourage others involved in road safety to widen their reach in tackling the link between deprivation and road casualties. (An outline of how this publication was prepared is given in Annex 2.)

1.1 Who is this guide for?

The principal audience for this guide is the highways and road safety professionals in local authorities. It is also intended for a wider group of people whose work can complement that of road safety, thereby influencing the reach and success of road safety projects. These include other local authority departments (notably those who are involved in regeneration, education, play and housing), community and voluntary organisations that work closely with disadvantaged communities, schools and other statutory bodies, such as children’s centres, the health sector and fire service. It will also be of value to people with strategic responsibilities, e.g. coordinators in local strategic partnerships (LSPs) and those developing local area agreement bids.

The major focus of the NRSI was to develop a holistic approach to road safety in disadvantaged areas by encouraging partnership working to undertake
complementary programmes of work that would directly and indirectly improve the road safety of all road users in the community. One of the main experiences of the NRSI has been the importance and success of these partnerships between road safety and other organisations.

Although the NRSI was intended to be a road safety project, it could also be regarded as a regeneration initiative with a strong road safety component.

1.2 The purpose of the guide

The guide has three main purposes:

• To assist and stimulate people responsible for reducing road casualties in disadvantaged communities to learn from the experiences of those involved in the NRSI.

• To provide background information on the connections between road safety and disadvantage so that managers, practitioners and elected members can make a strong case for action in tackling this problem.

• To help the development of contacts between those people who have a responsibility for reducing road casualties in deprived communities.

The programmes outlined here were made possible by NRSI funding, but many local authorities sought and acquired additional funding from other sources. While NRSI funding is no longer available, the principles behind the schemes remain the same and other funding sources should be sought, often through working with other partners. As one NRSI partner put it:

It’s not about the money to do the projects, it’s having somebody who can work with the community centres... people who can do the job and get on with it.

1.3 Extending the reach of road safety

The NRSI illustrated that road safety can reach successfully into those communities with the greatest need – often influencing those who have traditionally proved the hardest to reach. This was achieved by innovative methods of working, developing and sustaining partnerships and through the active involvement of statutory and voluntary organisations. Most importantly, they worked closely with those most at risk. This involvement occurred at all stages in the development and delivery of projects.

The encouragement to develop innovative solutions to the complex issues in disadvantaged communities meant the greater flexibility afforded by NRSI funding made it easier to work in new ways with partners and the community. Taking a
community-focused approach to road safety meant different ways were needed to tackle these issues and concerns, many of which required new sources of data or other information to be brought together. These are discussed further in Section 2.6.

The NRSI raised expectations among staff. Normal day-to-day funding means you can’t really try things and see if they work.

The hope is that some of the material in this guide will encourage others to move on in their day-to-day work and seek ways of extending road safety practice to where it is most needed.

1.4 **Key messages**

Four key messages, expanded upon in Section 3, came through from those involved in the NRSI:

- The need to identify and target people as well as places.
- The major role that developing and sustaining partnerships can play in reaching target communities.
- Responding to the problems described by the community that may not show up in STATS19 data. Both are needed if projects are to succeed.
- Road safety is not a one-size-fits-all issue. Projects must be tailored to local circumstances.

The need for a multi-pronged approach to road safety continues to exist. Although highway engineering and enforcement measures can reduce casualties, the impact of both will be enhanced if the community is actively involved.
2 ROAD SAFETY AND DISADVANTAGE – MAKING THE CONNECTION

The NRSI made my team more aware of the link between road safety and disadvantage. I was astounded with the child pedestrian deaths in deprived areas. It also raised the issue on the political agenda.

This section presents a summary of the issue of road safety and social deprivation. It is hoped that this will provide ammunition for professionals in the field to make the case to others. These may be potential partners or others who could support them – elected members, other partner organisations, Members of Parliament, those working in regeneration, etc.

We outline why this case needs to be made, what we mean by deprivation, why there are links between road safety and social deprivation, the scale of the problem and what can be done to help to reduce the problem.

2.1 Making the case

All people are exposed to the risk of injury on the road as part of their everyday life, but the burden of these injuries is not evenly spread across our society. Road traffic casualties disproportionately affect some groups more than others. Disadvantaged people and those living in deprived neighbourhoods are much more affected than those living in more affluent areas; some age groups of vulnerable road users, such as children, young adults and older people, bear a greater burden. There is considerable potential for improvement and intervention.

The World Health Organization’s 2004 report on road safety (Peden et al., 2004) makes a strong case for equity:

‘Equal protection for all road users should be a guiding rule, to avoid an unfair burden of injury and death for poorer people and vulnerable road users’ (p. 10).

2.2 What do we mean by deprivation?

From studies within the UK and from the international literature, there is little agreement about what ‘social deprivation’ means. Definitions of social deprivation can be based on the characteristics of geographical areas, such as wards or enumeration districts and for the most recent census, super output areas (SOAs). Definitions can also be based on the characteristics of individuals themselves, such as ‘low income families’ or the characteristics of the places in which they live, such as multi-occupancy housing. The Government uses a composite indicator called the
Index of Multiple Deprivation (IMD) to describe disadvantage. It is based on dimensions of deprivation such as income, employment, education and health and is described more fully in Section 2.6. In the NRSI, the indicators most frequently used were based on areas such as deprived wards, but because ward boundaries often dissect them, in some places neighbourhoods were more meaningful.

However, these definitions can only serve as basic indicators – they can help us identify people and areas, but understanding deprivation requires closer contacts and working with those communities.

2.3 The scale of the problem – road safety and deprivation

In 1996, Roberts and Power compared the unintentional injury death rate for children in England and Wales across two time periods (Roberts and Power, 1996). They found that in 1979–83 the injury death rate for children in social class I (the most affluent) was 3.5 times lower than for children in social class V (the most deprived), but in the period 1989–92 those in social class V had an injury rate five times higher than that of social class I. Over this time period, motor vehicle accident death rates declined by 30% and 39% in social classes I and II, respectively, compared with 18% in social class IV and only 1% in social class V. Clearly, injury deaths declined over the decade, but the gap widened between the most affluent and the most deprived families.

Death rates from road traffic accidents have fallen in England and Wales in most socio-economic groups over the past 20 years, but not for children in families without a working adult. A 2006 report analysed records from the last three censuses (1981, 1991, 2001) (Edwards et al., 2006). Overall, pedestrian death rates for the most deprived group were 20 times higher than for the wealthiest group, and cyclist death rates were 27.5 times higher. Research is in progress examining the links between social class and road casualties for age groups other than children and young people.

The Government has responded to growing concerns about obesity in the population with initiatives to increase physical activity as part of everyday activity, especially by encouraging more walking and cycling. If these modal shifts do occur, there will be an even greater reason for concentrating on the safety of these vulnerable road users.

2.4 Making the connection

The reasons why deprivation and higher road casualty figures are strongly linked are complex and difficult to disentangle. There is, however, a set of factors that research studies have found to be significant.
2.4.1 The immediate surroundings where people live

The nature of the environment in which deprived communities live has an immediate bearing on their exposure to hazards in the road environment. Their houses may open directly on to the street, which may not be a quiet residential street but a busy through route. There could well be limited space for children to play, a lack of gardens, and the houses overcrowded, forcing them onto the street. Lack of parking results in cars restricting vision for pedestrians, especially children. Despite an increase in the number of people owning cars in deprived communities, they are still less likely than more affluent people to have access to cars, and thus be more likely to be pedestrians and to use public transport.

2.4.2 The social and economic environment

As well as the physical surroundings, deprivation can also connect to road safety through social and economic conditions. In combination, a whole set of factors can conspire to ratchet up the risk factors for being injured in a road accident and make people more vulnerable. These can include childcare practices, supervision and the ability of people, young and old, to manage hazards. Single parenthood, teenage childbearing, low levels of parental education, lack of adequate childcare facilities are all factors that may come into play. Lack of money can mean all ages have to walk along streets with traffic hazards, whether it is to school, finding somewhere to play or to get to the shops. There could be cultural practices that increase exposure such as young children walking to mosques when it is getting dark. A low socio-economic level creates a world in which risk factors are heightened. Lack of money can affect the ability to buy safety equipment such as car seats for young children. There may be a lack of experience and awareness of road hazards. People might lack confidence in teaching road safety tasks. In addition, access to information and services could be limited. Many of these factors may be particularly important for especially vulnerable groups such as children from traveller families, homeless people, migrant workers in some rural areas and refugees.

There are some examples which show that busy roads that divide communities can cause severance which fractures them socially as well as physically, reducing the number of social contacts that can be made across these busy thoroughfares.

However, this is not to say that all deprived areas lack a sense of community. Many can have a strong sense of cohesion and identity. This may help people get by and be resilient enough to cope with the effects of deprivation. What may be lacking are ties to wider networks, which enable them to get on. Local road safety initiatives could have a role in this process.
2.4.3 **Broader factors**

Here we are dealing with wider economic and political processes, the ways in which our society works, whereby those with few resources will be living in the areas and conditions that have been outlined above. These processes will not change in the short term, but we cannot leave the problem to the slow mercies of gradual anti-poverty programmes. In fact, road safety can have a significant part to play in making changes to a community – helping to build up its strength. Road safety is one of the issues around which many communities can rally and come together and we give examples of this in other sections.

Deprived people generally have little say in decisions that influence their lives. In general, they are rarely listened to despite, in some circumstances, being consulted repeatedly. Finding out what they consider to be the main road safety concerns in their area and involving them in the development of schemes can be a useful step in bringing wider changes to those areas (see Section 3).

2.5 **What can be done?**

There are many ways in which deprivation can be tackled. Four broad approaches: strengthening individuals, strengthening communities, improving access to services and encouraging broad economic and cultural change have been suggested (Whitehead, 1995). These four approaches can be applied to the field of road safety.

