

DECADE OF ACTION FOR
ROAD SAFETY



2021 - 2030



GB ROAD SAFETY PERFORMANCE INDEX



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GB ROAD SAFETY PERFORMANCE INDEX

RESTORING MOMENTUM

Improving Local Authority Road Safety Performance over the Next Decade



Analysis & report by:



FOREWORD

Local government is in the front line of UK road safety. The policies and performance of local councils have a major influence on the number of deaths and serious injuries occurring on our roads. This report and its new GB Road Safety Performance Index for the first time provides comparative data for every local authority and police force in Britain. Published by the Towards Zero Foundation, in association with the Parliamentary Advisory Council for Transport Safety and Agilysis Ltd, it is hoped that its case studies and analysis will encourage local councils to review and revitalise their road safety strategies and plans for the decade ahead.

The report represents a call to action to reverse the stagnation in UK road safety performance over the last ten years. Coinciding with the launch of a new United Nations Decade of Action for Road Safety that aims to halve road deaths and serious injuries by 2030, the report shows that reductions on this scale have been achieved before and can be again.

It is encouraging that local authorities are increasingly adopting the safe system approach and ultimate goal of achieving 'Vision Zero'. Such ambition is entirely compatible with the urgent task of making road transport less polluting and climate friendly. Indeed, progress towards zero road fatalities and zero transport emissions should be seen as an integrated strategy to make our streets safer and cleaner than ever before.

We recognise that local councils need to have a supportive framework of national road safety policies. Road safety and promoting sustainable transport is a shared responsibility in which community engagement is essential. That is why local leadership is so important and we hope that this report will inspire local councillors across the UK to become champions of a world increasingly free from road danger.



David Ward
President, Towards Zero Foundation



David Davies
Executive Director, PACTS

CONTENTS

Foreword.....	3
In Memoriam	5
Executive Summary.....	6
About this report.....	9
Introduction	9
Performance Insights: The Last 2 Decades	11
The GB Road Safety Performance Index.....	13
Approach.....	13
Best Practice Insights: The Safe System.....	14
Part One – The Last Decade.....	17
KSI Casualties per head of population – 2015-19	17
Lowest Risk Areas in England, Scotland & Wales – KSI Casualties per 100,000 population.....	17
Highest Risk Areas in England, Scotland & Wales – KSI Casualties per 100,000 population.....	18
Best Practice Insights: Understanding priorities.....	20
Leadership and Ambition – A view from the Chair	21
Road Safety Progress	22
Strongest performers in England, Wales and Scotland - 2017-19 compared to 2009-2011	22
Weakest performers in England, Wales and Scotland - 2017-19 compared to 2009-2011	22
Best Practice Insights: Governance and accountability	24
Setting Direction & Measuring Performance: Kent’s Vision for Zero	25
Part Two – Future Performance Predictions	27
Projected best performing areas in England, Scotland, and Wales, until 2030.....	28
Projected worst performing areas in England, Scotland, and Wales, until 2030	28
Best Practice Insights: Measuring Success.....	29
Developing Scotland’s Performance Management Framework.....	30
KSI Projection Rates 2030	31
Projected Lowest Risk Areas in England, Scotland, and Wales, 2030.....	31
Projected Highest Risk Areas in England, Scotland, and Wales, 2030	31
Case Study: Shared Responsibility	33
Embracing Community Engagement for Improved Outcomes.....	34
Recommendations	36
References	37
Appendix I – Why local government must be on the frontline of global road safety	38

IN MEMORIAM

Alex Ward was a Borough Councillor in Ashford Kent, and a road safety campaigner. He was elected in May 2019 to Ashford Borough Council in Kent and this was the successful culmination of six years campaigning on local issues in the Borough. He was also a strong supporter of the Towards Zero Foundation's #50by30 campaign working tirelessly to achieve a new United Nations (UN) target to halve road deaths and serious injuries by 2030.

In February 2020 the #50by30 target was adopted by the 3rd Global Ministerial Conference on Road Safety held in Stockholm Sweden. Then in August 2020 the UN General Assembly adopted a resolution which confirmed the target as it proclaimed a Second Decade of Action for Road Safety 2021-2030.

Unfortunately, Alex was unable to participate in the Stockholm conference as over the previous six months he had become increasingly disabled and was eventually diagnosed with Motor Neurone Disease. Despite his terminal illness Alex was delighted to see #50by30 included in the Stockholm Declaration and would have been thrilled to see it included in the new UN resolution. Sadly, Alex passed away in July 2020 before the UN resolution was adopted. The success of #50by30, and the new mandate it gives for another decade of life-saving road safety action, mark a significant and enduring legacy for Alex. He would also have been very proud that the campaign won the Premier 2020 Prince Michael International Road Safety Award.

Alex was determined to combine his work and knowledge in local government and road safety to encourage Councillors and Mayors to take the lead to develop local road safety plans that can help meet the #50by30 target. Shortly after the Stockholm Conference Alex wrote a blog 'Why Local Government Must Be On The Frontline Of Global Road Safety' (see Appendix I). Urging local councillors to be leaders in road injury prevention he wrote:

"The lesson for local government leaders everywhere is that they need to be champions of ambitious and properly resourced road safety plans at national as well as local level. I would, therefore, strongly encourage my fellow local government Councillors around the world to challenge their national governments to respond to the Stockholm Declaration's call for action. Meanwhile we can use the Stockholm Declaration as a guideline for the adoption by our own authorities of #50by30 road safety plans".



This report aims to encourage councillors to take up this call to action, and is dedicated to Alex and his passion for public service and road safety. He is greatly missed by his family and friends and he leaves a lasting legacy of the changes he has achieved in his lifetime.

For more about Alex and the campaign to end MND see: www.alexwardfund.org

EXECUTIVE SUMMARY

There is a growing appetite for change across the country, for communities that are safer, cleaner and support more sustainable travel choices. This report adds momentum to that call for cleaner transport, improved air quality and more active mobility, by renewing the case for road safety, which is a key enabler of more inclusive, accessible and liveable places. Against the backdrop of a decade of stagnation in road safety performance, local leaders can play a pivotal role in turning the tide and delivering the safe and sustainable streets that create desirable spaces to live, learn and work.

This report contains cases studies to offer best practice examples on how UK authorities are embracing international standards and applying it through innovative models. The report is accompanied by the new GB Road Safety Performance Index, providing comparative road safety performance data for every local authority and police force in Britain. The purpose is to help authorities understand where change is needed and provide guidance on embracing the challenge of a 50% reduction in deaths and serious injuries by 2030.

The report is produced in the context of a new Decade of Action for Road Safety internationally and where GB communities and road safety stakeholders are championing change through local traffic neighbourhoods, protected space for pedestrians, dedicated cycling infrastructure and new strategies and partnerships. These activities represent shared goals of reducing road danger, encouraging active mobility, decarbonising transport, cleaning up air quality and improving the places where we live and work. It is also produced in an era of stagnation in road safety performance. After decades of dramatic progress in the safety of our streets, since 2010, the numbers of people killed or seriously have only marginally improved.

Looking at the long-term trend, this report examines how the safety of roads in Great Britain would have performed over the last 10 years, if the improvements made during the early part of this Millennium had been continued. It calculates the cost of complacency during the last decade, but it also provides a moment of opportunity, the chance to restore momentum, protect our local communities, refusing to accept that tragedy and life changing injury are acceptable on our roads, and sets a path towards a future which is safer for all.

The Index, and the analysis included in this report, focus on the majority of casualties which occur on roads under local authority control. It includes data to:

- Compare road risk between areas, using the number of deaths or serious injuries per 100,000 population
- Compare performance in the most recent three years (2017-2019) with the start of the decade (2009-2011)
- Model trends based on figures from 2006-2010 if performance had not stagnated
- Model trends on future performance to 2030 if we continue to stagnate
- Show risks to different road user groups, such as pedestrians, cyclists and motorcyclists (online Index only)
- Show average number of different vehicles involved in conflicts that resulted in death or serious injury (online Index only)

The report shows the best performing and weakest performing local authorities in England, Scotland and Wales in comparative tables. This is not to celebrate success or condemn poor performance but to show the inconsistencies within the picture across Britain and to highlight the opportunities that exist to secure significant gains by embedding best practice across the board.

The variation is staggering. The rates of killed or seriously injured (KSI) casualties which occurred between 2015 and 2019 in Great Britain range from around 20 per 100,000 population to levels over 4 times as high.

The rate of progress in 2017-2019, compared with 2009-2011, is arguably more varied. The strongest performing authorities saw reductions of more than 50% in this period, whilst the weakest have experienced a 50% increase.

Looking to the future, if Britain aligns itself with the global target of a 50% reduction in deaths and serious injuries on our roads by 2030, we have the opportunity to save around 170,000 people from dying or experiencing life changing injuries from road collisions. At the local level, there are some authorities which are expected to meet the 50% reduction by 2030 but there are others which are predicted to have a KSI casualty rate that is 3.45 times the target rate for 2030.

The best practice case studies are those who are adopting international guidance and using an evidence-led approach to casualty reduction. The case studies provide examples of how others can take the first steps towards adopting a Safe System approach, which recognises that there are a variety of interdependent system elements that work together to protect road users from serious harm. These elements include road safety management; the creation and maintenance of safe roads; the use and maintenance of safe vehicles; the educating and regulating of safe road users; the setting and adherence of safe speeds; and a post-crash response which includes high quality medical care and incident review and action.

To embrace these imperatives and deliver them at a local level, partnerships and authorities are adopting a number of actions which can be emulated by others. The Vision Zero South West (VZSW) Road Safety Partnership in the South West of England started their journey with a detailed collision analysis to understand the issues experienced on their network to gain insights into high-risk road user groups, high-risk routes, and risky behaviours. These insights were used in the development of their delivery plan. Their insight work also explored the public health challenge presented by road risk and the perception of road risk to understand the impacts on physical inactivity, climate change, social exclusion, air pollution, noise and motor vehicle collisions.

