

# **Community Road Safety Research Glasgow City Council**

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## **Outline Evaluation Report January 2019**

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**Report prepared by Tara McGregor and Associates**

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# 1. Introduction and method

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## About this report

- 1.1 This report provides a short evaluation of the Community Speedwatch project undertaken by The Glasgow Road Safety Partnership in 2018. The evaluation of this intervention was very light touch, and mainly based on views of key stakeholders. It covers the whole project – from the initial research and community consultation to the community speedwatch activities themselves. This report is largely based on the views of partners.
- 1.2 This section of the report sets out the context for the project, and the method for the evaluation.
- 1.3 The main report for the project provides a detailed analysis of the research and community consultation elements of the project.

## Context

- 1.4 Speeding is known to be an issue of real concern in communities. This project was a new joint venture between the police and the local authority. The idea for the initiative and accompanying research arose from initial discussions between a Roads Policing Inspector working on speed issues, and Glasgow City Council's Road Safety Officers. The police were keen to explore longer term solutions (other than enforcement) to address complaints about speeding. There was recognition that some complaints may be justified, but others were based on a perception of speed rather than breaches of speed limits. The Council was already exploring how to better engage and empower local communities to work with them and the police on speed related issues. The police and council were especially interested in how accidents and speeding issues related to equalities.
- 1.5 Partners agreed to seek additional funding to carry out research, consultation and to test a Community Speedwatch programme in test communities. Speeding is a key theme within the Road Safety Scotland framework, and funding was successfully secured from the Scottish Government to support the project.
- 1.6 The project was supported by a steering group made up of representatives from Glasgow City Council, Police Scotland, the Glasgow Centre for Population Health, and Tara McGregor (an independent researcher).
- 1.7 In late 2017 partners secured external support from Tara McGregor, an independent researcher and evaluator, to support the design and analysis of the initial research and community consultation they wanted to carry out. Tara was later asked to provide light touch evaluation of the project, which is outlined in this report.

- 1.8 The findings from the initial research and community consultation into road safety, deprivation and ethnicity are set out in a separate, extensive report.

## **Evaluation method**

- 1.9 This evaluation was led by Tara McGregor, an independent evaluator who also led the initial research study on behalf of the partnership. The evaluation work mainly gathered the views of partners through:
- a reflection workshop involving key partners from the Council and Police;
  - a telephone interview with a support worker based in one of the schools; and
  - an opportunity to provide additional comments during report drafting.
- 1.10 The Council invited local community members involved in delivering the Community Speedwatch programme to attend a reflection workshop as part of the evaluation, however, no one was able to attend. Because of issues securing permissions, it was not possible to gather views from school teachers or children as part of the evaluation.

## 2. Project activities

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### Introduction

2.1 This chapter of the report outlines how the project activities were developed and delivered. The diagram below outlines the key stages in the Scottish Government funded project.



Initial scoping



Initial statistical research – Road Safety Analysis



Community Consultation – meetings, 496 surveys, community meetings



Delivery of Community Speed Watch activities



Evaluation

### Initial scoping and community engagement

2.2 Glasgow City Council identified and mapped two study areas to be the focus of the initial research, consultation and the Community Speedwatch activities. Both were areas of multiple deprivation. Royston is located in the north of the city, and Dalmarnock is in the east.

2.3 Because the initial consultation would involve schools in the two communities, Glasgow City Council's Road Safety Unit applied to the Director of Education in Glasgow for permission to involve school staff and pupils in the consultation. Permission was secured before field work began.

2.4 To inform the research and develop local ownership, Glasgow City Council invited local community-based organisations to meet with them and Tara McGregor to discuss the proposed consultation approach and the content of the survey. Separate meetings were held for Dalmarnock and Royston, and were attended by representatives from a range of organisations. Local community members attended the meeting for Dalmarnock.

2.5 At the meetings Tara McGregor provided an overview of the statistical analysis carried out to date, explained the proposed approach, and discussed the survey content. Representatives made suggestions for the research design, and offered support with promoting the survey.

### **Initial statistical research**

2.6 The study included an analysis of national data sets on road safety issues in each community. Nationally held data was analysed over a ten-year period (2007 to 2016) to explore patterns in road safety issues in the study communities. The data suggests:

- People living in the least deprived communities are experiencing the lowest levels of pedestrian accidents, and people living in the most deprived areas are experiencing the highest levels.
- There is no association between ethnicity and pedestrian casualties, based on available data.
- Children are the most likely age group to experience pedestrian accidents, with the lowest levels seen among older people.
- For residents in the study communities, roughly half of the accidents that happen to them happen within their own community.