2.5.1 **Strengthening individuals**

Here the emphasis is on schemes that help individuals cope with the road hazards around them. They might focus on parent education, road crossing for their children, skills training for children, or helping old people manage new traffic environments. Equally, schemes may focus on driver education to improve their knowledge and skills when driving through particular areas.

2.5.2 **Strengthening communities**

Road safety should not just focus on individuals. Involving local people in schemes can strengthen a community and make projects more likely to succeed, as pointed out above. Carers could be involved in supervising child pedestrian journeys to school, developing safe play areas, safer roads/street environment. Some schemes might be more successful if they are aimed at the whole family rather than particular age groups. Initiatives that involve community volunteers can be used to promote road safety, but they also have a beneficial effect on developing skills in the volunteers themselves and improving communication between volunteers and local schools and local authorities.
2.5.3 Improving access to services
Enhancing the safety of vulnerable road users will encourage them to gain access to a range of services, such as health, employment and education on foot or by bicycle. Examples of partnerships of road safety professionals working with Sure Start to improve access to play areas can be found later in this guide.

2.5.4 Encouraging broad economic and cultural change
Broad economic and cultural change can include changes in attitudes to speed and drink driving; drivers accepting greater responsibility in relation to child pedestrian casualties; changes in the design of cars so that they reduce the level of injury to vulnerable road users when struck; changes in land-use policies that encourage more walking and cycling and less dependence on the car and greater emphasis on cheaper and more frequent public transport.

2.6 Describing a deprived community
The Government uses the IMD to identify areas of deprivation across England. This is based on distinct dimensions of deprivation such as income, employment, education and health. It is based on information collected at the SOAs level of geography which cover an area averaging 1500 people. The country is divided into 32,482 such SOAs and each has been ranked in terms of its IMD.

The Office for National Statistics collects and publishes census data at this level and can be found on the Neighbourhood Statistics site. An example of a neighbourhood profile can be produced using the site (neighbourhood.statistics.gov.uk/dissemination/).

In practice, for policy-making and descriptive purposes, SOAs are usually aggregated into 10, 15 or 20% bands of deprivation. For example, in the North West Government Office region, where many of the NRSI authorities were located, almost a third of SOAs were in the top 20% in England for deprivation. This compares with about 5% for the South East Region (excluding London) thus indicating the relative wealth of the South East.

2.6.1 Targeting people as well as places
Traditionally, accident locations have been plotted on a mapping package and we look for areas of higher than average concentration of casualty types. The increasing use of GIS means we can overlay these accident locations onto the SOAs colour coded by area deprivation derived from the IMD. This shows clearly where the deprived communities are and the scale of their injury problem. An example is given in Figure 2.1 on which the location of pedestrian casualties in the NRSI area of Oldham is overlaid.
The inclusion of casualty postcode on the STATS19 form has revolutionised the way we can target interventions. Figure 2.2 shows, for a small sample of 16–19-year-old pedestrians, the location of the accident site and the location of their home. It can be seen that the accident sites and homes are not co-located as they are for young children who tend to be injured close to where they live. Targeting educational and publicity materials is made easier by identifying where there are clusters of people as well as clusters at sites. For the first time we can target both people and places.

2.6.2 Understanding casualty risk

People of different ages and gender have different lifestyles which in part determine the way they travel. People with less money in general use the car less than more affluent people, and they rely more on walking and using the bus; the burden of injury is not equally distributed amongst people of different age, gender, ethnicity and road-user group (see Section 2.4).

In order to investigate road safety problems in deprived areas and target groups most at need, we refer to casualty statistics. However, if we just use the casualty numbers in an area without regard for the type of people that live there, we may miss a group that is experiencing more difficulty than the rest. This can be illustrated by looking at Figures 2.3 and 2.4. Figure 2.3 shows the distribution of pedestrian casualties by

Figure 2.1: Pedestrian casualties aged 0–15 years in Oldham, overlaying the super output areas within electoral wards – the darker the green the more deprived the area
Some 16–19 years old pedestrian injuries in Oldham NRSI wards

1999–2003

Figure 2.2: Example of 16–19-year-old pedestrian casualty and residence locations in Oldham NRSI wards, 1999–2003

Figure 2.3: Numbers of pedestrians injured in a three-year period by age band

age band, but this picture is not a very accurate assessment of pedestrian casualty risk because the age bands do not include equal numbers of years (e.g. 16–19 has 4, 20–24 has 5, other adults have 10 years and 65 plus is taken as 20 years).
One way to get over this problem is to use the population for each age band as the denominator to calculate a pedestrian casualty rate per head of population. When this is done, a different picture emerges and this is clearly shown in Figure 2.4. Risk of injury as a pedestrian is highest for the youngest age group, dropping steadily until age 65 is reached when there is an upturn. In the absence of information on how much people of each age group walk or how much time they spend in the road environment, the population-based rate is accepted as the next best measure of risk.

An extension of this process could include looking at pedestrian rates for each SOA in the part of the urban area under study. The advantage of this is that areas of different affluence and ethnicity have different population demographics which if casualty data on its own were used might mask an ‘at risk’ group.
3 CROSS-CUTTING THEMES IN ROAD SAFETY

Among the most valuable outputs from the NRSI were lessons relating to road safety working methods in general. What follows is a summary of some of the wider issues that kept emerging from discussions with practitioners about what made their projects succeed. The examples of projects presented in Section 4 illustrate many of the cross-cutting themes outlined below.

3.1 Targeting people and places

The NRSI was an area-based initiative. In some local authorities electoral wards were used to define the target areas for programmes, but elsewhere other areas were used as it was felt that wards were not appropriate for problem definition, or programme design and implementation.

The overarching lesson is the need to have consideration for the road safety issues that local people face, not simply the problems that the places where they live can create. While problems may result from the physical environment, by having regard for the way that people use – or would like to use – the environment, solutions can be identified.

There is a need to identify the populations most at risk and target them as precisely as possible by the most appropriate means. They may be defined by:

- their lifestyle (e.g. attending the same religious establishment, school, children’s centre or park, carrying out similar high-risk activities);
- their age group;
- characteristics such as their degree of deprivation, low literacy, lack of knowledge of road safety issues, cultural group, etc.;
- the areas in which they live (e.g. a housing estate or street); whatever area is used there is a need to be flexible.

Having a clear description of the characteristics of the populations at risk can also provide an indication of the organisations that can assist in improving their safety.

This approach can generate its own problems because by looking at smaller and smaller groups or areas the casualty statistics become increasingly difficult to interpret. In addition, one needs to consider the issues described by the communities, as outlined in ‘Involving the community’ below. There will be times when these issues may not always seem to be directly relevant to road safety, and judgement needs to be used on the best way forward. Nevertheless, the NRSI suggests that engaging with community concerns is ultimately worthwhile. There is also a need to get behind the statistics to understand what is needed.
In some instances, the target audiences may not live in disadvantaged areas; for example drivers who use certain streets for commuting to work. Thus, although an engineering solution may be implemented where the accidents are happening, an associated educational approach may need to target people who live elsewhere. Similarly, children who live in one area of a borough may go to schools elsewhere so to reach these groups you may have to target all schools.

While there may be an economic case based on rates of return for putting safety measures where there are casualties, an absence of casualties does not indicate an absence of road safety problems that may limit the lives of local residents.

It is important to remember that populations and areas change, for example through new immigrants entering the country and living in clusters. This can happen quite rapidly and present different challenges for road safety. New populations may have low literacy and English language skills or different cultural attitudes to risk; therefore programmes have to be adapted to reflect these changing circumstances.

The variety of issues described above supports the need for local research to understand local circumstances and provide a sound basis for future work.

3.2 Innovative approaches

Innovation, an underlying aspect of the NRSI, is not just about creating new projects; it can also involve new ways of defining target audiences, creating new working methods, adapting staffing requirements, using media that have not been widely exploited, and creating and sustaining new partnerships. (New partnerships are covered in more detail in Section 3.4.)

Innovation per se does not necessarily cost money but it has to be recognised that being creative can take time. It need not be about stopping doing things – it can be about doing things a different way. This may be challenging, as many people like to work within their comfort zone. However, the investment in creative solutions can lead to better targeted, more effective initiatives. In one case, a local play centre created the forum for spreading ideas:

*By using the play centre as a means of bringing the parents together, it has provided the opportunity to raise a number of road safety issues among the community. Parents are taking the messages home and reinforcing them when they are out and about.*

Making the case for innovation is not always easy. There may be little to work from by way of solid evidence, so persuading others via, for instance, casualty reduction figures, can be difficult. Process measures such as changes in lifestyles and satisfaction with the work of the council may be easier to measure.
3.3 Involving the community

There are three aspects of community involvement:

- asking people what their road safety problems are and listening to the answers;
- seeking reactions and suggestions for improvements to proposed interventions – the consultation phase;
- actively involving them in the development and delivery of programmes, using their skills and knowledge of their own communities.

Involving the community in road safety issues can have important benefits in bringing communities together, developing or strengthening social cohesion and enhancing the perception of the council generally in the eyes of the community. Involving the community can be time-consuming and expensive, but it is the key to successful projects:

*The NRSI acted as a catalyst to bring people together.*

Where there are well-established links between the council and the community, not necessarily set up with road safety in mind, these can be capitalised upon at all stages of the processes described below:

*There is now more cooperation between agencies and the process is now less ‘faceless’.*

It is useful to consider what we mean by ‘the community’. In general, it is the people who live in an area and hence experience a common road safety problem. They may be represented by a local residents’ association, their religious leaders or just one or two enthusiastic individuals who are campaigning for improvements. There may be community workers from a local charity, the council or a drop-in centre for parents or older people who also speak for their ‘clients’.

3.3.1 Asking people about their concerns

Across the NRSI councils, there is evidence of the benefits of asking people what their key concerns are.