Before embarking on the road to Vision Zero and the creation of a Safe System, many authorities and partnerships have undertaken a governance audit to understand how accountability can be increased and a Safe System embedded, with the right partners and stakeholders committed to strong targets. Others, such as Transport Scotland, are creating 'safety performance indicators', which are key metrics to monitor progress towards creating a safer transport system. Thinking about stakeholders, the Vision Zero Partnership for Cambridgeshire and Peterborough is directly engaging with local communities to increase the sense of shared responsibility that is central to Safe System thinking.

The opportunities for success are clearly there, if Great Britain were to improve at the projected rate of the best performing authority, we would reduce the numbers of people killed and seriously injured from over 27,000 per year to less than 9,000 per year. That's 18,000 lives every single year that would escape death or life changing injury. For every one of those, there are family members and friends that are spared grief and trauma, pressure on local health services reduced and loss of output for employers diminished. The health and wealth of local communities and the nation cannot afford another decade of complacency, the time to act is now.



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ABOUT THIS REPORT

Presenting a mixture of analysis and practice, this report looks at how road safety in Great Britain has developed over the last twenty years and reveals projections for how we might perform in the decade ahead. Aiming to help decision makers across the country understand the imperative for change, we examine the evidence of where progress has stagnated and where there are opportunities to renew our momentum.

In amongst the analysis, a number of case studies also offer guidance and direction for leaders looking to facilitate change, demonstrating how pioneering authorities are embracing international standards and applying it through innovative models.

A companion to the new GB Road Safety Performance Index, this report is accompanied by a wealth of data delivered through the Index online, allowing unrestricted access to view and compare current and projected performance for every local authority and police force area across Britain.

It is therefore an invitation, to those who wish to embrace the challenge of improving the quality of our communities, the welfare of our citizens and the safety of our roads, by going for #50by30.

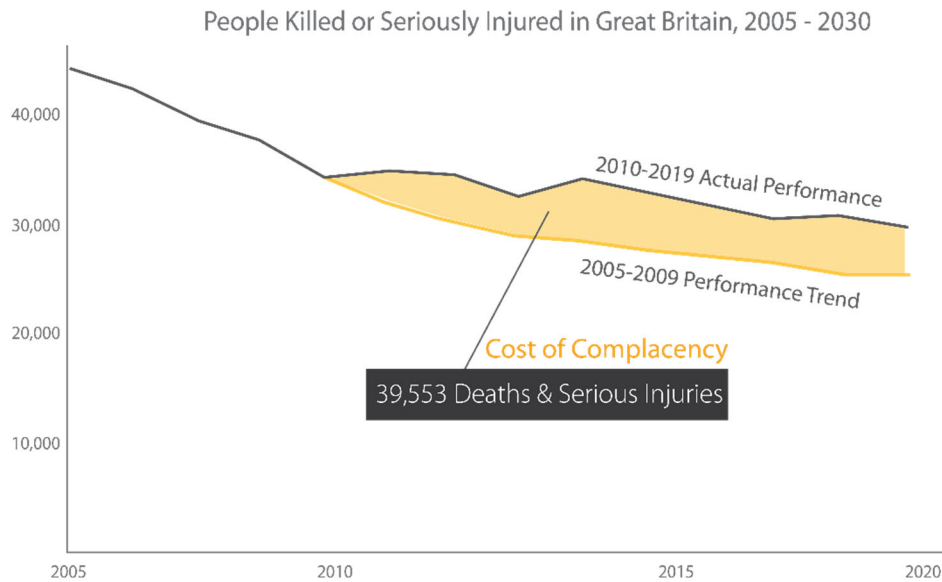
INTRODUCTION

Leaders across the globe are turning their attention to road safety like never before. In 2020, the United Nations General Assembly made a commitment to work towards a halving of road death and serious injury over the course of a decade (2021-2030), calling on all member states to play their part in a new Decade of Action for Road Safety. Whilst this energy and momentum is gathering internationally, across Great Britain, political leaders at both national and local level are gearing up to play their part in this global fight.

Recent months have revealed a huge appetite for change, as communities embrace low traffic neighbourhoods; towns create more protected space for pedestrians; and cities around the world unveil massive new cycle infrastructure. It expresses a shared goal of encouraging active mobility, decarbonising transport, cleaning up air quality and improving the places where we live and work.

New strategies and strong partnerships are beginning to emerge with a determination to tackle the unacceptable loss of life and levels of injury on our roads. Since 2010, road safety performance in Britain, and across many developing countries, has stagnated. After decades of dramatic progress in the safety of our streets, the period since 2010 has been marked by only marginal improvements.

Looking at the long-term trend, this report examines how the safety of roads in Great Britain would have performed over the last 10 years, if the improvements made during the early part of this Millennium had been continued. It calculates the cost of complacency during the last decade, but it also provides a moment of opportunity, the chance to restore momentum, protect our local communities, refusing to accept that tragedy and life changing injury are acceptable on our roads, and sets a path towards a future which is safer for all.



Road traffic crashes claim the lives of over 1,750 people every year in Great Britain and result in injury to over 150,000 citizens: many of them the most vulnerable, the young and the elderly, from deprived communities. Road casualty targets were in place for Great Britain between 2001 and 2010 with local authorities set goals to achieve a 40% reduction in killed or seriously injured casualties. This decade saw impressive casualty reductions, most notably from 2005 onwards. The chart above shows this trend together with the much lower casualty reductions seen in the last decade through to 2019. If the improvements in road safety that were experienced between 2005-2009 had continued, 39,553 fewer people would have been killed or seriously injured on the roads of Great Britain; that is the very real cost of complacency over the last decade.

We must make decisions now about how we address road safety for the future. If we carry on with a 'business as usual' scenario until 2030, nearly 170,000 more people will die or suffer life changing injuries than if we set ourselves on a path to meet the global target of a 50% reduction by 2030.

PERFORMANCE INSIGHTS: THE LAST 2 DECADES

To understand the disparity in performance between the first decade of the Millennium and the second, it is critical to explore some of the key national factors that influenced road safety trends over the last 20 years.

By the start of 2000, Great Britain had already started to develop a strong performance management mindset to road traffic injury. Targets had been established in 1987 to achieve a 30% reduction in casualties by 2000 and performance on deaths and serious injuries had exceeded the target, falling by 39% and 45% respectively. In March 2000, the Government unveiled its new strategy for the forthcoming decade, 'Tomorrow's Roads Safer for Everyone' providing clear, national targets and local accountability.

Success continued into the early 2000s as some of the multi-sectoral measures and external influences continued to have an impact:

- **Targets and performance framework**

A set of targets was clearly articulated and well understood by public sector institutions who were accountable for delivering results on local roads. Innovative funding mechanisms introduced additional resources for police and local authority work in this area.

- **Partnership focus**

The prevailing strategy recognised the need for engagement across government and with a wide variety of partners in public, private and voluntary sectors. The role of motor vehicle manufacturers was recognised as well as road user groups working alongside the statutory bodies. Many sub-national road safety partnerships were established.

- **Speed management**

Control of vehicle speeds became a major focus through enforcement and engineering programmes. Many residential areas benefitted from the introduction of reduced limits and the nationwide roll-out of speed enforcement programmes with associated education for offenders has had a dramatic effect on traffic speeds.

- **Occupant safety improved**

The data is very clear that vehicle occupant safety is improving. Enhanced safety performance of cars in particular, especially through secondary safety features, is resulting in far fewer injuries to drivers and their passengers.

- **Financial crisis**

The global financial crisis had a suppressing effect on traffic volume and potentially vehicle speeds, which is widely recognised as a contributor to continued safety improvements from 2008 until economic growth was re-established.

In more recent years, as performance has stagnated, there are a number of trends that appear to be having an ongoing influence on the persistently high number of deaths and serious injuries:

- **Reduced focus and investment**

In the wake of the financial crisis, the era of austerity saw dramatic reductions in public sector expenditure which was widely documented to have a significant impact on highways investment. Reductions in both capital and revenue budgets resulted in reductions to safety schemes, highway maintenance, collision investigation, analysis, education, communications and campaigns.

- **Rural networks**

Reported deaths in particular are disproportionately distributed on rural roads in Great Britain, however these roads often need addressing with extensive treatments along a route: improving sight lines, changing junction layouts, making roadsides more forgiving and reducing traffic speeds.

- **Vulnerable Road Users in urban areas**

Whilst vehicle occupant protection has improved, the proportion of road traffic casualties that are travelling by vulnerable modes (particularly walking and cycling in towns and

cities) has increased; measures are required to protect these road users from the danger posed by vehicular traffic.

- **Decline in visible policing**

Around the country, specialist roads policing units have been severely depleted, as have support teams providing data and intelligence for tasking, reducing effective capacity to enforce lifesaving traffic laws.

- **Rhetoric undermining action**

Despite persistent, strong public support for proven road safety interventions such as reduced limits and safety cameras, political rhetoric and media coverage in some quarters attacked such measures, eroding public confidence.

THE GB ROAD SAFETY PERFORMANCE INDEX

In Great Britain, 87% of road deaths take place on roads under local authority control. This report accompanies an important new data index that allows users to interrogate performance on local roads in Great Britain and to see how individual authorities are performing. It reveals the number of additional people killed or seriously injured on the roads of each authority than would have been the case if the trends to reduce casualties had been maintained.

