Local delivery of road safety

Contents

Executive summary

From the 1970s until around 2010, there was a steady decline in the number of people killed or seriously injured on Great Britain's roads, thanks to specific strategies and policies. However, since 2010, the trend has been largely flat, with any reductions attributed to one-off causes or natural variations. During this period, the Department for Transport (DfT) has implemented two road safety policies: the Strategic Framework for Road Safety in 2011 and the two-year action plan, The Road Safety Statement 2019. The DfT is expected to publish the Road Safety Strategic Framework in Spring 2023.

This report examines the current delivery of road safety at the local level, gathering insights on the challenges and opportunities faced by road safety practitioners. Based on the findings of focus groups with practitioners, the report provides recommendations for improving the efficiency and effectiveness of road safety efforts in the future.

Various methods were employed to capture and contextualise the current state of road safety, including a literature and documentation review, focus groups with road safety practitioners, and consideration of practices outside of England. Future options were discussed within focus groups, as well as examining strategies and practices of areas that have adopted the safe system approach.

Currently, road safety strategies in local authorities typically combine engineering and education measures aimed at reducing road accidents and injuries. While there has been a move towards adopting a safe system approach to road safety in many regions, many are facing challenges in renewing their plans due to reduced finances and resources, leading to stalled efforts. At the time of writing, England has not adopted this strategy at a national level, though the approach is expected to feature in the upcoming Road Safety Strategic Framework.

The focus group participants emphasised the need for a clear and structured national strategy for road safety in England. This national strategy should include diverse key performance indicators that allow local authorities to develop and utilise innovative technology. They also highlighted the need for a structured national road safety education framework with defined learning outcomes. The discussions underscored the importance of collaboration and collective action in addressing the complex challenges of road safety efforts.

Road safety professionals emphasised the need to be able to share resources and collaborate more effectively and easily with stakeholders to develop holistic interventions for road safety issues. This could be facilitated by the establishment of a central body to support road safety professionals and serve as a conduit for feedback to the government and aid in the communication of road safety policy.

The report also identified a need to encourage more evaluation to measure the effectiveness of interventions on target populations. This includes ensuring that interventions have clearly defined objectives, supported by accessible frameworks such as logic models, and measures or descriptors that focus on outcomes to highlight effective interventions. Evaluation should be accessible to all, regardless of role, and not overly complex or conceptual.

Introduction

Great Britain previously saw high numbers of deaths, injuries and collisions, but from the 1970s until around 2010 the number of people killed or injured on our roads slowly but steadily declined. This decrease in the number of injuries is a result of a combination of road safety interventions with specific strategies and policies[1]. Reported road deaths have reduced from about 5,500 a year in the mid-1980s to around 1,500 in 2021. The total number of casualties has also reduced in the same period from 240,000 (including 75,000 serious injuries) to around 130,000 (approximately 25,000 serious injuries)[2].

Significant progress was made in reducing the number of casualties on our roads between 2006-2010[3]. However, since 2010, the number of fatal and serious injuries in UK has not decreased significantly, and the trend in the number of fatalities and serious injuries has been broadly flat[3, 4]. Since that point, most of the year-on-year changes are either explained by one-off causes or natural variation[3]. For example, reductions in 2020 were largely as a result of the effects of the COVID-19 pandemic, with periods of national lockdown resulting in a reduction in road traffic levels. In the final few months of 2021 when the UK no longer faced lockdown measures, both the number of road casualties and traffic returned to levels similar to those seen before the pandemic, in 2019[2].

Chart 1 illustrates how little headway has been made toward reducing road deaths during the last decade.

There has been a move in recent years for countries to develop a Vision Zero strategy or implement a Safe System approach for Road Safety (RS), which aspires to a long-term goal of zero deaths and serious injuries on our roads [2]. At the time of writing, England has not adopted this strategy nationally, although regions in the UK have been moving towards implementing a Safe system approach for a number of years. It is expected that the Safe System approach will feature in the upcoming Road Safety Strategic Framework.

The plateauing of road casualties has also coincided with local authorities (LAs) having less funding available for non-social care services. From 2010-2019 funding in England for Highways and transport services has reduced

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[1] Forjuoh SN. (2003) Traffic-related injury prevention interventions for low-income countries. Inj Control Saf Promot, 10(1-2): 109-18.
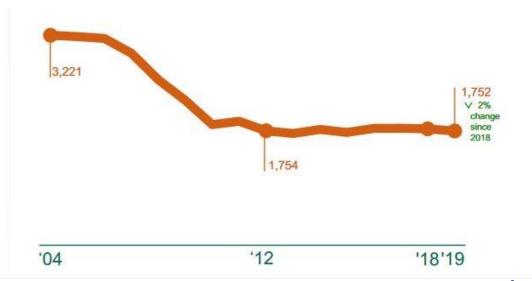
[2] Department of Transport. (2022) Reported road casualties Great Britain, annual report: 2021 https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2021/reported-road-casualties-great-britain-annual-report-2021 (Accessed October 2022)

[3] Department of Transport. (2020) Reported road casualties in Great Britain, annual report: 2019 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/922717/reported-road-casualties-annual-report-2019.pdf (Accessed October 2022).

[4] The Royal Society for the Prevention of Accidents (RoSPA). 2020. A lost decade for road safety https://www.rospa.com/lets-talk-about/2020/october-2020/a-lost-decade-for-road-safety (Accessed October 2022).

by an average of 23.6%[5], however this decrease is not uniform, with district councils reducing their spending by 53.8%[6].

Chart 1

Source: Reported road casualties in Great Britain: 2019 annual report, UK Government[3]

The Royal Society of Prevent of Accidents (RoSPA) has expressed deep concerns about this "lost decade" from 2010-2020 in which there has been lack of progress made towards reducing the number of road accidents and deaths and highlighted that there is need for action to prevent the 2020s being another lost decade[4].

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[5] National Audit Office – The local government finance system in England: overview and challenges - https://www.nao.org.uk/wp-content/uploads/2021/11/The-local-government-finance-system-in-England-overview-and-challenges.pdf (Accessed April 2023)
[6] National Audit Office – Financial sustainability of local authorities visualisation: update https://www.nao.org.uk/reports/financial-sustainability-of-local-authorities-visualisation-update/ (Accessed April 2023)

Methodology

The purpose of this report

RoSPA has been commissioned to conduct research into how road safety is delivered at a local level, gathering insight on what works well, current challenges and what practitioners would like to see in future to help them deliver interventions more efficiently and effectively.

The Department for Transport (DfT) produced a national road safety strategy in 2011[7]. In 2015 and 2019, road safety statements were produced, but we have now reached the end of the period governed by DfT's 2019 current road safety statement 'a lifetime of road safety'[8], which is a statement and two-year action plan, addressing road safety issues throughout the lifetime of road users. A new road safety strategic framework, focussing on the Safe System approach, is expected to be published by the Department in due course.

This report will consider how road safety is currently being delivered at a local level, and will present the findings, including opportunities and challenges identified during focus groups with road safety practitioners.

Methodology

To understand how road safety is delivered at a local level and to identify current opportunities and challenges, RoSPA conducted a literature review and a series of focus groups with road safety practitioners, enforcers and policy experts.

1. Literature review

The literature review focussed on studies conducted in UK related to plateauing of road traffic deaths and injuries. Due to the minimal peer-reviewed studies in this field we expanded the literature search to include grey literature and published studies in other high-income countries to allow for comparisons and examples of best practice. Due to the limitations in data, there was no filtering of the studies based on the strength of the study design: and unlike in a standard systematic review, all the studies meeting the other eligibility criteria were included irrespective of strength of design.

The process of searching literature/databases was online/desk based. The electronic search was conducted on the following databases: MEDLINE, Global Health, Embase, and Web of Science. An electronic search was also conducted on Google Scholar. The grey literature was found by an electronic search on Google and

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[7] DfT Strategic Framework for Road safety, 2011
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/8146/strategicframework.pdf (Accessed April 2023)
[8] DfT – The Road Safety statement 2019. A lifetime of road safety
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817695/road-safety-statement-2019.pdf (Accessed April 2023)

Internet Archive search engines. The literature review conducted as part of this project can be found in Appendix 2.

2. Focus Groups

Four focus group were conducted, with each group including six to ten people. Participants were either recruited directly or through a call for participants in a Road Safety Great Britain email shot. This ensured that we had a good variety of participants including road safety managers, road safety officers, fire and police services and councillors, as well as ensuring that we had a good geographic spread across England. To gain perspective on the differences between teams operating in different road environments, we targeted recruitment to ensure we included practitioners who were working in urban and rural areas.

Focus groups were chosen as our research method to allow us to get a breadth of understanding of the thoughts and experiences of road safety practitioners on the current state of road safety in the UK.

All sessions followed a discussion guide [see appendix 3] to ensure that we covered similar topics in each session. The topic guide explored the challenges and pain points of delivering their local road safety strategy, considering ways in which these can be addressed. It also allowed for a conversation into what is currently working well and what else practitioners would like to see to help them deliver to the strategy more effectively in future.

Focus Groups

Findings

Focus groups of six to ten practitioners were conducted. In total, 14 local authorities (LAs), three regional road safety partnerships (RSPs) and three emergency services were represented. These focus groups were recorded and transcribed and an initial analysis of responses was conducted. Four overarching themes of discussion were identified:

1. Strategy
2. Financial and departmental capacity
3. Education and delivery
4. Evaluation

Initial analysis of Focus groups

1. Strategy

LAs appear to be working with a long-term strategy or action plan. These plans however, can be out-of-date or in the process of being renewed. Most LAs road safety strategies combined engineering with education. Structurally, often, these practitioners work within the Highways department within the authority. LAs are beginning to change direction with their strategies, with many now moving towards a Safe System approach. One authority was renaming their strategy, to try and allow them to incorporate a lot more diverse topics into it that are not always traditionally associated with road safety; as yet, however, they had not defined or rewritten their strategy to this brief.

