

# Road Safety: A Guide for Local Councillors in Wales

**ROSPA**  
*The Royal Society for the  
Prevention of Accidents*



Llywodraeth Cymru  
Welsh Government



May 2013  
Updated for Wales  
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by RoSPA

This guidance, which has been amended to give a Welsh perspective, is based on the original document “Road Safety: A Guide for Local Councillors in England”, which was produced in May 2013 by a working group comprising:

Royal Society for the Prevention of Accidents (RoSPA)  
[www.rospace.com/roadsafety](http://www.rospace.com/roadsafety)

Road Safety Great Britain  
[www.roadsafetygb.org.uk](http://www.roadsafetygb.org.uk)

Parliamentary Advisory Council for Transport Safety (PACTS)  
[www.pacts.org.uk](http://www.pacts.org.uk)

AIRSO  
[www.airso.co.uk](http://www.airso.co.uk)

Association of Chief Police Officers (ACPO)  
[www.acpo.police.uk](http://www.acpo.police.uk)

Living Streets  
[www.livingstreets.org.uk](http://www.livingstreets.org.uk)

CTC  
[www.ctc.org.uk](http://www.ctc.org.uk)

and with help from RoSPA’s National Road Safety Committee

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# Introduction

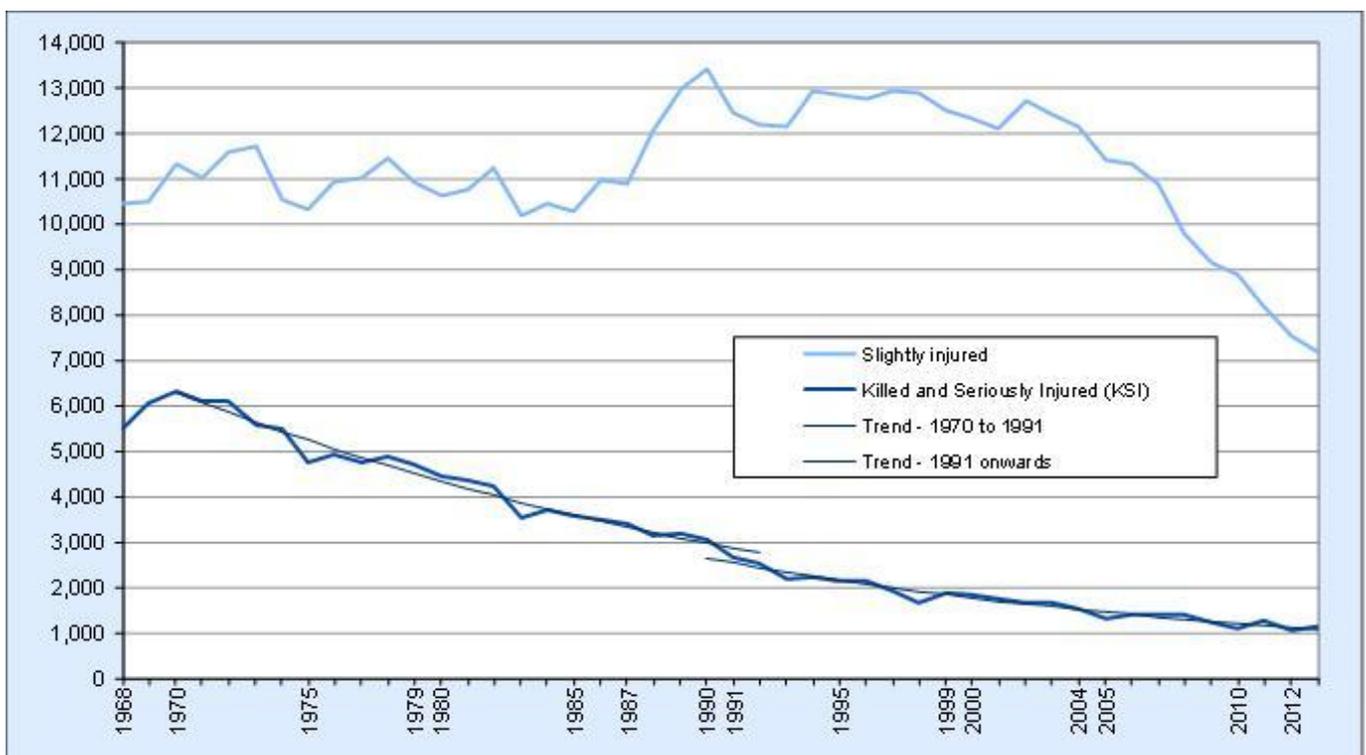
**R**oads are essential to our everyday lives, and to our economic prosperity. We all use the roads in some way, by driving, riding, walking or travelling as a passenger, and we depend on them to obtain goods and services. Unfortunately, this comes at a price, which includes people being killed and injured.

However, road deaths and injuries are not inevitable. The last few decades have demonstrated how effectively a comprehensive road safety strategy can reduce the number of people killed or injured on our roads, despite increasing traffic levels.

Reported road deaths in Wales have reduced from about 250 a year in the 1980s to 111 in 2013. Over the same period, road casualties have decreased from about 11,000 (including 3,500 serious injuries) to 8,335 in 2013 (including 1,033 serious injuries).<sup>1</sup>

This success has been, in part, due to the priority the Welsh Government and partners have given to road casualty reduction.

## Road traffic casualties in Wales by severity, 1968-2013



Despite these improvements, 2 people die, and 20 are seriously injured, on the roads of Wales every week. The Welsh Government has reaffirmed its commitment to reducing these unnecessary deaths and injuries with the publication of the Road Safety Framework for Wales in 2013.<sup>2</sup> It stresses the need to work closely with partners to achieve three challenging targets:

- 40% reduction in the total number of people killed and seriously injured (KSI) on Welsh Roads, meaning 562 fewer killed and seriously injured casualties.
- 25% reduction in the number of motorcyclist KSI, meaning 64 fewer motorcyclist KSI.
- 40% reduction in the number of young people (16-24) KSI, meaning 139 fewer young people KSI.