The Index is a timely reminder of the road safety responsibilities of local councils, Police and Crime Commissioners and the devolved administrations. It shows that stronger local leadership and more effective policies, delivered in partnership with central government, will be required to meet the #50by30 target. These tools provide local councillors, Police and Crime Commissioners, and parliamentarians in England, Scotland and Wales with the evidence they need to re-energise their road safety policies and commitments in a new Decade of Action.

In this accompanying report, some of the data from the Index is presented to help elected representatives and senior officials understand the scale of the challenge, but there is also assistance to shift the trend and start making fresh progress. A series of case studies, highlighting how leading authorities are embracing the need to reinvigorate road safety and implement best practice, are included, drawing attention to some of the key concepts that will transform progress.

APPROACH

The research that sits behind the Index is based on road casualty data provided by the Department for Transport from 2005 to 2019 (the most recent full year of available data). The analysis focuses on collisions on local roads, rather than the strategic networks (such as those managed by National Highways), providing a more accurate picture of performance and progress on roads where local authorities can have the most influence.

Internationally, when looking to **compare road risk between areas**, a calculation of deaths or serious injuries per 100,000 population is typically used; this is the measure that has been included here.

Performance **comparisons over time** have been made between the most recent three years of available data (2017-2019) and a comparison period reflective of performance at the start of the decade (2009-2011) to reveal how much improvement there has been.

When looking to understand **what might the last decade have looked like if we hadn't stagnated**, data needed to be modelled to apply a trend based on performance from 2006-2010. A similar modelling approach is also applied to work out **where will we end up if we continue to stagnate**, based on projecting the annual trends from 2010 to 2019, from a baseline of 2017 to 2019 to give projections up until 2030

This companion report does not show the particular risks experienced by different road user groups such as pedestrians, cyclists and motorcyclists, however, the split of casualties between individual user groups are presented in the online Index for every local authority and police force area.

Traffic injury is overwhelmingly inflicted by motor vehicles, making it important to understand the danger associated with different modes of transport. The online Index also reveals the average number of different vehicles involved in conflicts that resulted in death or serious injury.

Taken together, these data provide a rich and persuasive picture for local leaders of current performance and future priorities that will make their local roads and citizens safer.

BEST PRACTICE INSIGHTS: THE SAFE SYSTEM

For all road authorities looking to enhance the safety of their networks, the internationally accepted approach is a Safe System Model. Moving away from traditional approaches that relied heavily on adherence to the rules of the road through the education, training, regulation and enforcement of road users, the Safe System is based on a much more rigorous understanding of the underlying causes of road fatalities and serious injuries.

The Safe System recognises that humans are both fallible and vulnerable, therefore placing far greater responsibility on the system designers and managers to create robust networks where the consequences of system failure are mitigated to prevent catastrophic outcomes. Traffic crashes cannot be completely avoided; the goal of a Safe System is to ensure that collisions do not result in serious human injury.

The case studies that are included in this report all feature road authorities and multi-agency partnerships that are seeking to embed the Safe System.

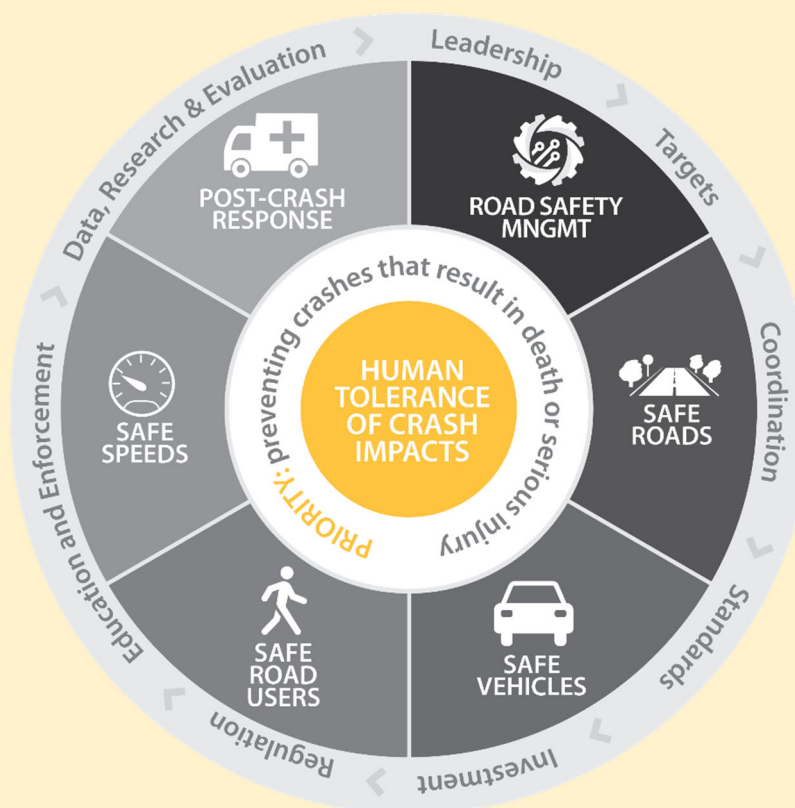


Figure 1: The Safe System (adapted from Australian Road Safety Strategy)

The Safe System recognises that there are a variety of interdependent system elements that work together to protect road users from serious harm.

Road Safety Management

The whole system is about managing interactions between road users to eliminate death and serious injury. In recognising that there is shared responsibility between road users, vehicle manufacturers and road designers, there is still a clear need to manage the system to achieve the best outcomes.

Safe Roads

Roads are designed to reduce the risk of crashes occurring and roadsides are forgiving for occasions when mistakes occur. Segregating traffic to protect vulnerable road users is prioritised

and the treatment of dangerous roads is proactive, improving both the actual and perceived risks to road users.

Safe Vehicles

Vehicles offer a high level of safety to both occupants and other road users. Fundamental safety systems, such as seatbelts, are augmented by more advanced active safety measures, like autonomous emergency braking and electronic stability control. Routine checks for all vehicles ensure that they are maintained to the highest safety standards.

Safe Road Users

Road users are educated or regulated in their use of the roads according to their modes of transport and levels of risk. Drivers receive high quality training and testing and are expected to comply with road traffic laws, meanwhile provision is made to support children, pedestrians and cyclists to travel in safety.

Post-Crash Response

In the event of an incident, emergency medical response should reach any injured parties quickly, transit to high quality trauma care is rapid, rehabilitation services are readily available, and victim support is on hand. After the incident, data on the causes of the collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened.

Safe Speeds

Road user's ability to avoid crashes and their survival in the event of a collision is directly affected by the speed and consequent energy involved in the system. Safe speeds recognise human frailty, either in decision making or in surviving an impact, and ensure that higher speeds are only feasible where the environment and infrastructure, and vehicles can support and protect them.



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PART ONE – THE LAST DECADE

Over the past decade, road safety performance levels across local authorities in Great Britain have stagnated, following promising national progress in the mid to late 2000s. The aim of its presentation here being to inform, strengthen, and galvanise efforts in improving road safety outcomes; the following tables contribute to this understanding.

Firstly, they consider KSI casualty rates from the period 2017-19, that is, those killed or seriously injured per 100,000 individuals as reported in the Department for Transport’s official data. Following on from this, data are presented for each constituent country of Great Britain demonstrating, from the baseline period (2009-11), the percentage changes in this casualty rate. The trajectory of the data over this period gives us a clear regional and national overview of local authority performance at a time when the case for action has never been clearer.

The top ten performers, in addition to those areas of most concern, are shown against these specified criteria. For the purposes of recognising trends relative to differing jurisdictions, where devolved administrations operate their own policy frameworks, this report does consider performance on a country-by-country basis.

Presenting data for the best performing and weakest performing authorities in this report is neither done to celebrate success or condemn poor performance, rather to show how inconsistent the picture is across Britain and that the opportunity exists to secure significant gains by embedding the accomplishments of leading areas across the board.

KSI CASUALTIES PER HEAD OF POPULATION – 2015-19

Regional comparisons reveal significant disparity in performance between local authority areas when looking at risk per head of population. The data below examines the number of people killed or seriously injured on roads in an authority divided by the population for that local authority area, revealing a rate per 100,000 population.

Lowest Risk Areas in England, Scotland & Wales – KSI Casualties per 100,000 population

The table below reveals the areas across Britain that currently experience the lowest numbers of casualties per head of population.

Rank	In England	KSI Rate	In Scotland	KSI Rate	In Wales	KSI Rate
1.	South Gloucestershire	20.72	Aberdeen City	21.66	Merthyr Tydfil	21.49
2.	Stoke-on-Trent	21.15	Moray	25.84	Torfaen	24.72
3.	Solihull	21.23	East Dunbartonshire	26.80	Bridgend	25.02
4.	Staffordshire	21.60	East Renfrewshire	28.06	Rhondda, Cynon, Taff	25.09
5.	Bracknell Forest	22.22	Inverclyde	31.73	Cardiff	25.61
6.	Stockport	25.77	Dundee City	31.86	Neath Port Talbot	26.25
7.	Dudley	26.21	West Dunbartonshire	34.06	The Vale of Glamorgan	26.90
8.	Harrow	26.26	North Lanarkshire	37.36	Swansea	26.91
9.	Telford and The Wrekin	27.18	South Lanarkshire	38.16	Blaenau Gwent	34.54
10.	Bath and North East Somerset	27.25	Renfrewshire	38.40	Caerphilly	37.22

Highest Risk Areas in England, Scotland & Wales – KSI Casualties per 100,000 population