*Traditionally it used to be a highway engineer taking a scheme to a community but now the community comes to us. It makes it much easier to get things done.*

*Real casualty issues and the perception of problems by the community can come together.*
A questionnaire on road safety was administered in the deprived wards. It was completed with the respondents on their doorsteps. Children also participated and helped with language difficulties in this close-knit, mainly Asian area. Some engineering work has been done based on the questionnaire responses.

It is not always a one-way street. With good community links, councils can seek help in resolving problems by involving the community from the start of the process:

You go into the community and say ‘We’ve got a problem. How can you help us with it?’ This is the reverse of what usually happens.

Involving the community at an early stage can also have subsidiary benefits in terms of community development. Acceptance by councils of what communities are asking for can benefit relations between them:

It drew together community groups and targeted what people see as important, rather than the council.

3.3.2 Seeking reactions to proposed interventions – the consultation phase

[The NRSI] has encouraged a new, closer level of community engagement, meaning that you can explain to the community why you might want to introduce certain engineering measures.

There is a need to be flexible, to listen and be open-minded.

Although detailed consultations can be time-consuming and expensive, the investments can be worthwhile in that the solutions are more readily understood and accepted. Time may be saved in the long term, for instance:

Questionnaires were used that showed a desire for speed restrictions, etc. in the area. There were also exhibitions and the use of a web page. Detailed consultation helped avoid lengthy objections.

Communities welcome not being offered solutions on a take it or leave it basis. Community links can be helpful in encouraging participation in the consultation process. Using independent people to carry out consultations can also be beneficial as it enhances the neutrality of the process and recognises that not everyone has the skills needed for interacting with the community.
People can help with the consultation process – for example, NRSI co-ordinators, health visitors, community workers. Maybe if other people do that consultation – maybe people who don’t normally get involved in road safety – that would be more effective. Takes more time but you won’t get as many complaints from the locals.

As engineers we know how to build things but don’t really have the skills to engage with consultation. Also we can feel like we’re being attacked by the locals for what we are proposing. It is probably better to have independent people doing the consultations.

Innovation can extend to consultation methods as well as interventions. An example from Manchester recognised the difficulty many people have in understanding and visualising plans and provided the following:

The consultation involved a DVD animation of how the road was going to look, from the perspective of pedestrians and drivers. The DVD helped people to visualise the proposals, and reduce negativity. Many members of the public can’t visualise plans.

Consultation can be a challenge. Sometimes officials may feel they are losing control of their main objectives. Here, it might be worth thinking of projects as ‘safety projects’; selling wider non-road safety aspects, e.g. less crime, less noise, perhaps working closely with other departments and agencies. And obviously only experience can help identify who represents local opinion:

But you’ve got to be careful who you take notice of, as some people in that community may feel that they do not represent them.

3.3.3 Involving the community in programme development and delivery

Successful projects are those that are welcomed by the community and with which they have a strong sense of ownership. There is little that generates this sense of ownership more than being actively involved in the development of projects throughout the process. Active involvement can also lead to people helping themselves.

There can be a balance between the need to deliver an intervention as soon as practical, within budgetary constraints, and ensuring that the intervention does what

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1 NRSI coordinators (or officers) were employed by a number of the councils in their road safety departments to create and sustain partnerships, mainly with external agencies and community organisations. In some areas, they also played a part in improving road safety links between council departments. They were often heavily involved in the development and delivery of specific NRSI projects that had strong partnership components.
it is supposed to do. Community involvement can lead to longer timetables and
greater costs, but there is an enhanced likelihood that it is accepted and
implemented and hence is an effective road safety measure.

An example of heavy involvement in the development of an educational resource by
local parents with no previous experience of such an initiative is described in
Section 4 below (the ‘Salman and Friends’ series of resources).

\[\textit{We created books for disadvantaged groups – with local people involved in the whole process. The process is as important as the output.}\]

The parents who took part in the project reported real benefits. Sometimes these benefits do not seem of direct importance to road safety professionals, but they can often strengthen the arguments to use with other agencies and community groups to bring them on board, thus expanding the road safety community.

Children can also play an active role with beneficial effects. They may help to break down barriers with adults in a community, such as with language problems. Or it may be simpler in outcome, such as reducing vandalism of playground equipment:

\[\textit{School children ran a competition for doing the artwork. This was important as it helped the children gain ownership of the work that was taking place.}\]

\[\textit{Get your local kids to pick the play equipment – you’re on to a winner as there is no vandalism.}\]

Involving children and young people in the development of educational resources can itself be part of the educational process. By making the resource cross-curricula, it is possible to overcome the fact that road safety education may not always be welcomed by children and young people.

\[\textit{Focus groups were used on what to include – language, behaviour, etc. The film also has cross-curricula themes – not just road safety. You need to consider how it will be used in schools. It needs to fit into the curriculum.}\]

\[\textit{In [one borough] we went to youth groups to encourage them to look at their areas and come up with ideas. They made a film themselves.}\]

Helping to adapt road safety materials to local circumstances may need both expert and local help. For instance, in one area traffic club resources needed to be made more appropriate for local people:
In some wards, there was a 37% illiteracy rate. The traffic club materials had to be adapted for this audience so we consulted early years experts to simplify them.

3.4 Partnerships

There can be no question of the increasing importance of forging and maintaining effective partnerships with other agencies and council departments. This factor was stressed time and again by those who had been involved in the NRSI. Partners can open many doors, for example:

- access to target groups, especially hard-to-reach groups, often through pre-existing relationships. The access may be directly to the communities or to community leaders;
- additional resources – people, skills and knowledge, money and other resources;
- new approaches and other ways of thinking about issues;
- access to additional policy frameworks.

Partnerships can be created at different levels – strategic (e.g. LSPs, Local Area Agreements) and operational – and with different sectors (public, private, voluntary, community):

Through the NRSI’s involvement and joint working with key partners including the LSP co-ordinator, NRSI officer, Director of PCT, road safety is now strategically embedded within the Health and Social Care Partnership with direct links also to the Community Safety Partnership.

The development and maintenance of partnerships requires continuous effort. Several of the NRSI councils created dedicated posts to forge partnerships in the community:

Our NRSI coordinator has worked very well with us. She is being kept on because she has such great links with the community.

Where strong links between the council and the community already exist, as is often the case where major regeneration is being undertaken, these can be built upon for the benefit of road safety. There have to be mutual benefits in partnership working. These may arise because a partner had not appreciated that road safety was an issue among their client group so they are happy to take the topic on board, or were not aware of what the road safety department could offer to assist them in carrying out their work. The challenge is to embed road safety into the role of partners on a long-term basis. An understanding of what different partners can offer can be valuable in developing and sustaining effective partnerships.
Examples of organisations, departments and professional groups that have been closely involved in the NRSI and which can be built upon include:

- council departments: regeneration, play and recreation, youth service, housing;
- health professionals: midwives, health visitors, school nurses;
- schools and colleges, both as a means of reaching children and young people and also by providing volunteers;
- police, fire and rescue services;
- Sure Start and children’s centres;
- voluntary organisations: such as Age Concern;
- community organisations, including mosques;
- private sector bodies: child car seat manufacturers and retailers, professional football clubs.

Some organisations may have particular qualities that help increase the reach of road safety, for instance the fire and rescue service is seen as having widespread respect in many communities. Road safety initiatives can help tie organisations together and can be an entry point into some communities. Other services can prove helpful:

> The youth service was brilliant at reaching the hard to reach young people.

> It brought different agencies who work with children together to do a traffic club – health visitors, children’s centre workers and school nurses.

> One of the good things about the scheme is being able to get into mosques and do work there, and now more and more mosques are wanting to get educational input from the road safety team. Mosques more willing to work with outside agencies now. It was very hard to get into that community at the beginning but now it’s very positive because they can see the benefits in terms of reduced casualties. It opened the mosques’ leaders’ eyes that you can have people from outside agencies in to deliver messages.

The above list is not comprehensive but reflects a snapshot of partners who have participated in NRSI projects. Local circumstances dictate the most appropriate partners with which to work.

Not all relationships are smooth. There are examples of a lack of cooperation from some agencies although it can be a matter of reaching the right person to ensure that a close working relationship is established. It is essential to remember that partners such as primary care trusts (PCTs) have their own priorities and may be restricted by
internal rules, especially on issues such as confidentiality. Even when problems do occur, they can change.

Last year the youth service was absent. But now it’s more positive – someone left a position and they had an influence. Also, it was success they wanted to be part of.

3.5 Communication and collaboration

Communication is not just between the professionals working on road safety issues and other agencies. The NRSI improved links between council departments and enhanced people’s knowledge of road safety.

The NRSI has made my design colleagues more aware of what road safety officers do and can do.

The [highway engineering] team worked with the regeneration team who had good links with the community and could find out their concerns.

The NRSI also meant that one could reach further into the community and road safety was more widely seen by Housing Renewal and Neighbourhood Renewal Fund staff.

We tapped into the knowledge of local Community Safety Officers, mapping crime with road traffic, and looking at issues around social exclusion.

There is still room for improvement that may require the interventions of senior management to remove:

There are problems communicating within the council. For example the community safety unit is on the same floor as the road safety department but they didn’t talk for six months. I found out that the CSU was doing something on drink driving!

There have been some problems with individual managers [in the council] as they don’t think they have a problem. It’s more about changing attitudes and promoting responsibilities.

The NRSI included mechanisms to share information between councils through regular meetings, at which local programmes were presented, and a website (www.nrsi.org.uk). There are examples of councils sharing experiences and adapting programmes according to local circumstances (e.g. the child car seat scheme in Wigan was studied by officers from Nottingham; the pedestrian safety scheme for children attending mosques in Blackburn was copied by other authorities).
The value of having a body that could facilitate collaborative working and act as a channel of communication (in this case the NRSI central team) should not be overlooked. As the examples of projects described in Section 4 illustrate, the central team played a significant part in several projects. Facilitated collaboration between authorities can allow resources to be prepared more cost effectively than would have been the case had a single authority undertaken the work.

