Bedfordshire
Road Safety Strategy
to 2035

Bedfordshire Road Safety Partnership
Working together to reduce road casualties

Agilysis

February 2024

Contents

Background

Road safety, as an integral part of community safety, affects those who live in, work in, and visit Bedfordshire.

The following authorities and organisations form the Bedfordshire Road Safety Partnership, collaborating with the same intent and goal to reduce risk, serious injuries, and fatalities from road related incidents:

- Bedford Borough Council
- Bedfordshire Fire and Rescue Service
- Bedfordshire Police
- Central Bedfordshire Council
- East of England Ambulance Service Trust (EEAST)
- Luton Borough Council
- National Highways
- NHS Clinical Care
- Office of the Bedfordshire Police and Crime Commissioner
- Road Victims Trust

The Partnership will be inviting other stakeholder organisations to join, particularly representing the health sector (Bedfordshire, Luton, and Milton Keynes Integrated Care Board; Bedfordshire Hospital NHS Trust; and East of England Ambulance Service). These organisations have a key role to play in post collision response, providing data and insight into the impact of injuries sustained in road collisions.

Context

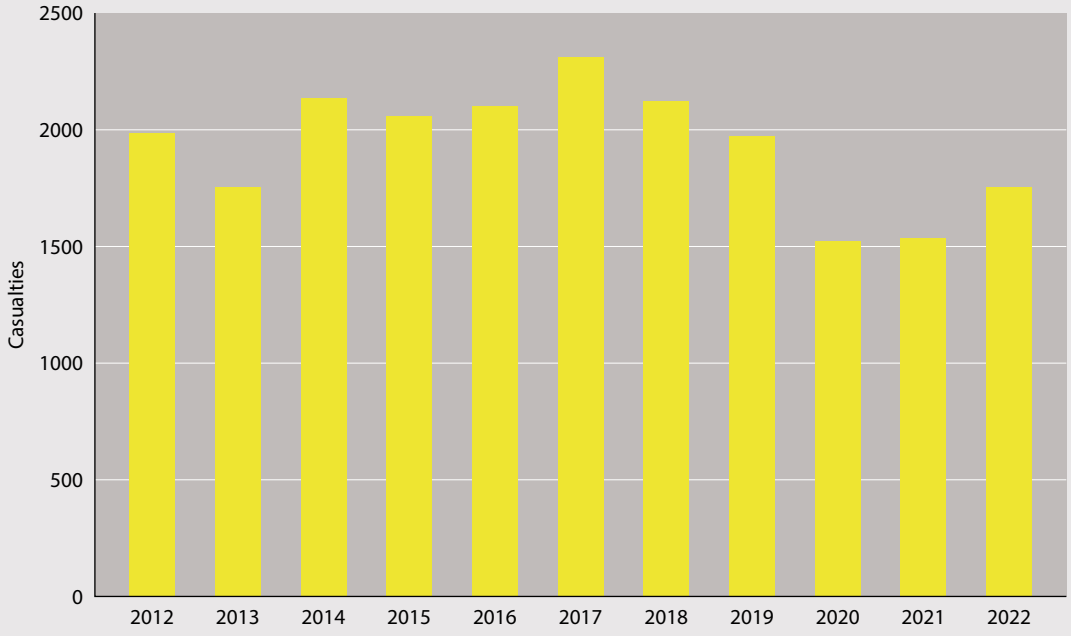
Road safety is an important priority for the authorities and stakeholders of the Bedfordshire Road Safety Partnership. Each year, more than 1,500 people are killed or injured on the roads across Bedford Borough, Central Bedfordshire, and Luton Borough. As presented in Figure 1 below, the last ten years have seen a 23% decline in recorded road casualties. However, it should be noted that the years 2020 and 2021 were impacted by the Covid-19 pandemic and respective lockdowns, and hence is unlikely to be representative of the levels of risk usually experienced on the region's roads. In 2022, there was a slight increase on the Covid-19 years, with total casualties of 1,753. It should also be noted that the years 2016-2019 preceding the pandemic had higher casualty figures, with 2017 being the highest at 2,319 recorded casualties. So, while the decrease is welcome, it may not be sustainable without a strategy in place to aid the task of reducing casualties on Bedfordshire's roads.

This new Strategy for Bedfordshire is timely, given that the previous strategy runs out in 2023. This new strategy can help pave the way ahead by outlining a new vision, adopting new targets, and invigorating the Partnership and other partner organisations and communities to work together to continue to reduce road injury.

A public consultation and online survey were also undertaken to collect feedback and opinion from local residents. More than 1,500 completed responses were collected, most of them from people who live and regularly drive in Bedfordshire.

Road safety was the highest priority issue highlighted for action in local communities. When asked which specific action areas to prioritise in their respective communities to improve safety on roads, road maintenance, speeding, more police enforcement, and tackling anti-social behaviour were highlighted most

Figure 1 *Number of recorded road casualties in Bedfordshire (all severities)*



frequently. Those responding to the survey understood that it needs to be a joint approach, involving inputs from the local highways authorities, the police, local communities, the Office of the Police and Crime Commissioner, parish councils, schools and the fire and rescue service.

This Strategy was commissioned by the Bedfordshire Road Safety Partnership and developed by independent road safety experts. In addition to being based on best practice recommendations from international evidence, the Strategy has been developed specifically for Bedfordshire. There was an extensive review of the activities, structure, and participation of all stakeholders involved in the Bedfordshire Road Safety Partnership. Interviews were conducted and held with key stakeholders and partners to understand the challenges and positives of working to reduce harm on the road network. As stated above, local residents were also invited to share their opinions and priorities for road safety, and these all sit alongside an extensive review of previous road safety work and current activities undertaken to map out the future plan for the Partnership.

The review found an optimistic, enthusiastic, and positive environment for delivering road safety in Bedfordshire. Strong working relationships were identified in the process, and these can be built upon moving forward. The Partnership needed a consistent, committed, and coordinated direction and that is what this new Strategy aims to bring.

The findings mentioned above were brought together with international evidence and best practices to provide this new Strategy for Bedfordshire with challenging targets and Safety Performance Indicators, aligning with Safe System principles. It will be delivered through a new structure, reinvigorating the Partnership to utilise the passion of all those involved in delivering road safety in Bedfordshire.

Vision

The Bedfordshire Road Safety Partnership is committed to delivering and implementing a Safe System approach to road safety. The structure, activities, targets and performance indicators are aligned to the Safe System and all partners involved are committed to delivering this vision.

It is not acceptable that people should be killed or seriously injured as a consequence of using the roads to live their daily lives. This is where the concept of Vision Zero comes from: that ultimately, there should be no-one killed.

As part of a long-term goal to ultimately reduce the numbers of those killed or seriously injured (KSIs) as a result of a road collision to zero – Bedfordshire has adopted a target to r**educe all deaths and serious injuries in the Partnership area by 50% by 2035**[1].

This is an ambitious goal and with the help of all involved partners, time, resources, and effort, it is achievable.

The new Strategy aims to improve community inclusion, be data driven, and define strategic direction with Safety Performance Indicators (SPIs) and targeted interventions.

Safe system explanation

The Safe System is a concept in road safety which originated in Sweden and the Netherlands in the early 1990s.

"Adopting a Safe System starts with accepting the validity of a simple ethical imperative: No human being should be killed or seriously injured as the result of a road crash. (ITF, 2016, p. 5)"

There are four principles which are central to a Safe System:

- First, people make mistakes that can lead to road collisions.
- Second, the human body has a known, limited physical ability to tolerate collision forces before harm occurs.
- Third, while individuals have a responsibility to act with care and within traffic laws, a shared responsibility exists with those who design, build, manage and use roads and vehicles to prevent collisions resulting in serious injury or death and to provide post-collision care.
- Fourth, all parts of the system must be strengthened in combination to multiply their effects, and road users are still protected if one part fails. (RoadSafe, 2020)

The Safe System approach recognizes that no single component in isolation can achieve the goal of zero road fatalities. Instead, it relies on the integration of all components (*Safe Speeds, Safe Road User Behaviour, Safe Roads, Safe Vehicles and Post Collision Response*) to create a holistic and proactive approach to road safety. By addressing these components collectively,

[1] Based on a baseline of average casualty figures from 2018 to 2022

the goal is to create a safer and more forgiving road environment that minimizes the severity of crashes and ultimately saves lives.

The system needs to provide layers of protection through these mechanisms in order to prevent deaths and serious injuries.