The challenge of reducing these preventable deaths and injuries has become even greater in recent years with the need to focus public spending where it has the greatest impact. Local authorities have had to make difficult decisions about priorities for expenditure. While road safety must accept its share of these restrictions, cutting road safety services too far could mean more people being killed or injured, and may see local authorities in breach of their statutory duties.

In addition to the human cost, road accidents cost millions of pounds and so preventing them saves millions. The Department for Transport reports that in 2013 a fatal casualty cost the economy £1.7m, and a serious injury £196,000.<sup>3</sup>

A considerable proportion of non-fatal casualties are not reported, even when those involved require medical or hospital treatment. The real number of road casualties in Wales every year is estimated to be about 39,000.<sup>4</sup>

Despite these challenges, local authorities can continue to deliver effective road safety services that help to reduce casualties and the severity of those casualties by ensuring that their road safety services are:

- Evidence-informed.
- Co-ordinated with other public services.
- Designed and delivered in partnership.
- Evaluated to ensure effectiveness.

This Guide shows how you can help to achieve this in your role as a local councillor.

# Road Casualties

## Reported Road Casualties Wales, 2013<sup>1</sup>

User Group	Killed	Serious	Slight	All
Car	56	438	5,139	5,633
Pedestrian	27	233	792	1,052
Motorcyclist	17	229	439	685
Pedal Cyclist	5	95	396	496
Other	6	38	425	469
<b>Total</b>	<b>111</b>	<b>1,033</b>	<b>7,191</b>	<b>8,335</b>

## High Risk Groups

The likelihood of being involved in road crashes is not evenly spread; some groups are higher risk than others, including young drivers, older drivers, at-work drivers, motorcyclists, pedestrians, pedal cyclists and children. As a local councillor, you should be aware of the high risk groups in your authority, to help inform decisions about prioritising road safety resources.

“The Road Safety Framework for Wales”<sup>2</sup> was published by the Welsh Government in July 2013. Developed with the assistance of partners, the document aims to help all partners deliver effective road safety interventions and target the right areas, in the right way, to reduce deaths and serious injuries in particular. The Welsh Government’s vision is “A continued reduction in the number of people killed and seriously injured on Welsh roads, with the ultimate aspiration of no fatalities.”

The Framework has highlighted the high risk and vulnerable road user groups as follows:

### High Risk

Motorcyclists  
Young Drivers and Passengers (16 – 24 yrs)

### Vulnerable

Older Drivers (70+)	Children
Pedestrians	Cyclists
Deprived Communities	Driving for Work
Equestrian Road Users	Road Workers

## The Main Causes

Almost all road crashes involve human error, ranging from simple mistakes to deliberately dangerous, illegal behaviour. They usually involve a number of contributory factors.<sup>5</sup> In Wales the most common are basic errors, such as poor observation and/or judgement (a factor in 58% of killed and seriously injured casualties), poor driving, including loss of control (41% of KSIs), driving too fast or too close (18% of KSIs) and impairment or distraction (18% of KSIs).<sup>\*</sup> However, this does not mean that road users are solely responsible for preventing road casualties.

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<sup>\*</sup> Percentages equal more than 100% because crashes usually have multiple contributory factors.

## Road Safety Management (The Safe System Approach)

Good road safety management adopts the Safe System Approach, as advocated by the World Health Organisation<sup>6</sup>. People are killed or seriously injured on the road if they suffer impacts that are greater than the human body's ability to tolerate (for example, a car hitting a pedestrian at 30 mph). The Safe System Approach includes designing roads and vehicles so they minimise the risk of crashes occurring, and ensure that when they do occur, they are much less likely to result in death or serious injury. For example, 20 mph schemes not only reduce the risk of crashes, but also pedestrians have a much greater chance of surviving if they are hit by a vehicle at 20 mph or less, rather than at 30 mph.

Those involved in the design and management of the road system and road users share responsibility for the safety, and safe use, of the road system. The Safe System Approach ensures that measures to prevent injuries extend beyond trying to change individual behaviour, and include changing vehicles, roads and vehicle speeds.

Road safety practitioners try to identify the factors that lead to road casualties, understand how they affect each other and how they can be changed, to produce a safer road environment, safer vehicles and safer road users.

# Who Delivers Road Safety?

## UK Government

Central government sets the regulatory framework for roads, vehicles and road users, and the country's national road safety strategy. This includes:

- Collecting and publishing road casualty data for Great Britain.
- Commissioning research into the nature, causes of, and potential solutions to, road casualties.
- Setting standards for road design, construction and maintenance.
- Conducting education and publicity campaigns (fewer than previously).
- Setting standards for vehicles and requirements for vehicle licensing.
- Setting requirements for driver licensing, training and tests.
- Managing the motorways and trunk road network in England.
- Setting road use laws, including offences and penalties, and guidance on safe road use, such as the Highway Code.

## Welsh Government

The Welsh Government Ministers are the Highway Authority for trunk roads in Wales and can therefore exercise most powers under the Highways Act 1980. Welsh Government implements transport policies and delivers transport investment programmes including managing, maintaining and improving trunk roads and the motorway network in Wales; and implementing a range of initiatives and grant schemes designed to improve transport services within Wales for all road users.

- Providing funding and resources to local government and others to enable the delivery of road safety.
- Collecting and publishing road casualty data for Wales.
- Managing the motorways and trunk road network within Wales.
- Commissioning research into the nature, causes of, and potential solutions to, road casualties.
- Supporting education and publicity campaigns.

In July 2013, the Welsh Government published the Road Safety Framework for Wales, setting out its approach to reducing death and injury on Welsh roads, and the range of measures by which it, and others, will do so.

Unlike, the Department for Transport Strategic Framework for Road Safety published in May 2011,<sup>7</sup> the Road Safety Framework for Wales includes casualty reduction targets as outlined in the introduction to this Guide.