2.7 The findings from the statistical analysis are provided in detail in the main report.

### **Community Consultation**

2.8 The study mainly explored road safety in two communities in Glasgow which are considered to be deprived – Royston and Dalmarnock. A community survey was conducted in each of the two study communities and received 486 responses.

2.9 The findings from the consultation are provided in detail in the main report. The final report made recommendations for how the Glasgow Road Safety Partnership approaches future work in the City.

2.10 The survey explored key concerns residents in the study community had about road safety. Key findings include:

- The biggest concerns related to people driving too fast, and parking where they weren't supposed to.
- There was also significant concern about not enough safe crossings, and children walking unaccompanied.
- Specific places were identified in each community which could be the focus of road safety interventions.

### **Knowledge and confidence**

2.11 The survey asked questions about road safety knowledge and confidence. The survey responses show:

- When asked if they were confident about who to speak with if they had road safety concerns, respondents had mixed views.
- More than half of survey respondents who drove were very confident about their driving skills, with a further 39% saying they were quite confident.
- Respondents were even more confident about their skills and knowledge as a pedestrian. Over two thirds (68%) said they were very confident and a further 30% said they were quite confident.
- Respondents who were responsible for looking after children were generally confident about using a car safety seat - almost half (46%) were very confident about this, and a further 44% felt they were quite confident.
- When asked what would help improve skills and knowledge of drivers and pedestrians, the main issue identified was educational activity around supporting children and their families to use roads safely.
- The survey asked about respondents' attitudes towards a range of behaviours, to explore areas they might require support to understand. Their responses suggest people mostly understood what were safe and unsafe behaviours.

### **Suggested improvements**

2.12 Survey respondents focused on the following suggested improvements:

- safer crossing places;
- measures to reduce speed;
- improved knowledge and understanding; and
- parking restrictions and enforcement.

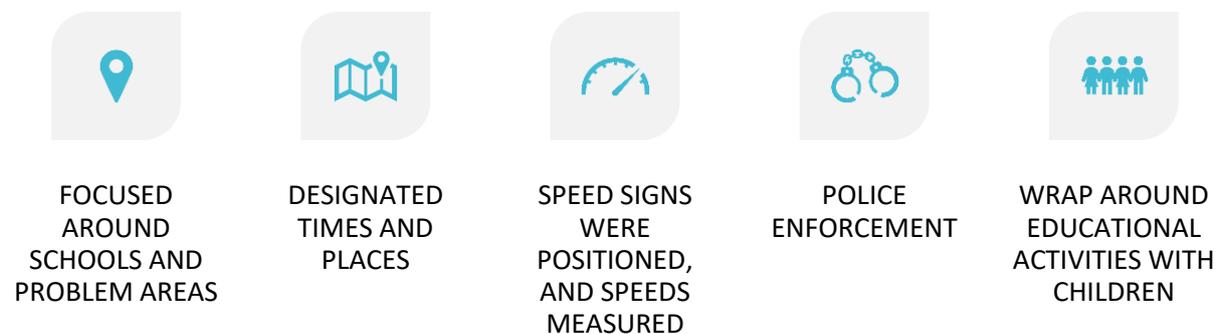
### **Recommendations from the initial research**

2.13 Recommendations for the Glasgow Road Safety Partnership focused on:

- further statistical analysis to understand associations between accidents and car ownership, and seriousness of accidents;
- potentially prioritising road safety activities according to prevalence and seriousness of accidents;
- reviewing problems and places identified by survey respondents, and potentially involving the local community in this process;
- conducting speed surveys on main roads and problem areas, and using this to inform campaigns about speed;
- conducting a parking survey, focused on problem areas identified by the research, then follow this up with either enforcement or further restrictions, as required; and
- developing clear messages and target groups for its community speed watch and associated local campaign work.

## Community Speedwatch activities

- 2.14 The Glasgow Road Safety Partnership was keen to test the concept of Community Speedwatch activities. Activities were led by Road Safety Unit staff from the Council, with support from the Police.
- 2.15 The Council's Road Safety Unit was responsible for setting up the Community Speedwatch project and co-ordinating community and Police engagement.
- 2.16 The Council approached local community-based organisations to ask for volunteers to become involved. They also approached schools in both the study communities to engage young people in the project.
- 2.17 The diagram below summarises the main elements of the Community Speedwatch activities in each area.