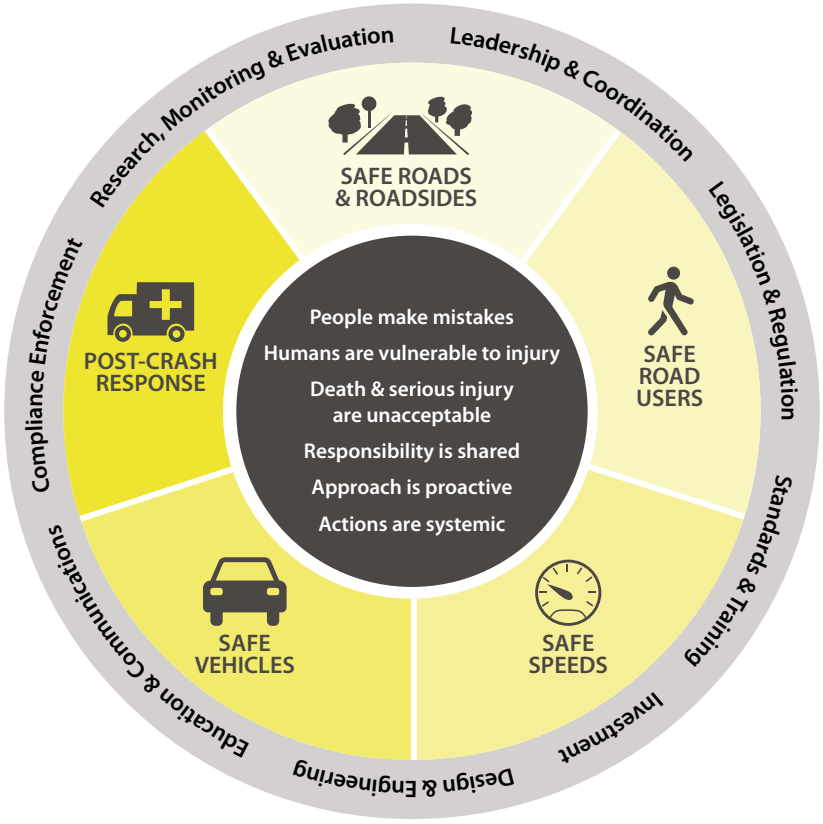
"To help build a safe road system that is forgiving of mistakes, investment needs to be made in the creation of Safe Roads, Safe Speeds, Safe Vehicles, Safe People and Post Collision Care to put layers of protection around people to keep them safe from death and serious injuries on the road. All parts of the road system must be strengthened in combination to multiply the protective effects and if one part of the system fails, the other parts will still protect people." (Towards Zero Foundation, 2020).

The core of the Safe System as illustrated in Figure 2 are the principles that define it, which in turn are delivered through the five components. All of which are enabled and practiced through the mechanisms of:

- Research, monitoring, and evaluation
- Leadership and coordination
- Legislation and regulation
- Standards and training
- Investment
- Design and engineering
- Education and communication
- Compliance and enforcement

Traditionally, at the local level, there has been a focus on delivering road safety through the 'three Es' of engineering, education, and enforcement. These are all integral to the Safe System but there is a need to go beyond these mechanisms to embrace the rest of the

Figure 2 *The Safe System*



routes to eliminating risk. Some of these are deliverable at the local level, whilst others require the involvement of other parties (from national government or the private sector). This means the Partnership will have to adopt new roles in lobbying, advising, and collaborating to achieve the common aims.

The Safe System approach suits a multi-agency partnership well. It allows different organisations to lead on different components, playing to their strengths, core business, and statutory duties. A good partnership leaves no gaps in approach (and this is why the Bedfordshire Road Safety Partnership is seeking to broaden the membership to include other partner agencies).

The Safe System requires a new approach to road safety. Table 1 compares the traditional approach to road safety with the Safe System approach. It shows how there is a shared responsibility for road safety in the Safe System, moving away from a focus on making road users compliant. It continues to be important that road users comply with the rules of the system, but also that the system is forgiving when people make mistakes. Information giving and enforcement are still important, but they need to be coordinated with safe vehicle and road design, speed choice, and post collision response.

Putting safe system into practice

Adopting a Safe System approach is more than just reviewing international evidence. It involves changes to policy and practice and won't happen overnight. This is why this Strategy spans a period just over ten years. This long-term approach recognises that there will be actions which can happen immediately and others which will require greater investment of time and resources, and to work with other stakeholders to achieve the goals.

Table 1 *Comparing the traditional road safety approach and a Safe System (Source; ITF, 2016)*

	Traditional road safety policy	Safe System
What is the problem?	Try to prevent all collisions.	Prevent collisions from resulting in fatal and serious casualties.
What is the appropriate goal?	Reduce the number of fatalities and serious injuries.	Zero fatalities and serious injuries.
What are the major planning approaches?	Reactive to incidents. Incremental approach to reduce the problem.	Proactively target and treat risk. Systematic approach to build a safe road system.
What causes the problems?	Non-compliant road users.	People make mistakes and people are physically fragile/vulnerable in collisions. Varying quality and design of infrastructure and operating speeds provides inconsistent guidance to users about what is safe use behaviour.
Who is ultimately responsible?	Individual road users.	Shared responsibility by individuals with system designers.
How does the system work?	Is composed of isolated interventions.	Different elements of a Safe System combine to produce a summary effect greater than the sum of individual treatments – so that if one part of the system fails other parts provide protection

This Strategy is not, therefore, prescriptive on the actions the Road Safety Partnership will be taking over its lifetime. In the next ten years, there are likely to be technical innovations which will greatly improve vehicle safety. There could be policy and legislative changes which completely change the landscape, regulating road user behaviour. Thinking of behaviour, research projects could identify new ways of engaging with road users and influencing how they act on the roads. New standards on road design could be implemented, influencing new and remedial engineering schemes. Strong leadership in road safety, tied to other policy goals, could bring investment opportunities. We can't predict how road safety in the UK will evolve over the next ten years.

As such, the Partnership will create short-term action plans, setting out what is within scope for the next three years. These will be accompanied by detailed yearly programmes of work. One of the first tasks of the Partnership in the adoption of this Strategy is to review existing activities and understand how they fit into Safe System thinking. This will help to identify gaps and show where activities are strong. New interventions will follow an approval process, using Appendix D – Workstream Approval Template to present the evidence base and how the activity aligns with Safe System thinking.

To encourage innovation in changing road user behaviour, it is useful to employ behaviour change models which help to understand the behavioural problem and determine the best way of addressing it. A model such as the one set out in Appendix B – COM-B Model can be used when designing new interventions and bringing them forward for approval.

The other piece of the puzzle in implementing new interventions is evaluation. Trialling and testing new schemes is encouraged in the Safe System but it is also essential to understand how effective interventions are. The Data Group will play an important role in providing evidence to help design new interventions and also to evaluate their effectiveness. A guide to start thinking about evaluation processes is provided in Appendix C – Evaluation Stages.

The public are a key player in the Safe System. The Partnership is sharing responsibility for the system with those who use it. Road users need to be compliant and understand what is expected of them when using the roads. Strong communication campaigns can help set out the Vision Zero goal and the concept of shared responsibility. Furthermore, the public are an asset. The residents' survey showed that there are community volunteers who are keen to make a difference to road safety on their local streets. Developing community relationships so the Partnership can work with local residents on specific schemes, data collection, and sharing road safety messaging will prove invaluable.

It is also important to understand what the wider public think of road safety and how they report using the roads. Safety Performance Indicators are discussed later in the Strategy and a public survey can be used to measure self-reported behaviour. Such surveys can also be useful for understanding how the public perceive the work of the Partnership and where knowledge and awareness could be improved. Undertaking an annual survey can be a good way for the Partnership to gather this information and some example questions are included in Appendix A – Public Survey Questions. This contains a range of established questions from national sets – a consistent selection of these questions could be used to build the annual survey.

Integration into wider policy areas and co-benefits

Road safety strategy and policy must align with other wider agendas including active travel, air quality, health, anti-social behaviour, decarbonisation, and speed management to name a few.

A Safe System strategy enables safe mobility, where an emphasis is on an inclusive road safety policy where all road users (including pedestrians, cyclists, and people with disabilities) are considered in road design and safety measures.

Quality of life improvements are also complementary when delivering road safety initiatives where environmental and active travel benefits improve walking, cycling and the use of public transportation. These reduce overall carbon emissions and congestion on roads, improving travel times and fuel consumption, improved air quality, and a healthier and more active population. The long-term public health benefits from an active lifestyle are further improved by the co-benefits of improved community safety and health from a reduction in the incidence of road traffic injuries. This results in fewer hospitalizations and health care provision costs. A healthier and safer population leads to less strain on healthcare systems and improved wellbeing.

On a personal and community level, safer roads contribute to an improved quality of life by reducing the stress and anxiety associated with traffic accidents, injuries, and fatalities. People are more likely to feel safe and confident while using roadways. An increase in perceptions of safety leads to improved confidence and use of local walking and cycling infrastructure. Safety ensures that everyone can access transportation options, regardless of age, gender, or physical ability, promoting social inclusion and equal opportunities.

On a global level, road safety is linked to the United Nations' Sustainable Development Goals, particularly Goal 3 (Good Health and Well-being) and Goal 11 (Sustainable Cities and Communities). Safe roads are a critical component of sustainable urban and rural development.

These co-benefits illustrate that investments in road safety have far-reaching positive effects on individuals, communities, economies, and the environment. By reducing collisions and their associated costs, societies can allocate resources more efficiently and improve the overall well-being of their citizens.