The targets are to be achieved by 2020, as compared with the average figures for Wales between 2004 and 2008. The Welsh Government and its partners consider the targets to be challenging yet achievable.

In addition, a review of progress towards the achievement of these targets will take place in 2016.

The Welsh Government is not advocating the abandonment of spending on all other areas of road safety, but expects partners to focus on casualty reduction and consider which specific interventions will support these targets.

## Local Government

Local government is the main delivery agent of road safety; local authorities have a statutory duty under section 39 of the 1988 Road Traffic Act,<sup>8</sup> to “take steps both to reduce and prevent accidents”.

### Local Authorities' Statutory Duty to Provide Road Safety

The 1988 Road Traffic Act, Section 39

- 39 (1) The Secretary of State may, with the approval of the Treasury, provide for promoting road safety by disseminating information or advice relating to the use of roads.
- 39 (2) Each local authority must prepare and carry out a programme of measures designed to promote road safety and may make contributions towards the cost of measures for promoting road safety taken by other authorities or bodies.
- 39 (3) Each local authority –
- [a] must 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,
  - [b] must, in the light of those studies, take such measures as appear to the authority to be appropriate to prevent such accidents, including the dissemination of information and advice relating to the use of the roads, the giving of practical training to road users or any class or description of road users, the construction, improvement, maintenance or repair of roads for which they are the highway authority (in Scotland, local roads authority),  
  
and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads, and
  - [c] in constructing new roads, must take such measures as appear to the authority to be appropriate to reduce the possibilities of such accidents when the roads come into use.

Local Authorities have legal responsibilities for highways and transportation in their area.

Trunk roads and motorways in Wales are managed by the North & Mid Wales Trunk Road Agent and South Wales Trunk Road Agent on behalf of the Welsh Government.

Every local authority has a road safety team or, in the case of some smaller unitary authorities, a road safety officer. Their role is to provide professional expertise to identify the causes of problems and to help to identify, develop and deliver solutions to those problems. This will be through educational programmes, skills training e.g. cyclist and young driver training, and publicity campaigns and programmes to inform, raise awareness and to encourage positive and discourage negative behaviours by road users. They are also able to inform planning and development design and to provide advice on policies and protocols that will improve road safety and design out potential hazards.

Local authorities also have road safety engineers who investigate and implement road design and engineering solutions to road casualty problems in their areas. The road safety education and engineering officers should work together, as well as in co-operation with other agencies, such as the Police, Fire and Rescue Service and others.

Local authority officers also share knowledge and experience with each other across the country, in many ways, including through [Road Safety Wales](#), [Road Safety GB](#), [CSS Wales](#) the [Chartered Institute of Highways and Transportation \(CIHT\)](#), the [Road Safety Observatory](#) and the [Road Safety Knowledge Centre](#)



## Joint Delivery

Effective and meaningful joint delivery between key partners is fundamental to reducing casualties. In the current financial climate it is imperative that we use the resources we have to best effect. There are already examples of collaborative working within Wales, and of collaboration and partnership working nationally, facilitated through [Road Safety Wales](#), a partnership of:

- The 22 Welsh local authorities
- Welsh Government
- Police
- Fire and Rescue Services
- Ambulance Services
- Wales Road Casualty Reduction Partnership
- RoSPA

Road Safety Wales's mission is to "Further casualty reduction through collaborative working".

## Local Authorities Duty to Manage their Road Network

Local authorities also have a duty to manage and maintain their road networks under section 16 of the Traffic Management Act 2004.<sup>9</sup>

### Traffic Management Act 2004

#### 16 The network management duty

- (1) It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:-
  - (a) securing the expeditious movement of traffic on the authority's road network; and
  - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- (2) The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:-
  - (a) the more efficient use of their road network; or
  - (b) the avoidance, elimination or reduction of 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.

## Wales Road Casualty Reduction Partnership (GoSafe)

The Wales Road Casualty Reduction Partnership ([GoSafe](#)) is made up of the 22 Welsh local authorities, Welsh Government, four Welsh Police Forces and Her Majesty's Court & Tribunal Service.

GoSafe aims to support the Welsh Government's targets through reducing the number of people killed or seriously injured in traffic collisions on Welsh roads.

Engineering, education and enforcement are the tools used to improve drivers' compliance with speed limits and increase understanding of the dangers/consequences of excessive speed and dangerous driving.

## Police

The four Welsh Police Forces enforce road traffic laws, but in some areas, roles such as parking enforcement, can be the responsibility of the local authorities. The police also co-operate with other agencies, such as the Driver and Vehicle Standards Agency (DVSA), to enforce specialised traffic laws, and the Health and Safety Executive (HSE) to investigate serious work-related road accidents.

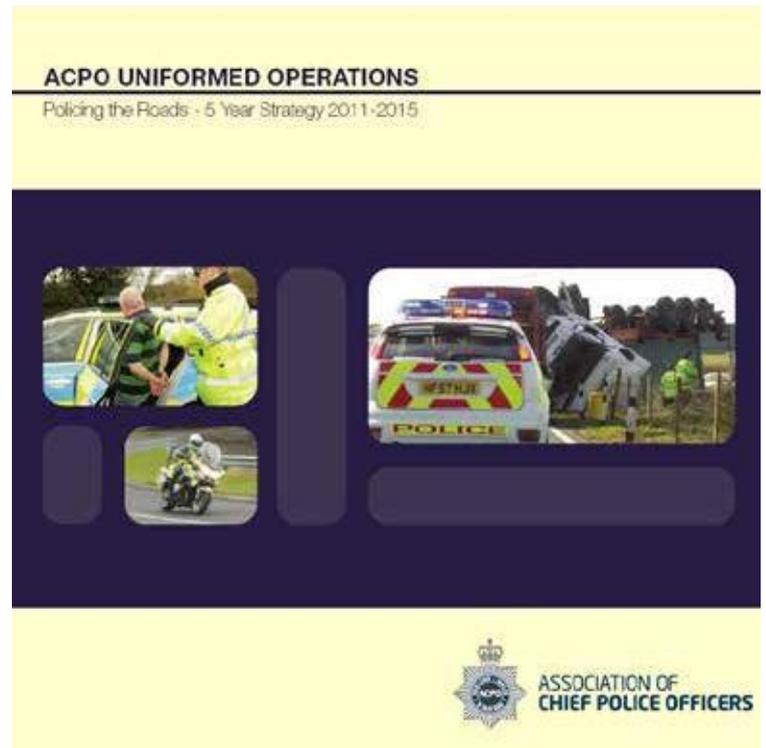
Roads policing supports and complements road safety education and engineering, and is an essential part of road safety. It:

- Deters illegal, dangerous and careless behaviour on the road.
- Detects illegal, dangerous and careless behaviour on the road.
- Identifies offenders.
- Identifies the causes of crashes.
- Helps to educate, and change the attitudes of, road users.
- Prevents other forms of crime.
- Identifies and removes dangerous vehicles.

From 15 November 2012, elected Police and Crime Commissioners are accountable for how crime is tackled, and the delivery and performance of the Police service, in each Police force area in England and Wales. Police and Crime Panels scrutinise the work of each Commissioner and make sure information is publicly available. The Panels include a Councillor from every Local Authority in the Police force area.

For more information, see “Police and Crime Panels: Guidance on Role and Composition”, published by the Local Government Association (LGA) and the Centre for Public Scrutiny (CfPS)<sup>10</sup>

The Association of Chief Police Officers (ACPO) sets out its policy for road safety enforcement in “Policing the Roads - 5 Year Strategy 2011-2015”.<sup>11</sup>



In addition to year round enforcement, the Police work closely with Road Safety Officers and other Road Safety Wales Partners to deliver four annual all-Wales enforcement campaigns highlighting the Fatal 5.

The Fatal Five is a collective term that relates to the five most significant contributory factors in death and serious injury in road traffic collisions.

- Drink/Drug Driving
- Speeding
- Careless driving
- Not wearing a seatbelt
- Using a mobile phone

#### Fatal 5



## Fire and Rescue Service

Section 8 of the Fire and Rescue Services Act 2004<sup>12</sup> requires fire and rescue services to respond to road traffic accidents in their area.

### Fire and Rescue Services Act 2004

#### 8 Road traffic accidents

- (1) A fire and rescue authority must make provision for the purpose of :-
  - (a) rescuing people in the event of road traffic accidents in its area;
  - (b) protecting people from serious harm, to the extent that it considers it reasonable to do so, in the event of road traffic accidents in its area.
- (2) In making provision under subsection (1) a fire and rescue authority must in particular:-
  - (a) secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements;
  - (b) secure the provision of training for personnel;
  - (c) make arrangements for dealing with calls for help and for summoning personnel;
  - (d) make arrangements for obtaining information needed for the purpose mentioned in subsection (1);
  - (e) make arrangements for ensuring that reasonable steps are taken to prevent or limit damage to property resulting from action taken for the purpose mentioned in subsection (1).

In addition to their core role of providing an emergency response service to road traffic collisions and extricating victims who are trapped in vehicles, the three Welsh Fire and Rescue Services are active within Road Safety Wales and other local multi-agency partnerships supporting and delivering road safety education programmes to help prevent accidents happening in the first place.

## Health Service

Links currently exist between public health and road safety in Wales, however, there is always room for more partnership working.

In Wales, relevant health organisations that cover road safety are Public Health Wales and the Welsh Ambulance Service NHS Trust, both with a national overview; and seven Health Boards, with local roles. The public health priorities of each of the Health Boards are guided mainly by the relevant Director of Public Health. The local Public Health Teams within the Health Boards will, where possible, work closely with local authorities, although there is potential for existing links to be strengthened. Local councillors may have a role to play in encouraging existing partnerships to realise these links.

Public Health Wales can support local work, both by health boards and local authorities, by:

- 1) Helping to identify areas where there may be greater benefit by taking national action, or where local action is not feasible, for example, in Government policy and legislative areas.
- 2) Supporting communication between health boards to disseminate good practice.
- 3) Supporting national collaboration on key issues, such as reviewing evidence or reviewing crash patterns and trends, where action by one local authority or health board would be impossible, or data too limited to make this possible.

Public Health Wales also works closely with academics to carry out research and, along with the Health Boards, can support and guide evaluation of road safety interventions, and review the evidence of effectiveness of different types of interventions.

Closer co-ordination of road safety (and other injury prevention fields, such as home safety) with public health provide ideal opportunities for meeting the councils' overall obligations and desire to help their citizens enjoy long, active and healthy lives.

## Employers

Employers also play an important role in delivering road safety improvements by assessing and managing the risks faced and created by their staff when they are using the road for work purposes. A high proportion of journeys made on the road are work-related (for example, delivering goods, driving to appointments), and it is estimated that between a quarter and a third of all road crashes involve someone using the road for work.

Therefore, employers have duties under health and safety law to assess and manage the risks faced and created by their staff when they are using the road for work. Some road traffic laws also have 'cause or permit' offences which can apply to employers.

Local authorities are also major employers themselves, and have many staff who drive, ride or walk on the road in order to do their jobs. Therefore, your local authority should have policies and measures to manage its own work-related road safety risks.

The Department for Transport and the Health and Safety Executive publish a free guide for employers: "Driving at Work: Managing Work-Related Road Safety",<sup>13</sup> which can be downloaded from <http://www.hse.gov.uk>.