There were several core discussion themes that were identified in all of the focus groups when it comes to challenges around preparing and renewing their strategy or action plan:

a. Staffing
   Current staffing levels are low across all departments. This can hamper efforts to renew plans due to some road safety teams only being one person strong. This can mean they struggle with capacity and staffing resource to take on large projects, such as renewing a strategy. Some practitioners also bemoaned the constant "churn" of personnel and restructuring, at all levels within the broader highways remit. As a result, staff are not necessarily in post long enough to dedicate the time needed to complete a renewed and updated strategy.

b. Safe System approach
   Most of the representatives from LAs RoSPA spoke to would like to begin to move towards a Safe System or Vision Zero approach for their strategy. LAs seem to be navigating this approach themselves, coming up with their own targets and implementation strategies. They felt that there was a lack of national leadership on implementing a Safe System approach and developing meaningful targets or performance indicators. Participants were frustrated by this and felt that there has been a lack of support in recent years from the Government, in how to implement these strategies as effectively as they could. LAs

wanted to see more education, support and national leadership on implementing a Safe Systems approach that included national targets and Key Performance Indicators (KPIs).

c. Data

Some participants felt that data they require to implement Safe System strategies was lacking. They said that they would like to see the DfT and other stakeholders produce and publish more data (such as harsh vehicle braking information, which can indicate a near miss or cameras that can detect near miss information or digital traffic counts). There is a need for data to move forward with advances in technology and have indicators that would mean that LAs could commit to financing this new generation of data collection. Participants also said that they would like to see national data published in a more timely manner, nearer to real-time as they feel that slow data publishing can affect how data is viewed.

d. Targets and indicators

The focus group participants felt there was a need for DfT to set national Key Performance Indicators (KPIs) and targets within national strategic guidance. This could then help inform local policy and target setting, allowing practitioners to have meaningful conversations within their LAs on how to support and achieve the KPIs. One practitioner highlighted that without national performance indicators, LAs will perceive that they are getting poorer value for money from road safety departments.

Some participants suggested that we should move away from relying on statistics on the number of people killed or seriously injured (KSI) or the number of collisions as they don't provide practitioners with a true picture of what is actually happening 'on the ground' and which groups need targeted support. By using KSIs and RTCs as a measure it means that practitioners need to continue to see collisions to justify the work that they do. It was suggested that targets (and therefore KPIs) should be based on factors such as societal cost, collisions and injuries per billion vehicle miles and incidents by road user group.

e. Lack of national lead and political support

All participants felt frustrated by a lack of national leadership and decision making. This has meant that an environment is created whereby the support for road safety at a political level, both national and local has decreased significantly in recent years.

Participants felt that road safety was becoming less of a priority over time, with active travel, air quality and environment viewed as more pressing national and local priorities. Participants felt that due to how LAs work and the lack of national leadership, that there was often a lack of understanding that active travel is intrinsically linked to the Safe System approach to road safety. It was felt that in order to implement Safe System approach/Vision Zero successfully there needed to be a national culture change that was led by Government, with a longer-term vision that spanned beyond people's careers.

Participants also mentioned that they felt it was difficult to feed back any concerns to the Government and to have any dialogue. They felt that this was sometimes because there were too many 'voices'. Suggestions to overcome this problem included having one national body to represent road safety professionals. This body could help develop and support road safety professionals as well as act as a national conduit for feedback and dialogue with the Government.

2. Financial and departmental capacity

Local delivery of road safety

a. Budgets

Most participants were concerned that resources and funding were becoming stretched, and this then had negative impacts on their ability to perform their role. Their concerns were that funding was either being reduced or diverted to other departments and agendas. The reduction in budgets has also meant that there are now fewer road safety teams and a reduction in road safety team staffing; affecting their overall capacity and ability to develop new resources and deliver effective interventions. Participants wanted the Government to listen to their concerns around this and to return spending and funding to previous levels. Some practitioners identified that some current targets for programmes, such as the Bikeability offer, were not funded to the correct level.

As a result of the reduction in budgets, and in part due to the COVID-19 pandemic, many more courses and training sessions are delivered online. Some of this has been in an effort to reduce travel time, this was especially poignant in large rural LAs. Whilst this has helped road safety teams in some cases to increase the number of people attending these courses, there was a question around the effectiveness of these courses, when delivered in such a way. Due to budgetary and capacity constraints, there was also concern about the time it takes to develop online courses. Participants felt that it would be good to develop shared and standardised road safety resources. However, some participants identified that this can currently be difficult due to their LAs copyright policies & procedures; such as sharing monies. Some practitioners said that their areas have been able to develop shared resources by all contributing to a pot to help develop a central bank of resources.

b. Recruitment

Every participant had concerns over a LAs ability to recruit staff and volunteers to deliver road safety education and engineering. They identified that this was in part due to LAs competing for a small group of skilled road safety practitioners. This means that positions can remain vacant for extended periods, causing a backlog of work. These concerns were uniform across all focus group participants and across employment grades – from managers to trainers and school crossing patrols. One participant stated that once someone has retired from a school crossing patrol position, it became difficult to attract any interest in the position. Some practitioners also had difficulty recruiting Bikeability instructors, as these are often advertised as zero-hour contracts. Practitioners said that often, instructors found other work in winter months or had other commitments in the busier, warmer months, meaning they were unable to work particular days.

c. Training

There was discussion on the lack of a national training scheme for road safety professionals, meaning that practitioners often have to seek out information and train themselves. There was also a concern over the lack of understanding from Councillors regarding road safety, including what it is and what they can do to support their road safety teams. However, a couple of road safety partnership areas suggested that they have an important role to play in this area and they have begun to share knowledge and ideas; allowing professionals to access information and informal 'training' that they would not usually have access to. For example, one road safety partnership (RSP) said that they host monthly 30-minute sharing meetings on a particular education topic and that the feedback on these meetings had been positive. The same partnership also invited their LA councillors to their road safety partnership meetings, helping to educate them about road safety and engaging with them on current issues. Another partnership carried out peer-to-peer mentoring as well as carrying out behavioural change theory training.

d. Local area road safety partnerships

All participants found their road safety partnerships invaluable. These groups play a role in supporting organisations across a region to:
    i.   Run co-ordinated campaigns – working effectively and meaningfully with partners
    ii.   Share regional road safety objectives
    iii.   Allow organisations access to additional funding.

However, there was wariness in being so reliant on partnership working with a few suggesting that it is not a sustainable way of working. For example, projects that are funded from the road safety partnership often required practitioners to do project work on top of their existing workload.

3. Education and delivery

LAs have a range of mechanisms to deliver road safety in their area, this can include road safety education, engineering schemes, enforcement activities and reviewing speed limits. Activities are delivered by the LA, via partnerships or through an outsourced supplier. Generally, LAs try to prioritise the most vulnerable locations, where there is evidence of road safety problems. However, practitioners can find this difficult depending on the size of the area they serve and the variety of settings (urban vs rural) within the LA. One LA suggested that they have had to adapt their education resources and targets [on active travel] due to it not being as relevant in rural areas within their authority boundary.

The most vulnerable locations are generally identified through collision data, however as one authority pointed out, as we aspire to Vision Zero, more technical data will be needed, as their LA currently measures the value for money on an intervention through collision data. Practitioners expressed an interest in having access to data that indicates where collisions might occur in future e.g. near miss data.

a. Education programmes

Most of the practitioners in the focus groups now have a mixed offering of programmes, of those that can be delivered online and those that require in-person delivery. The move to more online training was accelerated by the Covid-19 pandemic. It was noted that by moving programmes online, practitioners were able to increase the numbers who attend certain courses in a range of settings that would otherwise not be able to be delivered due to capacity.

It was noted that there does need to be specific content development when moving a course online that was previously delivered face-to-face and activities may need to be adapted. This can be difficult due to the capacity of the road safety departments at current staffing levels. This approach however does not necessarily mean that all programmes have continued post-Covid; reasons for this included lack of capacity, difficulties recruiting instructors to run the programme and funding challenges.

There have been some programmes, since Covid, that have been seen as a success, due to a rise in the numbers of people attending or interacting with it;
    i.   One region had a successful social media project, with large views per month across all social media platforms
    ii.   There has been a rise in the numbers of people being put through diversionary courses
    iii.   There has been a rise in the number of people attending a motorbike training course.

With all of these examples, it was noted that there is currently little understanding of how or if they influence behaviour change within the target audience.

b. Education programmes – schools

There was general consensus that it has been difficult to deliver road safety education in schools since the pandemic began, an issue that is particularly acute in secondary schools and areas with a middle school system. Participants generally agreed that it is easier to build relationships with primary schools, perhaps due to more stable staffing structure, allowing them access to run interventions every year.

It was suggested that secondary schools don't necessarily see the importance of road safety education and how it fits into their whole school objectives and participants felt that they often don't make space in their curriculum for it. Suggestions were made that since the pandemic, schools have been focused on their 'core' curriculum due to the disruption in learning that happened during the periods of lockdown. Road safety teams also noted that they don't necessarily understand a school's requirements, meaning that better relationships and understanding need to be built. In one focus group it was noted that Fire and Rescue Services (FRS) were able to access secondary schools in an area where a road safety team was not. It was suggested that this is because FRS have a clear offer and package. Another participant had adapted their secondary school road safety offering by linking it to other areas of the curriculum. However, they noted that this needed to be done carefully and with consideration as it would have been easy to "water down" the road safety messages.