Targets

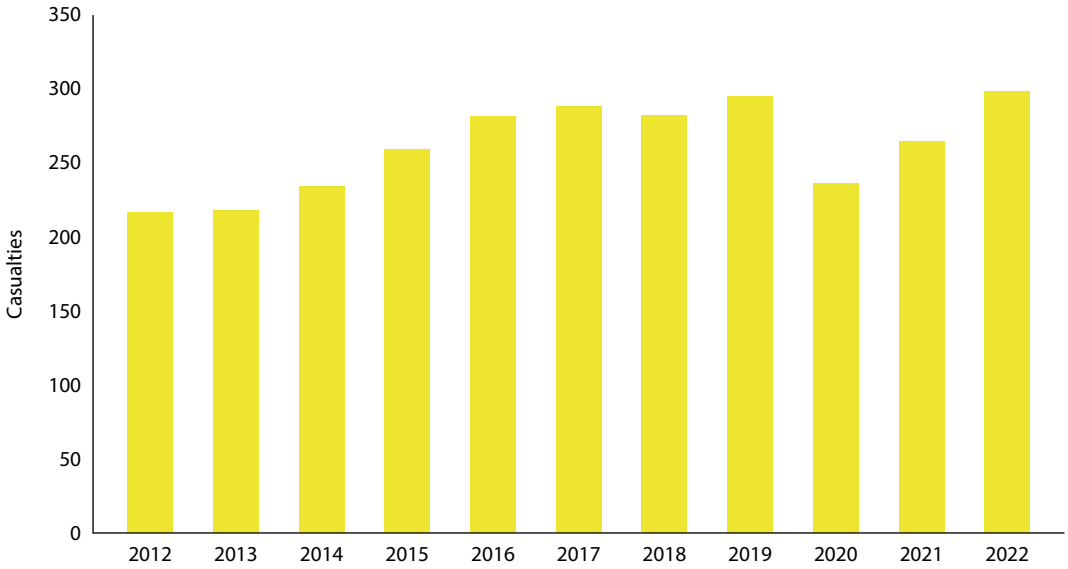
The UK does not currently have national road safety targets, however, many local highways authorities and partnerships have adopted their own targets, to provide a goal to aim for and a means of measuring and checking progress. Sub-national targets widen the sense of ownership by creating greater accountability, 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)

There has been important research conducted to show 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. They included communication of the importance of road safety and motivating stakeholders, all the while adding accountability for achieving results.

To achieve the 50% reduction in KSIs by 2035, the target to reach would be **138** recorded KSIs on the road[2]. Forecasting at the current trend level (excluding the pandemic years 2020 and 2021 which were impacted by lockdowns and unusual travel patterns) KSIs are looking to increase to 332 in 2035, as they were following an increasing trend before the pandemic. This is not good news and serious efforts

[2] Based on average number of KSI casualties between 2018 and 2022 of 276

Figure 3 *Number of recorded KSI road casualties in Bedfordshire*



need to be undertaken to make a positive change on the commitment to reducing serious injury and fatalities on the Bedfordshire road network.

Priorities

Everyone in Bedfordshire has a right to safe mobility, regardless of the mode of travel chosen. Sadly, road risk is often unequal in many different ways, which requires ongoing analysis as trends in road use and safety outcomes may change. Analysis of the casualty numbers across the partnership area highlights priority areas and where specific risks may be present across the different areas.

Firstly, we can look at the mode which casualties were travelling in when they were killed or seriously injured on Bedfordshire's roads. As seen in Figure 4, the greatest proportion of those who suffer death or

Figure 4 *Killed or Seriously injured Casualties in Bedfordshire by User Group (2017-2021)*

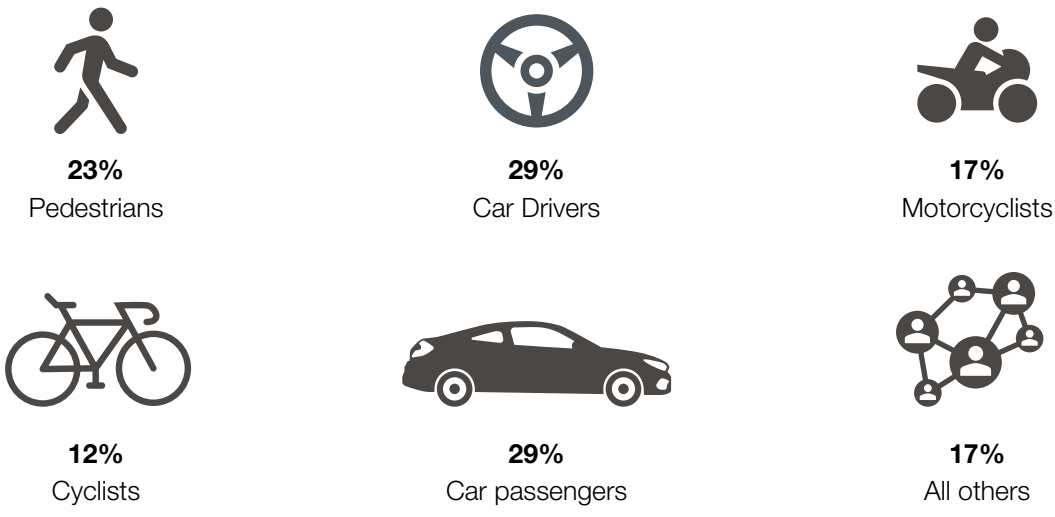
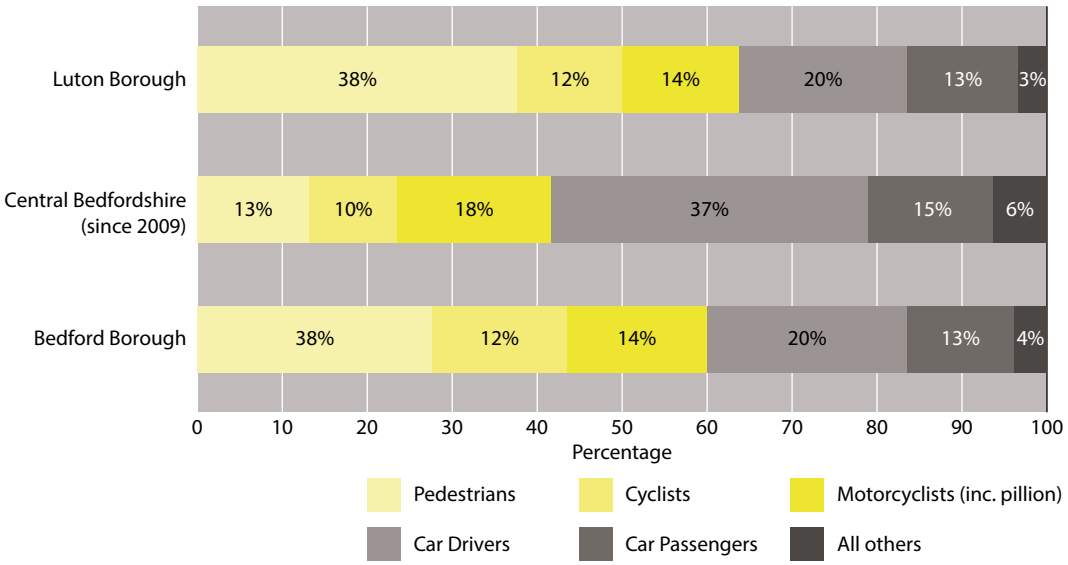


Figure 5 *KSI Casualties by area with Bedfordshire across key road user groups (2017-2021)*



serious injury are car drivers, followed by pedestrians, motorcyclists, car passengers and cyclists. These percentages do not take into account how many miles are walked, cycled, ridden or driven but they do show how the more vulnerable road users (those who are not protected inside a vehicle) account for over a third of those killed or seriously injured.

Risk across user groups is not consistent across the local authority areas within Bedfordshire. Figure 5 shows KSI casualties across the different partnership areas by road user group. Pedestrians represent a significant level of those killed or seriously injured in Luton Borough and Bedford Borough, 38% and 28% respectively. This contrast to Central Bedfordshire where only 13% of KSI casualties were pedestrians, and where notably well over a third of casualties were car drivers (37%). A slightly greater proportion of casualties over this period were cyclists in Bedford Borough (16%) than the proportions of these casualties in Luton Borough (12%) and Central Bedfordshire (10%).

It is important to consider not only which road user group are particularly at risk across the road network,

but also the dangers posed by some vehicle types to other road users. Table 2 shows this analysis for Bedfordshire. The rows show the vehicle type involved, while the columns are the mode of the killed or seriously injured on Bedfordshire's roads between 2017 and 2021. It shows that car drivers are predominantly injured in collisions which only involve cars. Conversely, pedestrians are most frequently injured in collisions which involve cars and other motorised vehicles, and this is the same for cyclists and motorcyclists.