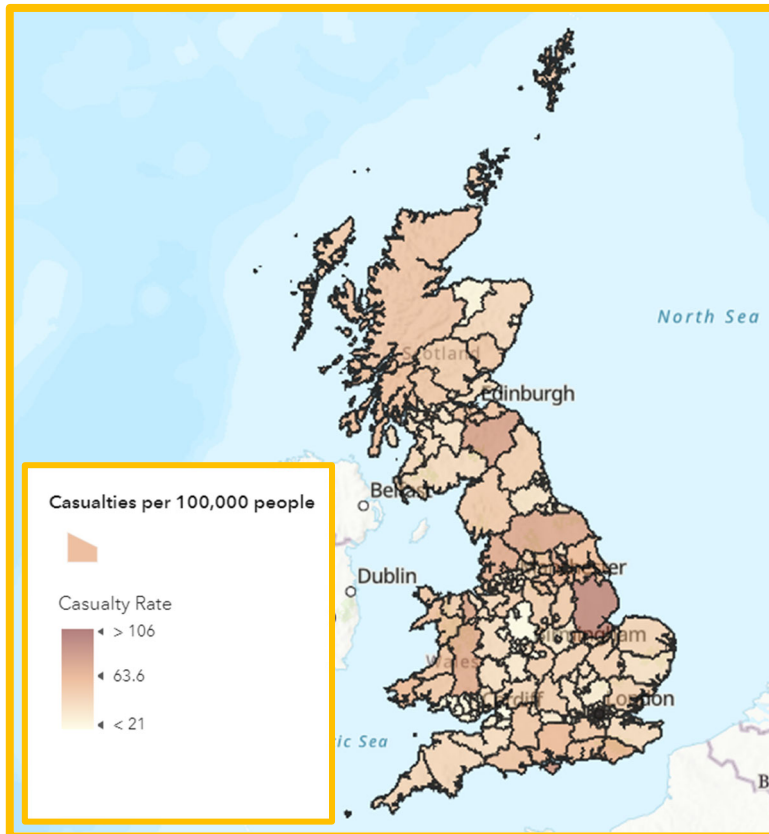
The table below reveals the areas across Britain that currently experience the highest numbers of casualties per head of population.

Rank	In England	KSI Rate	In Scotland	KSI Rate	In Wales	KSI Rate
1.	City of London	800.58±	Scottish Borders	77.07	Denbighshire	74.80
2.	Westminster	104.01	Highland	59.41	Powys	70.49
3.	Lincolnshire	92.15	Argyll and Bute	59.35	Pembrokeshire	62.12
4.	Isle of Wight	84.62	East Lothian	56.34	Gwynedd	57.81
5.	Blackpool	81.83	West Lothian	56.13	Ceredigion	55.16
6.	Kensington and Chelsea	75.63	Midlothian	54.98	Carmarthenshire	53.72
7.	Blackburn with Darwen	75.05	Edinburgh	54.72	Isle of Anglesey	53.65
8.	North Yorkshire	73.46	Stirling	53.66	Conwy	50.07
9.	Portsmouth	73.10	Shetland Islands	53.15	Flintshire	41.12
10.	Lancashire	70.90	Angus	52.95	Newport	41.01

± The City of London is frequently an outlier in data presented per head of resident population because the extremely low resident population figure is largely unrelated to the number of road users in the area.

When analysing road risk using a KSI measure, it is typically areas with larger proportions of rural roads that appear as having the highest risk rates per head of population and it is therefore notable that there is a mixture of both rural and urban areas within the England analysis. Similarly, the lowest risk rates tend towards more urban areas, although not those large cities with very high traffic densities.

The most serious casualties occur on rural roads due to the high collision and impact speeds, plus a lack of safety infrastructure away from well-engineered roads, such as motorways and dual carriageways. In busy urban areas, high KSI rates are also seen due to frequent conflicts between vehicles and vulnerable road users such as pedestrians, cyclists, and also motorcycles. Areas which do not have long lengths of high-speed rural roads, or dense urban networks are therefore unlikely to show as high risk in the analysis. One other modifying factor is deprivation. There are well-understood links between deprivation and road risk so the emergence of some more deprived areas among the highest risk areas in the country is expected.



There can be discrepancies between the populations of an area and those involved in collisions on the roads in an area. This is much more prevalent when strategic roads are analysed, hence excluding them from this research, but results may still be slightly skewed if there are large increases in people from outside of an area travelling on local roads. The most obvious example of this is seen in the City of London, and to a lesser extent Westminster.

Looking across Britain, the casualty rates vary significantly without any particularly clear regional trend, however, the emergence of lower casualty rates per head of population across Scotland appears a clear theme.

BEST PRACTICE INSIGHTS: UNDERSTANDING PRIORITIES

The Vision Zero South West (VZSW) Road Safety Partnership has committed to adopting a Safe System approach, with the ambition to achieve a highway system free of fatalities and serious injuries by 2040 and an interim casualty reduction target to reduce fatalities and serious injuries by 50% by 2030.

The Partnership area is vast, covering 22,000km of road network which is predominantly rural in nature and with some significant arterial routes. The rurality factor influences travel choice, with much of the local population having to use personal transport modes. There are, however, large conurbations which bring their own road safety challenges.

The VZSW Partnership consists of a large number of partners, including the city and county councils, the police and both fire and rescue services, the Office of the Police and Crime Commissioner, Highways England, the Peninsula Road Safety Partnership (safety cameras), two NHS Trusts, the Ambulance Service and both air ambulances. Organisations with responsibilities across the Safe System are around the table.

With a diverse network and wide number of partners, the first step for VZSW was to understand the underlying issues facing Devon and Cornwall, by commissioning an in-depth analysis of road safety outcomes over the previous five years, as experienced by resident communities and observed on the road network.

This was the first occasion that partners had undertaken such an exercise across Devon and Cornwall as a whole. The analysis provided insight into high-risk road user groups, high-risk routes and risky behaviours, which were used to inform the development of a partnership delivery plan.

To account for the large and varied geographical area, the casualty and collision analysis divided the region into urban areas (Exeter, Plymouth and Torbay) and rural regions (North Western Devon, South Western Devon, Eastern Devon, Western Cornwall, Mid Cornwall and Eastern Cornwall).

Comparator areas are included, based on most similar grouping of police forces used by HMICFRS (using socio-economic factors) and the Mosaic profiles of residents. The use of comparators allows the Peninsula to truly understand relative risk across the region, using population and road length-based rates, compared to similar authorities. Contributory factor analysis enhances the insights into who is involved and where collisions occurred.

Many partnerships and local authorities undertake, or commission, detailed collision analysis using STATS19 data. The Peninsula took a couple of additional further steps. A public health expert was engaged to contribute a chapter detailing the public health challenge presented by road risk and the perception of road risk. Key negative health impacts of transport occur from motor vehicle collisions, air pollution, noise, lack of green space, physical inactivity, climate change and social exclusion, leading to community severance. Road safety must address the perception of risk of harm alongside the avoidance of actually being injured. If residents are scared to walk or cycle because they are concerned about being injured in a crash, the health benefits of active travel cannot be realised.

Each at-risk user group, highlighted by the collision analysis, was subject to a behavioural review using a Safe System lens. The purpose was to provide the VZSW Partnership with a range of mechanisms to create Safe Roads, Safe Speeds, Safe Vehicles and Safe Road Users, using the

Behaviour Change Wheel to highlight the range of opportunities the Partnership has to influence the way in which the road network is used.

The combination of intelligence and perspectives collated in this work allowed VZSW to understand and plan its priorities.

LEADERSHIP AND AMBITION – A VIEW FROM THE CHAIR

Alison Hernandez, PCC for Devon and Cornwall Police Area reflects on the leadership challenge of developing a Vision Zero Partnership for the South West Peninsula.

“Key ingredients to the success of any partnership are the leadership and ambition we put into trying to address a common issue, particularly when they are complex such as road safety and casualty reduction. These are two of the foundations of successful partnership working; a third is understanding the issue you are trying to address to identify the ‘common ground.’

At our first meeting in 2019, we shared the results of the in-depth analysis of road safety outcomes with strategic leaders from the SW peninsula and it was as a direct result of this that we were able to reach agreement to take collective action to reverse our adverse trend in fatalities and serious injury casualties.

Without this analysis, or Area Profile, it would have been difficult to describe the common ground which we share and from that to ensure the strategic commitment to eliminating death and serious injury and our interim target to reduce fatalities and serious injury casualties by 50% by 2030.

The Area Profile has also enabled us to view this complex issue through the lens of Safe System and from that perspective to develop local plans to address each of the 5 pillars. We would strongly advocate this approach to any existing or new partnership as the Safe System approach enables you to deconstruct this complex issue and is ideally suited to partnership working.

Recognising that leadership and ambition are essential ingredients to success, from the outset we actively involved senior leaders from all partner organisations and in particular Local Authority Cabinet leads for Transport who are members of the Governance Board of VZSW. This has enabled us to work together and ensure the partnership Board can hold the wider VZSW partnership to account for its performance. We would strongly recommend engagement of and involvement with Local Authority elected members.”

ROAD SAFETY PROGRESS

Whilst recognising the disparity in risk that is experienced in different local authority areas, the rate of progress in addressing road safety challenges is arguably even more varied. Looking at the strongest and weakest performances across Britain, in terms of progress in reducing the number of people killed or seriously injured, some areas have seen casualties drop by more than half while others have witnessed a fifty percent increase. Comparisons were made between the periods 2009-2011 and 2017-2019.

Strongest performers in England, Wales and Scotland - 2017-19 compared to 2009-2011

The table below shows the areas of Britain that have seen the most significant fall in serious casualty numbers.