3.6 Importance of ‘champions’

Champions take two forms:

• External champions – those who act as the public face for a project, bringing the community on board, acting as the spokesperson for the initiative and sometimes facilitating cooperation between parties. These people may already be community leaders.

• Internal champions, who work behind the scenes to ensure that a project stays on work programmes and internal opposition is overcome.

_The project was driven by one individual (a local lay preacher) who helped the different agencies to work together. He has been involved in youth work for a long time and sees it as his mission._

_[The key to success of the Blurton Dad’s Club was because there was] someone who was committed and wanted it to happen and pass it down to other people who also wanted things to happen._

One word of caution regarding external champions: they may have their own agenda, which may not always coincide with that of the project. There may therefore be a need to ‘manage’ such people and keep them on message.

3.7 Volunteers – developing a range of skills

Volunteers are a valuable resource but they come at a small price as they have to be managed. There can also be a need to adapt one’s own working practices to accommodate their needs.

_There are also useful links to colleges – we used students as Kerbcraft volunteers – 17–18 yr olds during the academic year. FE colleges are very keen on ‘enrichment’ programmes._

_You have to work on volunteer time. That’s totally different to local authority time. You have to give them that process time because it is not their job._
With volunteering high on the political agenda, using volunteers can be beneficial to both parties.

_Road Safety and disadvantage need to link to job opportunities. Trainers can acquire skills and move on to other things. There is also the chance that funding could come from other sources if it can be shown that road safety can open up opportunities for people._

### 3.8 Sustainability of programmes

Maintaining programmes that are supported by time-limited funding requires imaginative thinking and has to be considered from the start of a project. Also, the loss of staff who underpin the development and maintenance of partnerships can result in those relationships unravelling with long-term consequences:

_There are problems with doing new [projects] and then not being able to run them the following year [because of time-limited funding]._

_We’re putting a Community Road Safety Officer post together to carry on the NRSI type work. It’s a two year post._

By working closely with other departments and agencies and successfully changing their priorities or embedding road safety into their work, the support for programmes can be found elsewhere:

_The £300,000 from the NRSI has acted as a catalyst to bring in other funding, most notably from regeneration sources. The project has involved very detailed consultations with local residents and businesses._

The cost of projects focusing on disadvantaged communities can be carried out by diverting funds from traditional projects and leveraging resources — money and people — from other agencies. Diverting funds necessitates a debate about priorities and the most effective use of resources:

_A 10-week package was put together involving education, mechanics and road safety and this was funded by the youth service, so NRSI funding was not needed [to develop the programme]. The NRSI funding was then used to roll out the programme to five other areas in the borough._

_[We are] more aware of tapping into other funding. Also [we’re] more aware of other non-traffic benefits._

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2 The change in Local Transport Plan funding (from 1 April 2007) as a result of the new funding arrangements for safety camera partnerships should help overcome some of these problems.
3.9 Local political pressures

While council officers may be convinced of the need for fresh approaches to road safety to reduce the inequalities between the poorest and wealthiest people, not all elected members may share their enthusiasm for change and the question of targeting can vary between local authorities:

*An illustration of a conflict between innovative and the more traditional approaches to road safety exists in one borough where, despite the fact that council officers could show where accident clusters were located, elected members were insisting that cycle training should be retained across all schools.*

*Councillors overruled views of young people for what should be in an area – after young people had been consulted.*

*In [one borough] all primary schools have to be involved. We deliver [one programme] across the board but the NRSI said ‘you can have it, and you can’t’. Politically you can’t say that.*

*We get queries from people in more affluent areas, saying that they pay more taxes so why can’t they have traffic calming. But when you explain about the accident numbers they tend to understand.*

However, councillors can be persuaded of the appropriateness of adopting new approaches and focusing on disadvantaged areas, by demonstrating that one is meeting targets as a result.

3.10 Evaluation

The most powerful measure of the effectiveness of a road safety intervention is a change in casualty numbers and/or rates. However, since many NRSI projects focused on small geographical areas where the number of casualties was very low or were based on the concerns of communities about the hazards associated with their environment which did not necessarily show up in accident figures, using casualties as the main evaluation measure was often difficult or not appropriate.

Evaluation should be incorporated into all interventions from the design stage. Many projects could be evaluated using process measures or other outcomes, for example the number of child seats provided against the target or the overall improvement in the way that children were carried in cars. Given the fact that many projects sought to involve people in decisions about road safety or used road safety as a peg on which to develop better community structures, evaluation measures drawing on these factors could be used. In the evaluation of the Blurton Dads’...
Group, the community’s satisfaction with the way that the group was being run and the initiatives that it was undertaking were studied.

Strong subsidiary benefits for community development and cohesion, or the facilitation of personal development among the individual members of the community also emerged through NRSI projects. In these cases road safety was the mechanism to promote these benefits. While difficult to quantify outside the use of questionnaire surveys that compare changes in social capital, the value of these subsidiary benefits should not be overlooked when considering the impact of projects.
4 EXAMPLES OF NRSI PROJECTS

The projects presented here are intended to illustrate the range of initiatives taken within and across the NRSI authorities. They provide examples of initiatives that could be explored further and expanded upon. They have been selected from what has been undertaken in the NRSI local authorities, outlining methods that were used to access hard-to-reach groups, could be adapted to other circumstances and sought to address local issues. The links between each project and the cross-cutting outlined in Section 3 are noted for each project.

The brief descriptions cannot do justice to the amount of thought and work that went into each. This publication cannot include all of the projects that have been carried out. It is hoped that they will inspire readers to contact the relevant road safety departments for further information and advice.

While the facts about each project come from the local authorities and their collaborators in the development and delivery of the initiatives, the Commentary has been added by the authors.

Where it is readily available, an indication of a range within which the cost of each project lies is provided. Care should be taken in interpreting these figures as some do not include substantial staff costs, sometimes met from revenue sources. Some projects were successful in leveraging funds from other sources, including other local authority departments, major funding streams, such as regeneration monies, and other agencies, including the health sector, Sure Start, etc.

4.1 Pedestrian safety projects

4.1.1 Salman and Friends educational resource

Background and justification
The NRSI central team identified a lack of road safety resources for children aged 0–5 years.

Nature of the intervention
This project involved the development of an educational resource for young children and their families. Storybooks were chosen by the parents involved to be a fun method of introducing basic road safety principles.

Target audiences
Young children and their families.
Partners
Local parents.
Blackburn with Darwen Borough Council.
Blackburn Diocesan Board for Social Responsibility.
Audley and Queen’s Park Children’s Centre.
D2 Digital by Design Ltd.
NRSI central team.

Components of the programme
Blackburn road safety unit were asked to help identify suitable partners to work with. Audley and Queen’s Park Children’s Centre volunteered to help with the project. The Blackburn Diocesan Board for Social Responsibility set up the parents group that wrote the text of the books and then worked with the NRSI central team who commissioned the company D2 Digital by Design Ltd to illustrate, design and layout the book series.

The resource consists of a boxed set of four professionally produced, high-quality story books, along with an audio CD and carry case. The content and format was developed over an 18-month period by a group of parents (nine initially, seven stayed with the project). None of them knew each other previously. After an initial ideas session regarding road safety issues for this age group, the personal experiences/practical tips from the parents were developed into a book format. The focus of the resource was led by those issues which the group felt to be most relevant.

The first book emphasised the importance of holding hands with a grown-up when out and about, and introduced the concept of the mosque as a setting as opposed to school. Once the first book was drafted, it was presented to the NRSI team and the local road safety unit. The NRSI central team originally asked for one story, but were impressed with the quality and discussed the possibility of increasing the number of books from one to four. The NRSI central team then took each story produced to the publisher for their expertise in designing what the parents had in mind for illustration and characters. The three further books covered Stop (at the roadside); Look and Listen; and Setting a good example.

Barriers
The potential for the project is limited by constraints on time.

Facilitators
The active involvement and on-going intensive support of the NRSI central team enabled this long-term partnership to conclude successfully as a series of books for pre-school children. It also meant that by having an awareness of other projects going on for this age group, the central team were able to influence the inclusion of the characters in a regeneration project being done by Manchester City Council. The DVD created there called Togo and Nogo shows real-life children with the same
names as the characters in the book learning about road safety with their parents, providing consistency for professionals, parents and children.

The parents group taking ownership of the project and being prepared to assist with presentations, interviews, etc. to discuss the resource was also a key facilitator.

The project has evolved and now includes big books, an audio CD and a website (www.salmanandfriends.co.uk/).

The on-going support by members of the NRSI central team and the play development team at Audley and Queen’s Park Children’s Centre and parents for the families involved in this project was a key element in their continuing participation and the eventual success of the project.

**Innovative features**

This project involved families from the south Asian community who were able to enhance the diversity of these books by advising on different aspects of their culture (e.g. clothing, faith school time), providing a more inclusive resource that promotes community cohesion as well as road safety.

Although the resources were professionally produced, the project was driven by local parents who determined the focus and content of the educational resources. It therefore took a bottom-up approach.

The result was a series of children’s stories (along with other resources) with a road safety theme rather than a conventional road safety resource.

**Sustainability**

The resources have already been used in other parts of the country and may be disseminated more widely in the future.

**Commentary**

By engaging local parents and allowing community members to design the resources, it is more likely that such resources will be attractive to a wider range of parents and children nationwide. Current feedback on the resource has been extremely positive. The incorporation of road safety messages into stories is a potentially useful way of reaching audiences in ways that traditional road safety resources cannot.

This project illustrates the following cross-cutting themes:

- targeting people;
- innovative approaches;
- involving the community, especially in programme development and delivery;
• partnerships;
• importance of ‘champions’
• volunteers – developing a range of skills;
• sustainability of programmes.

The development of this project cost in the range £30,000–60,000 plus substantial staff costs. The ‘value’ of the input from parents who were volunteers cannot be calculated.