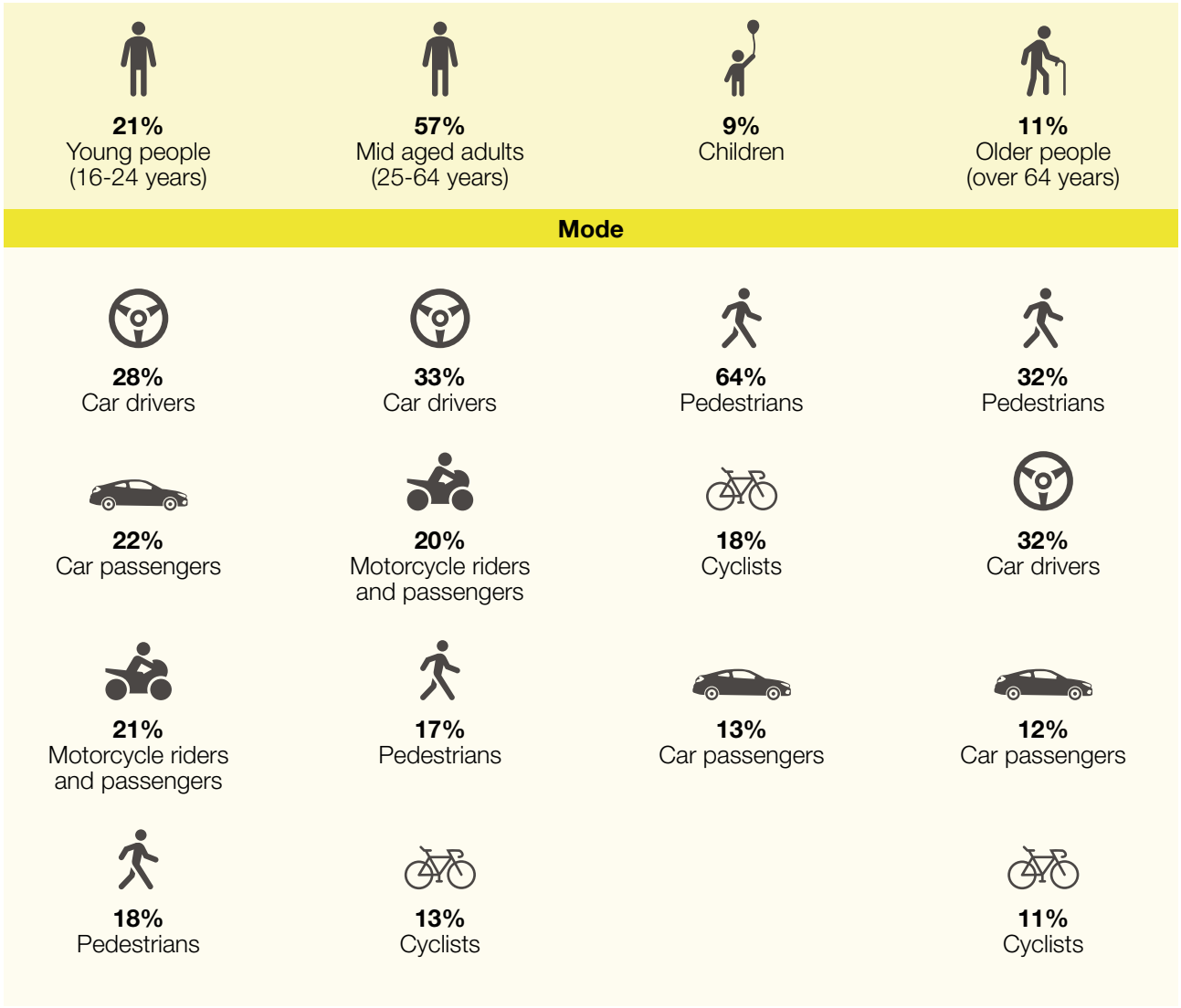
Table 2 *Vehicles Involved and who is injured in Bedfordshire (2017-2021)*

	Killed or seriously injured casualties					
	Pedestrian	Cyclist	Motorcyclist	Goods vehicle driver/ passenger	Car driver/ passenger	Bus driver/ passenger
Car	280	132	142	28		2
Motorcycle	7	1			5	
Goods vehicle	16	18	17		114	
Bus	7	3	2		3	
Cycle	4		2		2	
No other vehicle types involved	2	14	65	13	467	

Risk is also unequal when we look at age, as shown in Figure 6. Some of the most vulnerable in society are also more likely to be killed or seriously injured in road crashes. Children, young people, and older people account for 40% of these casualties. Children and older people are more likely to be hurt as pedestrians, with children also notably featuring as passenger and cyclist casualties. A third of both mid-aged adults (33%) and older people (32%) are injured as car drivers. Driving a car also accounts the greatest proportion of young people (16-24) who are killed or seriously injured in Bedfordshire.

Another way in which risk is unequal is deprivation. Whilst there is a broad spread of casualties across areas of differing levels of deprivation, those from

Figure 6 *Killed or Seriously Injured Casualties in Bedfordshire by Age Group (2017-2021)*



more deprived communities in Bedfordshire are the ones likely to be killed or seriously injured as shown in Figure 7. Deprivation can influence the way in which we travel – it may be that residents in these communities have no choice but to walk, cycle or use a motorcycle, making them more vulnerable. It could be that where there is car ownership, it is more difficult to purchase more expensive vehicles with more safety features. Road design may also be an issue, with these communities potentially having higher levels of traffic, leading to increased chances of conflict.

The casualty data gives us information on our priority areas for targeting. For each user group, age group, and area of Bedfordshire, we need to consider the insights from up-to-date analysis at regular intervals. This will help identify the most effective interventions which enhance road users' experiences and perceptions of safety in Bedfordshire. It is not fair that the most vulnerable in society (because of transport mode, age, or economic background) are at greater risk of being killed or seriously injured and this is why we will prioritise actions to eliminate danger amongst these groups.

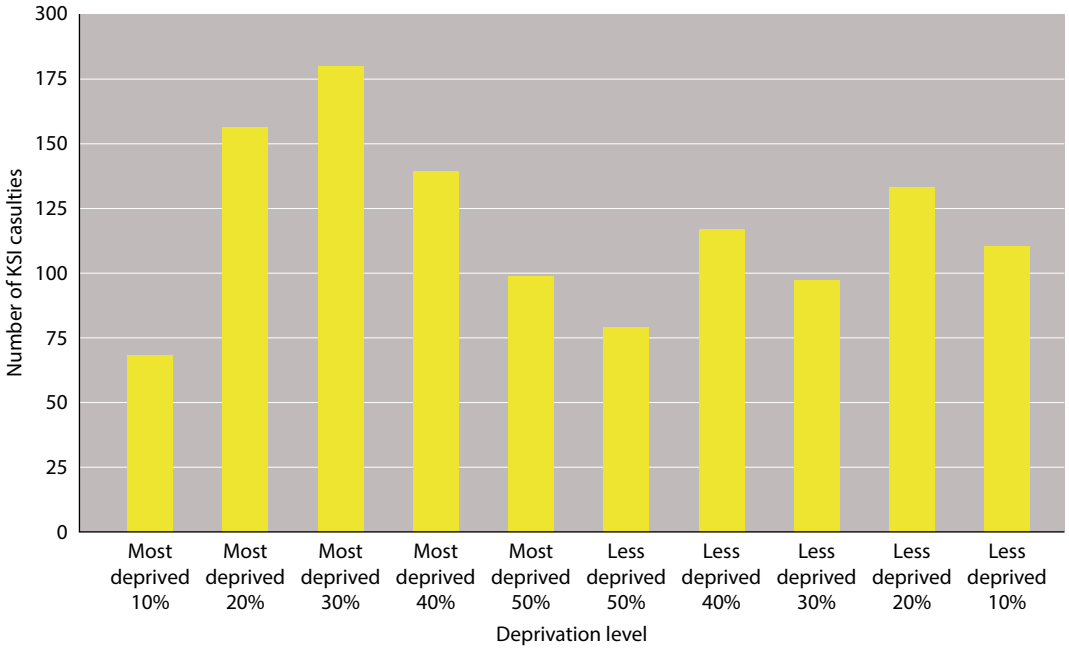
Safety performance indicators

Safety Performance Indicators

Safety performance indicators (SPI) are metrics used to assess and monitor the safety of road systems. Aligning these SPIs with the Safe System allow them to be embedded and practiced through a systems approach. The SPIs below all work together in aiding authorities, local governments, transport, and road safety agencies to make informed decisions through collecting and monitoring data related to the Safe System. In essence, they provide an indication of how safe the road transport system is and as such, are framed positively: the higher the proportion, the safer the system.

There is a task early in the adoption of this strategy to determine the metrics used in monitoring the Safety Performance Indicators, establishing baseline data, data collection methods and the frequency of collection. Some of these SPIs are suited to annual monitoring, whilst others might be measured more frequently. It is important that SPIs are informative and act to support the partnership in its actions; they should not be onerous or expensive to monitor.

Figure 7 *KSI casualties in Bedfordshire by home deprivation level (2017-2021)*



Safe speeds

Managing speed is a crucial aspect of road safety. The Safe System approach recognizes that speed plays a significant role in the severity of accidents. Setting appropriate speed limits, enforcing them, and implementing traffic calming measures are all part of this component.

1. Increase in the proportion of vehicles driving below the speed limit for the road.
2. Increase in the proportion of roads that are 20mph where there is a significant presence of vulnerable road users.

Safe Speed SPI 1 can be monitored through speed and traffic flow data, collected by Bedfordshire Police or the local highways authorities. It requires both a sample of the number of vehicles driving and riding at given locations (in different speed limits) and the speeds at which they are travelling to determine the proportion of vehicles driving below the speed limit. It is recommended that the measurements are taken annually, at the same locations and time of year, to provide reliable comparisons over time.