Another source of frustration for road safety team participants was that their LAs received numerous complaints around parking outside schools and these were then passed onto them. Participants bemoaned the lack of communication locally and nationally on the need for people to move towards active travel modes and motorists' lack of understanding about the responsibilities when driving a car. It was noted that this issue is exacerbated by the sometimes negative media coverage of alternative modes of transport. It was noted though that this understanding and shift to active travel can be part of road safety within a Safe System strategy.

c. DfT resources

Road safety professionals wanted the DfT to lead nationally to develop content for education, by offering road safety teams more guidance to understand what people need to be taught and what behaviours to promote at that stage (what to teach and when). This framework would help them to build their own programmes and give them the confidence to slightly alter programmes depending on local need and circumstance.

It was identified that any such framework would need to be developed in partnership with academics and road safety professionals, so that anything developed can be evidence-based, vocational and practical to deliver. To help support this, it was suggested that there was a need for an evidence-based central repository of guidance and example programmes.

Participants also suggested that there had been a lack of guidance from Government around dissemination of national campaigns and messages. They wanted to support the Government's national messages, but felt that they didn't have the tools or support in order to do this effectively.

4. Evaluation

There was a general feeling that participants didn't have the knowledge to conduct evaluations of their programmes and that they are generally asked instead to produce numbers and easily digestible data. There were aspirations to improve evaluation, but many were daunted by the size of the task due to low level of resources, gaps in knowledge and budget pressures. However, this view was not uniform with one LA having all their primary resources evaluated, with a planned programme of reassessment every few years. Another LA had an evaluation specialist who had created logic models for all their

interventions; allowing them to know what their success measure looked like, monitor outputs such as reach, and monitor value for money per person and behaviour change (where possible).

Overall, there was a consensus that to conduct meaningful evaluation, there needed to be a cultural and mentality shift in funders and LAs. There was a feeling that funders and LAs often only wanted data such as the number of people attending courses or percentage change in the number of collisions in an area, to prove the effectiveness of the intervention. Road safety professionals felt that anecdotal evidence was not taken as seriously and that monitoring data was seen as being easier to understand for senior management or funders. The participants fully recognise the shortcomings of this approach. As practitioners, they were aware that it is difficult to attribute any singular activity to any reductions in KSIs, with 'KSIs being so low now, you don't actually know if your scheme was effective or if the cases would have disappeared anyway'. They also understood that just because people attended courses, this didn't necessarily account for meaningful behaviour change.

Participants also noted shortcomings in evaluation forms that delegates were often asked to complete at the end of a programme. They recognised that forms are often filled out incorrectly and the data and information gathered not always meaningful. They also suggested that any anecdotal evidence gathered from such form can be useful locally, to them, but not always useful when trying to get extra funding for a programme.

Summary of key findings from focus groups

1. Strategy:
   a. Staffing levels are low due to budgetary pressures and difficulties in recruitment, causing a decrease in capacity and creating a backlog of work
   b. Local delivery plans or strategies were in place, some have been updated but many have not
   c. Frustration that there is a void in national leadership
   d. A lack of understanding and knowledge at senior LA level of road safety
   e. It is important to have targets but need to move towards Key Performance Indicators.

2. Financial
   a. Reducing budgets in Highways departments mean that there has been reducing budgets for road safety interventions/programmes
   b. Reduction in budgets have caused a reduction in staffing levels
   c. New programmes take time to develop, this is difficult due to current staffing levels and capacity. It is difficult to then share resources due to LA copyright procedures.
   d. There is a lack of ability to recruit skilled staff at all levels
   e. There is a lack of training for road safety professionals; most would welcome a national training scheme
   f. Partnership working invaluable and can help increase capacity
   g. Many road safety departments are to some extent reliant on partnership working.

3. Education and delivery
   a. There has been a move towards a mix of online and face-to-face programmes. This is a move that has been accelerated due to the Covid-19 pandemic.
   b. Practitioners are facing problems accessing schools since the Covid-19 pandemic, especially secondary schools. There is a view that schools don't necessarily see the importance of road safety combined with the road safety departments finding it difficult to communicate the need to schools or understand the school's requirements

    c. Pressure to deal with community concerns rather than known risk

    d. Lack of guidance and support from Government

    e. A desire for the DfT (or another body) to take the lead to develop an evidence based national content and framework for road safety

    f. Practitioners would like to see a central body to act as a national conduit for feedback to the DfT

    g. Participants said that there is a need to have a central repository of guidance/programmes that were evidence based.

4. Evaluation

    a. Basic monitoring is taking place, but evaluations are rarely conducted due to budget, staffing and knowledge constraints

    b. Practitioners said that a cultural shift is needed so that programmes are structured with meaningful evaluation built in and for LAs and funders to require this rather than just data outputs

    c. There was a difficulty in using local KSI as a data point to prove effectiveness due to the fact that there are thankfully fewer people killed and seriously injured on our roads.

Discussion

Overview of findings and discussion of challenges and opportunities

Current Practice	Challenge	Opportunity	
Strategy		**Local**	**National**
Local delivery plans or strategies not in place or haven't been updated	Low staffing levels mean that there is a backlog of work A void in national leadership from Government LAs do not necessarily have the knowledge or capacity to implement a new strategy Active travel is seen as a separate issue and not an initiative that joins with road safety	All LAs to adopt a long-term strategy for road safety; extending to at least 2030	DfT Should develop a comprehensive Long-term national vision or strategy that incorporates key performance indicators (KPI) derived from a safe system approach DfT should create a guidance framework to assist LAs in how to implement this approach for their locality
A movement towards safe systems KPI	A lack of understanding and knowledge around Safe System approach implementation and KPIs Road safety is currently not seen as the most important topic at senior level due to lack of clear reporting structures	LA councillors take an active role and engage with road safety partnerships LAs forum dedicated committees for road safety that are connected to all aspects of road safety as illustrated in figure 3	As part of the long-term strategy, KPI targets should be adopted. These targets should have indicators in place, and regular performance reporting should be conducted

The Government's strategic vision for roads was last updated in 2012, with a partial recognition that casualty numbers alone may not always reflect road safety performance or effectiveness[9]. The Government subsequently released a road safety statement in 2015, followed by a two-year action plan in 2019[10]. There is a move across the UK and internationally to put a safe system approach at the heart of any new road safety strategy, with

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[9] PACTS response to the Transport Committee's RS inquiry
https://committees.parliament.uk/writtenevidence/101914/html/#_ftn4 (Accessed April 2023)
[10] DfT The Road Safety Statement 2019 – A lifetime of Road Safety (2019)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817695/road-safety-statement-2019.pdf (Accessed April 2023)

many having the aspiration to reduce road casualties by 50% by 2030. In 2021, the EU published its road safety strategy with a longer-term vision of zero fatalities or serious injuries by 2050[11].

It is crucial for the Government to assume a national leadership role in implementing the safe system approach and establish a set of key performance indicators (KPIs). These KPIs can serve as the foundation for regional policies and ensure that performance is comparable across road safety partnerships. KPIs should not solely focus on crash statistics but also measure behaviour changes and or near miss information that could potentially lead to collisions. The variety of KPIs used should reflect a broader approach to road safety.

List of KPIs and their definition

KPI area	KPI definition
Speed	Percentage of vehicles travelling within the speed limit
Safety belt	Percentage of vehicle occupants using the safety belt or child restraint system correctly
Protective equipment	Percentage of riders of powered two wheelers and bicycles wearing a protective helmet
Alcohol	Percentage of drivers driving within the legal limit for blood alcohol content (BAC)
Distraction	Percentage of drivers NOT using a handheld mobile device
Vehicle safety	Percentage of new passenger cars with a EuroNCAP safety rating equal or above a predefined threshold
Infrastructure	Percentage of distance driven over roads with a safety rating above an agreed threshold
Post-crash care	Time elapsed in minutes and seconds between the emergency call following a collision resulting in personal injury and the arrival at the scene of the collision of the emergency services

Chart 2: *Values for Road Safety KPIs in EU member states, Baseline project [12]*

Chart 2 illustrates the list of EU KPIs and their definitions. For instance, a pilot study is underway in Greece to determine the percentage of vehicles traveling within the speed limit. This study uses incident detection systems and traffic data recording loops to collect data, with the aim of identifying patterns such as when people tend to speed and on which days[12].

Transport Scotland has also published a road safety framework to 2030, with the long-term aspiration of achieving zero fatal or seriously injured casualties by 2050. Along the way to this aim, are interim targets (to 2030) that align with the long-term goal and feature defined targets for measuring progress. Metrics that describe casualty improvements (intermediate measures) or assess safety improvements for roads, road users or vehicles (KPIs) support and inform these targets (see chart 3)[13].

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[11] Baseline project; producing values for Road Safety KPIs in EU member states https://baseline.vias.be/en/about-the-project/ (Accessed April 2023)

[12] KPIs of road safety in the HELLASTRON network https://www.nrso.ntua.gr/wp-content/uploads/2019_10_KP_RoadSafety_KPIs_EN.pdf (Accessed April 2023)

[13] Transport for Scotland – Development of Sxcotland's 2030 Road Safety casualty targets and KPIs https://www.transport.gov.scot/media/48832/development-of-scotlands-2030-road-safety-casualty-targets-and-key-performance-indicators-september-2020-updated.pdf (Accessed April 2023)

Chart 3: *Key elements of the performance management element of a road safety framework, Transport for Scotland[14]*

The development of a national strategy and framework by the DfT will aid local authorities in adapting the national framework to their specific regions and localities. It will provide a nationally supported set of measurable targets and KPIs that can be comparable across the country. By aligning this vision alongside sustainable development goals LAs will be able to think about active travel and environmental goals in a cohesive manner.