Contact details
Blackburn with Darwen Borough Council road safety team.

4.1.2 Plucked – a film about road safety made by secondary school students

Background and justification
Teenagers have a high rate of pedestrian injury and undertake risk-taking activities. Drama can be an effective way of engaging young people, allowing them to understand the possible consequences of their actions. This group can be very hard to reach.

Nature of the intervention
To devise a story, write a script centred on a road accident, and then translate the script into a short film.

Target audiences
Students in six secondary schools in three NRSI local authorities – Wigan, Bolton and Salford – with the assistance of the teaching staff in each of the schools.

Partners
NRSI central team, road safety officers, teachers and young people from deprived communities.

Components of the programme
Through a process of competitive tendering undertaken by the NRSI central team, the Box Clever Theatre Company, a community-based theatre group concentrating on issue-based theatre for young people, was commissioned to work in a number of schools in the NRSI authorities.
The project had two parts with the aim of changing the attitudes and behaviour of children and young people, as road users, aged 7–16 years:

- To produce an original piece of theatre with students from selected secondary schools. This led to the production of *Plucked*, which was aimed at children aged 11–16 years.

- To work with teachers in primary schools equipping them with skills to lead issue-based workshops – this part of the project was not involved in the creation of *Plucked*.

The company held discussions with road safety officers, teachers and students leading to agreement on the themes of the film: attempting to understand local issues and the children’s attitudes to crossing the road.

A range of drama-based techniques was used to allow children to explore the consequences of road safety accidents. The film was partly based on a true story, centred on a girl, killed while playing chicken on the road. The initial ideas were developed by the students and their words were taken by the theatre company used in the film script. The young people then performed in and assisted in the production of the film that was completed in March 2006 (Figure 4.1).

Figure 4.1: Scene from the film *Plucked*

The film, as a DVD, was distributed to secondary schools in the three boroughs involved in the project as well and other interested agencies.
Barriers
Some secondary schools, with already very full timetables, were initially reluctant to give time to exploring road safety issues through drama. The project, however, overcame this and left a lasting legacy.

Facilitators
It fitted into the GCSE drama timetable.

Secondary schools had drama teachers so many of the skills needed to take a project like this forward were already available. Some also had the technical equipment needed to film and edit drama productions.

Innovative features
Drama can have a major impact on non-academic children by giving them confidence.

Sustainability
The film has an estimate shelf-life of 2–3 years. It is usable beyond the NRSI areas.

Commentary
Questionnaires completed by teachers and pupils showed that it inspired teachers to address road safety issues – the legacy.

This project illustrated the following cross-cutting themes:

• targeting people;
• innovative approaches;
• involving the community, especially in programme development and delivery;
• communication and collaboration;
• sustainability of programmes.

This project, including the primary school element that was not linked to the development of Plucked, cost in the range £30,000–60,000. There was also a direct staff cost element and significant time input from teachers.

Contact details
Box Clever Theatre company (www.boxclevertheatre.com/).

Road safety departments of Wigan, Bolton and Salford councils.
4.1.3 **Mosque marshals**

**Background and justification**
At certain times of day, usually around 4 pm and 7 pm, large numbers of young children attend their local mosques, requiring them to cross busy arterial roads and negotiate complex junctions.

One particular area of worry was a ‘spike’ in casualties involving children in Bastwell, times that corresponded with young children’s journeys to and from the mosques. The Bastwell Safety Forum raised concerns about the safety of children, typically aged between 4 and 9 years, as they travelled to the mosque.

**Nature of the intervention**
A scheme that used volunteers to escort young children across the road.

**Target audiences**
The beneficiaries were young children but mosque leaders and parents became involved to make the project work.

**Partners**
Mosque leaders and volunteers from Bastwell Safety Forum.

**Components of the programme**
Volunteer marshals who acted as chaperones, mostly from the mosques, were trained to escort the children, each of whom was provided with a high-visibility jacket (Figure 4.2). About eight mosques hope to become involved, depending on the availability of funding. It was a low-cost scheme.

*Figure 4.2: Children crossing a busy road on their way to the mosque*
Barriers
There were some costs involved. For example, Bastwell Safety Forum supplied each child up to the age of 7 with a high-visibility jacket. This may be a cost that not all community groups could meet.

Facilitators
The willingness of the mosques to become involved.

Innovative features
Partnering with mosques for the benefit of road safety was a new feature of this scheme. As a result of the scheme, mosques started asking for educational input from road safety teams.

Sustainability
Schemes that rely on volunteers can have problems because of the need to recruit new volunteers. However, because the mosque leaders in the area placed such a high value on this scheme, the recruiting and replacing of volunteers was smooth, thanks in part to the influence of the mosque leaders. It was more than a year after the scheme started that volunteers needed to be replaced.

Commentary
One of the valuable by-products of the scheme was that it made mosques more accessible by demonstrating what could be achieved by working with other agencies. It illustrated the need to have regard for children’s patterns of activities.

For one marshal, a further subsidiary benefit of becoming involved has been gaining employment.

The Blackburn scheme was copied in Bury.

The scheme won a public education award in the Prince Michael International Road Safety Awards 2006.

This project illustrated the following cross-cutting themes:
• targeting people;
• innovative approaches;
• partnerships;
• communication and collaboration;
• sustainability of programmes.

This project cost less than £30,000. The marshals were volunteers but the ‘value’ of their input cannot be accurately calculated.

Contact details
Blackburn with Darwen Road Safety Team.
4.2 Car and driver projects

4.2.1 Child car seat provision and fitting in Sandwell and Salford

This is a description of broadly similar schemes to supply and fit child car seats carried out in Salford and Sandwell.

Background and justification
There is strong evidence that baby and child car seats are:

• an effective means of reducing the severity of injuries in a collision;

• not fitted into the car nor used correctly in a large proportion of vehicles. Incorrect fitment and use seriously compromises the effectiveness of the restraint system.

The law requires children less than 1.35 m in height and under 12 years old to use appropriate child restraints in cars and other vehicles fitted with seat belts (with some exceptions for taxis, minibuses and coaches).

Nature of the intervention
The Sandwell and Salford schemes provided free baby seats to families from disadvantaged areas.

Target audience(s)
Disadvantaged families in specific areas in Sandwell and Salford.

Partners
In Sandwell, the road safety department worked closely with Halfords and Sure Start. In Salford, local midwives and Mothercare were involved in the project (Figure 4.3).

Figure 4.3: Free car seats for disadvantaged families
Components of programme
The Sandwell programme supplied more than 300 seats. To obtain a seat, families meeting a specific criterion received a voucher from Sure Start which was redeemable at the local large Halfords store. Recipients were shown how to fit the seat by Halfords staff. Sure Start staff received training on in-car safety.

A similar system was used in Salford. Here, midwives who identified families needing a baby seat passed details to the road safety department, which issued a voucher for a free seat and fitting from the local Mothercare store.

Settings
The schemes were restricted to families living in disadvantaged wards.

Barriers
In Sandwell, there was some criticism that other aspects of the vehicle, particularly the validity of its tax and insurance, were not checked.

Difficulties were encountered in Salford with the transfer of family details between agencies, but these were resolved.

Facilitators
There was no problem from local councillors in Sandwell as the road safety department was not seen as spending the council’s own money.

There is a road safety action plan linking the council and the health sector in Salford under which no baby should leave hospital in an unsafe vehicle.

Innovative features
In Sandwell, to ensure that the seats were not being sold as soon as they were provided, a check was made with the family within six months of the provision of the seat seeking feedback. This was seen as an important deterrent from sales.

Sustainability
The schemes were expensive to run because of the cost of the seats. Their sustainability was therefore questionable.

Commentary
There is very little evaluation to show that such schemes are effective in terms of casualty reduction or even large-scale improvements in child restraint fitment and use. This may reflect the absence of well-structured evaluative research rather than any ineffectiveness in the programmes. The schemes do attract publicity and can be useful vehicles for highlighting other road safety issues.

Similar schemes were run in Wigan and Bradford under the NRSI.
Evaluation of such schemes cannot use changes in casualty numbers as the measure of success because these are too low to allow meaningful before and after comparisons, and the actual numbers of seats checked as a proportion of the population is small. Measures such as the knowledge and behaviour of the client groups, take-up of the scheme, amount of publicity obtained in the local media and other soft measures can provide an indication of the success of the scheme.

These projects illustrated the following cross-cutting themes:

- targeting people;
- innovative approaches;
- partnerships.

The Sandwell scheme ran from February 2005 until December 2005 and cost in the range £30,000–60,000.

The scheme in Salford was allocated less that £30,000 from NRSI sources and there was additional staff input from local midwives. The programme ran from June 2005 until June 2006.

**Contact details**
Sandwell Metropolitan Borough Council road safety department.
Salford City Council road safety department.

4.2.2 **Nottingham child car seat checking scheme – Seat Safe**

**Background and justification**
During 2003 Nottingham City Council Trading Standards, in conjunction with a retailer, held an open day when parents were able to come along and have their child seat fitting inspected free of charge. The results shocked associated parties – roughly 8 of 10 inspections failed due to incorrect fitting.

This prompted members of an avoidable injuries forum, led by Nottingham City Council road safety team, to submit a car seat checking scheme for NRSI funding. Once confirmation of £31,000 funding was received, investigations into how the project would best service the customer were conducted. The outcome was the formation of the Seat Safe partnership between Nottingham City Council, Nottinghamshire Fire and Rescue Service and Nottingham City PCT.

It is well established that a factor that seriously compromises the optimum performance of child car seats in collisions is their incorrect fitting and use. Recent changes to the law require children less than 1.35 m tall who are under 12 years to use an appropriate child restraint so the initiative was timely.
Nature of the intervention
A direct intervention to check the fitting of child car seats and improve the fitting where necessary and an educational intervention to provide appropriate advice on the topic.