Safe Speed SPI 2 will need to be monitored by local highways authorities, determining the total network length of the authority area, the total length of roads where there is a significant presence of vulnerable road users, and the information on where 20mph limits are in place.

Safe road user behaviour

Promoting responsible and safe behaviour among road users is essential. This includes measures such as driver education and training, enforcing traffic laws, discouraging impaired and distracted driving, and encouraging seatbelt and helmet use.

1. Increase in the proportion of drivers not under the influence of alcohol.
2. Increase in the proportion of drivers not under the influence of drugs.
3. Increase in the proportion of drivers not using their mobile phone while driving.
4. Increase in the proportion of people who feel safe walking, wheeling, or cycling on our streets.
5. Increase in the proportion of car drivers and passengers wearing their seatbelts.

These Safe Road User Behaviour SPIs should not be monitored using enforcement data as the levels of enforcement activity will influence the number of drivers stopped and therefore the proportions complying. As such, different data collection approaches are recommended. Anonymous public surveys can produce reliable results, so it is possible to conduct an annual poll of local road users, asking them whether they drive under the influence of alcohol or drugs, use their phones, or not wear their seatbelts. Such a survey could also ask whether they feel safe using active travel modes. It is recommended that the survey is conducted annually, using the same question set each time. It could also include other questions related to awareness and understanding of the partnership activities. Other partnerships have already undertaken this task so collaborating with them will bring consistency.

A number of validated questions, developed and shared through the Department for Transport's Question Bank, is included in Appendix A – Public Survey Questions, where a selection could be used to develop an annual survey. These could be used, along with self-reported behaviour questions, to understand what the public think about the partnership and road safety activities more generally.

Another approach might be undertaking observational studies to count the number of drivers using a mobile phone or wearing their seatbelts. These can be taken at the same locations and time of year annually, using standardised monitoring techniques.

Safe roads

Safe roads are designed and built with features that minimize the risk of crashes and reduce the severity of injuries when crashes occur. This includes considerations like well-designed road geometry, appropriate signage, clear road markings, and the removal of hazards from the roadside.

1. Increase the proportion of the roads within Bedfordshire with appropriate infrastructure safety ratings.
2. Increase in the proportion of roads within Bedfordshire with safe separation and safe integration of mixed road use.

Safe Roads SPI 1 sits with local highways authorities who could conduct a risk assessment of roads to determine safety ratings. There are various methodologies which can be used to achieve this but iRAP is an internationally recognised approach which combines data on infrastructure, speed limit, and road use to 'star rate' roads in terms of risk. As road infrastructure changes do not occur annually, it is not necessary to rate roads that frequently. A programme of assessing roads every three years might be more realistic.

Safe Roads SPI 2 requires determining where there are high levels of walking and cycling alongside motorised vehicle use. An audit of levels of segregation (dedicated pavements and cycle paths) would be required to determine the proportions for this SPI. As with Safe Roads SPI 1, assessment every three years is appropriate.

Safe vehicles

Safe vehicles are designed with advanced safety features and technologies to protect occupants and other road users.

1. Increase in the proportion of passenger cars registered that meet the highest Euro NCAP safety rating.
2. Increase in the proportion of fleet vehicles that are purchased with the highest safety standards (Gold).
3. All construction projects/programmes within Bedfordshire will apply the CLOCS Standard.

Safe Vehicles SPI 1 requires collecting data on vehicle registration in Bedfordshire. This covers privately-owned cars, matched to their EuroNCAP rating, measured as a percentage of all registered vehicles. DVLA holds this data, and it is recommended that it is monitored annually.

Safe Vehicles SPI 2 relates to partner vehicles, leading the way on ensuring their employees have access to the safest vehicles. In combination, the partner organisations of Bedfordshire Road Safety Partnership employ a large proportion of local road users and they have an opportunity to set a positive example to businesses by procuring a safe fleet. There will be exceptions to this approach: police and fire vehicles require specific features which might not be compatible with the highest safety features so exemptions might be required. A definition of 'gold' standard is required, using EuroNCAP ratings and a review of partner fleets. This could be undertaken annually.

Safe Vehicles SPI 3 relations to larger vehicles used in construction. CLOCS (Construction Logistics and Community Safety[3]) is an independent fleet accreditation scheme. Annually, it is recommended that a list of all relevant projects and programmes is collated, along with certified compliance with the CLOCS Standard.

Post collision response

In the event of a crash, it is crucial to provide prompt and effective emergency medical care. This component emphasizes the need for efficient emergency response systems and trauma care to reduce the likelihood of fatalities and long-term injuries.

1. Increase the proportion of emergency medical services arriving at the scene of the collision within 18 minutes of notification.

[3] https://www.clocs.org.uk/

2. Increase the proportion of partnership drivers which are Advanced First Aid trained.

Post Collision Response SPI 1 is related to arrival time at the scene of collisions with serious or fatal casualties. Data can be collected through existing response logs and systems for Bedfordshire Police, Bedfordshire Fire and Rescue Service, and the East of England Ambulance Service. It is recommended that this data is collated quarterly.

Post Collision Response SPI 2 relates to lay responder training, providing first aid and scene management training for those using the local road network. Training partnership employees who drive for work would provide an increase in the number of drivers who are able to deal with a collision if first on scene. A review within each partner organisation is recommended to determine which types of drivers would be most appropriate to receive the training. To monitor this SPI, a training register for all employees could be monitored annually.

Evidence and evaluation

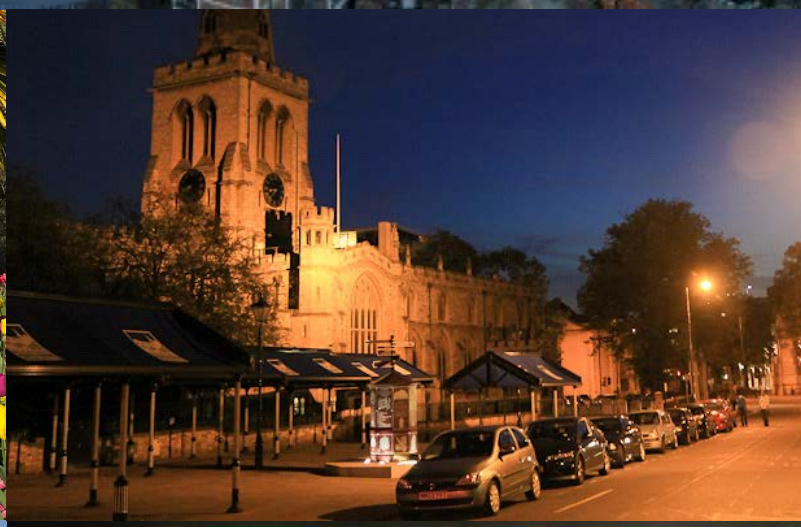
The importance of being data led when designing and implementing interventions and measures and evaluating their effectiveness go hand in hand. These are complementary best practices to inform changes, highlight improvements, and identify any weaknesses that may impact road safety efforts. The following are a few important reasons why collecting data and using evidence to inform decisions is beneficial:

1. **Resource Allocation:** Limited resources can be allocated more efficiently when informed by data. Road safety initiatives, such as infrastructure improvements, law enforcement efforts, and public awareness campaigns, can be directed to areas and populations with the greatest need.
2. **Monitoring Progress:** Regular data collection and analysis provide insights into trends in road safety. This allows for the tracking of progress toward safety goals and the early identification of emerging issues.
3. **Public Awareness Campaigns:** Data can inform the design and targeting of public awareness campaigns. Understanding the behaviours and attitudes of road users is crucial for creating effective messaging.
4. **Response to Changing Conditions:** Data allows for adaptive responses to changing road conditions, such as increased traffic, weather-related challenges, or new developments in vehicle technology.
5. **Reduction of Inequities:** By analysing data on road safety, authorities can identify disparities in safety outcomes among different demographic groups and geographic areas. This information can inform policies aimed at reducing these inequities.
6. **Emergency Response:** Data can assist in optimizing emergency response systems. For example, identifying collision hotspots allows emergency services to be strategically located for faster response times.
7. **Local and International Comparisons:** Sharing and comparing road safety data across countries and authorities can help identify best practices and learn from the experiences of others. This can lead to the adoption of successful strategies and implementing best practice.

And finally, regular and efficient data collecting and monitoring allows for **evaluation of interventions**. Data-driven approaches enable the continuous evaluation of road safety programmes and initiatives. By assessing the impact of safety measures and

modifications, policymakers can make evidence-based decisions about what works and what doesn't.

In summary, being data-led in road safety is essential for saving lives, reducing injuries, and minimizing the economic and societal costs of road collisions. Data-driven approaches lead to more effective and evidence-based road safety strategies and are critical for creating safer road environments. Figure 8 overleaf illustrates a data processes and evaluation chart that is useful as a starting point and can be utilised by all collecting data and delivering road safety interventions.