Current Practice	Challenge	Opportunity	
Financial		**Local**	**National**
Road safety departments working in isolation [within LA], therefore struggling to carry out tasks, creating a backlog of work	LAs have suffered budgetary cuts and where current performance indicators are slipping do not have sufficient budget or the ability to recruit skilled staff to implement a safe system approach to road safety Reduced budgets have led to staff cuts, reducing the capacity of road safety teams	Departments collaborating and working together, acknowledging the common link of road safety (as illustrated in figure 3). Increased partnership working to aid the sharing and co-creation of resources	Technology encouraged to identify opportunities for proactive treatment of risk; helping to detect and identify high-risk areas and behaviours. Departments collaborating and working together, recognising the common link of road safety (as depicted in figure 1)
Effective partnership working	Partnership working is invaluable with many road safety departments reliant on it for extra funding Some road safety departments think that they have become too reliant on partnerships and this may not be sustainable long-term	LAs collaborating with other organisations that are not always currently involved in road safety (as shown in figure 3). LAs councillors actively involved in road safety partnerships	RSPs can serve as a conduit for providing the Government with direct feedback and for the dissemination of information and support to LAs and other stakeholders (as shown in figure 1). By working closely with the RSPs, the DfT can better understand the challenges and opportunities in different regions.

| Lack of any training within the road safety profession | No formal training for road safety professionals

Lack of evidence-based outputs from road safety departments

Low frequency of peer-to-peer learning opportunities | RSPs to encourage peer-to-peer lunch meetings as a way to disseminate national and local work, ideas and best practices. Meetings can be an opportunity to share experiences, learn from each other and identify new approaches or solutions to road safety challenges. | Creation of a national training framework for road safety professionals; increasing knowledge and skills. This framework can provide standardised and comprehensive approach to training, ensuring that all road safety professionals have access to the latest research, best practice and tools.

Establishment of a central repository of evidence-based resources that have been evaluated and reviewed can further support road safety professionals in their work. The repository can provide one area for up-to-date information, research, case studies and other resources related to road safety, making it easier for professionals to access and apply this knowledge in their local contexts |
|---|---|---|---|

The Scotland Road Safety Framework has adopted the 'Place principle' to help organisations overcome organisational and sectoral boundaries to encourage better collaboration and community involvement and improve the impact of energy, resources and investment[14]. It recognises that there are "significant challenges including fiscal and social-economic and that [we] must adopt a 'common-sense' approach that focuses on what is important: people and communities. To maximise the impact of our combined resources, we must work better together."

As highlighted in our focus groups, practitioners enjoy working in partnership and the interaction and opportunities that it brings. However, in practice there is evidence that partner agencies do not always work together effectively. A 2018 report from the HMICFRS[15] found that partner agencies are often not involved in police road safety initiatives, which can often lead to disjointed and inefficient approach to road safety. The

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[14] Scottish Government – Place principle: introduction https://www.gov.scot/publications/place-principle-introduction/ (Accessed April 2023)

[15] HMICFRS – Roads Policing: Not optional. An inspection of roads policing in England and Wales https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/roads-policing-not-optional-an-inspection-of-roads-policing-in-england-and-wales.pdf (Accessed April 2023)

Local delivery of road safety

Place principle calls for more interlinked partnerships with other departments outside the confines of a traditional road safety approach. Therefore, if we are going to work successfully and sustainably towards a safe system approach we must identify the organisations that need to have an input and bring them together in a coordinated way – see figure 1[16].

Figure 1: *Road Safety Context, Transport for Scotland* [17]

This school of thought is not new and DFID published a report in 1997 that gave a similar overview of many different people [and organisations] are responsible for accident prevention (see figure 2)[17]. In 2021, TRL also suggested that a new Road Safety Board should be established as a lead agency to govern and direct the road safety work of the DfT and all partners[18], bringing together strategic partnerships so there could be coordinated leadership to deliver the safe systems goal (see figure 3).

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[16] Transport for Scotland – Scotland's Road Safety Framework to 2030 https://framework.roadsafety.scot/wp-content/uploads/2021/05/Road-Safety-Framework-2030-May-2021.pdf (Accessed April 2023)

[17] DFID: Road safety education in developing countries. Guidelines for good practice in primary schools https://trl.co.uk/uploads/trl/documents/ORN017.pdf#page49 (Accessed April 2023)

[18] TRL – Safe roads for all, 2021 https://trl.co.uk/uploads/trl/documents/Safe-Roads-for-All-26.8.21---MIS054.pdf (Accessed April 2023)

WHO IS RESPONSIBLE FOR ACCIDENT PREVENTION?

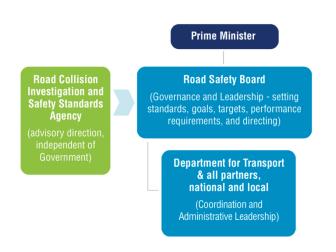**Figure 2:** *Who is responsible for accident prevention, DFID* [18]

Figure 3: *A proposed leadership framework to achieve safe and healthy mobility, TRL* [19]

Clear and effective communication is crucial for successful implementation of road safety policies and initiatives. It is important for LAs and road safety partnerships to have a clear way to communicate with the DfT to provide feedback, raise concerns and share good practice. This communication should be timely, accessible and two-way, allowing for effective collaboration and coordination.

The lack of a clear framework for communication with the Government, as highlighted by our participants, is a concern that needs to be addressed. The Government should take steps to establish effective channels of communication with local authorities and road safety partnerships, such as regular meetings, consultation

[19] TRL – Safe roads for all, 2021 https://trl.co.uk/uploads/trl/documents/Safe-Roads-for-All-26.8.21---MIS054.pdf (Accessed April 2023)

exercises and information sharing platforms. This will enable the Government to better understand the challenges and opportunities at a local level and provide guidance and support where necessary.

It is also important for the Government to involve local authorities and road safety partnerships in the development of national policies and strategies. This will ensure that the needs and perspectives of local communities are considered, and that national policies are relevant and effective at a local level. Currently the communication structure does not allow for ease of feedback or dissemination from national to local levels (see figure 4) due to the varying departments involved having different strategic leads.

Participants felt that a national conduit for road safety partnerships could certainly help improve communication between local and national government bodies, as well as provide a platform for feedback and dissemination of resources. A suggestion for how this could be structured is shown in figure 5. This would also help create a central voice for road safety partnerships, enabling them to have more influence on policy and decision-making at the national level. It would be important to ensure that such a conduit is representative of all stakeholders, including local authorities, road safety partnerships, and community groups, to ensure that all perspectives are heard and considered. A similar leadership structure was suggested by TRL in 2021, in their Safe Roads for All publication[20]. Whilst RoSPA's suggestion looks at given a central voice for local road safety, TRL suggested that a new structure was also required to lead road safety effectively across Governmental departments (see figure 3).
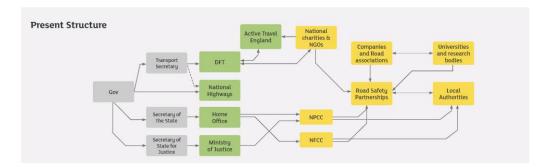

Figure 4: *simple schematic of current communication channels in Road Safety*

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[20] TRL – Safe roads for all, 2021 https://trl.co.uk/uploads/trl/documents/Safe-Roads-for-All-26.8.21---MIS054.pdf (accessed April 2023)
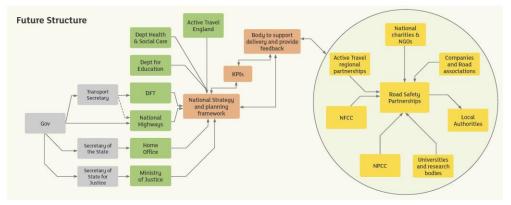
Local delivery of road safety

Figure 5: *A proposed framework to aid clear communication channels and encourage inter-departmental co-operation*

Current Practice	Challenge	Opportunity	
Education and delivery		**Local**	**National**
A mix of delivery methods both online and face-to-face	No evaluation of the effectiveness of courses delivered online LAs running online courses to keep numbers doing course high Content development for online courses can be difficult	Evaluation of online courses is essential to understand their effectiveness in promoting behaviour change. It is vital to identify the most effective courses and invest in evidence-based approaches that are proven to be effective Sharing resources through partnership working or co-creation, reducing duplication of effort and ensuring that resources are targeted effectively and tailored to the needs of the audience and therefore likely to be more effective in achieving behaviour change.	Establishment of a central repository of evidence-based resources that have been evaluated and reviewed can further support road safety professionals in their work. The repository can provide one area for up-to-date information, research, case studies and other resources related to road safety, making it easier for professionals to access and apply this knowledge in their local context.