Rank	In England	%age Change	In Scotland	%age Change	In Wales	%age Change
1.	Staffordshire	-52%	Shetland Islands	-55%	Swansea	-40%
2.	Stoke-on-Trent	-48%	Dundee City	-48%	Flintshire	-34%
3.	Gateshead	-45%	Aberdeen City	-46%	Neath Port Talbot	-32%
4.	Southend-on-Sea	-41%	Aberdeenshire	-45%	Bridgend	-31%
5.	West Cheshire	-41%	Clackmannanshire	-42%	The Vale of Glamorgan	-27%
6.	Solihull	-39%	Eilean Siar (formerly Western Isles)	-41%	Rhondda, Cynon, Taff	-24%
7.	East Cheshire	-39%	Perth and Kinross	-40%	Cardiff	-24%
8.	Bracknell Forest	-37%	Stirling	-39%	Merthyr Tydfil	-23%
9.	Greenwich	-36%	Inverclyde	-39%	Isle of Anglesey	-15%
10.	Lewisham	-35%	Angus	-38%	Wrexham	-12%

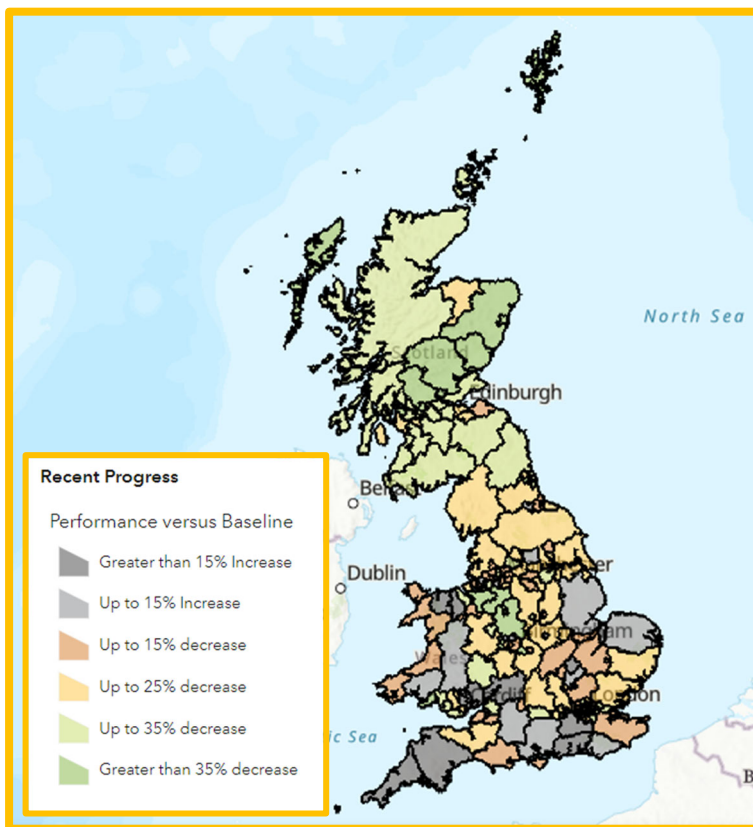
It is perhaps notable here that in both England and Scotland, areas have seen very significant reductions in the level of casualties, even managing to exceed 50%. Swansea offers the strongest performance in Wales with a 40% fall, however, reductions initially appear to have been less clear across Wales.

Weakest performers in England, Wales and Scotland - 2017-19 compared to 2009-2011

The table below highlights where casualty reduction efforts have been least effective across Britain.

Rank	In England	%age Change	In Scotland	%age Change	In Wales	%age Change
1.	Torbay	+53%	East Lothian	-10%	Caerphilly	+28%
2.	Devon	+46%	Moray	-20%	Monmouthshire	+27%
3.	Plymouth	+40%	North Ayrshire	-20%	Newport	+25%
4.	Luton	+32%	Edinburgh	-22%	Conwy	+21%
5.	Cornwall	+29%	Midlothian	-22%	Denbighshire	+16%
6.	Gloucestershire	+27%	East Renfrewshire	-24%	Torfaen	+8%
7.	City of London	+22%	West Lothian	-26%	Carmarthenshire	+5%
8.	Barking and Dagenham	+22%	North Lanarkshire	-26%	Powys	+1%
9.	West Sussex	+19%	West Dunbartonshire	-26%	Blaenau Gwent	0%
10.	Surrey	+18%	Glasgow City	-27%	Ceredigion	-1%

There is a notable trend across the south and south-west of England being among the weakest performers, seeing significant increases in KSI casualty numbers across Devon and Cornwall in particular.



Increases in the poorer performing authorities in Wales have been less marked than in England, however, the real story here would appear to be in Scotland where even the weakest performers nationwide have witnessed a 10% reduction in casualties.

This plays out visually, when you look at the geographic spread of road safety performance against the 2009-2011 baseline, with something of a north-south divide apparent across Britain, and the Scottish performance standing out overall.

BEST PRACTICE INSIGHTS: GOVERNANCE AND ACCOUNTABILITY

Undoing the decade of complacency requires strong governance and accountability, both at the national level and that of local deliverers. Without national targets and strong leadership, it is understandable why some regional partnerships and authorities have stagnated (both in terms of activities and outcomes), relying on delivering familiar interventions on overstretched budgets. This needs to change if authorities wish to meet the #50by30 target.

Whilst other examples in this report highlight specific actions and activities which could be considered best practice, perhaps a starting point ought to be a local review, answering questions about how the partnership and partners could restore momentum.

For the #50by30 target to be achieved, it needs to be owned by local stakeholders. Those areas undertaking reviews have examined the leadership taking responsibility for owning those targets.

Best practice partnerships have thought about the structure:

- Are the right organisations represented at the table?
- Who is missing who will help us deliver a Safe System?
- Do the representatives have adequate decision-making powers?
- Who is the partnership accountable to?

There is a need to scrutinise the policies and procedures related to road safety governance, ensuring the partnership or organisation is accountable to a scrutinising body (either internal or external). There should be an acceptance that no one partner can create a Safe System on their own: it is a joint responsibility and activities should be co-ordinated to build a system that is strengthened in all parts. It requires organisations to think outside of their traditional remit to encompass other elements of the Safe System, determining how to improve vehicle safety on their network; the provision of the best quality post collision response; upgrading the network to build and maintain safer roads; using Safe System principles to set speed limits; and work with road users to ensure they comply with the rules of the road and that they know how to use the system correctly. Having the right representatives around the table, with the right level of power, representing all elements of the Safe System and reporting up to appropriate governance authorities, will assist with the ownership of strategies and targets, and with directing deliverers on how to head in the right direction.

Targets, like #50by30, are a useful tool for focusing activities and prioritising actions by providing a goal to aim for and a means of checking progress.

The House of Commons Transport Select Committee has reviewed the Government's road safety strategy twice since 2010. In its 2012 report the Committee confirmed that "*Road safety targets have played an important role in driving the UK's positive road safety record*" (Transport Select Committee, 2012: 13). (Amos, Davies, & Fosdick, 2015)

There has been research which has shown that countries which have road safety targets have generally performed better than those without. The UN identified several reasons why road safety targets have proven to be beneficial:

- Setting targets communicates the importance of road safety.
- Targets motivate stakeholders and increase accountability for achieving results.
- Targets convey the message that the Government is serious about reducing road casualties.
- Sub-national targets widen the sense of ownership by creating greater accountability, establishing more partnerships and generating more action.
- Targets raise media and public awareness and motivate politicians to support policy changes and to provide resources. (Towards Zero Foundation, 2020, p. 3)

Positive first steps, therefore, are to adopt ambitious targets and build the governance and accountability structures around practitioners to support them on their quest to deliver Vision Zero.

SETTING DIRECTION & MEASURING PERFORMANCE: KENT'S VISION FOR ZERO

David Brazier, cabinet member for transport at Kent County Council outlines the impetus behind adopting a long-term vision for the county.

On average there are over 45 deaths on Kent's roads each year. Vision Zero is an ambitious target, but we have to be ambitious when it comes to human lives being lost on our roads. When we remember every fatality is a human being, a mother, father, brother, sister, son or daughter, it is clear we must do more to make Kent the safest place to be on or near the road. Setting an ambition of zero is the only justifiable long-term goal.

The most important point to emphasize is not the zero target, but the change in approach. The Safe System Approach starts with the premise that people make mistakes, but by developing a mutually reinforcing system, we can prevent these mistakes becoming fatalities and serious injuries.

The speeds that people drive should be appropriate to a street's usage, the design of the road should reinforce this speed, the vehicles using the road should be fitted with the latest advanced driver assistance technology to avoid serious collisions, the behaviour of road users should be safe and within the law and, should there be a collision, the relevant authorities should attend quickly and study the causes to prevent a repeat.

Kent County Council is proud to be part of a strong partnership with the emergency services, but that is not enough, we need to engage our communities to work with Kent County Council and our partners towards safer roads and streets. We want to become more proactive on road safety and we want our communities and parishes to feel included in the process.