Target audiences
Initially, the scheme was confined to families in the NRSI wards. Targeting deprived areas proved to be difficult and uptake was poor. The project was then opened up to all people in the city who transported a child. Open days were also held at major retail units and these proved immensely popular.

Partners
The project’s success was mainly attributed to the partnership established. The strengths of the fire service, the PCT (including children’s centres) and Nottingham City Council led to each organisation complementing the work of each other. This successful partnership also brought other interested parties, such as retailers and manufacturers, on board (Figure 4.4).

Partly helped by the legislation change in September 2006, the local press took an interest in the project.
Components of programme
There were several components to this programme:

• Initially, contact was made with Wigan MBC where a similar scheme was being run to learn from their experience.

• A 6-month consultation process with the fire service was undertaken. This discussion centred mostly on liability issues and training requirements. Towards the end of this period, the PCT became involved and their requirements for the referral process incorporated. The discussion between all three partner organisations was seen as essential to the scheme’s success.

• Fire officers undertook practical training with a local training provider. While training, fire crews were operational and on occasions training needed to be suspended due to the appliance being called out. This increased the training costs.

• Publicity aspects of the project were designed. Different materials were given out at each stage of the process:
  • at the referral stage, an information leaflet on why it was important was given to the client.
  • at the inspection stage, an information folder was given to the client. This folder enabled the fire officer to provide supporting information, as well as other topical information (such as on home safety checks). In this folder was a business card giving a telephone number which enabled the client to contact the fire service community safety unit directly for advice.
  • to reinforce the message, once the seat had been inspected, a sun screen for the car’s side window was given to the parent free of charge. This screen had the phrase ‘Cool Kids Sit Safe’ on it.

In practical terms, the project works in two stages. Stage 1 – the referral stage – was conducted by health visitors. They would invite parents to participate in the scheme. A form was completed covering any liability issues for when the client was on fire service property. In stage 2, the client was contacted by a fire officer who made an appointment for the inspection to take place. The client was encouraged when making the appointment to bring along all the vehicles that were used to transport the child.

Settings
Initially the intention was to run the scheme in the disadvantaged wards but low uptake meant that it was extended to cover the whole city.

Barriers
Initially scheduling car seat training sessions for fire crews was extremely difficult. The crews’ normal training schedules were prepared months in advance, so fitting in the car seat training also had to be done well in advance. Although this was not a
major barrier, scheduling training for four crews at three stations was a time-consuming task.

During training, the fire officers remained operational. During several sessions, the appliance was called out. This had an effect on the budget. Fire officers who had been called out would then miss part or all of the training session. To ensure that fire officers were properly trained, more sessions had to be arranged.

Low uptake from the deprived areas caused problems. Firstly, this target group was extremely difficult to engage. Secondly, the reduced seat checking demands on the fire officers reduced their confidence as they were not able to put into practice on a regular basis the training they had received. This led to the project having to be opened up to all communities around Nottingham.

Operational problems for the PCT also meant this project did not run smoothly from the beginning. The PCT was a large organisation with health visitors based in many teams. Dissemination of information about the project became an issue. Initially this was left as an exercise for the PCT to deal with internally, but it soon became apparent that they required support and at this point Nottingham City Council started to attend health visitor team meetings.

During visits to parents, health visitors have many topics to cover so this project added to the pressure on them.

**Facilitators**
The funding from the NRSI project.

The mutual ‘resources’ that the three partners were able to bring to the table: the PCT having access to the target audience; the fire service having the resources and the community respect to engage the audience; and Nottingham City Council having expertise in road safety.

The involvement of the three organisations also meant that resources from each did not need to be huge to allow the project to be sustainable. The project was set up in a way that its continuation could be done with minimal additional funding from the partners. The sustainability was assisted by a major European car seat manufacturer agreeing to train new fire officers and offer refresher training for other fire officers without charge.

Drawing on the experience of another NRSI authority that was running a similar scheme.
Innovative features
The way that the project was initially set up, allowing it to be sustainable.

Inventive partnership working between all three partners.

Incorporation of services from the private sector to enable the project’s potential to be enhanced.

Sustainability
The project has been set up in a way which would enable minimal investment in the future to enable the project to continue to operate in its current form. The agreement of all agencies involved to commit resources to the project was expected to maintain its sustainability with the potential to expand the project.

Commentary
While child car seats are known to be very effective in reducing the severity of injuries in collisions and incorrect fitting and use seriously compromises their optimum performance, there is little evidence that undertaking checking schemes actually affects casualty numbers. This may be because of the low numbers of children injured as car occupants, the effectiveness even of incorrectly fitted car seats, the nature of collisions in which children are involved (generally low-energy collisions in urban areas) or other factors. However, such schemes provide excellent vehicles for gaining publicity for the need for correct fitting and more importantly the need to use child car seats in the local media and through practitioner groups.

Figure 4.5: Checking of car seat by the member of the fire service
The involvement of the fire service was important (Figure 4.5). It is a uniformed service highly regarded by the public, is not an enforcement service, has staff with a good basis of mechanical knowledge, has facilities that allow checks to be undertaken (fire station yards or garages are often available) and has increasing responsibility to reduce road casualties. The remit of fire and rescue services has changed, with the result that they are now more active in preventing casualties in fires and are increasingly involved in promoting road safety.

The poor take-up of the scheme in deprived areas was disappointing as anecdotal evidence suggests that it is disadvantaged communities that drive the oldest cars and carry most children, often without restraints. However, the failure of the scheme to hit the target audience was recognised and steps were taken to remedy this by making it more widely available.

Evaluation of such a scheme cannot use changes in casualty numbers as the measure of success because these are too low to allow meaningful before and after comparisons, and the actual numbers of seats checked as a proportion of the population is small. Measures such as the knowledge and behaviour of the client groups, take-up of the scheme, amount of publicity obtained in the local media and other soft measures can provide an indication of the success of the scheme.

This project illustrated the following cross-cutting themes:

- targeting people;
- innovative approaches;
- partnerships;
- communication and collaboration;
- sustainability of programmes.

The programme initially ran from September 2004 until March 2006 although, as noted above, it is expected to continue with non-NRSI resources. The NRSI contribution to the programme was just over £31,000.

**Contact details**

Nottingham City Council road safety department.

4.2.3 **Chale Ga Chale Ga**

This was a theatrical production commissioned by Sandwell Council. It was also staged in other areas.

**Background and justification**

Analysis of accident statistics showed that ethnicity defined a population at risk, with three wards emerging.
Speeding, drink-driving, non-wearing of seat belts (especially in the rear seat and by children) and vehicle overcrowding (with girls as passengers) were identified as issues among the target groups.

Informal research undertaken by the theatre company that staged the play, Women in Theatre, revealed that many of the target groups lacked some formal road safety awareness. For example, as pedestrians, they were not accustomed to simple measures such as hand-holding to restrain children. In-car safety was also highlighted as a problem. Adults were to be targeted with a relevant, non-patronising message. Despite the lack of tradition of live theatre among the target audiences, drama was regarded as an effective means of getting the road safety messages across.

**Nature of the intervention**
Drama, drawing on the huge popularity of Bollywood (Figure 4.6).

**Target audiences**
The ethnic groups, typically from the Indian subcontinent, living in three wards of Sandwell.

**Partners**
The company Women in Theatre was commissioned after a tendering process.

The road safety department of the council worked with community leaders to stage the performances and get the audiences to attend.
Components of programme
The intervention was a theatrical production undertaken by a cast of six actors. The performance dealt with specific road safety topics through a performance lasting about 45 minutes. It centred on the preparations for a family wedding and the drive home after the celebration. During the drive home, one character was killed in a collision with all the road safety elements being involved.

This was followed by an opportunity for the audience to question the cast members, who were still in character (a technique known as ‘forum theatre’), on the subjects raised and the ‘family’s’ attitude to safety.

Settings
Mainly community centres, which were visited and used by populations. The play was staged at over 20 community centres, temples and mosques.

Barriers
No tradition of live theatre among the target populations.

Alcohol was not an appropriate topic for Muslim audiences, requiring a slight change to the script.

The live performance could not be repeated indefinitely as there is only a limited target audience.

Women in Theatre retained copyright of the play so it could not be performed by any other group.

Facilitators
NRSI funding.

Innovative features
The ability to question the cast, who were still in character, by the audiences after the performance was a powerful aspect of the production. To make this work, cast members had to be well briefed.

The production works both for young adults and older people.

The audience was able to identify with the characters. (The theatre company researchers reported that they met the ‘driver’ character many times when talking to people in the street.)

Sustainability
The live production made this a very expensive initiative, even after the initial development costs. To overcome this, a DVD with five different language tracks was
produced, broadening the availability of the message. This was distributed free of charge via community centres.

Commentary
The quality of the acting and production was such that the messages and the impact of the play could be transmitted even if one did not understand all of the language.

Evaluation undertaken among audiences immediately after the performance was very positive. The longer term impact of the performance would be very difficult to measure.

The compilation of the bid for NRSI funding in itself had a positive effect as it drove the need for the analysis of local data.

The production built momentum among the community and led to the emergence of champions.

This project illustrated the following cross-cutting themes:

• targeting people;
• innovative approaches;
• partnerships;
• importance of ‘champions’;
• sustainability of programmes.

The project started in April 2004 and ended in December 2006. It cost in the range £60,000–100,000.

Contact details
Sandwell Metropolitan Borough Council road safety department.

4.2.4 Wheelie bin road safety sticker project

Background and justification
Local residents had expressed concern about the speed of traffic in their neighbourhood and wanted measures to address this. The aim of the project was to reduce traffic speeds on arterial routes and local streets passing through disadvantaged areas in Tameside. The scheme was designed to produce regular reminders to drivers through publicity.
**Target audiences**
Residents in three disadvantaged areas in Tameside, along with residents living in SOAs (areas smaller than wards) with indices of deprivation in the highest 50%. Drivers passing through these areas.