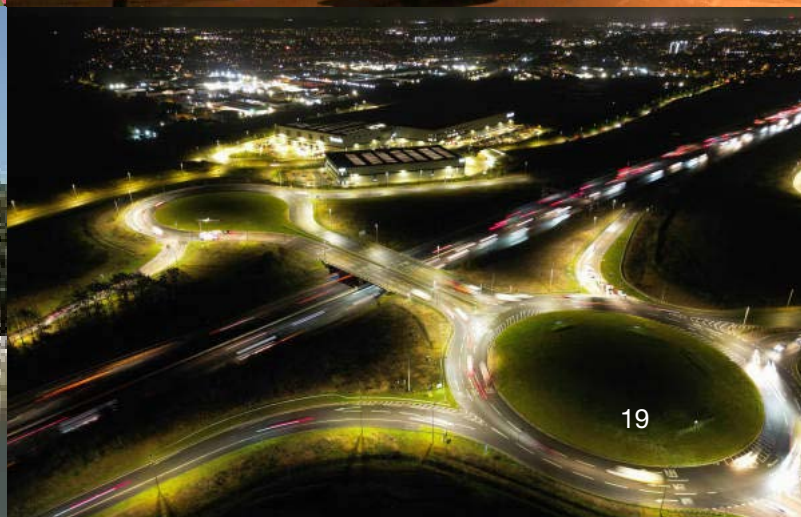
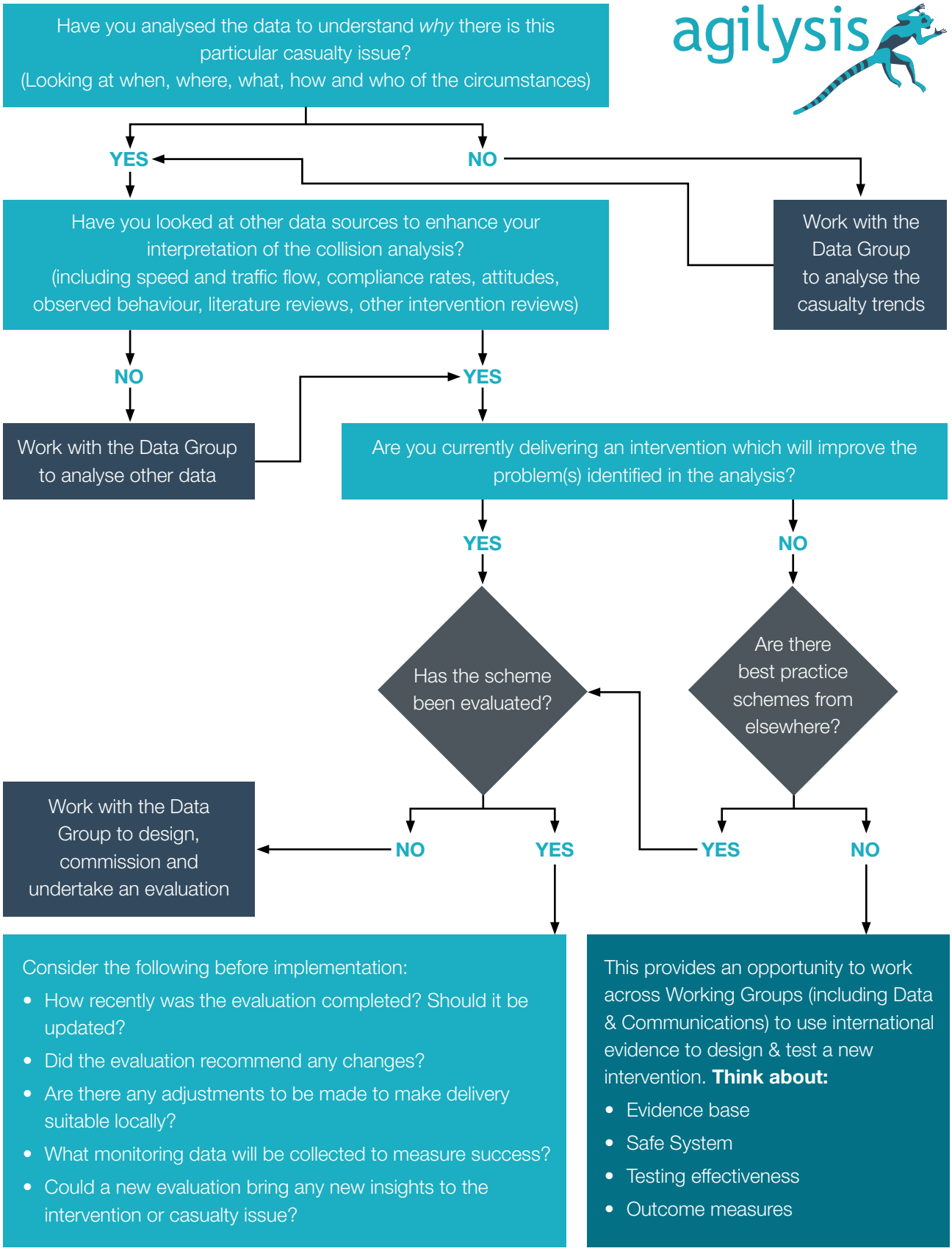


Figure 8 *Evaluation and data processes flow chart*



Terms of reference

Vision

We want to reduce the number of collisions on our roads and therefore the number of people killed or seriously injured as a result, and the subsequent impact on individuals, their families, and the community. Our ultimate vision is for nobody to die on the roads of Bedfordshire.

Aims

To prevent road users from being killed or seriously injured (KSI) through enabling behaviour change, effective enforcement and delivering road engineering schemes, all within a Safe System approach.

To reduce the social impact of road casualties, at an individual, family, and community level.

To reduce the cost to public agencies in dealing with the impact of road collisions.

To develop a financially sustainable model of delivering road safety activity across Bedfordshire.

Objectives

To reduce year on year the numbers of people killed & seriously injured on Bedfordshire roads, to a point where there are no fatalities.

To support the victims of road collisions and reduce the social impact for individuals, families, and communities.

To undertake targeted road safety enforcement as part of a strategy to reduce KSIs.

To identify high risk road users and deliver targeted initiatives to prevent collisions.

To identify high risk collision locations and develop preventative measures (including road engineering solutions) to decrease the risk of future collisions.

To share data and intelligence across public agencies to prevent future road collisions.

To work across other Partnership areas to identify methods of reducing partnership costs.

To lobby and influence organisations, companies, and government departments, where appropriate.

Structure

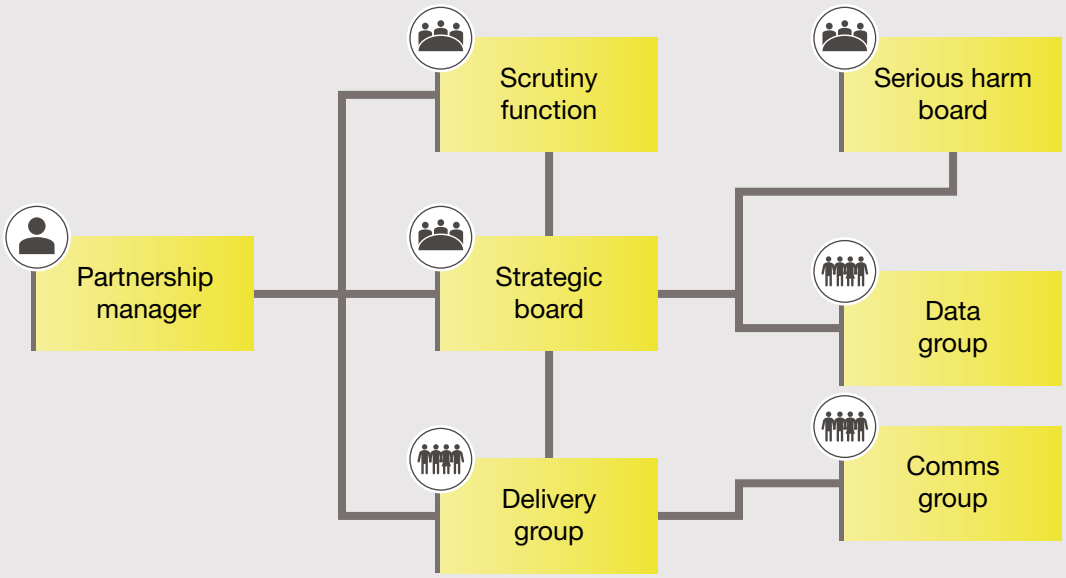
The Partnership will have two levels of operation: a Strategic Board and a Delivery Group. Both levels will be supported by agile data and communications groups populated by partner officers. Coordination and support will be provided by the Partnership Delivery Manager (PDM). The Data Group will provide monitoring reports to both the Strategic Board and the Delivery Group whereas the Communications Group will work closely with the Delivery Group, with reports on communications activities provided by the PDM.

Governance

The Strategic Board will report directly to the Road Safety Partnership Scrutiny Panel, which will comprise of the Highways portfolio holder from each local authority and the Deputy Police & Crime Commissioner.

The Partnership will also report into Bedfordshire's Serious Harm Board, detailing progress against specific targets and barriers to achievement.

Figure 9 *Governance structure*



Membership

To ensure ongoing effectiveness of casualty reduction in Bedfordshire, it is essential that the right officers are attending at both Strategic and Delivery level. To ensure timely decision making and effective management, routine delegation to less senior officers is discouraged and will be challenged by the Scrutiny function. The recommended minimum level of attendance is shown in Tabe 3 overleaf.