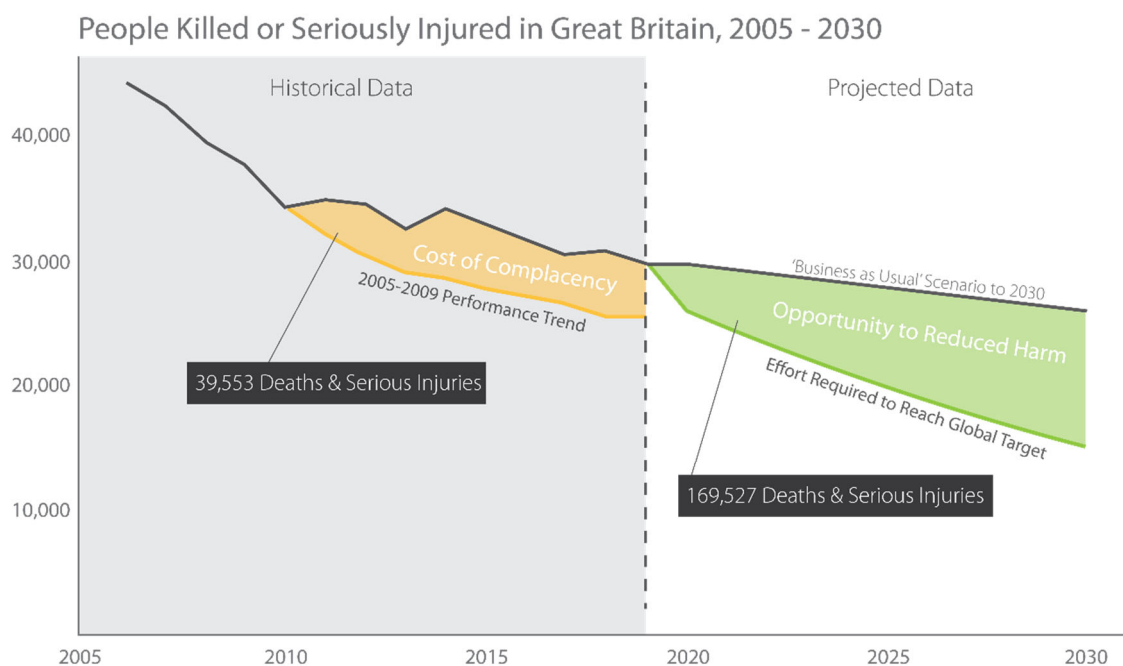
We are therefore aligning injury collision data with factors that strengthen the case for intervention, such as air quality, public health, active travel and safe journeys to school. By working together, in partnership with the emergency Services, fleet managers, Parish and Town Councils, and local communities we are aiming to make Kent the safest county in Britain.



PART TWO – FUTURE PERFORMANCE PREDICTIONS

The central argument in this report is that continuing current practice will not achieve the goal of #50by30 (halving the number of deaths and serious injuries on our roads by 2030). Indeed, modelling based on recent years of road safety performance indicate that only a very gradual decline in deaths and serious injuries will be achieved if Britain adopts a 'business as usual' approach to road safety, with over 25,000 deaths and serious injuries on the road each year by the end of the decade.

If that is compared to the effort required to align ourselves with the global target, over the next ten years we have the opportunity to save around 170,000 people from dying on the roads or experiencing life changing injury. Such a toll for failing to act in protecting the lives of citizens would be inexcusable.



We anticipate that some parts of the country, notably in Scotland, have a good chance of making the requisite reductions to achieve #50by30, however, the analysis is expected to show that continued progress at the current rate will yield limited reductions for large parts of the country and in some cases, local areas will have casualty rates that are over three times the #50by30 target.

In the tables below the projected number of KSI casualties has been expressed in terms of the #50by30 target. For example, the future projection for Torbay, based on recent performance, indicates that (without significant intervention) in 2030 the area will have a KSI casualty rate that is 3.45 times the target rate for 2030.

Projected best performing areas in England, Scotland, and Wales, until 2030

Rank	In England	Vs 50by30	In Scotland	Vs 50by30	In Wales	Vs 50by30
1.	Staffordshire	0.65	Shetland Islands	0.52	Swansea	0.98
2.	Stoke-on-Trent	0.77	Perth and Kinross	0.67	Flintshire	0.99
3.	Gateshead	0.84	Aberdeen City	0.67	Neath Port Talbot	1.03
4.	West Cheshire	0.88	Aberdeenshire	0.69	Merthyr Tydfil	1.19
5.	East Cheshire	0.92	Eilean Siar (formerly Western Isles)	0.74	Bridgend	1.38
6.	Warrington	0.94	Stirling	0.78	Cardiff	1.38
7.	Bracknell Forest	1.00	Clackmannanshire	0.78	Rhondda, Cynon, Taff	1.38
8.	Southend-on-Sea	1.05	Angus	0.84	The Vale of Glamorgan	1.49
9.	Solihull	1.09	Dundee City	0.85	Wrexham	1.65
10.	Barnet	1.10	Orkney Islands	0.94	Gwynedd	1.66

When applying a forward projection to 2030, it is encouraging to see that across England, Scotland and Wales there are local authority areas that are expected to meet the goal of a 50% reduction by 2030. These performance improvements are by no means guaranteed, however, it does indicate that it is not unrealistic to aim for the #50by30 target. Once again, Scotland appears favourably compared to England and Wales, with the top ten all projected to come in under the target.

Projected worst performing areas in England, Scotland, and Wales, until 2030

Rank	In England	Vs 50by30	In Scotland	Vs 50by30	In Wales	Vs 50by30
1.	Torbay	3.45x	North Ayrshire	1.62x	Caerphilly	3.18x
2.	Plymouth	3.32x	East Lothian	1.45x	Newport	3.09x
3.	City of London	3.03x	Midlothian	1.42x	Torfaen	2.78x
4.	Gloucestershire	3.01x	Glasgow City	1.40x	Monmouthshire	2.74x
5.	Cornwall	2.87x	South Ayrshire	1.34x	Denbighshire	2.27x
6.	Luton	2.85x	North Lanarkshire	1.33x	Pembrokeshire	2.22x
7.	West Sussex	2.83x	East Renfrewshire	1.23x	Conwy	2.16x
8.	Barking and Dagenham	2.74x	Edinburgh	1.21x	Powys	1.96x
9.	Devon	2.71x	Moray	1.17x	Blaenau Gwent	1.92x
10.	East Sussex	2.64x	South Lanarkshire	1.17x	Ceredigion	1.91x

So, whilst there is some positive news in limited parts of the country, the projections still indicate that most areas will struggle to reach a goal of #50by30 and in some cases, they may be left with KSI casualty numbers at the end of the current decade that are several times higher than the target level. In Scotland, the poorest projected performance (North Ayrshire) would still be 62% higher than the #50by30 target, whilst Caerphilly in Wales would have KSI casualties that are three times the goal of a 50% reduction; meanwhile in Torbay, the data indicates that casualties will be nearly 3.5 times the target level without interventions to deliver change.

BEST PRACTICE INSIGHTS: MEASURING SUCCESS

Throughout this report, the strong performance in Scotland has emerged as a dominant theme, in this section Scotland's work on developing a Framework is explicitly examined. Targets were previously discussed and measuring progress towards the creation of Safe System is essential. How do we know if the system is becoming safer, if we don't measure effectively?



Source 1: (Transport Scotland, 2021)

Scotland's Road Safety Framework to 2030 contains a hierarchy of targets, enabling Scotland to monitor progress over time. It contains a long-term goal of zero fatalities and serious injuries in road transport by 2050. To measure progress towards this goal, interim targets to 2030 have been set (using a 2014-18 baseline). These are to achieve:

- a 50% reduction in people killed
- a 50% reduction in people seriously injured
- a 60% reduction in children (aged <16) killed
- a 60% reduction in children (aged <16) seriously injured

A set of further indicators have been developed by Scotland, which are categorised as Intermediate Measures, tracking casualty reduction for specific user groups. Where specific percentage reductions have been specified, these indicators were promoted to Intermediate Outcome Targets (using a 2014-18 baseline):

- 40% reduction in pedestrians killed or seriously injured (with a complementary Intermediate Measure of 'Casualty rate per thousand population for pedestrians killed and seriously injured')
- 20% reduction in cyclists killed or seriously injured (with a complementary Intermediate Measure of 'Casualty rate per 100 million vehicle kilometres for cyclists killed or seriously injured')
- 30% reduction in motorcyclists killed or seriously injured
- 20% reduction in road users aged 70 and over killed or seriously injured
- 70% reduction in road users aged between 17 to 25 killed or seriously injured
- Percentage of motorists driving/riding within the posted speed limit
- The casualty rate for the most deprived 10% SIMD areas is reduced to equal the least deprived 10% SIMD areas

Monitoring casualty figures alone won't provide an indication of how safe the road system is, nor will it pinpoint where further effort is required. Key Performance Indicators, measuring observed road safety behaviours, vehicle safety and road infrastructure, are being developed by Scotland, thinking about reliable methodologies for data collection and analysis over time (Transport Scotland, 2020).

To help authorities with monitoring Safe System indicators, the Parliamentary Advisory Council for Transport Safety undertook research to identify eight key indicators for the UK, providing guidance on how to collect data for monitoring (Anderston, 2018).

DEVELOPING SCOTLAND'S PERFORMANCE MANAGEMENT FRAMEWORK

Bertrand Deiss, Head of Road Safety Policy at Transport Scotland, explores how they embraced stretched targets as part of a new framework to 2030.

Scotland's Road Safety Framework to 2030 advocates a vision for Scotland to have the best road safety performance in the world by 2030, to be delivered and achieved not only by efforts from public bodies and emergency responders, but by all stakeholders and road users.

In spite of the fact that Scotland has one of the lowest road casualty rates in the world and met all five casualty reduction targets to 2020, we recognise that more has to be done, and that meeting our 2030 casualty reduction targets will require action across a range of fronts. For the first time, mode and user specific targets for key priority groups such as pedestrians, cyclists, motorcyclists and over-represented age groups have been created to focus attention by partners on our priority areas.

Achieving these targets will require both a continuation of well established, proven methodologies and the introduction, where appropriate, of new and potentially more innovative approaches such as road risk rating for trunk roads, an on-line reporting tool for motoring offences, or the setup of focus groups related to the above-mentioned mode and user specific targets. All of these will be set in the context of the "Safe System" approach fully embedded within the framework.

The framework also recognises the need for strong leadership at national, regional and local level, and this is reflected in a new three-tier governance structure comprising of a Strategic Partnership Board, Operational Partnership Group and 3 new Local Partnership Forums (LPFs). LPFs will look to improve communication between what is happening at national and local levels in terms of road safety, and will also support monitoring of the framework's deliverables and performance at a local level, and thus may also help promote local road casualty reductions targets to 2030.