Difficulties in accessing schools	Schools don't see road safety as important as they once did Schools under National Curriculum pressures Road safety departments do not necessarily understand school requirements	Road safety practitioners having a clear offering for schools and knowing at what age group the offer is expected to be delivered. It is vital to ensure that content is appropriate for the developmental level of the children and that delivery is consistent across school and regions. Practitioners must also ensure content is aligned to regional and national long-term priorities and strategies. In addition to a clear offering, RSPs need to work closely with schools to ensure content is engaging, relevant and effective. This may involve co-creating resources, using interactive and participatory learning methods and providing ongoing support and training for teachers	Development of an evidence-based national framework for road safety education so that there is a clear understanding of what to teach and when to teach it. This framework would be based on research and best practice in the field and would need to be adaptable to the needs of the different groups and communities. The framework would need to provide guidance on the development of educational materials and resources, as well as on the delivery of road safety education to different groups such as children, teenagers and adults. It would also need to consider the different modes of delivery, such as in-person instruction, online courses and interactive programmes. By providing a clear and evidence-based framework for road safety education, road safety professionals would be better equipped to deliver effective and impactful programmes.
Lack of national guidance or support from DfT	It is difficult to access support from Government DfT is seen as an 'arms length' body that does not support road safety locally Road safety departments are not supported in how to effectively disseminate national road safety campaigns from the DfT		DfT to provide guidance and support to LAs on how to effectively disseminate national campaigns locally, providing clear messaging and materials that can be adapted to local contexts, as well as advice on how to target specific audiences and measure the effectiveness of the campaign. Establish a central body to support road safety professionals and act as a national conduit for feedback to the DfT. This body would have a

			role to disseminate information and resources, provide training and development opportunities, and facilitate collaboration between road safety partnerships at both national and local levels. It could also serve as a platform for sharing best practice, identifying gaps in knowledge and resources, and developing evidence-based solutions to road safety challenges. Additionally, this central body could play a key role in evaluating the impact of road safety interventions and providing feedback to the DfT to inform policy and decision-making.
		24	

As early as 1995 the DfT or Dept of Transport, as it was known then, recognised that 'in order for road safety to be really effective it requires a clear structure within a recognised curriculum with a planned, sustained and coherent programme of learning'[21]. However, it was clear that the focus group participants felt that currently there was no clear structure in England for them to follow. Participants felt that nationally there needed to be a clear structure to road safety knowledge and behavioural development, allowing them to build a coherent programme of learning activities.

Having a clear and structured framework for road safety knowledge and behavioural development is crucial for effective road safety education. This can help road safety professionals to plan, deliver, and evaluate their interventions, as well as ensure consistency and coherence across different regions and age groups.

The DfT and other relevant organisations should work collaboratively to establish a national framework for road safety education, which could include guidelines on key concepts and skills to be taught at different stages of development, as well as evaluation criteria for assessing the effectiveness of interventions. This could also be linked to the development of evidence-based resources for road safety education and training, as well as a central repository for sharing best practices and learning materials.

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[21] DoT, 1995. Road Safety Education in Schools: Primary Schools Good practice Guidelines. London: Department of Transport.

Local delivery of road safety

Clear learning development frameworks have been developed by organisations such as RoSPA,[22] Roadwise[23] and the Northern Ireland[24] region. These frameworks are example guidance on what road safety education people should be receiving at what age, based on different key stage ages, as in the case of Roadwise, or on parental guidance, as in the case of RoSPA and Northern Ireland. Frameworks such as these provide an example of how to build knowledge in a sustained and coherent programme of learning.

Developing a national knowledge and behavioural framework for road safety education would certainly help in setting key aims and expected outcomes for education initiatives across the country. This could then feed into a KPI, which would give permission to LAs invest in a range of road safety initiatives that are nationally comparable.

Current Practice	Challenges	Opportunities	
Evaluation		**Local**	**National**
Basic monitoring taking place	LAs and funders currently require data output on limited measures (primarily monitoring data) Lack of knowledge of how to conduct meaningful evaluations Scientific, robust evaluations can be prohibitively expensive	Indicators in place to monitor performance and reported to senior managers Raise the profile of safe system approach Support training and knowledge development in evaluation and behavioural change theory	These evaluations of interventions can feed into a set of national KPIs

Participants cited that lack of staff knowledge, cost and the the lack of awareness or perceived need at LA level as some of the reasons why road safety interventions are not effectively evaluated. Participants also pointed out that data on collisions are often still the only measurement that is consistently being used, which may become outdated as the number of collisions decreases.

The perceived cost of conducting a robust evaluation on interventions was a challenge for participants. Practitioners also felt that they did not have the knowledge to present 'anecdotal' evidence to funders or LAs and if they did it would not be taken as seriously as monitoring data. To address these issues, there needs to be increased awareness of the importance of evaluating road safety interventions, and resources should be made available to assist road safety professionals in the process. This raising of awareness and importance in evaluation needs to be spread across all partners that are involved in road safety, so they can share

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[22] RoSPA – Teaching Road Safety: A guide for parents https://www.rospa.com/media/documents/road-safety/teaching-road-safety-a-guide-for-parents.pdf (Accessed April 2023)

[23] North Yorkshire County Council – Road safety in the secondary curriculum https://www.roadwise.co.uk/wp-content/uploads/2015/09/secondary-schools-road-safety-v2doc.pdf (Accessed April 2023)

[24] Northern Ireland direct Government Services – Parents guide to road safety, 2021 https://www.nidirect.gov.uk/publications/parents-guide-road-safety (Accessed April 2023)

understanding of road safety issues and operate effectively. A 2018 HMICFRS report[25] found that a lack of evaluation in police road safety work, can prevent meaningful engagement with identified vulnerable groups.

Logic models can be a useful tool for road safety professionals to use when evaluating their interventions because they can structure data collection and analysis to explore the main aspects of an intervention and relationship between them'[26]. They provide a visual representation of the inputs, activities, outputs, outcomes, and impacts of an intervention. By using a logic model, road safety professionals can identify the specific outcomes and impacts they hope to achieve and can plan their data collection and analysis accordingly. Logic models can also help road safety professionals to convey the value of their interventions to funders and LAs, by clearly showing how their interventions are designed to achieve specific goals and outcomes. Additionally, logic models can be used to communicate the results of evaluations to stakeholders, by presenting the data in a clear and structured way.

It is important for Government to provide guidance and support to road safety professionals on the importance of evaluating their interventions in education. Without evaluation, it is difficult to determine the effectiveness of road safety programmes, and professionals may continue to implement ineffective or even harmful interventions. While the evaluation process can seem complex and difficult, there are resources available to assist road safety professionals, such as RoSPA's evaluation hub[27] and the Scottish Government's 5-step approach[28]. By promoting the importance of evaluation and providing the necessary resources and support, Government can help road safety professionals make informed decisions about the interventions they implement and ensure that they are effective in improving road safety.

Alongside this, there needs to be an increased ability to access and share resources. Participants felt creating a central repository of peer-reviewed and evaluated resources could be a valuable tool for road safety professionals to access and share information. Whilst they were all aware of the Think![29] resources and the RSGB Knowledge centre[30] neither were talked about as currently being effective models to disseminate information, with several participants worried that the Government resources often lack clear guidance on how to use them. It was noted that it is important to work together to ensure resources are evidence-based, fit for purpose and meet the needs of road safety professionals.

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[25] HMICFRS – Roads Policing: Not optional. An inspection of roads policing in England and Wales https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/roads-policing-not-optional-an-inspection-of-roads-policing-in-england-and-wales.pdf (Accessed April 2023)

[26] UK Government – Creating a logic model for an intervention: evaluation in health and wellbeing https://www.gov.uk/guidance/evaluation-in-health-and-wellbeing-creating-a-logic-model (Accessed April 2023)

[27] RoSPA – Evaluation Hub https://www.rospa.com/consultancy/evaluation-hub (Accessed April 2023)

[28] Scottish Government – The 5-step approach to evaluation: Desiging and evaluating behaviour change interventions https://www.gov.scot/publications/5-step-approach-evaluation-designing-evaluating-behaviour-change-interventions/pages/1/ (Accessed April 2023)

[29] THINK! – Educational resources https://www.think.gov.uk/education-resources/ (Accessed April 2023)

[30] Road Safety GB – The Road safety Knowledge Centre https://www.roadsafetyknowledgecentre.org.uk (Accessed April 2023)

Conclusion

The focus group discussions highlighted the need for a clear and structured national strategy for road safety in England. This strategy should include a range of varied KPIs that allow LAs to develop and use innovative technology when striving towards the aspiration of Vision Zero, guiding LAs in the development of road safety initiatives.

Within a national strategy there is a need for a structured national framework for road safety education. This should be formed together with people who have knowledge of pedagogy and experience in developing and delivering road safety education programmes. This national framework would have defined learning outcomes that could link into KPIs, but more importantly would provide guidance on what people are capable of learning at what stage of their development.

The lack of evaluation and effective monitoring of road safety interventions is a significant concern, with participants citing reasons such as a lack of staff knowledge, cost, and the perception that collision data justifies delivery of road safety initiatives. Participants also highlighted the need for better access to and sharing of peer-reviewed and evaluated resources, and the importance of promoting the evaluation process to enable professionals to assess the effectiveness of their interventions.

A central body to support road safety professionals and act as a conduit for feedback to the Government would be a useful addition, alongside a central repository of evaluated and evidenced resources.

Overall, the focus group discussions provide valuable insights into the current challenges and opportunities for improving road safety education and interventions in England. The discussions also have underscored the importance of collaboration and collective action in addressing the complex challenges of a combined effort towards Vision Zero.

Recommendations

Based on the challenges identified in the discussions regarding road safety education interventions in the UK, the following recommendations are proposed:

1. Develop a clear and structured road safety strategy including a set of measurable and comparable (across the regions) KPIs. KPIs would give permission to LAs to invest in a diverse range of road safety initiatives and new technologies that help measure a diverse range of road safety data, such as near-miss data, or percentage of traffic complying with safe speed limits.