Form & function

It is recommended that the Strategic and Delivery levels meet quarterly, with the meetings aligned to facilitate effective tasking and reporting. The responsibility for chairing both groups should be reviewed annually and should be rotated through all partner organisations. Meetings should be managed in an accountable and transparent manner but balanced against an ethos of agility and innovation.

Both Strategic and Delivery levels may form small task and finish groups, as required.

The Communications and Data functions are more informal and agile, populated by specialists from the relevant partner agencies as and when required. The core membership should be as listed above, with input from other areas as required. The Partnership Manager will guide the formation and ongoing function of these groups, identifying a lead partner on a project-by-project basis.

The expectation is that the Scrutiny Panel (Highways Portfolio Holders for Bedford Borough Council, Central Bedfordshire Council, and Luton Borough Council, as well the Deputy Police and Crime Commissioner) will:

- Hold the Partnership to account, in terms of strategic direction, performance and effectiveness.
- Ensure that their own organisations provide adequate levels of representation and resource to effectively support the Partnership aims.

The expectation is that the Strategic Board will:

- Receive information from the Partnership Manager, Data Group and Delivery Group.
- Have an awareness of relevant issues, both current and prospective, in their own areas.

Table 3 *Membership and attendance*

	Strategic Board	Delivery Group	Data Group	Comms Group
Bedford Borough Council	Chief Officer – Planning, Infrastructure and Economic Growth	Manager for Transport Policy + Manager for Traffic Operations	Data Specialist	Comms Specialist
Bedfordshire Fire & Rescue	Head of Prevention and Protection	Prevention Manager	Data Specialist	Comms Specialist
Bedfordshire Hospitals NHS Foundation Trust	Deputy Medical Director		Data Specialist	
Bedfordshire Police	Deputy Chief Constable	Inspector Community Policing + Inspector Roads Policing	Data Specialist	Comms Specialist
Central Bedfordshire Council	Assistant Director Highways	Road Safety Lead + Highways Safety Lead	Data Specialist	Comms Specialist
East of England Ambulance Service	TBC		Data Specialist	
Luton Borough Council	Assistant Director Highways	Road Safety Lead + Highways Safety Lead	Data Specialist	Comms Specialist
National Highways	Regional Safety Programme Manager	Operational Officer		
OPCC	Director of OPCC Operations			
Roads Victims Trust	Chief Executive			

- Use all of the above to set a strategic direction for the partnership, specifically directing the Delivery Group to focus upon a limited number of matters of concern.
- Monitor progress against specific projects and safety performance indicators (SPIs).
- Ensure a regime of robust evaluation is in place.

The following authorities and organisations form the Bedfordshire Road Safety Partnership, collaborating with the same intent and goal to reduce risk, serious injuries, and fatalities from road related incidents:

- Bedford Borough Council
- Bedfordshire Fire and Rescue Service
- Bedfordshire, Luton, and Milton Keynes Integrated Care Board
- Bedfordshire Hospital NHS Trust
- Bedfordshire Police
- Central Bedfordshire Council
- East of England Ambulance Service
- Luton Borough Council
- National Highways
- Office of the Bedfordshire Police and Crime Commissioner
- Road Victims Trust

The expectation is that the Delivery Group will:

- Take ownership of and update the relevant projects as directed by the Strategic Group.
- Request, receive and interpret data from the Data Group.

- Have an awareness of relevant issues, both current and prospective, in their own areas.
- Provide qualitative and quantitative reports concerning projects and SPIs to the Strategic Board.

The expectation is that the Partnership Manager will:

- Research national best practice, policy and trends and understand their implications for Bedfordshire.
- Identify trends and common issues from road safety partnership data and intelligence.
- Share data and best practice both regionally and nationally, feeding findings back into the partnership.
- The PDM will support, guide, advise and monitor the projects, as well as providing the liaison between the Strategic Board and Delivery Group.
- Ensure that the workstreams do not clash in terms of messaging, outputs, timings or resources, whilst looking for funding opportunities that could be accessed by elements of the Partnership.

The expectation is that the Data Group will:

- Provide a regular, concise, and digestible set of casualty statistics to the Strategic Board and Delivery Group.
- Respond to requests from the Strategic Board and Delivery Group.
- Maintain an overview of the SPIs and support the partnership manager in the reporting of those.

The expectation is that the Communications Group will:

- Respond to requests from the Strategic Board and Delivery Group.
- Maintain an overview of the various communications outputs from different projects and support the Partnership Manager in the delivery of those, ensuring effective scheduling to avoid clashes.
- Report to the Partnership Manager upon the effectiveness of campaigns and media interactions.
- Have an awareness of relevant issues, both current and prospective, in their own areas.

Approval for new schemes of work and / or funding will be made to the Partnership Delivery Manager. Where appropriate, the request will be considered by the Strategic Group. All proposals must be fully costed and supported by data, evidence, or the need for innovation.

Projects **must not** be considered as 'silos,' they are areas of responsibility that will interlink with each other and other organisations / areas / communities on a regular basis and always viewed through a Safe System lens. Openness and clarity of communication will be essential to ensure the success of the Partnership.

Appendix A – Public survey questions

Question wording	Answer options
Please tell me how much you agree or disagree with the following statement: It is too dangerous for me to cycle on the roads	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
Please tick one box for each of these statements to show how much you agree or disagree: Speed cameras save lives	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
Speed cameras are mostly there to make money	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
There are too many speed cameras	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
People should drive within the speed limit	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
The number of speed cameras should be increased	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
It is perfectly safe to talk on a hand-held mobile phone while driving	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
All use of mobile phones while driving, including hands-free kits is dangerous	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly

All use of mobile phones while driving, including hands-free kits should be banned	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
The law on using mobile phones whilst driving is not properly enforced	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
If someone has drunk any alcohol, they should not drive	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
Anyone caught drink-driving should be banned for at least five years	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
Most people don't know how much alcohol they can drink before being over the legal drink-drive limit	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
If someone has taken any illegal drugs, they should not drive	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
Average speed cameras measure speed based on the time taken to travel a distance between two camera sites. Fixed speed cameras measure speed at a single site. Please tick one box to show how much you agree or disagree. Average speed cameras are preferable to fixed speed cameras?	Agree strongly Agree Neither agree nor disagree Disagree Disagree strongly
How often do you cycle nowadays?	Every day More than twice a week but not every day Once or twice a week Once or twice a month Once or twice a year Less than once a year Never

How confident would you say you feel about cycling on the roads?	Very confident Fairly confident Not very confident Not at all confident Don't know
I would travel less by car if there more cycle lanes on roads	Strongly agree Tend to agree Neither agree nor disagree Tend to disagree Strongly agree
I would travel less by car if there more and better sited secure cycle parking facilities	Strongly agree Tend to agree Neither agree nor disagree Tend to disagree Strongly agree
I would cycle (more) if it was difficult to find somewhere to park the car	Strongly agree Tend to agree Neither agree nor disagree Tend to disagree Strongly agree
On a scale of 0 to 10, where 0 is very dissatisfied and 10 is very satisfied, how would you score the overall quality of the cycling conditions in your area	0-10
What, if anything, would encourage you to walk or cycle for some of those journeys? (select up to 3 answers)	Better street lighting Better maintained pavements More road crossings More CCTV cameras More cycle lanes on roads More cycle tracks away from roads Less traffic on the roads Lower speed limits Having more time available No car available Higher costs of motoring Higher public transport fares More traffic congestion More direct walking routes Adult cycle training More secure and convenient cycle parking facilities A cycle mileage allowance for journeys to work or for business Better driver attitudes towards cyclists More local shops and other facilities More publicity about the benefits walking and cycling has on health, the environment and congestion Nothing would encourage me to walk or cycle for some of these journeys

Appendix B – COM-B model

Understanding the influencers of behaviour (whether it is incorrect or non-compliant use of the system), is important. The following is a high level of summary of the COM-B model and identifies what might need to change (there are many other models of behaviour which could be used and the Partnership is encouraged to use the most appropriate for the target audience and/or problem):

Capability

- *Physical Capability* – this is having the skills to do the correct behaviour. This might be the skills to cross the road correctly, ride a bicycle safely, or learn to drive a car. Improving or developing skills can be achieved through providing training or through enablement.
- *Psychological Capability* – this is having the knowledge, skills, memory or behavioural regulation to do the correct behaviour; it means knowing how to perform the behaviour, understanding the consequences of doing/not doing it, and how to recognise and overcome the mental barriers that prevent the road user doing the right thing. It might be that road users don't know the consequences of using their mobile phone at the wheel – that it could result in a collision but it could also result in penalty points and a fine, and for new drivers, the revocation of their driving licence if they receive 6 or more penalty points in the first two years of driving. Training, education and enablement interventions can all be used to support psychological capability.