KSI PROJECTION RATES 2030

These projections can also be calculated as a guide to the future levels of KSI casualties per head of population. Once again, this data indicates the extremely wide variance in risk that is expected to emerge in the coming years.

Projected Lowest Risk Areas in England, Scotland, and Wales, 2030

Rank	In England	KSI Casualty Projection Rate	In Scotland	KSI Casualty Projection Rate	In Wales	KSI Casualty Projection Rate
1.	Staffordshire	6.68	Aberdeen City	7.23	Merthyr Tydfil	12.42
2.	Stoke-on-Trent	7.83	East Dunbartonshire	12.83	Swansea	12.66
3.	Bracknell Forest	10.6	Dundee City	13.6	Neath Port Talbot	13.13
4.	Solihull	10.78	Shetland Islands	13.96	Bridgend	16.41
5.	South Gloucestershire	11.77	Aberdeenshire	14.86	Rhondda, Cynon, Taff	16.8
6.	Gateshead	11.8	Clackmannanshire	15.05	Cardiff	17
7.	Telford and The Wrekin	14.89	Moray	15.22	The Vale of Glamorgan	18.7
8.	North Tyneside	16.77	East Renfrewshire	16.07	Flintshire	19.91
9.	South Tyneside	17.51	Perth and Kinross	16.45	Torfaen	33.38
10.	Bury	17.62	Inverclyde	17.81	Blaenau Gwent	33.43

Whilst very few areas across the country are indicating that they will get below 10 KSIs per 100,000 population per year, it is encouraging to see that these historically low rates could be achievable in a number of areas. What is striking, when you compare the projected lowest risk areas in 2030 to the data from the last three years (2017-2019) is that the lowest risk areas of the country are not likely to be very much safer. It is essential, therefore, that even areas that currently report the lowest risk to road users determine to invest in safety for the future.

Projected Highest Risk Areas in England, Scotland, and Wales, 2030

Rank	In England	KSI Casualty Projection Rate	In Scotland	KSI Casualty Projection Rate	In Wales	KSI Casualty Projection Rate
1.	City of London	1146.57	Scottish Borders	40.44	Denbighshire	83.39
2.	Lincolnshire	89.46	East Lothian	37.67	Powys	68.9
3.	Dorset	82.17	Argyll and Bute	35.98	Pembrokeshire	67.43
4.	East Sussex	80.29	Midlothian	33.52	Caerphilly	58.48
5.	Blackpool	79.87	North Ayrshire	33.16	Newport	58.37
6.	Portsmouth	78.6	Highland	31.96	Ceredigion	54.63
7.	Blackburn with Darwen	77.87	Glasgow City	31.9	Monmouthshire	53.59
8.	Westminster	76.94	West Lothian	30.72	Conwy	52.56
9.	West Sussex	75.97	South Ayrshire	30.71	Isle of Anglesey	48.57
10.	Isle of Wight	71.94	Edinburgh	30.67	Carmarthenshire	48.47

Concern is rightly expressed when there is a lack of equity in the way our citizens experience the world around them, and that is certainly demonstrated with great clarity in this final data table. Across Great Britain, we could witness a disparity in road risk that means the casualty rates on roads in some parts of the country are over 270x higher than in other areas.

The opportunities for success are clearly there, if Great Britain were to improve at the project rate of the best performing authority, we would reduce the numbers of people killed and seriously injured from over 27,000 per year to less than 9,000 per year. That's 18,000 lives every single year that would escape death or life changing injury. For every one of those, there are family members and friends that are spared grief and trauma, pressure on local health services reduced and loss of output for employers diminished. The health and wealth of local communities and the nation cannot afford another decade of complacency, the time to act is now.

CASE STUDY: SHARED RESPONSIBILITY

Safe Road Use is a fundamental element of the Safe System. Stakeholders can design and deliver the safest roads, the safest vehicles and the safest speeds and these need to be designed for people to use safely. There is no point if the transport system cannot transport people safely!

Safe Road Use can sometimes be a part of the system that is ignored on the assumption that the other elements are designed well, safe road use will be the default. Conversely, there can be an overemphasis on Safe Road Use, based on the thinking that educating road users will be sufficient to encourage compliance with speed limits and ensure the safe use of vehicles and roads.

The Vision Zero Partnership for Cambridgeshire and Peterborough (Agilysis and Traject, 2020) has taken a new approach to improving Safe Road Use. Their new ten-year strategy, launched in 2020, inculcates the concept of shared responsibility through community engagement.

'Think Communities' is a collaboration between the city, county and district councils and the police, working together to build community resilience and create healthy, safe communities.

Think Communities is built on three components, which align well with a Safe System approach:

- **People:** Resilient communities across Cambridgeshire and Peterborough where people can feel safe, healthy, connected and able to help themselves and each other.
- **Places:** New and established communities that are integrated, possess a sense of place, and which support the resilience of their residents.
- **System:** A system wide approach in which partners listen, engage and align with communities and with each other, to deliver public services and support community-led activity. (Cambridgeshire County Council, 2018)

The new road safety partnership structure formalises the relationship with the people of Cambridgeshire and Peterborough through Think Communities, providing a mechanism for empowering and working with local communities to harness their energy to deliver local priorities, like road safety. It provides an opportunity for local communities to influence the activities undertaken by the Partnership, in return for providing a resource to enhance the capabilities of the partner organisations. It means that the public has an opportunity to influence all levels of the Partnership. The Partnership is now delivering *with* road users, rather than *to* road users, increasing public responsibility for road danger reduction.

Shared responsibility is embedded into the Partnership through a reciprocal relationship. Community Speedwatch is an example of how communities and partners can work together to identify a speeding problem in a place-based approach and support local residents to take ownership of the solution. There is the opportunity to use the power of schools and youth-based organisations to educate local children on road safety and harness their influence on parents and local communities.

Partnerships can also train residents to collect baseline and monitoring data on compliance levels and observed behaviour. Embedding data into the process will ensure that residents understand that priorities need to be evidence-led and that there will be procedures for collecting and interpreting the findings before determining action.

EMBRACING COMMUNITY ENGAGEMENT FOR IMPROVED OUTCOMES

Matt Staton is the Road Safety Partnership Delivery Manager for the Vision Zero Partnership for Cambridgeshire and Peterborough; here he reflects on the vital role of local community engagement to deliver a Safe System approach.

“While it is recognised that progress in the last decade has been slower than expected, previous decades and more recent experiences in other countries show us that, with concerted effort, great progress in casualty reduction is possible. Taking a systems approach to this is key to harnessing the opportunity for progress over the next ten years and beyond.

The next ten years are an opportunity for stakeholders to use the comprehensive tools at our disposal to come together and prevent a huge amount of needless pain and suffering. Public bodies have a large part to play, as most of the formal tools fall within our control, but it is also important we look outwards to partners, business, and communities to re-establish strong partnerships and maximise the resources available.

Safe mobility is not just a problem for road safety professionals to solve, and developments in micro-mobility and vehicle technology are bringing more and more stakeholders into the fold. The Safe System approach provides a tool for stakeholders to understand their place in reducing road trauma, but it is essential this extends wider into our communities and society as a whole. The Safe System is about shared ownership and responsibility, so it is imperative those who manage the system also put in place the architecture for communities to play their part – to support safe, active travel choices and tackle local safety issues and perceptions. Think Communities is the way we are tackling this in Cambridgeshire and Peterborough, tying in with other place-based services around the county and working with our communities. This is one example of what I’m sure are many community-focused or place-based initiatives being used across the country that safe mobility can be linked with.

This is the journey we have embarked on in Cambridgeshire and Peterborough, helping each partner understand their place in a coordinated, Safe System approach. We have a new, ambitious strategy, aligned to Vision Zero and #50by30, but that is only the beginning...now we need to concentrate our efforts to make it happen.”



RECOMMENDATIONS

Across Britain, appetite is growing to embrace safety as part of a wider policy agenda, decarbonising transport, improving air quality, increasing opportunities for active mobility and addressing issues of fairness and equality. In response, new alliances and strong partnerships are emerging with a determination to improve road safety performance on our roads. This requires leadership and action at a number of levels, particularly addressing the following areas of work:

For national government:

- Embed recommendations from the Safer Roads for All (Williams, et al., 2021) report
- Incorporate into UK law more minimum vehicle safety standards, inclusive of the substantial, life-saving vehicle safety laws recently adopted in the European Union.
- Take advantage of work already started on developing an improved roads policing capacity, including through the recommendations from the ongoing roads policing review
- Support local strategies with strong leadership and action, encouraging dissemination of good practice
- Work to establish guidance on a national performance framework for comparable analysis between local geographies
- Encourage local leaders and practitioners to use data provided to understand local performance and opportunities for improvement
- Providing tools and guidance to address current weaknesses in the system

For local leaders:

- Use available analysis in GB Road Safety Performance Index and other sources to understand current performance and opportunities for development
- Develop a good understanding of the Safe System for elected members and relevant officials and its implication for a highway authority
- Engage with other partners (police, FRS, National Highways, ambulance services, trauma services, victim support groups etc.) using data and evidence to build consensus on investment priorities and structures for delivery
- Set informed and ambitious targets, backed by performance management framework and identified measures for improvement
- Develop a consistent approach to road classification and speed limit setting in line with Safe System principles

For road safety stakeholders:

- Engage with local leaders to support efforts and challenge policy that lacks quality data and evidence
- Become bridges for community engagement establishing connections that lead to positive actions; empower local community action and enable local political leadership

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APPENDIX I – WHY LOCAL GOVERNMENT MUST BE ON THE FRONTLINE OF GLOBAL ROAD SAFETY

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By 2030 the number of people killed worldwide in road crashes should be halved. This #50by30 target was endorsed at the 3rd Global Ministerial Conference on Road Safety held in Stockholm on 19-20 February. Every year 1.35 million lives are lost in road crashes which shockingly are now the number one killer of young people worldwide aged between 5 and 29 years old. Understandably fighting the corona virus is today's urgent priority, but in the decade ahead we must act decisively to curb the deadly epidemic of predictable and preventable road trauma. A new ten-year effort to transform the safety of our roads is needed to avoid the tragic loss of life and serious injuries that burden families and communities across the world. In many countries the highest number of traffic fatalities occur on local and rural roads. That is why local government must be on the frontline of the global effort to meet the #50by30 target and eventually achieve a world free from road traffic deaths.