**Nature of intervention**
A novel publicity scheme to highlight the need for speed reduction.

**Partners**
The refuse service team undertook all aspects of implementation from the initial letter drop to taking requests for stickers when residents had forgotten to fix their Yes/No sticker.

**Components of programme**
The project encouraged local residents to allow road safety stickers to be stuck on their wheelie bins. These would be visible to drivers on the day refuse was collected.

- Messages such as ‘Watch Your Speed’ and ‘Mind that Child’, together with a 20 mph roundel were designed by the council team for the bin sides, while ‘A child’s life is precious – take extra care on your streets’ was produced for a daily reminder message on the bin lid.
- Residents were sent a letter from the Cabinet Deputy responsible for road safety which explained the scheme and asked them to show their support by sticking a Yes/No sticker on their wheelie bin.
- The refuse team then fixed the safety stickers to those bins that had a Yes sticker. Of the 65,000 households canvassed, about 30% took the opportunity to have stickers fixed. The stickers are expected to last up to 10 years.

**Innovative features**
The main benefit of the NRSI for the scheme was that it enabled community groups to identify what they thought was important, rather than relying on the opinion of the council. It also gave the council the flexibility to respond to community concerns in a more innovative way.

The involvement of the refuse collection department as a partner in a road safety project was a particularly innovative aspect of this project.

**Barriers**
The one disappointment for the project was the unsuccessful attempt to get large supermarkets to sponsor the labels by having their logo included.

Some elected members were sceptical about linkage between refuse bins and wasting life – therefore the text on the bin lid was changed.
Facilitators
Commitment of the refuse teams – they were paid £1 extra to fix the stickers, but it would have cost more to use social employment workers.

Evaluation
Surveys carried out before and after implementation showed that residents did expect the council to organise community-based road safety campaigns. Residents recalled seeing the bin stickers more frequently than other campaigns that were operational throughout the NRSI intervention period, e.g. bus backs and advertising hoardings.

Sustainability
It is possible that the scheme may be mainstreamed into the council’s future community road safety strategy.

Timescale and cost
The programme ran from January 2005 until March 2006, although the stickers on the bins had a much longer lifespan. The cost was about £91,000.

Commentary
Because of the extent of the campaign, no speed monitoring took place. This would have been one of the strongest measures of the impact of the initiative. Public awareness of the campaign was studied as noted above. Like most other road safety education programmes, it was hoped that such an area-wide impact would be reflected in reduced casualty figures for the borough.

This project illustrated the following cross-cutting themes:

• targeting people;
• innovative approaches;
• involving the community, especially in the consultation phase;
• partnerships;
• sustainability of programmes.

The programme ran from January 2005 until March 2006, although the stickers on the bins had a much longer lifespan. The cost was in the range £60,000–100,000.

Contacts
Tameside Metropolitan Borough Council road safety department.
4.3 Cycle and motorcycle projects

4.3.1 Blurton Dads’ project – cycle training

Background and justification
Child cycling was highlighted as a casualty problem in Blurton, a relatively disadvantaged area in Stoke-on-Trent. In addition, the group had previously conducted cycle training in a local school, and had noted the poor state of the bicycles owned by the children.

Nature of the intervention
Provision of cycle training for local children, run by local volunteers (Figure 4.7).

Target audience
Children in Blurton.

Partners
Local primary schools.
Stoke-on-Trent City Council.

Components of the programme
The group had 30 bicycles, suitable for children from Year 7 size to adult, which were used to train local children. Approximately 250 children undertook the cycle training. The bikes were also used by local school teachers at lunch time.

Barriers
There were challenges working with Halfords when trying to purchase the bicycles. Ultimately, a local business was used to buy the bikes. There are also challenges engaging families from certain parts of Blurton.
Facilitators
Having a champion – someone who was committed and wanted things to happen.

Having the support structures in place to pass work down to other people who also wanted things to happen.

Innovative features
The child cycle training was run for the community by members of the community (Figure 4.8). The project involved not only increasing cycle training for children, but also providing a community hub and safe sporting facilities using local schools and the local community infrastructure. As children’s leisure time, along with playing on the highways, had been identified as a road safety concern (along with child cycling casualties in the Blurton area), this was an ideal opportunity to bid for funding and help the local community directly with road safety concerns, but also deal with several deprivation issues at the same time.

Sustainability
The group has been very successful in obtaining funding and is continuing the cycle training in conjunction with other community activities. Since its beginning in 2002, when five local men got together to form the group, it has grown to 97 members.

Commentary
In addition to road safety activities, the group helped to bring the neighbourhoods of Blurton together by organising activities for parents and children, such as trips to the farm and seaside, and by purchasing sports equipment to promote physical activity. The project also empowered fathers by developing their organisational skills, as the fathers themselves were responsible for arranging trips and other activities.

The local council conducted an evaluation of the Blurton Dads’ Group, finding high levels of satisfaction among those who were involved with the project. There was
also evidence that showed community spirit had improved through engagement with the group. The evaluation concluded that the number of trained volunteers to deliver road safety in the community by the community should be increased. There were no data, however, that assessed whether cycle casualties decreased, or cycling increased.

This project illustrated the following cross-cutting themes:

- targeting people;
- innovative approaches;
- involving the community, especially in programme development and delivery;
- partnerships;
- importance of ‘champions’;
- volunteers – developing a range of skills;
- sustainability of programmes.

The programme, which was more than simply a road safety initiative, started in March 2004. The NRSI input was less than £30,000, but it attracted in excess of £100,000 in matched funding from the local education department, Sure Start local programme and revenue-supported staff time.

Contact details
Stoke-on-Trent City Council.
Blurton Dads’ Group.

4.3.2 Motowyze quad and off-road bike project

Background and justification
Albert Park, a park in Broughton, a disadvantaged area of Salford, had experienced an increase in the number of youths using quad and off-road bikes in the previous few years. This threatened the safety both of the riders, and also the other users of the park. The anti-social behaviour associated with the riding of the bikes also left park users feeling threatened.

Nature of the intervention
A summer-long programme of weekly evening activities, to encourage young men who rode off-road bikes to think about safety within Albert Park.

Target audience
Young men who rode off-road and/or quad bikes in and around the Albert Park area of Broughton.
Partners
Broughton Action Group.
Salford City Council.
NRSI central team.

Components of the programme
To tackle the problem the youth service explored the idea of doing a compulsory basic training (CBT) programme for motorcycling with the NRSI Central Team. A 10-week package of CBT was put together with the road safety department (involving education, mechanics, and road safety) and this was funded by the youth service. Thirty-two young men participated in the initial programme.

Every Monday evening for two hours during the summer, between seven and 12 young men were involved in a number of positive activities in a building located in the park. The main activity during the summer period was the creation of a video by the young men, demonstrating how to use the park safely, not just relating to off-road riding of motorcycles but from other perspectives. This not only encouraged the young men to think about issues of safety from a broad perspective, but also empowered them to consider how to address those issues. The scheme was run by resident volunteers, sports development people and youth workers. At the end of the project, the youths were rewarded.

Barriers
The project faced difficulties, particularly regarding enforcement of off-road riding in the park to go alongside the educational work. Initially there was a lack of clarity as to whether the police would be visible or not, and if signage should be used to dissuade youths from riding. It was also difficult at times to communicate with the police enforcement team.

Facilitators
A local champion (a lay preacher with a lot of experience of youth work) led the bid and the group was successful in obtaining funding by bringing together local stakeholders, including the police. One important aspect of the project was that it built upon a previous track record of initiatives that had been run from the park, under the umbrella of the Broughton Action Group. (The Broughton Action Group is a community-based group that conducts a variety of work in the local community. Because of the grass-roots nature of the organisation, it is close to the local community and has experience of engaging with local people.)

Innovative features
This road safety initiative was delivered by a community-based group, rather than a traditional road safety organisation.
Sustainability
There are still the problems of short-term funding and having to bid continually for money.

Commentary
This project lacked any hard outcomes, such as a reduction in off-road riding in the area. However, it provided an interesting example of how a community-based group could lead a road safety intervention. Such groups may be better placed to reach hard-to-reach groups, and thereby impact on health inequalities. Future projects should however be evaluated with as much rigour as possible.

This project illustrated the following cross-cutting themes:
- targeting people;
- innovative approaches;
- involving the community, especially in programme development and delivery;
- partnerships;
- importance of ‘champions’;
- volunteers – developing a range of skills.

Contact details
Salford City Council.
Broughton Action Group.

4.3.3 Motorcycle compulsory basic training (CBT)

Background and justification
Casualty statistics had identified a large number of motorcycle accidents within two wards in Wigan. In the 11–19 age group, 84% of the casualties in the wards were due to rider/driver behaviour.

Riders’ skills, training, experience and attitudes are fundamental to safe motorcycling, and one of the key approaches to improving motorcyclist safety is to ensure that riders receive appropriate training (RoSPA Motorcycling Safety Policy Statements, June 2006; accessible at: www.rospa.com/roadsafety/advice/motorcycling/policy.htm).

Nature of the intervention
A 10-week CBT motorcycle course aimed at youths.

Target audience(s)
Youths within two wards in Wigan.
Partners
Road Safety Department, Wigan Borough Council. Wigan Youth Service.

Components of the programme
To tackle this problem, the local road safety department made contact with the local youth service regarding a CBT programme for motorcycling. A 10-week package of CBT was put together by the road safety department (involving education, mechanics and road safety) and this was funded by the youth service. Thirty-two young men participated in the initial programme.

Barriers
The provisional licence application can take some time, and therefore it is worthwhile planning ahead so that the licence will have come through in time for the test.

Facilitators
Involving other agencies and specialists in the course.

Introducing ground rules at the outset.

Allowing the young people to share stories; with a little direction this can be extremely useful in getting to know the experience of the participants. Prompt if needed, get them to talk about their first experience taking controls of a motorbike, giving an example of bad riding they have experienced as a pillion or pedestrian, and an accident or near miss they have been involved in, witnessed or heard about.