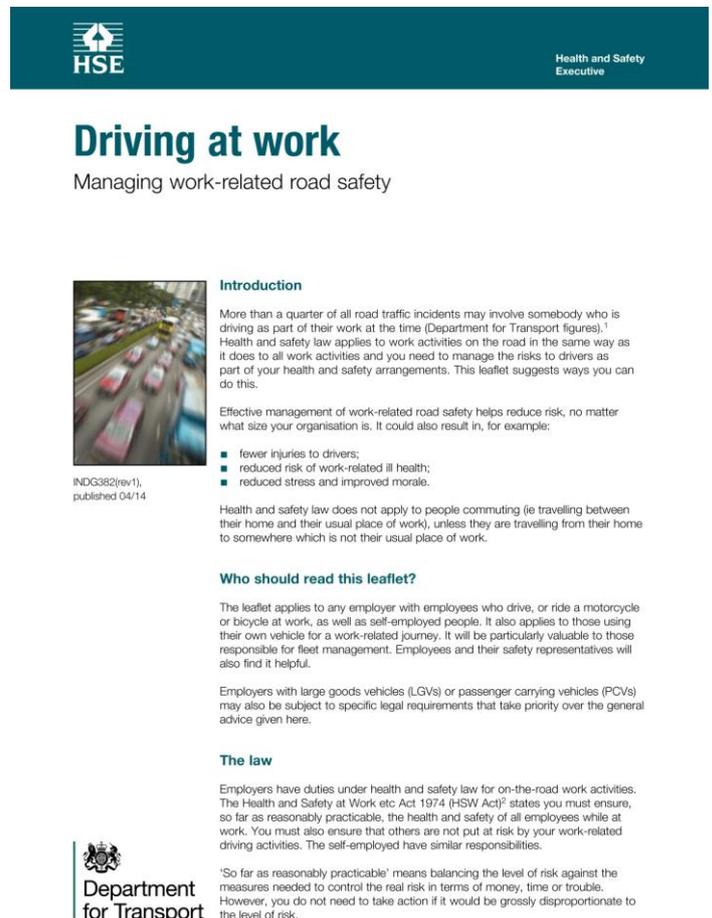
Advice and free resources to help employers manage their occupational road risk are available from the Royal Society for the Prevention of Accidents ([RoSPA](#)).

## Others

A wide range of other agencies help to deliver road safety services, for example, national and local charities and associations (such as the Royal Society for the Prevention of Accidents (RoSPA) and the other organisations who helped to produce this guide).

Driver and motorcyclist trainers play a significant role in helping people become safer drivers and riders and in providing refresher and advanced training.

Youth organisations, e.g., Scouts, Brownies and others, often provide road safety input and achievement awards, and many other groups help to improve road safety.



The screenshot shows the top portion of a leaflet. At the top left is the HSE logo. At the top right is the text 'Health and Safety Executive'. Below this is the title 'Driving at work' in a large, bold, teal font, followed by the subtitle 'Managing work-related road safety' in a smaller, teal font. On the left side, there is a photograph of a busy road with many cars. Below the photo is the text 'INDG382(rev1), published 04/14'. To the right of the photo is the 'Introduction' section, which states that more than a quarter of all road traffic incidents may involve somebody who is driving as part of their work. It lists three bullet points: fewer injuries to drivers, reduced risk of work-related ill health, and reduced stress and improved morale. Below this is a note that health and safety law does not apply to people commuting. Further down is the 'Who should read this leaflet?' section, which explains that the leaflet applies to any employer with employees who drive or ride a motorcycle or bicycle at work. Below that is the 'The law' section, which states that employers have duties under health and safety law for on-the-road work activities. At the bottom left of the screenshot is the Department for Transport logo.

# Local Government Road Safety

Local authorities are responsible for highway maintenance, transport strategy and policy, including road safety, accident investigation and prevention, public transport and sustainable transport for their areas.

## Transport Planning

Local authorities will be required to develop a Local Transport Plan for submission to the Welsh Government in January 2015. Those plans will set out their proposals for improving transport. This should include how it is intended to reduce the number of people being killed and injured on the roads through engineering, education and enforcement activities. In some cases local authorities may choose to work together to develop joint Local Transport Plans.

The Welsh Government is committed to publishing a National Transport Plan by the end of March 2015, to include regional priorities and establish a transport framework that integrates local, regional and national transport planning.

## Data

Good road casualty data is essential to ensure that limited resources are targeted at the right groups, areas and issues, in the right priority order and in the most effective way. Before any road safety programme (engineering, education, enforcement or a combination) can be planned, it is essential to identify the problems that need to be tackled and the most appropriate ways of doing so, otherwise there is the very real risk of spending those resources ineffectively.

## Local Data

The police collect casualty data from reported road accidents, which is held by the local authority or an organisation contracted to the local authority. Your authority's work is dependent on the quality and timely transfer of this data from the police; a Service Level Agreement may be in place between the two agencies to ensure this.

Subjective information may be obtained through consultation with local residents or community groups but should be treated cautiously. Local data may also be collected through community Speed Watch initiatives.

## Welsh Data

Casualty records from around Wales are compiled into a national report, "Road Casualties Wales" published annually by the Welsh Government.

In collaboration with the Police, local authorities monitor road casualty data, as gathered through Stats 19, to understand what types of road casualty are occurring, where, when and how, who is involved, and the likely causes.

This enables them to identify priority problem areas, roads and/or groups, and to plan road safety programmes to reduce the likelihood and severity of these accidents recurring. If no action is taken, they will continue to occur.

**First Release**  
**Datganiad Cyntaf**

SDR 86/2014 28 May 2014

**Police recorded road casualties in Wales, 2013**

The latest Police recorded road accident and casualty figures for Wales for 2013 show that:

- During 2013 there were **5,895 road accidents** involving personal injury recorded by the police in Wales, 7% (1 per cent) fewer than in 2012.
- These accidents resulted in **8,335 casualties**, 230 (3 per cent) fewer than in 2012. Within this total:
  - 111 people were killed** on Welsh roads in 2013, some 18 (19 per cent) more than in 2012.
  - 1,033 people were seriously injured** in 2013, 92 (10 per cent) more than in 2012;
  - 7,191 people were slightly injured** in 2013, a decrease of 340 (5 per cent) compared with 2012. (see 'Key quality information' section about comparisons between 2012 and 2013 for serious and slight injured)

**Chart 1: Index of casualties by severity**

In 2012 new interim targets for 2020 were introduced. They are based on the average for 2004-08:

- a 40% reduction in the total number of people killed and seriously injured on Welsh roads
- a 25% reduction in the number of motorcyclists killed and seriously injured on Welsh roads
- a 40% reduction in the number of young people (aged 16-24) killed and seriously injured on Welsh roads

By 2013:

- The number of people killed or seriously injured was 19 per cent lower than the average for 2004-08 (Target 1);
- The number of motorcyclists killed or seriously injured was 4 per cent lower than the average for 2004-08 (Target 2);
- The number of young people killed or seriously injured was 36 per cent lower than the average for 2004-08 (Target 3).