2. Establish a national framework for road safety education: develop a national knowledge and behavioural framework to allow for the creation of key aims and expected outcomes and at what ages these should be expected. Educational messaging should see the development of a school curriculum, it would also see the development of educational guidance on managing road risk within an organisation and road user education programmes.

3. Encourage sharing and dissemination of resources: there is a need for a central repository of peer-reviewed and evaluated resources that can support road safety professionals. The DfT should encourage sharing and dissemination of resources, and ensure that their resources have clear guidance on how to use them.

4. Increase awareness and knowledge of evaluation methods: The importance of evaluating road safety interventions should be promoted by the DfT to allow road safety professionals the time to evaluate what they are doing. There is a need to provide more resources and training on how to set up and use internal evaluation methods, such as logic models, to convey the value in their interventions.

5. Improve the evaluation process: road safety professionals need to be able to evaluate their interventions effectively, and this requires a comprehensive evaluation process. The DfT should work with stakeholders to develop a standardised evaluation process for road safety interventions, and provide resources to support its implementation. Interventions should be evaluated against performance indicators and should include recommendations for improvement.

6. Address the lack of staff knowledge and national training structure for road safety professionals and LAs: The DfT should promote the importance of road safety education and should provide a training structure and resources to help improve the knowledge within the sector and across the regions.

7. Encourage the development of partnerships and collaborations: The road safety sector should work collaboratively with other sectors and stakeholders, such as education, health, and law enforcement, to develop more effective interventions that address road safety issues holistically.

8. Develop a central body to support road safety professionals and act as a conduit for feedback to the DfT and to aid the DfT to communicate their policy outwards.

Appendix 1 – How road safety is delivered

How is road safety delivered?

LAs are the lead delivery agent of road safety measures in England, often working with partners to deliver on their statutory duties in road safety. Road safety departments usually sit in the principal service of Highways, roads and transport, which manage a range of the LA's services including:

- Highways – non-trunk roads and bridges
- Street lighting
- Traffic management and road safety
- Public transport – discounted travel schemes and local transport co- ordination
- Airports, harbours and toll facilities[31].

Statutory duties of Local authorities (LA) regarding Road safety

Local authorities have various statutory duties related to road safety; these are detailed below:

The Road Traffic Act 1988 (Section 39) requires LAs in Great Britain to:
- Take steps both to reduce and prevent accidents
- Prepare and carry out a programme of measures designed to promote road safety
- Carry out studies into accidents arising out of the use of vehicles on roads or part of roads, other than trunk roads, within their area
- Take such measures as appear to the authority to be appropriate to prevent such accidents.

The Road Traffic Regulation Act 1984 (Section 122) requires LAs in Great Britain to:
- Secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians).

The Traffic Management Act 2004 (Section 16) requires LAs in England and Wales to manage and maintain their road networks to:
- Secure the expeditious movement of traffic on, and the efficient use of, their road networks
- Avoid, eliminate or reduce road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority.

The Infrastructure Act 2015 requires National Highways to manage the Strategic Road Network in England to ensure the safety of people who use the network.

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[31] https://www.local.gov.uk/sites/default/files/documents/local-government-structur-634.pdf

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In the 2019 DfT's road safety statement 'a lifetime of road safety'[32] define these under three headings;

- Safer People – education, training and publicity (ETP)
- Safer Vehicles
- Safer Roads – engineering and enforcement.

The Police

The Police are a key delivery agency for local road safety. Roads policing and enforcement supports and complements local road safety education and engineering initiatives. It discourages and detects illegal, dangerous and careless behaviour on the road, identifies offenders and helps to educate and change attitudes of road users. Police and Crime Commissioners help to oversee the local police services and work with them and other partners (including LAs and Road Safety Partnerships) to set local priorities.

Fire and Rescue Services

Fire and Rescue services (FRS) are important partners in delivering local road safety. They are often very active in providing road safety education initiatives working alongside local partners.

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[32] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/817695/road-safety-statement-2019.pdf

Appendix 2 – Local delivery of Road safety; Literature review

1.0   Introduction

The United Nations General Assembly (UNGA) Sustainable Development Goals (SDGs), which follow on from the Millennium Development Goals (MDGs), included road safety with SDG target 3.6 seeking to halve road traffic deaths and injuries by 2020[33]. This was not attained and the target date has been changed to 2030[34]. Recognising the importance of the problem and the need to act, a Second Decade of Action for Road Safety 2021–2030 has been declared unanimously by governments from around the world - through UN General Assembly Resolution 74/299 - with the explicit target to reduce road deaths and injuries by at least 50% during that period[34]. The World Health Organisation (WHO) heralds this inclusion of an RTI target as a significant advancement for road safety and a major breakthrough for international recognition of road injury as a major public health and development challenge[33].

The UN Sustainable Development Goals now commit all countries, including the UK to halve deaths and injuries caused by road crashes by 2030[34]. To achieve this target, countries around the world need to re-appraise their road safety strategies as achieving improvements on this scale before the end of the Decade of Action is very ambitious and challenging[35]. This adds to the importance of the review in finding out why RTIs deaths and serious injuries have plateaued in UK how this will be addressed.

Thus, the aim of this review is to investigate why road deaths and serious injuries have plateaued and what steps can be taken to address this.

2.0 Methods

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[33] World Health Organisation. (2018) Global status report on road safety 2018. https://www.who.int/violence_injury_prevention/road_safety_status/2018/en/ (Accessed 22 October 2022)

[34] World Health Organisation. (2021) Global Plan for the Decade of Action for Road Safety 2021-2030 https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8_35&download=true (Accessed 21 October 2022).

[35] Organisation for Economic Co-operation and Development. (OECD) (2016). Zero Road Deaths and Serious Injuries: Leading a Paradigm Shift to a Safe System. https://www.itf-oecd.org/sites/default/files/docs/zero-road-deaths.pdf (Accessed 28 October 2022).

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The initial literature search did not identify any peer-reviewed literature on studies conducted in UK related to plateauing of RTI deaths and injuries. As such, it was imperative to expand the literature search to include not only grey literature on this, such as institutional reports, policy statements and newspaper articles, but also published studies in the other HICs to allow for comparisons and best examples of best practice. Due to the limitations in data, there was no filtering of the studies based on the strength of the study design: and unlike in a standard systematic review, all the studies meeting the other eligibility criteria were included irrespective of strength of design.

The process of searching literature/databases was online/desk based. The electronic search was conducted on the following databases: MEDLINE, Global Health, Embase, and Web of Science. An electronic search was also done on Google Scholar: this platform was used to perform citation analysis of the studies which met the inclusion criteria. In addition, we manually scanned the reference lists of the articles meeting the inclusion criteria to check for the eligibility of those studies. The grey literature was found by an electronic search on Google and Internet Archive search engines. We examined the studies identified from the searches for eligibility based on the inclusion criteria.

3.0   Results

As the lead agency for road safety in the United Nations, the WHO plays a key role in guiding global efforts by continuing to advocate for road safety at the highest political levels and collaborating with non-governmental organisations (NGOs) to share knowledge, experience and best practices; and facilitate coordination around major global events[33]. In collaboration with national road agencies in each country the WHO has produced the *Global status report on road safety* which makes extensive country by country analysis of crashes, deaths, injuries and risk factors[33].

The 2018 report shows that the plateau in UK is not unique to the country but is part of a common trend which has been observed in the majority of other high income countries which have achieved the reductions noted in the introduction[33]. This is also supported by the Organisation for Economic Co-operation and Development (OECD) who report that HICs had large reductions in road deaths, which was then followed by a slowing in the rate of improvement and then later a levelling-off[35]. Historical data from analysis done in HICs has shown the large reductions were associated with a raft of traditional road safety management interventions which put a lot of effort into accident prevention, with the ethos that most accidents were caused by road-users[33, 36]. The continuation of these interventions eventually led to the leveling off as they were no longer effective in reducing further deaths because the aim of the strategies was to try to create the perfect human who always does the

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[36] Department of Transport. (2020) Reported road casualties in Great Britain, annual report: 2019 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/922717/reported-road-casualties-annual-report-2019.pdf (Accessed 25 October 2022).

right thing in all situations[37]. However if a collision happens, the blame can almost always be put on a road-user as it is human to make mistakes. However, the key principle of Vision Zero is that mistakes should not cost a person's life or health[33, 35, 37]. Instead, effort should be put into designing the transport system so that collisions will not lead to serious injury or death[37].

Thus, once a country reaches such a level, the WHO and OECD recommend for it to adopt a safe system approach to road safety to further enhance road deaths reductions and to combat the levelling off[33, 35]. This is a safety system based on the ethos that human beings' lives and health should never be compromised by their need to travel, is based on the principles of the Haddon Matrix, and was pioneered in Sweden under its "Vision Zero"[35]. Vision Zero is considered best practice in road safety by the WHO and OECD based on empirical results from well-performing countries which have adopted a long-term policy goal that no-one should be killed or seriously injured in a crash on their roads including Sweden which is regarded as a global leader in road safety performance with 2.8 deaths per 100,000 deaths[33]. The countries with the world's most successful road safety performance apply policies and plans inspired by the Safe System concept[35].

According to OECD the safe system offers a fresh approach and its starting point is the ethical maxim that road deaths and serious injuries are per se unacceptable and that road users have a right to expect that they should be safe[35]. The WHO's technical recommendations for strengthening road safety are also based on the safe-systems approach and recognise that human body is highly vulnerable to injury and humans make mistakes, but a set of complementary interventions to create safer roads, safer vehicles, safer speeds and safer behaviour work together to accommodate the consequences of error and prevent inevitable crashes from resulting in death and serious injuries[33].

