

# **WORKING WITH COMMUNITIES TO REDUCE INJURY INEQUALITY IN LONDON**

## **GUIDELINES**

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# INTRODUCTION

## 1.1. Working with communities to reduce road traffic injury inequality

Road traffic injuries are no accident. Road safety practitioners work hard to identify the burden, intensity and pattern of road traffic injuries, to identify the causes of road traffic injuries locally, and to devise interventions to address them.

Despite great improvements in road safety in London, progress has been uneven. White British people and those living in the more affluent areas of the capital have benefited from greater reductions in casualties than people from some minority ethnic backgrounds and those living in poorer neighbourhoods. In other words, road traffic injury inequalities remain and could widen unless direct action is taken to tackle them<sup>1,2</sup>. As one in three Londoners are from minority ethnic backgrounds and London experiences some of the highest levels of deprivation in the country, it is especially important for London road safety professionals to tackle inequalities head on.

A growing body of evidence shows that it is necessary to work closely with communities to close the inequality gap. Communities ought to be seen as part of the solution, rather than as the “problem”. Once local people are engaged around road safety, they can inform road safety professionals about the main road safety issues that affect their area and community, and can suggest ways of dealing with them. They can also put forward strategies to communicate effectively with their own communities.

## 1.2. The aim of the guidelines

The current guidelines aim to help road safety practitioners work with communities to:

- identify inequalities in road safety, their causes and consequences
- determine which areas, groups and issues need to be targeted as priorities
- plan and deliver effective interventions to reduce injury inequalities

## 1.3. How the guidelines were developed

The guidelines build on existing good practice in road safety, but focus specifically on the reduction of injury inequalities through working with communities. They offer practical ideas and examples of good practice which road safety practitioners may need to modify, based on their own experience and circumstances, to meet the specific needs of local communities.

The guidelines were prepared by ETHNOS and are based on an extensive programme of work which involved:

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<sup>1</sup> Edwards *et al* (2006) Deprivation and Road Safety in London. London: LSHTM.

<sup>2</sup> Steinbach *et al* (2007) Road Safety of London’s Black and Asian Minority Ethnic Groups. London: LSHTM.

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- reviewing the evidence on injury inequality in London
  - reviewing the literature on good practice in working with communities, within and outside the context of road safety
  - developing the evidence and generating good practice by funding seven demonstration projects in London to tackle inequalities by working with communities over a year
  - capturing the lessons from the demonstration projects through a robust evaluation

The guidelines pool together all the above sources of evidence. They describe general good practice in working with communities and provide practical examples, tips, warnings, checklists, templates and quotes from road safety professionals that draw extensively on the evaluation of the seven demonstration projects.

#### **1.4. Content of the guidelines**

The guidelines offer a step-by-step approach to working with communities to reduce injury inequalities. They contain guidance on how to:

- review how road safety is delivered, to assess its impact on injury inequalities
- identify communities and areas “at risk”
- work in partnership to reduce inequalities
- plan and design interventions that meet the needs of communities
- work with communities to understand their needs and priorities, and deliver targeted and tailored solutions
- monitor and evaluate interventions to ensure that lessons are learned and outcomes are achieved

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# UNDERSTANDING INJURY INEQUALITIES

## 2.1. Understanding injury inequalities

People living in deprived neighbourhoods and people from some minority ethnic backgrounds bear a much greater burden of road traffic injuries in London. While the evidence of inequalities is robust, there is very little knowledge about the causes of inequalities and the mechanisms that account for the greater risk on an individual being injured on the road. This section provides a framework to help road safety practitioners think about what could cause the inequalities they observe in their local area.

## 2.2. The causes of inequalities

One useful way of thinking about the causes of road traffic injuries was suggested by Thomson and colleagues<sup>3</sup>. Their approach considers that the risk of a person being injured on the road depends on three sets of factors: exposure, degree of hazard in the road environment, and ability to deal appropriately with the hazard. These are related in the following way:

$$\text{Injury risk} = \frac{\text{Exposure} \times \text{Degree of hazard in the road environment}}{\text{Ability to deal appropriately with the hazard}}$$

This model applies to all communities, whether they are deprived or not, white British or other. But it is also very useful to explore why some minority ethnic and deprived communities are at *greater* risk of road traffic injury.

- **Exposure**

Exposure is mainly a function of the amount of time spent on the road and of the ways in which people use the road, with vulnerable road users (such as pedestrians and cyclists) being at greater risk than others.

The higher rates of road traffic injury among people from some minority ethnic backgrounds and from deprived communities are largely due to greater exposure because poorer people are more likely to be pedestrians<sup>4,5,6</sup>. In addition, people from minority ethnic and deprived communities are more likely to live in social housing, in overcrowded houses, in houses that do not have gardens and in areas that lack safe play facilities. These factors all increase exposure to road traffic and the risk of injury. Conversely, some communities may experience lower injury rates than others, but this

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<sup>3</sup> Thomson *et al* (2001) *Road accident involvement of children from ethnic minorities* (Road safety research report No 19). London: Department for Transport.

<sup>4</sup> Edwards *et al* (2006) *Deprivation and Road Safety in London*. London: LSHTM.

<sup>5</sup> Sonkin *et al* (2006) Walking, cycling and transport safety: An analysis of child road deaths. *Child: Care, Health and Development*, 32, 6: 756-756(1).