Statistician: Henry Small Tel: 029 2082 8660 Email: stats.transport@wales.gsi.gov.uk  
Next update: May 2015 (provisional) Twitter: www.twitter.com/statisticswales | www.twitter.com/ystadegaucymru

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[www.cymru.gov.uk/ystadegau](http://www.cymru.gov.uk/ystadegau)

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Telephone – Press Office **029 2089 8099**, Public Enquiries **029 2082 5050**  
[www.wales.gov.uk/statistics](http://www.wales.gov.uk/statistics)

## Great Britain Data

Road casualty figures for Great Britain are compiled into a national report, "Reported Road Casualties Great Britain" published annually by the Department for Transport.

## Outcome Based Approach

All partners, including the Welsh Government, are expected to target road safety interventions, focussed on results. Research, evidence and evaluation should be utilised to ensure that education, publicity, training, engineering works or enforcement activity is delivering key outcomes (ie casualty reduction).

Two useful online tools that provide access to a wide range of road safety research and good practice are the [Road Safety Observatory](#) and the [Road Safety Knowledge Centre](#).



Road safety programmes designed from the analysis of this data and research may involve road safety education, engineering, enforcement or a combination of some or all of these approaches.

## Road Safety Education Training and Publicity (ETP)

**Education** is a broad based activity, which deals with ideas and concepts such as hazard perception and management of personal risk in the road environment, and the development of coping strategies, and encourages understanding of our personal responsibilities to other road users. It is a gradual process, which takes place over a number of years.



**Training** is mostly concerned with creating or developing practical skills, is short term in duration and includes activities such as pedestrian training, cycle training, post-test driver training and motorcycle training.

**Publicity** is designed to provide information, raise awareness and give advice on appropriate behaviour; it can also reinforce positive attitudes.

All three activities aim to influence the behaviour of road users, by improving their knowledge of the causes and consequences of road crashes, improving their skills as road users and fostering positive attitudes towards behaving in a way that reduces the risk of causing or being involved in a road accident.

Although road user education is incorporated within the Scottish curriculum, it is currently an optional element in England and Wales, and so is dependent on local enthusiasm and commitment down to the level of each individual school and teacher.

## Road Safety Engineering

It is important that a range of officers are involved in creating safer road environments, including road safety engineers, highway designers, planners and urban designers in close consultation with local communities to create a safer road environment that:

- WARNS** road users of any unexpected features or those requiring special attention.
- INFORMS** road users about what is expected.
- GUIDES** road users, making appropriate behaviour an easy choice.
- CONTROLS** road users as far as possible where conflicts may exist.
- FORGIVES** error or inappropriate behaviour.

Road safety engineers and urban designers use a wide range of measures to improve the safety of the road environment for all road users and to encourage increased use of roads and streets as places that meet the needs of all road users, including pedestrians and cyclists, and not just the movement of motor vehicles. There are innumerable documents providing guidance on improving roads and streets – the three main documents being the “Design Manual for Roads and Bridges”,<sup>14</sup> “Manual for Streets”<sup>15</sup> and “Manual for Streets 2”.<sup>16</sup> These measures can range from improvements to road signs and markings, road surface improvements, applying ‘naked streets’ principles to street clutter, junction re-design, traffic calming schemes, speed limits, including 20 mph limits and zones and improved walking or cycling facilities to major road improvement schemes or Shared Space schemes.

Local safety schemes provide excellent value for money in places with existing collision problems.

By focusing on sites and areas with poor collision records, road safety engineers concentrate their efforts on places where it is known that people are actually being killed or injured, rather than on perceived risks.

Road safety engineers will seek to reduce collisions and casualties by undertaking area-wide or route-based safety schemes, as well as studying selected individual sites.

Road safety engineers also conduct road safety audits of new road schemes or where the road is being modified to identify potential road safety problems and recommend solutions. They also use similar techniques to review existing roads.

## Maintenance

Road maintenance is a fundamental feature of safe roads, and factors such as surface condition, road alignment, drainage, signs, road markings, traffic signals and gritting in the winter can reduce the chance of a crash.

## Enforcement

Enforcement of most road traffic laws is the duty of the police, however, safety (speed) cameras are managed by GoSafe (The Wales Road Casualty Reduction Partnership). In addition, some areas, such as parking enforcement, can be the responsibility of local authorities.

## Active Travel

Walking and cycling are collectively termed active travel. The Welsh Government is committed to increasing active travel, but understands that this potentially carries with it a greater risk of involvement in a road traffic collision. The Welsh Government wishes to minimise risk by ensuring there is appropriate infrastructure in place to promote active travel in a safe environment.

“The Active Travel (Wales) Act”<sup>17</sup> looks to encourage people to walk and cycle more regularly, placing a duty on local authorities to map safe and appropriate walking and cycling routes, make enhancements for pedestrians and cyclists as part of new road schemes and make continuous improvements in walking and cycling. The Act also considers the safety implications and the infrastructure that must also be in place to support this.

The Welsh Government and local authorities are seeking to encourage more people to walk and cycle more safely and more often by making the roads safer, providing children’s cycle training and through the Safe Routes in Communities scheme.

## School Crossing Patrol Service

Most local authorities provide School Crossing Patrols (SCPs) to help children walk to and from school safely, although it is not a statutory (legally required) service. They help children, and can help adults, to cross roads which are too busy for them to cross safely without help, but not busy enough to justify a zebra or light controlled pedestrian crossing.