In light of the results of Sweden and the Netherlands and the WHO recommendations other variations of a Safe System have subsequently been adopted by other countries including Australia, Luxembourg, New Zealand, the United Kingdom, and at a regional level also by the European Commission and by some major towns including Barcelona, London, Paris, New York[35].

Although the UK has adopted its own version of Vision Zero following the plateau highlighted above, unlike in Sweden, Norway, and the Netherlands which have seen successes, deaths and serious injuries have not fallen[33] [36, 38, 39]. This is worrisome as it indicates the efforts being made so far have not yielded results and there is a need to understand why this is. According to the OECD, adoption of a safe system does not guarantee results and

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[37] Government Offices of Sweden/WHO (2019) Vision Zero - no fatalities or serious injuries through road accidents https://www.roadsafetysweden.com/about-the-conference/vision-zero---no-fatalities-or-serious-injuries-through-road-accidents/ (Accessed 28 October 2022).

[38] The Royal Society for the Prevention of Accidents (RoSPA). 2020. A lost decade for road safety https://www.rospa.com/lets-talk-about/2020/october-2020/a-lost-decade-for-road-safety (Accessed 28 October, 2022).

[39] Department of Transport. (2022) Reported road casualties Great Britain, annual report: 2021 https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2021/reported-road-casualties-great-britain-annual-report-2021 (Accessed 28 October 2022).

could be affected by various factors such as lack of political will and poor funding[35]. It is thus extremely important to identify what could be the actual factors limiting vision zero's success in the UK.

As noted above the WHO has produced the *Global status report on road safety* and rate each country in line with principles of best practice based on the safer systems approach and is a good way of understanding any issues with the UK's Vision Zero approach. The latest report[33] shows the UK is line with most of the best practice in terms of both legislation and enforcement. These results are summarised in Table 1. There are, however, a few notable issues.

Table 1: United Kingdom road safety legislation

Lead agency	Department for Transportation
Funded in national budget	Yes
National road safety strategy	Yes
Funding to implement strategy	Partially funded
Fatality reduction target	40-60%
SAFER ROADS AND MOBILITY	
Audits or star rating required for new road infrastructure	Yes
Design standards for the safety of pedestrians /cyclists	Yes
Inspections / star rating of existing roads	Yes
Investments to upgrade high risk locations	Yes
Policies & investment in urban public transport	Yes
SAFER VEHICLES- Vehicle standards applied	
Frontal impact standard	Yes
Electronic stability control	Yes
Pedestrian protection	Yes
Motorcycle anti-lock braking system	Yes
National speed limit law	Yes
Max urban speed limit	48 km/h
Max rural speed limit	96 km/h
Max motorway speed limit	112 km/h
Local authorities can modify limits	Yes
Enforcement	8 out of 10 rating
Predominant type of enforcement	Automated
National drink-driving law	Yes
BAC limit – general population	< 0.08 g/dl
BAC limit – young or novice drivers	< 0.08 g/dl
Random breath testing carried out	Yes
Testing carried out in case of fatal crash	All drivers tested
Enforcement	8 out of 10 rating

% road traffic deaths involving alcohol	13% (GB), 23 % (NI)
National motorcycle helmet law	Yes
Applies to drivers and passengers Helmet fastening required Helmet standard referred to and/or specified Children passengers on motorcycles Enforcement	Yes Yes Yes Not restricted 9 out of 10 rating
National seat-belt law	Yes
Applies to front and rear seat occupants Enforcement	Yes 10 out of 10 rating
National child restraint law	Yes
Children seated in front seat Child restraint required Child restraint standard referred to Enforcement % children using restraints	Allowed in a child restraint Up to 12 years/135 cm Yes 10 out of 10 rating 95 % (NI)
National law on mobile phone use while driving	Yes
Ban on hand-held mobile phone use Ban on hands-free mobile phone use	Yes No
National drug-driving law	Yes

Source (WHO, 2018)

Although there is a drug law, the data on drug-driving and related deaths has been almost non-existent despite the increasing levels of drug use in the UK[40]. A report by the Parliamentary Advisory Council for Transport Safety (PACTS) also showed that enforcement of the drug driving laws varies dramatically across the country[41]. It was reported that high costs and delays with blood testing meant that some police forces are rationing the test whilst

[40] United Kingdom Government. (2021) United Kingdom drug situation 2019: summary https://www.gov.uk/government/publications/united-kingdom-drug-situation-focal-point-annual-report/uk-drug-situation-2019-summary (Accessed 21 October 2022).

[41] Parliamentary Advisory Council for Transport Safety (PACTS). (2021) Drug driving: the tip of an iceberg? A report from PACTS https://www.pacts.org.uk/drug-driving-the-tip-of-an-iceberg-a-report-from-pacts-2/ (Accessed 21 October 2022).

others were forces with better procedures, contracts and training are convicting ten times more drug drivers than others[41]. The report concluded that there are still no answers to many of the vital questions around the impact of drug driving, including how many people are killed as a result of drug driving, and how many roadside drug drive tests are conducted[41]. In response the Department of Transport has now published some drug-related data in a short report, they indicate as a first step in analysing the available data as a basis for further development and for stakeholder feedback on next steps[42]. Considering the relatively high levels of drug usage - with the UK having largest reported opioid-using population in Europe and highest levels of crack cocaine problems in Europe[40], it is problematic that the data is lacking. This is because as the WHO report, the absence of reliable data on numbers of deaths and serious injuries greatly impacts the ability to make reliable analysis to inform policymakers and is likely to be impacting negatively on the UK safe system[33].

PACTS is not the only non-government organisation to highlight and lobby problems with policing. RoSPA has also been vocal about this and in 2020 highlighted that the number of dedicated roads police officers had declined by 23 per cent over the last decade, with RoSPA attesting this reduction in personnel to have contributed to the plateau in road casualty numbers[38]. RoSPA also highlighted a reduction in road safety provision in terms of road safety officers, a 37 per cent reduction in Government funding between 2010/11 and 2015/16, and encouraged the Government consider the road safety implications of the reductions in funding for police services around the country, and seek to ensure that sufficient resources are available[38]. Recent data indicates RoSPA was correct. A report on the investigative BBC programme Panorama concluded that the failure to reduce road deaths over the past decade has been linked to cuts in the number of dedicated traffic police officers[43]. They also report a 15% fall in how many officers are tasked with enforcing road laws full-time since 2016 and found that nearly 50% of fixed speed cameras do not work. Some areas, such as North Yorkshire, Durham and Northamptonshire have no speed cameras in operation and forces began to switch off speed cameras 10 years ago to save operating costs[43]. The AA president, Edmund King was quoted as describing the deaths as "a scandal" and "totally unnecessary" and said although the safe system is in place and there are safer vehicles, we also need to have safer roads and safer drivers and warned that more drivers will take more risks in the absence of traffic police. He also concluded the plateauing in road deaths to be correlated to the decline in the number of dedicated road traffic officers[43]. Further, Panorama also found that figures from 34 forces who responded to Freedom of Information showed the total number of dedicated traffic officers they employed fell from 5,014 in 2016 to 4,257 currently, while responses from 26 forces to additional requests revealed that 523 of 1,110 fixed speed cameras are inactive[43].

These reports show that although the government has been lobbied over the years to increase traffic police numbers and funding, traffic police numbers have actually been falling which is indicative of a lack of political commitment to the safer system. According to OECD, reporting on establishing and enhancing a safe system, nothing will change in road safety without strong and visionary leadership sustained and focused on carrying

[42] United Kingdom Government. (2021) Developing drug driving statistics: initial feasibility study https://www.gov.uk/government/statistics/developing-drug-driving-statistics/developing-drug-driving-statistics-initial-feasibility-study (Accessed 21 October 2022).
[43] The Evening Standard. (2022). Failure to reduce road deaths linked to police cuts https://www.standard.co.uk/news/uk/king-bbc-northamptonshire-panorama-durham-b977026.html (Accessed 2 November 2022).

the transformation across election cycles by ensuring a sound vision, adequate structures, strategic plans and effective processes are in place. However, the problems with ongoing police cuts have been attributed to the current UK government. In a recent edition of The Guardian, The National Police Chiefs Council reported that crime detection and charge rates for various crimes including traffic offences, had dropped following austerity measures and a fall in police numbers since 2010[44], which to remind the reader is also the year that road deaths levelled off. It is also reported that governments led by David Cameron and Theresa May between 2010 and 2019 failed to invest in policing while trying to reform its structures and while investment increased under Boris Johnson, the present government has not implemented sufficient reforms[44]. This may be yet another reason which is impeding the UK safe system from yielding any successful results.

Another likely problem is that Vision Zero has also not been adopted everywhere in the UK. Some major cities have only started to include it in their strategies for the future. For example, the Liverpool Vision Zero strategy was only launched in Liverpool in October 2022[45]. Meanwhile, the community of Oxford are reported in March 2022 to have been still campaigning for vision zero to be implemented following a spate of cyclist deaths[46]. This means that there are still places in the UK in which the safe systems approach is not in place which may affect the overall results.