Opportunity

- *Physical Opportunity* – this is having the correct environmental context and resources to perform the right behaviour. Environmentally, it might be that there are not appropriate crossing facilities for a pedestrian to get across a busy road, or that a cyclist does not have access to a helmet. Training could be used to help the pedestrian in this situation by teaching them the skills to cross a busy road where the facilities are not available, or the road design could be changed to support that crossing. Restrictions can also be put in place to stop someone from misusing the system; for the pedestrian, high fences could be installed that prevent them crossing at that location. The cyclist could be encouraged to use a helmet, by helmets being provided or the benefits of them are explained and it is made easier for them to store and use one.
- *Social Opportunity* – this is about understanding the social influences on the way people act in the road network. If road users think that people they respect are not complying with road rules, they may think it is acceptable for them to do the same. The influences of peers and role models are important here, as is the language used when talking about the behaviour. If organisations talk about high levels of non-compliance, it normalises the behaviour and people could make excuses for them doing the same, because "everyone else is doing it." Restrictions here could include enforcement and the application of penalty points; it could mean changing the environment to limit the opportunities to engage in the behaviour; it could use positive role models or encourage social support and peer-led approaches to doing the right thing.

Motivation

- *Reflective Motivation* – this is about understanding what people believe they are capable of and what the consequences are of doing the right or wrong thing. It is wrapped up with goals and intentions and how the behaviour is related to their identity. There could be a number of reasons why a driver

does not comply with the speed limit. For some, it could be related to *psychological capability*, in that they don't know how to recognise the speed limits. For others, it could be that they believe that they are good drivers and are perfectly capable of driving at excessive speeds. It could be that they are unaware of the consequences of speeding behaviour; this is not only about the likelihood of a collision occurring, but also the impact of penalty points and a fine, damage to their vehicle and the related loss of freedom. It could be that they are goal-driven and believe that speeding will enable them to get to their destination significantly quicker. There are a variety of ways to address these, including using education, persuasion, incentivisation and coercion to increase knowledge about the behaviour and its consequences; help people plan ahead; encourage them to comply with the speed limit; and support their belief that they are capable of driving within the limit.

- *Automatic Motivation* – this is about understanding the role of optimism, reinforcement, identity and emotion in influencing behaviours, specifically through habits, routines and previous experience. There are lots of different ways to change habits and routines, including using role models and peer groups, encouraging the creation of better habits and providing rewards or incentives for doing the right thing.

As can be seen from this summary of the influencers on behaviour, there are times when education is appropriate because there is an information or skills deficit, or education could be used to influence social norms. Road users who are not complying with the rules of the road may benefit from education if it tells them the consequences of their behaviour or helps them form new habits. However, there are other times when other tools, such as restricting behaviour through enforcement or changing the road environment would be more suitable.

Appendix C – Evaluation stages

Evaluations are an integral part of measuring effectiveness and understanding if road safety interventions are achieving what they set out to. In road safety, many interventions are not evaluated and the results of those that have are not always publicly available.

The design of an evaluation will differ, depending on a number of factors, including the intervention type, budget, stage of delivery and type of data that can be collected to measure effectiveness. For example, a high-cost re-engineering of a major stretch of road will use different evaluation methodologies to a small-scale trial of a schools-based educational intervention. It means that there should be flexibility when thinking about evaluations.

However, there are some standardised steps that should be followed when designing a new intervention.

1. Firstly, think about the purpose of the evaluation. Is it to:
   - **a.** Demonstrate success?
   - **b.** Inform policy decisions?
   - **c.** Improve delivery of an intervention?
   - **d.** Share best practice?
   - **e.** Show value for money?
   - **f.** Ensure the intervention does no harm?
2. It is likely that the evaluation will measure many (perhaps all) of these, but it is useful to think about *why* the evaluation is taking place, in order to think about how to design it. A process evaluation is examining how to improve the delivery process whereas an outcome evaluation is looking to show the effectiveness of an intervention, and these will use different approaches.
3. All interventions should start with the data, identifying what the problem is and what the solution might entail. Data analysis will influence the shape of the evaluation – if it transpires that the problem is a behavioural one (like speeding) and the evidence suggests that it is related to attitudes, then the evaluation will need to measure how attitudes might change as a result of the intervention.
4. This leads on to setting aims and objectives. Aims are the overall goal of the intervention and objectives are the measurable outcomes. These should be SMART[4] and directly related to what the intervention is seeking to achieve (e.g. a 20% improvement in attitudes towards driving at safe speeds after the intervention, compared to before).
5. Designing an evaluation is dependent on many different factors, including:
   - **a.** Where in the delivery cycle the intervention is at? If it is at the design stage, there will be an opportunity to collect baseline data, to compare with after delivery. This could be offending rates/attitudes/knowledge levels, for example.
   - **b.** What level of detail you want to learn from the evaluation? Qualitative data is rich, in-depth information collected from a small sample of people to get a deep understanding of the problem and/or the intervention. This could be used in trials to gain insight into how the delivery worked and what could be improved, including barriers to participation. Conversely, quantitative data is about collecting large amounts of data to analyse differences between conditions, for example, the number of vehicles travelling over the speed limit before a vehicle activated sign is installed, compared to after the sign was in place.

[4] Specific, Measurable, Achievable, Realistic and Time-bound

c. Can you compare to other conditions/ groups of people? Control and comparison sites or groups can be used to compare the intervention with what might have happened without the intervention. Control groups are randomly assigned, whereas comparisons are where characteristics are similarly matched (for example, re-designing a junction and monitoring red-light running in comparison to a similar site where no changes were made).

6. There are many different types of evaluation design, depending on the answers to the questions above. These include:
   a. Pre and post intervention (with or without a control or comparison group)
   b. Post intervention only (with or without a control or comparison group)
   c. Post then pre intervention
   d. Randomised controlled trial
   e. Case study

7. There are also a number of research methods which can be used, including:
   a. Questionnaires
   b. Interviews
   c. Focus groups
   d. Observations
   e. Roadside tests

8. Other things to consider when designing include:
   a. Calculating sample sizes
   b. Recruiting and retaining participants
   c. Using different sampling techniques
   d. Timing of measurements
   e. Creating questions (including using established question banks)
   f. Ethical considerations
   g. Incentives
   h. Analytical techniques, including statistical testing

This website is a useful resource for assistance in planning evaluations in road safety: www.roadsafetyevaluation.com

Appendix D – Workstream approval template

WORKSTREAM APPROVAL DOCUMENT

This document is to be completed and approval obtained in writing before any new schemes of work are undertaken within the Bedfordshire Road Safety Partnership. The document should be submitted to the Partnership Delivery Manager in the first instance, who will refer it to the Strategic Group if appropriate. Please note that this document should be completed for all schemes, regardless of whether funding is being requested. Please speak to the Partnership Delivery Manager for guidance.

Scheme Title

Scheme Owner

Scheme Description

What elements does your intervention include? Please select all that apply and provide details of your selection(s) in the space provided.

- ☐ Large scale presentation (e.g. Theatre in education)
- ☐ Small scale presentation (e.g. Presentation to a classroom of school children)
- ☐ Training courses (e.g. Older driver workshops)
- ☐ Stands at public events or in public places
- ☐ Poster or leaflet campaign
- ☐ Outdoor advertising
- ☐ Web-based publicity (e.g. YouTube video clip / website)
- ☐ Highways Engineering
- ☐ E-learning
- ☐ Enforcement
- ☐ Diversionary measure (e.g. Speed awareness)
- ☐ Radio / TV / Cinema advertising
- ☐ Social media
- ☐ Self-selecting training (e.g. Refresher driver training)
- ☐ One-to-one advice and / or training
- ☐ SMS messaging
- ☐ Lobbying
- ☐ Other

500 words maximum

Start writing here….

Justification

Why have you chosen to focus on this specific issue? (i.e. how can you demonstrate that there is a need for an intervention). Please select all that apply and provide details of your selection(s) in the space provided.

- ☐ Anecdotal observation
- ☐ Systematic observation
- ☐ Research and evaluation reports
- ☐ Complaints from the public
- ☐ Local knowledge
- ☐ Traffic speed data
- ☐ Traffic volume data
- ☐ Recorded traffic offences
- ☐ Demographic data

- ☐ Public consultation
- ☐ Stats 19 / CRASH data
- ☐ Academic research
- ☐ Road Safety Observatory / Knowledge Centre
- ☐ There is no evidence yet
- ☐ Other

500 words maximum, to include evidence of need, data and research. Please attach relevant documents as appendices.

Start writing here….

Action Plan

Does your intervention link to any of the following subject areas? Please select all that apply and provide details as part of the detail in the space provided.

Air quality

Health improvement (including mental health)

Active travel

1000 words maximum, to include details of funding requested, staff time required (with grade) and details of partner organisations' commitment. Please attach relevant documents as appendices.

Start writing here….

Intended Outcomes

What and who do you hope to change by your intervention? Your aim should relate to a **measurable** outcome. You should identify who or what you are trying to change or influence and who will benefit from it.

For example, are you trying to improve the knowledge, skills or attitude of your audience? Are you signposting to further training or promoting a specific change in behaviour? Is your goal to facilitate a change in a company policy or practice, or promote a different approach by a partner organisation?

Which Workstream Safety Performance Indicator does this scheme of work address?

500 words maximum, to feature any identified performance indicators. These should include quantitative indicators (numbers of people engaged) and qualitative outcomes (change to legislation).

Start writing here….

Timescale

500 words maximum, to include details of significant milestones in the scheme.

Start writing here….

Evaluation

500 words maximum, to include details of proposed output & outcome measurement.

Start writing here….

Proposed by:

Name:

Title:

Organisation:

Date:

Approved by:

Name:

Title:

Organisation:

Date:

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