Road Safety Great Britain publishes “Guidelines for the Management of the School Crossing Patrol Service”<sup>18</sup> which help local authorities to ensure they are able to provide their School Crossing Patrol Service where appropriate and in the most cost-effective manner possible, especially in these times of reduced public spending.



## School Travel Plans

School Travel Plans (STPs) are written documents produced by school communities (children, parents, teachers and governors) to encourage safe and sustainable school travel.

The Welsh Government has supported and encouraged the development of STPs for over 10 years. Now that STPs are widely established throughout Wales, the first point of contact for support in the development of an STP is a local authority officer from within the Highways and/or Road Safety departments.

STPs were recommended in the Road Safety Strategy for Wales and its Action Plan released in 2003 and subsequently re-emphasised in the “Smarter Choices Wales”<sup>19</sup> released in 2007. STPs are recognised by the Welsh Government, local authorities and road safety professionals as continuing to make a valuable contribution to the understanding of road safety by schools, and are an important tool for schools in identifying and mitigating road safety related risks.

The Active Travel (Wales) Act places a requirement on local authorities to continuously improve facilities and routes for walkers and cyclists. The Act also requires new road schemes to consider the needs of pedestrians and cyclists at design stage.

Travel plans offer a way forward for healthier, active children through improved walking and cycling routes, journey planning, incentives, cycling and pedestrian training, safer routes and better parking management. Road safety education and training are an integral part of any travel plan, and will contribute to a reduction in congestion and accidents on the way to and from school.

The Healthy Schools and Eco schools movements help schools to take a whole school approach to a wide range of health and eco issues. Schools are encouraged to adopt a whole school, whole community approach to safety, where they and the local authority work together to improve health outcomes for children, families and staff by encouraging active lifestyles while reducing the risk of accidents on the roads, in the playground and on school visits. This includes taking account of the health benefits achieved when children (and staff) walk or cycle to school.

In the wider context, STPs complement and contribute to the development of Safe Routes in Communities (SRiC) schemes (previously known as Safe Routes to School (SRTS) schemes). SRiC schemes primarily focus on infrastructure (walking and cycling routes and road safety) improvements to schools and community facilities, and are currently grant funded by the Welsh Government.

If you are a school governor or local councillor you can help to make sure that your local school's Travel Plan is up to date and has the support of the children, parents and local community.

## Planning and Development Control

The local authority is responsible for regulating and controlling new developments within its boundaries. Officers and councillors decide whether or not proposals for new developments are acceptable. The council must process and determine applications for planning permission, and regulate the schemes and developments which may be granted planning permission. This presents opportunities to anticipate and avoid potential road hazards, and to make motorcycling, walking, cycling and the road environment safer at the design stage – always the most effective (and cost effective) way. It prevents problems before they arise, ensures that new road safety risks are not created and can also provide extra road safety measures to reduce the effects of increased traffic and changes in routes resulting from residential or commercial developments.

## Safer Roads

The Welsh Government encourages local authorities to take a proactive approach to analysis to identify potential trends which may be addressed through engineering, enforcement or education.

In addition to addressing existing collision cluster sites, Welsh Government and local authorities should adopt a route analysis approach to road safety on the entire road network in Wales.

The use of passively safe street furniture, on the trunk and local road networks, should be considered where risk assessment indicates it would be of benefit in a collision and casualty severity reduction.

# Getting the Most out of Limited Road Safety Resources

## Evidence

The first step to making the most effective use of road safety resources is to ensure, as far as possible, that they are targeted at the local authority's most pressing road safety needs. These should be identified through analysis of the road casualty data and trends, including its demographic data, and analysis of local, national and international research.

An evidence-based approach should also include an assessment of the likely effectiveness of road safety measures and programmes in addressing the identified road safety problems, so that the most appropriate measures can be chosen. This should also help to inform the design of the planned road safety programmes.

## Evaluation

It is important to recognise that some interventions will not work and in seeking to reduce road casualties, inevitably some things will be more effective than others.

Lessons can be learned from both successful and unsuccessful activities, and if results are not forthcoming within a reasonable period, then changes should be made or the activity abandoned.

## Engineering/Enforcement

All activity should be based on quantitative collision and casualty data and be evaluated to establish effectiveness in reducing casualties and collisions.

## Education, Training and Publicity (ETP)

It is more difficult to ascertain the effect ETP has on casualty reduction. However, there are evaluation approaches that can be used, and these should always be part of delivery.

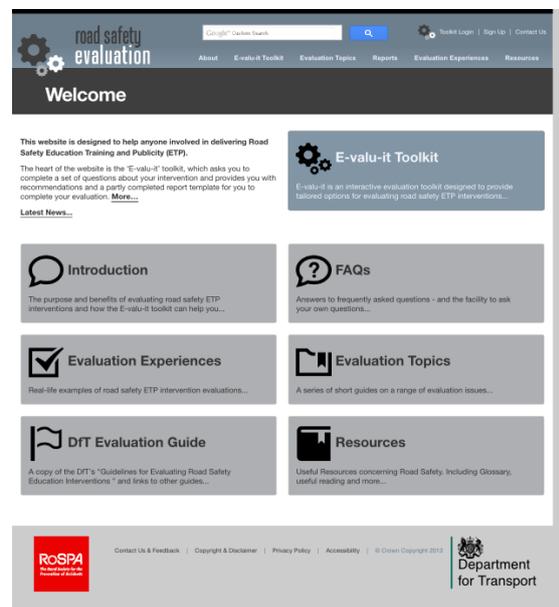
Help and guidance on how to decide achievable outcomes, and plan and conduct evaluations of road safety programmes is available at [www.roadsafetyevaluation.com](http://www.roadsafetyevaluation.com). This contains an interactive road safety evaluation toolkit called E-valu-it to help road safety practitioners plan, carry out and report the results of road safety evaluations.