Innovative features
The youth service was able to reach the hard-to-reach groups that road safety education programmes often find difficult to engage. This initial CBT programme was funded by the youth service.

Sustainability
NRSI funding enabled the project to be rolled out to the other five NRSI areas in Wigan.

Commentary
This project demonstrates how joint working with agencies can help to reach otherwise hard-to-reach groups. Collaboration with agencies such as the youth service might help to tackle inequalities in road safety.

This project illustrated the following cross-cutting themes:

- targeting people;
- innovative approaches;
• partnerships;
• sustainability of programmes.

Contact details
Wigan Council road safety department.

4.4 Engineering projects
4.4.1 Access to safe play areas for children
This description covers similar schemes in five local authorities.

Background and justification
Access to safe play areas is a recognised issue in more deprived communities, where children often have to play in the street due to a lack of safe play areas.

Nature of the intervention
Engineering interventions to provide safe play areas for children.

Target audience
Pre-school and primary school children.

Partners
Local schools.
Voluntary organisations.
Parks departments.
Sure Start.
Leisure Trust.

Components of the programmes
All programmes involved the creation of and safe access to safe play areas for children, which were designed following consultation with the local community.

Projects included:

Regent Square Park This involved the provision of a Neighbourhood Equipped Area of Play (NEAP) within Regent Square Park, situated in a disadvantaged area in Salford.

Stoke-on-Trent Projects The creation of play areas in local parks – schools voted for what they wanted and the local authority provided them with equipment and design they asked for (as far as practically possible).

Sandwell Cycle Parks Design of cycle parks, led by Sure Start. There are now three parks, all with 24-hour access.
Safe playing areas in Tameside Measures to provide safe access to a ‘Millennium Green’ project, following public consultation.

Upgrading of play areas in Wigan Upgrading of existing play areas, following an evaluation of the use of current resources. The project was led by the local Leisure Trust.

Facilitators
Engaging the community in the design of the play areas encouraged community ownership – increasing the chance that the facility will be used by local people and also decreasing the likelihood of vandalism. The NRSI funding also promoted joint working between the local councils and other organisations, including those from the voluntary sector.

Innovative features
The NRSI has enabled the local councils to work much more closely with communities in the planning of the play areas. This has increased community ownership. Also, schemes could be developed without having to justify them on the basis of casualty data.

Sustainability
The traditional road safety team often do not have the time to do the level of community work that has been conducted as part of the NRSI.

Commentary
These case studies outline the importance of involving the local community in the design of safe play areas. This includes not just the areas themselves, but also the access routes to those areas.

This project illustrated the following cross-cutting themes:

- targeting people;
- innovative approaches;
- involving the community;
- partnerships;
- sustainability of programmes.

Contact details
Tameside Metropolitan Borough Council.
Salford City Council.
Stoke-on-Trent City Council.
Rochdale Metropolitan Borough Council.
Wigan Council.
4.4.2 Bradford Moor redevelopment

**Background and justification**
Between 1999 and 2002, the ward of Bradford Moor had the highest rate of children killed and seriously injured in the borough.

**Nature of the intervention**
A multi-faceted engineering programme to improve the road safety and liveability of an area in north Bradford. It involved park regeneration and engineering measures at major junctions and in surrounding streets.

**Target audiences**
The local population, especially the children.

**Partners**
Bradford Vision, Bradford District’s local strategic partnership.
Neighbourhood Renewal.
Regen 2000.
Parks and architects departments of Bradford Council.

**Components of the programme**
Pre-existing plans were brought forward as a result of the NRSI.

A large-scale consultation of children.

The engineering intervention covered traffic calming, lighting improvements, improved play areas, as well as changes to fencing and footpaths.

**Barriers**
The different priorities of the partners.

**Facilitators**
Strong pre-existing structures and formal and community partnerships involved in the regeneration of the city.

Funding came from various sources, including regeneration budgets.

The initiative was successful because of commitment from all partners, despite their priorities outside road safety, a shared enthusiasm and desire to solve issues and local champions.

**Innovative features**
The neighbourhood area partnership was involved in the consultation exercise. Over 1400 children were asked what they wanted in the local park.
**Sustainability**
It is an engineering scheme and therefore has a long-lasting effect.

**Commentary**
This was an area-wide project to improved road safety. It linked with road safety initiatives in the local schools.

As a result of the improvements to the park, there has been a massive increase in its popularity, measured by the numbers of children using it.

The scheme has enhanced the popularity of the council and its officials in the area.

This project illustrated the following cross-cutting themes:
- involving the community;
- partnerships;
- the importance of ‘champions’;
- sustainability of programmes.

The project attracted considerable funding from sources other than NRSI, particularly those associated with regeneration.

**Contact details**
City of Bradford Council.
5 THE WAY FORWARD

5.1 Getting road safety among disadvantaged communities on the agenda

Reducing inequalities in general and health inequalities in particular are government priorities. Hence reducing disadvantage is high on the agenda of many agencies. The Audit Commission and Healthcare Commission report (2007) has highlighted the importance of addressing inequalities in unintentional injuries and that there is a need for strong policy imperatives to stimulate action. Road safety, including highway engineering, has the opportunity to capitalise on the large sums of money going into regeneration. Safer roads and safer access to essential facilities should not be seen as add-ons for those involved in regeneration – they are essential components.

A problem in general is that many regeneration schemes across government departments have no road safety dimension. The NRSI has helped reveal that lack of integration.

5.2 Policy drivers

The number and range of policy initiatives that can be used to promote road safety in general, and casualty reduction among disadvantaged communities in particular, are considerable. When senior managers from local authorities were asked to prioritise the available initiatives they reduced it to the following:

Transport
DfT 2010 casualty reduction target (BVPI 99).
Public service agreement on disadvantage.
Safety camera partnerships.
Road Safety Bill.

Regeneration
Neighbourhood Renewal Fund.
Local Area Agreements – children and young people block.
Respect agenda.
Local Transport Plans.

Education
Every Child Matters (The ‘stay safe’ outcome, the aim of which is children and young people are safe from accidental injury and death).
PSHE/citizenship curriculum.
DfT’s Think! campaign.
Driving Standards Agency (associated with PHSE).
Other
Police community support officers and neighbourhood policing.
Community strategy.
Audit Commission area profiles.

Three strategic initiatives stood out as being used most effectively in the NRSI councils: LSPs, Every Child Matters and the Healthy Schools initiative.

*The LSP has been the key to collaboration.*

*The Every Child Matters document has made a big difference.*

*Healthy Schools and other policy initiatives mean organisations have no choice but to work together on the issue. The NRSI has dove-tailed nicely into these other initiatives.*

*There is a problem of road safety in secondary schools – road safety officers are not always very keen to go into them compared with younger ages... Can be more effective to capitalise on Healthy Schools themes.*

The fact that the health sector has to bear the costs of road casualties would suggest that it is essential that the sector is actively involved in promoting road safety in partnership with other key players.

### 5.3 Organisational change within road safety

One of the most significant changes to emerge from the NRSI was the recognition that, to work closely with the community, staffing structures within road safety departments may need revision. The NRSI coordinators, whose role was largely to develop and sustain partnerships and facilitate new methods of working between departments and external organisations, had a major impact on the success of the project locally. Linked to this there was recognition among managers of the importance of these posts and of the need to prioritise disadvantaged communities.

*The NRSI made it much clearer that you need different skills in road safety, whereas it has been quite insular in the past.*

*The NRSI co-ordinator had a background in community development work. Engineers need people with other skills, especially community liaison.*

### 5.4 Conclusion

This guide has aimed to stimulate both interest and action in widening the reach of road safety to people living in disadvantaged areas. It has provided arguments to
make a strong case for action and examples of initiatives and important cross-cutting themes. Inequalities in road traffic injuries can only be tackled by concerted action between those with a responsibility for road safety working with local communities, complemented by strong political will.
6 ACKNOWLEDGEMENTS

The development of this publication would not have been possible without the assistance of many people. The authors would particularly like to thank the involvement of Margaret Appleton and her colleagues in the NRSI central team and Eric Grubb, WSP Group plc, for their considerable help in identifying who should be invited to attend the workshops that formed the basis of this project and in encouraging them to participate.

We would also like to thank the many workshop participants who gave their time freely, and in some cases on several occasions, and who contributed openly to the discussions. Many people were also contacted after the workshops to assist us further. Without their willingness to assist, the project would not have been possible.

Photo credits
Plucked – Simon Evans.
Other photographs were provided by the relevant road safety teams.


ANNEX 1

The NRSI local authorities

Blackburn with Darwen
Blackpool
Bolton
Bradford
Bury
Liverpool
Manchester
Nottingham
Oldham
Rochdale
Salford
Sandwell
Stoke-on-Trent
Tameside
Wigan
ANNEX 2

Developing this publication

The development of this publication has drawn heavily on the knowledge and experience of professionals from many backgrounds who participated actively in the NRSI.

The projects undertaken within single councils and among consortia of councils were grouped according to their main themes (e.g. in-car safety, educational and publicity resources, highway engineering, partnership development) and a series of facilitated workshops were held focusing on one or two of these themes. Participants were invited to attend, reflecting their involvement in specific projects.

The workshops explored the development and execution of projects, considered the problems that people faced, compared the ways that similar projects were run in different locations, discussed how the specific needs of disadvantaged communities were addressed and examined the roles of senior managers and councillors in the NRSI. One workshop looked at more strategic issues – potential policy drivers: the question of limiting road safety work to one section of the community or of the town or city; whether one should drop ‘traditional’ road safety work and concentrate on high-risk groups; the possible need to change staffing structures to implement the lessons learnt; sustainability of work focusing on disadvantaged communities; and improving communication between and within statutory bodies. Extensive notes were taken at each workshop, which were subsequently sent to participants for confirmation. The workshops were supplemented with telephone and face-to-face interviews.