To further illustrate the importance of cities/local authorities in UK adopting Vision Zero, a recent National Institute for Health and Care Research (NIHR) - funded research findings from Edinburgh, which introduced Vision Zero in 2010, showed that speed limits of 20mph can reduce road deaths by almost a quarter[47]. This research is reported by the NIHR to be the UK's most extensive evaluation of 20 mph speed limits so far and showed accident rates across Edinburgh fell without extra traffic-calming measures and police patrols and serious injuries fell by a third too[47]. Before the new speed restrictions, 45 out of 100 cars in Edinburgh travelled above 25 mph - one year later, the figure had dropped to 31 while the average speeds on affected roads also fell[26]. The number of collisions in one year fell by 40 per cent, casualties dropped by 39 per cent, fatalities dropped by 23 per cent, and serious injuries fell by 33 per cent[47].

Researchers also measured liveability – safety, health, sustainability, education, transport, amenities and living standards – and found it improved in both cities after the introduction of speed restrictions[47]. One year after

[44] The Guardian. (2022) (Police chiefs blame Tory cuts for fall in crime detection and charge rates https://www.theguardian.com/uk-news/2022/aug/31/police-chiefs-blame-tory-cuts-for-fall-in-detection-and-charge-rates#:~:text=During%20this%20period%2C%20the%20population,over%20the%20decade%20of%2011%25. (Accessed 2 November 2022).

[45] Liverpool City Region Combined Authority. (2022)Vision Zero strategy launched to drive road safety across Liverpool City Region https://www.liverpoolcityregion-ca.gov.uk/vision-zero-strategy-launched-to-drive-road-safety-across-liverpool-city-region/ (Accessed 2 November 2022).

[46] Oxfordshire Live. (2022) What is Vision Zero and why is Oxford campaigning for it after deaths of cyclists? https://www.oxfordshirelive.co.uk/news/oxfordshire-news/what-vision-zero-oxford-campaigning-6811547 (Accessed 2 November 2022).

[47] Jepson R, Baker G, Cleland C, Cope A, Craig N, Foster C, et al. Developing and implementing 20-mph speed limits in Edinburgh and Belfast: mixed-methods study. Public Health Res 2022; 10(9)2016

Local delivery of road safety

implementation the number of people supportive of the speed limits increased as did their willingness to obey the limits, and the researchers concluded that city-wide speed reductions can reduce collisions and casualties and that they were increasingly accepted by the local community[47].

Local authorities in the UK have the mandate to set local speeds, which is reported by the WHO as an important aspect of the safer systems approach as they are able to lower urban speeds to the recommended 20 mph. At these speeds, the pedestrians hit by cars are five times less likely to be killed than at 30 mph and the WHO has recommended for all urban areas to have roads at 20 mph to enhance safety, especially for pedestrians and cyclists[33]. However there has been resistance in some local authorities to 20 mph zones[47]. For example, although London adopted Vision Zero in 2018, a progress update on this at the end of 2021 shows that only 19 out of 32 boroughs had committed to the implementing the 20 mph across all their roads despite the fact that excess speed was a factor in half of fatal collisions in 2020[48]. Two factors can be shown which could be addressed to enhance the safe system which are speed and local leadership.

According to OECD, resistance to aspects of the safer system is something that can be anticipated. In Sweden, for example, the elevation of the "zero road fatalities" vision to a policy-guiding objective was criticised as idealistic and unattainable. In order to combat this, Sweden undertook considerable efforts to involve, engage and convince all those stakeholders whose contributions would be required to make a Safe System work[35]. This could be a strategy used to enhance the safe system approach in UK.

Additionally it has been reported that local authorities have not been consistent with setting road safety targets. RoSPA reports that of the constituent countries of the United Kingdom, England is unique in not having set road safety targets[38]. Although the governments and administrations in Scotland, Wales, Northern Ireland and London have adopted targets for their areas[49], the UK as a nation does not have any national targets[50]. For three decades up until 2010, the UK Government set ambitious casualty reduction targets as they were seen as fundamental to the substantial reductions in death and injury that followed[49, 50]. This is however reported to have changed in 2010 when targets were abandoned due to policy change when the coalition government took over[49] and Westminster governments ever since have avoided the issue, paying no heed to the EU target to halve road deaths, which was endorsed in 2011[49, 50]. PACTS report that it is the single most important policy decision that the UK Government could take to reduce road deaths and injuries[49, 50]. Supporting this the OECD reports that road safety targets, benchmarking and in-depth studies of road safety crashes can be used to create a sense of urgency[35]. The discrepancy between regions undoubtedly impacts on the safer system in UK and highlights the need for a more coordinated holistic approach, whilst still taking into account the regional

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[48] Transport for London (2021) Vision Zero action plan progress report: Our strategy for making London's roads safer for all https://content.tfl.gov.uk/vision-zero-action-plan-progress-report-2021.pdf (Accessed 2 November 2022).
[49] Road Safety GB. (2021) Casualty reduction targets "single most important policy decision" https://roadsafetygb.org.uk/news/casualty-reduction-targets-single-most-important-policy-decision/ (Accessed 2 November 2022).
[50] The Parliamentary Advisory Council for Transport Safety. (2021) Road safety leadership missing in action. Ten years of no targets and no progress https://www.transportxtra.com/publications/local-transport-today/news/68065/road-safety-leadership-missing-in-action-ten-years-of-no-targets-and-no-progress (Accessed 2 November 2022).

differences which has bene done in Sweden[35]. In the paragraph above we highlighted how the lack of commitment of leadership at the local level is likely impacting on the safe system approach; the lack of commitment by the national leadership, by not setting any national targets, is also likely impeding UK'S Vision Zero.

Added to this, according to OECD, despite historic successes in reducing road deaths, even the Safe System pioneer countries Sweden, and the Netherlands also still face a number of road safety challenges[35]. New road safety problems have emerged in these countries, for instance in both the Netherlands and Sweden, a major issue in the increase of serious injuries was the growing number of crashes involving single bicycles[35]. In the Netherlands, about half of all serious injuries reported were sustained by cyclists who were injured in a crash that had no motor vehicle involvement and about 90% were single bicycle crashes, with older cyclists especially at risk compared to younger ones. In both Sweden and the Netherlands measures are being developed by national and local governments in the light of these findings to reduce risks for cyclists. Thus Vision Zero is an ongoing process which requires revaluation and political commitment and the UK can also draw form the lessons and already start planning for future steps[35].

Another problem which may be impacting on UK Vision Zero is the clock changes in October when they go back by an hour. Research conducted by the RAC Foundation found that road traffic collisions increase by 19 per cent in the fortnight after putting the clocks back one hour from British Summer Time (BST) to Greenwich Mean Time (GMT), and they reduce by 11 per cent when we put the clocks forward onto BST[51]. This is supported by Zurich, the insurance company which analysed thousands of car insurance claims from 2018-2020 and found a 10-15% increase in accident volumes occurring associated with clocks going back[52]. RoSPA has been campaigning against the unnecessary clock change for many years to no avail[38].

4.0 Discussion

Our review shows that while deaths in the UK are much lower than most countries in the world, they have however plateaued over the last 12 years. This is also taking into consideration the COVID pandemic with government data showing that RTI death rates returned to pre-pandemic levels. Evidence shows the plateau which has been observed in UK is actually a pattern which is common for countries. Once they reach this state, best practice recommends they adopt a safe systems approach. This has been done in the UK, however our review has identified some ongoing problems. Our research suggests that these are to do with policing, funding, political commitment, setting targets and controlling speed. These problems are likely to be impacting on UK'S Vision Zero which can explain why no successful results have been yielded so far in terms of reduction of deaths and serious injuries since 2010. From these results we have formulated a set of questions for policymakers and

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[51] RAC foundation. (2018) What is the impact on road safety when the clocks change for British Summer Time? https://www.racfoundation.org/wp-content/uploads/DST_Collisions-2012-2017_REPORT_Oct-2018.pdf (Accessed 3 November 2022).

[52] Zurich. (2020) Crash hour: end of daylight saving leads to a surge in car accidents as drivers adapt https://www.zurich.co.uk/media-centre/clock-change-leads-to-a-surge-in-car-accidents-as-drivers-adapt (Accessed 1 November 2022).

the next steps of this project will involve carrying out interviews with them to understand what could be done to address the status quo.

List of acronyms

BST: British Summer Time

GMT: Greenwich Mean Time

LMICs: Low and middle income countries

HICs: High income countries

MDGs: Millennium Development Goals

NIHR: National Institute for Health and Care Research

OECD: Organisation for Economic Co-operation and Development

PACTS: Parliamentary Advisory Council for Transport Safety

RTIs: Road traffic injuries

RoSPA: Royal Society for the Prevent of Accidents

UNGA: United Nations General Assembly

SDGs: Sustainable Development Goals

WHO: World Health Organisation

Appendix 3 – Focus group discussion guide

Focus Group Questions

- Introductions: ask each person to introduce themselves and talk about how long they have worked in the road safety sector, their role and responsibilities.

- Does your area have a road safety delivery plan or strategy?

- Thinking back over the last year or the period of your delivery plan, what has gone particularly well? Why do you think this worked well? **What does strategy look like?**
- **What guides/influences the work that you do?**
  - Prompts e.g. political will, evidence

- How do you currently **measure success**? Any evaluation for the courses?

- Tell me about **the barriers you face** in delivering road safety in your area. **How can these barriers be addressed?**

- Tell me about any disappointments that you have had? What would have it work better?

- What is the **most valuable programme you run and should continue to be delivered?** Why is it the most valuable? One group that is difficult to get to?

- Suppose that you were in charge and could make one change that would make road safety work better in your authority. What would you do?

- What can each **one** of us do, as practitioners, **to make road safety work better** in our area?

- Is there any support that can be provided to help you to effectively deliver road safety in your area? If so, what?

- Is there anything else you'd like to say about road safety delivery in your area?

RoSPA

accidents don't have to happen