## Partnership

A multi-agency, partnership approach allows resources to be shared and maximised and widens the pool of expertise available to all the partners. Road Safety Wales is in an ideal position to identify examples of good practice and opportunities to share resources.

Road safety is also often a feature of local authority community safety partnerships.

Public health is an increasingly important partner for local authorities (see page 10), especially through the local Health Boards.



## Employers

Employers are an important partner as they are able to influence the way their staff drive, to communicate local authorities' road safety messages and campaigns to their staff, and are often able to support local authorities' road safety activities.

## Co-ordination with Other Policy Areas

Road safety services can complement, and be mutually supportive of, many other service areas, and vice versa. For example:

- Wider transport strategy
- Trading standards
- Environmental health
- Economic development
- Public Realm Improvements
- Health
- Education
- Land use planning
- Community cohesion
- Social services
- Planning
- Regeneration
- Environment

# What You Can Do

As a local councillor, you can help to ensure that your local authority has a comprehensive local road safety strategy that is effective in reducing road accidents and casualties on your roads, and the roads of neighbouring authorities. In particular, you can:

## Influence Decision and Policy Making

Road safety is a subject that affects everyone; communities are very sensitive to road safety and related and perceived issues such as speeding, heavy vehicles and so on. You will be faced with making tough decisions about allocating finite resources between competing priorities; this may affect the resources available for road safety activity. This is why it is important that you are familiar with the value of road safety to your community, and to make the links with other policy agendas.

As a representative of your community, you can inform and influence the decisions through your cabinet or committee structure to ensure that road safety resources are used to the best effect, that opportunities to improve safety on the road are not missed and that any possible adverse effects on road safety are fully understood. Some members also sit on other committees and can raise the profile of road safety on the agendas of these organisations.

You may also sit on other bodies (such as a school governing body or a health board), either as a representative of your authority or as a local community representative, where you can make a difference.

PACTs (Police and Communities Together) meetings can provide the opportunity to engage with the public and allow road safety schemes to be discussed a local level in a transparent way.

## Ensure Road Safety Services are Evidence-based and Evaluated

Road safety priorities and programmes should be based on casualty data and road safety research, and be evaluated, to ensure that the authority's limited resources are being used in the most effective way in response to the most pressing road safety needs. This evidence supports and underpins why and how decisions are made and demonstrates that the approach is both objective and fair.

Your responsibility is both to question the data to make sure that it is accurate and robust, and also to help present it to the public.

## Ensure Services are Co-ordinated

The interaction between human factors and road features has important implications for safety engineering and road user education, and highlights the need for engineers, road safety officers, roads police and others to work closely together. These disciplines can only work effectively if they are linked, so that engineers understand how people use and interact with the road network, read signs and so on, and so road safety officers and the police can report their experiences of how things work back to engineers.

The specialism of understanding the human factors is part of the road safety officer's expertise and training and their role should be to provide that knowledge to the other disciplines by a combined problem solving approach to highway design and accompanying campaigns and information.

This ensures that the needs of the road user are at the heart of design, education and enforcement work. Local councillors are in a unique position to enhance this partnership and to become actively involved in making their roads safe, through their membership of partnership bodies, and by making sure that officers are working closely with colleagues and other agencies.

## Champion Road Safety for All Road Users

Local councillors can become aware of a problem because of complaints from constituents before they are reflected in the casualty statistics, and can bring this information to the notice of officers for further investigation. Equally, they can also make constituents aware of the authority's road casualty situation and its road safety initiatives.

A challenge for local councillors is how to respond to constituents' calls for action to prevent what they believe is an "accident waiting to happen" at a particular location. With limited resources, it is even more important to target road safety at real rather than perceived road safety problems.

### "Do we have to wait until someone is killed?"

There is a real challenge facing many local councillors when balancing requests from local residents with the need to allocate resources properly across the whole local authority area. Local residents will campaign for action on their own street or estate, and will expect you as their local councillor to support them. However, you will have to balance your role as local champion against that as a local councillor with responsibility across your whole area. Road Safety Officers will be able to present the evidence, but if it shows that a perceived problem in an area is not actually a road safety problem at all, this can be a difficult message for a local councillor to convey. A perceived problem, however, may be a real barrier to people choosing to walk and cycle, and therefore, may justify action as part of an overall sustainable travel strategy.

## Support Your Council's Scrutiny Committee

Scrutiny is a key part of local authority structure and practice. Scrutiny Committees help to ensure that the council's policies, plans, decisions and actions are being made in the community's best interest. They give councillors, officers and members of the public an opportunity to consider new ideas and challenge existing policy to improve a council's services.

Scrutiny Committees will consider a council's road safety policies (for example, whether to adopt a 20 mph limit policy for residential roads), and it is essential to ensure that the committee has reliable and comprehensive evidence on which to base its decisions.

Scrutiny can be a great way of challenging the evidence and assumptions made by officers, as well as bringing partners together and looking at new and innovative ideas for reducing accidents and casualties on the roads.

Scrutineers will want to see the evidence for what your council is doing or plans to do. You should consider speaking to other key partners as well as your own officers and cabinet members. Many other scrutiny committees across the country have looked at various aspects of road safety - check the Centre for Public Scrutiny website ([www.cfps.org.uk](http://www.cfps.org.uk)) or go to the library for copies of reports, which provide useful information.

## Ensure Your Local Authority Manages its Occupational Road Risk

As a major employer, your council will have hundreds and possibly thousands of staff who drive, ride or walk on the roads in order to do their jobs, and will use a wide variety of vehicles for many different purposes.

This means that all local authority staff face and create risks for themselves and everyone else using the road.

Proactively managing these risks means that they are less likely to be exacerbated by work pressures, such as journey schedules that encourage speeding. Local councillors should familiarise themselves with the 'At-work Road Safety' or 'Managing Occupational Road Risk' policies, which should apply to all staff, including contractors and local councillors. This could also be a good topic for your council's Scrutiny Committee.

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