- 2.18 Staff from the RSU booked schools into a speed awareness road safety lesson, which covered key theory. Educational activities were designed to help the young people learn about road safety and issues related to speed. Staff also designed a road-side practical exercise to be carried out in the area around the school. This involved setting up signage, and using speed guns to measure the speed of passing cars. The police worked with children by the roadside. Police officers also stopped and engaged with drivers in the presence of the children, and carried out enforcement activities as required.
- 2.19 Community members involved in the study in Dalmarnock were involved in a similar roadside exercise to the children. Designated places were chosen, based on the community consultation work, and further discussions with volunteers and the Police. Despite promoting the opportunity locally, the Council were unable to secure interest from community members in Royston to participate in the activities.
- 2.20 The project involved a lot of preparation. This included significant inputs to plan and carry out the community consultation, evaluation work and further activities, including:

- fifty days of planning and development for two RSU officers – this included meetings, promoting and inputting the community survey onto an online survey resource, and preparation for the Community Speedwatch activities; and
- commissioned support from an independent researcher (to support the community consultation and evaluation) and from independent analysts (Road Safety Analysis, who carried out statistical analysis as part of the initial research).

2.21 Delivery of the community speedwatch activities in the two communities required:

- eight days of police officer time; and
- twenty-four days of RSU staff time.

2.22 Resources such as speed guns, road-signage, banners, hi-visibility jackets, leaflets and a bespoke website were all designed to support the activities. A logo and theme was created to provide an identify for the project.



## 3. Partner views

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- 3.1 This section of the report provides an analysis of partner views on the impact and effectiveness of different elements of the project.

### Issues of speed

- 3.2 The community consultation showed that local people were very concerned about road safety, and speed was seen as an important problem. However, the Community Speed Watch tests found very little evidence that people were breaking speed limits. At community consultation events there was some discussion about the perceptions of speeding. It may be the case that people feel cars are driving too quickly for a particular road, or time of day, or approaching a crossing, but drivers might not actually be breaking a speed limit.
- 3.3 It is also important to recognise that the speeds were only measured over a fairly short time period in each community, and that the high visibility of the activity (with lots of people in hi-visibility jackets, with associated signage) may have encouraged drivers to behave more cautiously than they might have otherwise.

### Learning and evidence

- 3.4 Partners were keen from the beginning of this project to ensure the approach was strongly evidence based. In exploring the key learning from the initial research and community consultation, they emphasised the following key areas of learning:
- **A stronger evidence base** - Partners felt that the initial research and consultation often confirmed what they had heard anecdotally, but gave them a stronger evidence base to work from. In particular, it reinforced community concerns in deprived communities, around speeding and road safety.
  - **New information** - The statistical analysis did generate some surprising findings. For example, partners were interested in the statistical evidence that accidents often aren't happening in people's own neighbourhoods. This highlighted the need to look beyond physical interventions in areas, and may suggest the need for more education and awareness raising work for people from more deprived communities.
  - **Local factors** - The community consultation also highlighted a range of factors affecting road safety locally, which supported partners to think about wider levers to improve road safety. For example, in one of the communities in particular there were real issues with

inappropriate parking which local people felt made it difficult for pedestrians to cross safely in some places.

- **Problem places** - The initial research helped the partnership to identify places within each of the test communities where they needed to target resources or check speeds.
- **Inequality issues** - Partners also highlighted how the study strongly emphasised the high prevalence of pedestrian accidents for people living in the most deprived areas. This is influencing how partners are now thinking about targeting their activities and making best use of resources.
- **Community interest** - The strong survey response showed partners there is a real interest within communities to explore road safety and speed problems. They are hopeful this is something they can build on with future community-led activities.

### What worked well

3.5 Those involved in the project were asked to reflect on what worked well about the approach. The following key success factors were identified:

- **Strong working relationships between Police and Council officers** – Those involved spoke of the established and positive joint working between the Council and Police. Informal discussions about common concerns led to an established project, with joint delivery and shared learning. The Council and police worked together to support the project in different ways, which reflected their skills and resources.
- **Working with wider partners** – Initial work with community groups and other agencies like the Glasgow Centre for Population Health was seen to add real value to the study. The project has led to new connections between the Road Safety Unit and local community groups in both communities.
- **Social media** – The police used social media effectively to generate interest and communicate about the project. Those involved felt this was something that could be used more in future activities.
- **Being flexible** - Partners were willing to adapt their approach in response to issues as they arose. For example, police officers with responsibility for roads initially led the Police input on the project, but the Police quickly identified that the new locally based problem-solving officers were a more appropriate lead within the police.
- **Being open** – The research and consultation reinforced some issues the Council and Police were already aware of, and raised new points. Being open to this learning has been important, and will continue to be as the partnership takes forward the wider findings from the research.