Following the Stockholm Conference there has never been a stronger global mandate for road injury prevention. Of course, road safety is a shared responsibility of us all, but success depends on strong leadership both national and local. This was recognised when road safety was included in the Sustainable Development Goals (SDGs). A target to halve road deaths is part of Goal 3 for Good Health and Well Being, but also in Goal 11 for Sustainable Cities and Communities. And this was reinforced with the inclusion of strong road safety recommendations in the New Urban Agenda adopted at the 3rd UN Conference on Housing and Sustainable Urban Development (HABITAT III) in 2016. But to achieve these goals, and the #50by30 target, there must be a stronger level of commitment to action by local governments across the world.

Localising the road safety related SDGs will be critical to their successful implementation. Councillors and Mayors serving in cities, towns, and villages should, therefore, take the lead in developing ten-year local road safety plans that will meet the Stockholm Conference's #50by30 target. Developed and implemented through local community partnerships, these plans can propose speed limits based on harm reduction principles, improvements in infrastructure to make roads safe especially for vulnerable road users, support enforcement of road traffic rules, promote procurement of safer vehicles, and encourage safer transport modes including public transport, cycling, and walking.

It is also essential that local road safety plans should be integrated with broader goals for sustainable mobility and public health. This was a key theme of the Stockholm conference which strongly recognised the interdependence of the SDGs. Making our streets safe fits well with targets for cleaner air, reduced greenhouse gases, and healthier living. For too long our transport system has prioritised space and speed for vehicles at the expense of safety and the environment. But to overcome this will require strong local leadership; firstly, to **avoid** dependency on cars; secondly, to **shift** towards cleaner transport modes; and thirdly, to **improve** our mobility system by promoting clean and safe transport technologies.

We need more human centred road transport policies that prioritises people rather than vehicles. And for effective road injury prevention we need to adopt the 'safe system' approach also known as 'Vision Zero'. Its starting point is an ethically inspired perspective that there are no acceptable level of road

deaths and serious injuries and that road users respecting the rules of their road networks have a right to be safe. The four guiding general principles of the Safe System approach are:

- people make mistakes that can lead to road traffic crashes;
- the human body has a known limited physical ability to tolerate crash forces before harm occurs;
- individuals have a responsibility to act with care and within traffic laws, but a shared responsibility exists with those who design, build, manage and use roads and vehicles to prevent crashes resulting in serious injury or death and to provide post-crash care; and
- in order to multiply their effects, all parts of the system must be strengthened in combination, so that road users are still protected if one part fails.

Rejecting the tendency to ‘blame the victim’ and the impossibility of eliminating all human error on our roads, the Safe System approach is now being widely accepted as the most effective strategic framework for both national and local road safety plans. Including ambitious casualty reduction targets is also a common feature of the Safe System approach. Targets promote urgency, ownership, and accountability with a benchmark to measure progress. It is also important to recognise that achieving the #50by30 target does not represent a final outcome. Rather it is an interim target that once reached, will be reset and renewed towards the goal of zero deaths and serious injuries.

To achieve substantial casualty reductions will require simultaneous action across five areas of road safety management, safer roads, safer vehicles, safer road users and emergency response. But an overarching requirement of the Safe Systems Approach is improved speed management. The strong relationship between speed and severity of crash injuries is well established. Higher speeds increase the likelihood and severity of crashes. And yet, a 5% decrease in average speeds can result in a 30% reduction in the number of fatal road crashes. Lower speeds give road users more time for hazard perception, to reduce the risk of a crash, and the severity of impact forces if one occurs. It is very significant, therefore, that the Stockholm Declaration supports wider use of 30km/h speed limits in areas where vulnerable users and vehicles frequently share streets and road space.

Around the world there is a growing trend toward reducing speed limits. Many cities, for example, are adopting Vision Zero policies that tackle speed through a combination of tougher speed limits with traffic calming measures and automated enforcement. For example, the Mayor of London, Sadiq Khan has led the introduction of a 20mph limit within the city’s congestion charge zone. Transport for London (TfL) also plans to introduce safer speed limits across 150km of its road network, focusing high-risk sections of road, town centres where people walk and cycle, and encourage local speed reduction programmes led by the London boroughs. To encourage this, TfL has issued a Lower Speeds Toolkit, which gives practical advice on their effective implementation and will help engineers and designers make London’s streets healthier and safe for everyone.

Tackling the problem of speeding is not uncontroversial and introducing tougher limits can provoke a negative response. But frequently so called ‘populist’ opposition to speed limits comes from a vocal minority. To counter this, local authority leaders need to engage in depth with their communities and give a voice to the many that are concerned about the safety of their streets, especially for their children who are our most vulnerable road users. Since 2009 the FIA Foundation estimates that over two million children and young people have been killed in road crashes and another 100 million have been injured. Opponents of improved speed management should be confronted with these appalling losses and the challenge of how to make roads safe for children. Because if road networks are designed, built, and managed with child safety as a priority then safe speed limits will be simply essential.

There are important social equity issues at stake here too. Around the world the poorest communities are most exposed to the risk of road injury but often least empowered to ensure that local leaders will act on their behalf. That is why local road safety plans need to be developed with the strongest possible community engagement, systematically consulting with affected groups such as parents, teachers, police, health workers, victims organisations, and the private sector, especially fleet managers. All can play a role in the debate around speed and participate in local partnerships that can champion community-based road injury prevention. It is also essential to anchor the debate in the best available data and evidence. Local injury surveillance, tracking where and when fatal crashes occur, can help build the case, and win the argument, in favour of strong action on speed.

Whilst local government serves as a first line of defence in the battle against road injury, we must also ensure that central government demonstrates leadership too. If that doesn't happen then there is a risk that localising road safety may allow national authorities to evade their own responsibilities. Unfortunately, in my view, that has been the recent experience in the United Kingdom where I serve as a Councillor in Ashford In Kent. During the first decade of the 21st century the UK's annual road fatality rate halved. This success was the result of better car design, improved road engineering, and better road user behaviour, especially with reduced levels of speeding. Sadly since 2011 the UK's road safety performance has stagnated. Steep public expenditure cuts in both roads and policing have had a negative impact. At the same time the Department for Transport reversed its previous policy of adopting a national casualty reduction target.

Critics at the time warned that this would send a signal that road safety was no longer a priority. It is no surprise, therefore, that austerity and lack of national policy ambition has left many Borough Councils with an impossible task of maintaining local roads and strong multi-stakeholder safety partnerships. This was confirmed in a 2018 UK Road Safety Capacity Review commissioned by the DfT which reported that: "Most local authorities are struggling to carry out and prioritise effective road safety activity in a time of budget cuts and growing demand in other areas, such as social care, without the impetus provided in the past from national measurable objectives". This reduction in the road safety capacity of local government has, I believe, significantly contributed to the UK's disappointing slowdown in road injury reduction.

The lesson for local government leaders everywhere is that they need to be champions of ambitious and properly resourced road safety plans at national as well as local level. I would, therefore, strongly encourage my fellow local government Councillors around the world to challenge their national governments to respond to the Stockholm Declaration's call for action. Meanwhile we can use the Stockholm Declaration as a guideline for the adoption by our own authorities of #50by30 road safety plans.

There is already a strong global network of road safety bodies that can assist local government step up their road safety efforts. At the UN level the World Health Organisation (WHO) has lead responsibility for road safety and hosts the UN Road Safety Collaboration. Also, the UN Economic Commission for Europe is responsible for a number of important global road traffic convention and hosts the World Forum for Road Traffic Safety. In addition there are some effective global partners working on road injury such as the Bloomberg Initiative for Global Road Safety which since 2007 has brought together a group of leading road safety organisations working together in 14 countries and 45 cities, the FIA Foundation which is heading a powerful campaign for safe streets for children and, of course, the Toward Zero Foundation which successfully promoted the new #50by30 target at the Stockholm conference.

With such a strong mandate for road injury prevention, now is the time for local government to take on a leadership role in global road safety. It was, therefore, disappointing that local government was not more strongly represented at the Stockholm Conference. I would like to see international bodies like United Cities and Local Governments (UCLG), the Commonwealth Local Government Forum (CLGF), Local Governments for Sustainability (ICLEI), and the Council of European Municipalities and Regions (CEMR) all play a stronger role in promoting road safety and the #50by30 target.

Although the Covid 19 outbreak is overshadowing us all in 2020 we cannot forget the challenge of implementing the SDGs. When they were adopted in 2015, Heads of Government agreed that the Agenda 2030 Goals were “integrated, indivisible, global in nature and universally applicable”. Inevitably that means that road safety must be a priority for local government. Far too many people are dying on our local and rural roads for us not to try at least to halve deaths and serious injuries by 2030. That is the #50by30 challenge issued in Stockholm and it is one that I hope Councillors and Mayors around the world will willingly accept.





GB ROAD SAFETY PERFORMANCE INDEX

2021



ROAD DEATHS
& SERIOUS INJURIES
BY **2030**