- **Engaging and practical activities** - Those involved in delivery and the stakeholder who observed the Community Speed Watch activities agreed that having the practical exercise at the road side was a really strong approach for pupils and community members.

“It is most important to have something interactive like this . . . preaching to people doesn’t work well.”

“It was raising kids’ awareness of different speeds. It was really engaging because the kids got to use speed guns, and take more of a look at the issues. Obviously they see it day to day, but getting a shot at the gun they started to appreciate it.”

- **Classroom learning** – The Road Safety Officers used established educational materials within the classroom to introduce theory and context to the practical exercise. This was seen as a strong approach, which connected well with the wider Curriculum.

“They had to work things out. There was some maths too.”

- **Police visibility** – Having Police officers actively involved was seen as a real benefit, which might have wider implications for how the children view local police.

“The police were really good. They were really interactive with the kids . . it let them see the police, who they are, that they are doing their job, and are still human.”

- **Working with schools** – The Road Safety Unit has well-established relationships with local schools, and used these to engage children and their parents as adult volunteers in one area. This was seen to create trust, and build a connection with the community.

“Going through the schools is a really good idea. There is a relationship with parents. . . I think having the kids involved worked really well. If you have them involved there is peer support, but they will go home and speak to their parents. . . so parents are getting engaged indirectly.”

## Challenges and areas for improvement

3.6 Those involved in the project discussed challenges they encountered, or elements of the project that worked less well. Partners highlighted the following issues:

- **Engaging community members at events and in activities** – Despite working with local groups and contacting interested survey respondents, community turnout at consultation events and for the activities was fairly low. Those involved feel that more needs to be done to strengthen local links. More publicity may also be beneficial. It was also suggested that

offering different kinds of activities might generate more interest and have more impact.

“We thought there would be bigger community turnout, but this can be addressed through better communication, engagement, publicity and revised timescales for delivery and publicity.”

“I think it would have been nicer to do more with the parents. If there was something else attached to it. it might have more impact.”

- **Overcoming language and other barriers to engagement** – Some of the parents involved do not speak English as their first language. In future, it may be useful to have translated resources and an interpreter to support activities.
- **Practical challenges** – Having tested the approach, officers suggested they might choose different locations to pull cars over, and think about how to ensure their presence was a little less obvious, as this may have affected driving behaviour.

## Project impact

- 3.7 Partners were asked to consider the impact the project has had on how they approach and deliver road safety activities. In addition to the learning outlined earlier, partners emphasised:
- 3.8 **New connections with the local community** – The Road Safety Unit has traditionally worked very well with local schools. This study has encouraged them to reach out to wider groups and community-based organisations. The survey allowed a large number of local people to express their views. Meetings and volunteering opportunities, as well as the work in schools, has led to various discussions and issues being raised and dealt with. People talked with RSU officers directly about specific places and problems, that they had not raised formally with the Council before. While not all of the initial discussions led to participation, there are now communication routes into various groups and organisations at a local level which will hopefully lead to better communication and engagement between communities and the Road Safety Unit.
- 3.9 **Shaping decision making** – Partners spoke of how they might respond to the evidence on the prevalence of accidents in more deprived areas. They felt the implications of this needed to be carefully considered.
- 3.10 **Influencing engagement with deprived communities** – Those involved felt there might be a reliance on particular groups – like Community Councils to represent views. They would like to develop new engagement methods and community links. The research had helped partners think about how

they support more deprived communities to engage with decision makers, and influence what happens in their area in terms of road safety. There was recognition that it is often more affluent communities which are more vocal on road safety issues.

“It was more clear that deprived communities need support to speak out about certain issues.”

“It has certainly encouraged us to continue to develop the programme and focus our efforts in areas of deprivation.”

- **Effective educational engagement** – Those involved felt that the Community Speed Watch activities provided a good basis for engagement. It was perceived to lead to improved knowledge and awareness of issues.

“It let them understand about laws, and why there are different speed limits. . . They are already awareness of some issues. But this helped them think about staying a bit more safe.”

- **Roll out** – The partnership plans to roll the approach out across the city, based on the initial pilot and learning. It also wants to continue to develop the local connections established in the two test communities.