<sup>6</sup> LATS data (2001).

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is because they curtail their exposure, as they may feel unsafe walking, cycling or using public transport. This is another form of inequality which should also be of concern to road safety professionals.

- **Hazards in the road environment**

Variations in the quantity and type of hazards can be expected to exist between wards and boroughs according to their level of deprivation. In areas in need of regeneration, for instance, the volume and speed of traffic may be higher, the road layout less safe, the quality of street lighting poorer, and so on, resulting in a more dangerous environment for road users. As people from minority ethnic and deprived communities are more likely to live in such areas, they may be exposed to greater hazards.

- **Ability to deal with hazards**

Road traffic injuries also depend on people's ability to deal with the hazards to which they are exposed. Ability to deal with hazards includes different factors, linked to people's attitudes to and knowledge of road safety, and to their behaviours and skills on the road. There are many reasons why one can expect people from some minority ethnic and deprived communities to deal less appropriately with hazards. Many parents may themselves lack the road knowledge and skills which they are expected to pass on to their children. This is most likely to be the case among recent migrants, people with low educational achievements, people who do not speak English, people who come from rural areas and from developing countries. Among young pedestrians who are familiar with the road environment in London, lack of awareness of road safety, different attitudes to risk taking, and various lifestyle factors (such as use of mobile phones and Ipods), can all impact on injury inequalities.

The factors listed above are by no means exhaustive. The complexity and variability of the causes of injury inequalities at local level underscores the need to work closely with the communities themselves to identify the most pressing road safety issues they feel affect them, and on the solutions that could be implemented to address them.

### **Causes of inequalities in the Somali community in Hounslow**

The project in Hounslow focused on reducing inequalities among Somali pedestrians in the TW4 area of the borough. By conducting a focus group with Somali women, the Road Safety Officer identified a number of factors that may contribute to the higher injury rates in this community. These include:

#### **a) Exposure**

None of the women in the group drove a car, although all households owned a car. Women reported that cultural norms restricted their freedom to drive, as husbands feared they may "lose control" over their wives if they started to drive. Women also reported that they were unable to take their driving test because their knowledge of English is insufficient and the cost is prohibitive. Therefore, Somali women and children spent more time on the road as pedestrians than either Somali men or women and children from other communities. This greater exposure as pedestrians makes them more vulnerable to road traffic injury.

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### **b) Hazards in the road environment**

Somali women reported in the discussion that they perceived the road environment around the local primary school to be dangerous. Dense and fast traffic passes around the school, with the highest volume in the morning rush hour. As pedestrians, they felt vulnerable in that environment.

### **c) Ability to deal with hazards**

As many of the women were recent migrants, they were not used to the road layout, speed and volume of traffic, and reported behaving unsafely on the roads. They had never received road safety education and were unable to teach their children road safety skills. Road safety education consisted merely in telling their children: "Don't cross or you'll die".

All women in the group had two or three young children, some of them in pushchairs. This made it difficult for mothers to supervise and manage all their children adequately. Moreover, although women reported that they had car seats, it was apparent from the discussion that children were not using them at all times and that car seats were not always fitted safely. Seat belt use was also inconsistent, often because of overcrowding.

These views illustrate the kind of information that can be gathered through focus groups and used to tailor appropriate interventions.

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# REDUCING INEQUALITIES THROUGH COMMUNITY ENGAGEMENT

*"People in deprived communities have more than their fair share of road casualties and all other sorts of accidents. You have to engage with the community that you're trying to reach. It's something that road safety officers should be doing all the time if they are going to reduce inequalities, because some groups are not hearing the message."*

## 3.1. Why work with communities around road safety

The scale of injury inequalities, the sheer variety of lifestyles and cultures, and the widespread experience of exclusion among people from minority ethnic backgrounds and people who live in areas of high deprivation in London, all make it essential for road safety professionals to work closely with communities to understand their needs and to develop targeted and tailored solutions.

*Targeting* is about identifying and reaching at risk groups to deliver interventions that have been designed by road safety professionals with the needs and preferences of the general population in mind. The main aim of targeting is to widen the reach of existing road safety programmes into communities that have not accessed them in the past.

*Tailoring* is about understanding the needs and wants, motivations and barriers of the target audiences (in terms of culture, language, road safety issues, etc) to create interventions or resources that reflect their distinct needs and preferences. Tailoring often involves a significant input from the target communities in the design of interventions and resources.

Road safety professionals can work with communities for a wide range of purposes, such as to:

- raise awareness and knowledge of road safety in target communities
- help assess and articulate local needs around road safety
- change attitudes, social norms and behaviours around road safety
- get feedback on the work they plan to do
- empower communities to lobby for better road safety in their local area
- involve communities in developing education, training and publicity resources

It is especially important to work with communities when:

- there is a shortage of knowledge about a particular community or issue
- a particular policy or initiative will have direct implications for a particular group

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- mainstream approaches are not working with specific sections of society

These guidelines are designed to help road safety professionals work more closely and effectively with communities to reduce injury inequality.

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## PLANNING AN INTERVENTION

By focussing explicitly on inequalities and by working closely with communities, road safety professionals can expect to close the injury gap and to improve outcomes for all. This requires careful planning. Here is an overview of the process which the evaluation of the demonstration projects in London found effective.

### Review how road safety practices impact on inequality

Begin your planning with a review of the engineering, enforcement and education, training and publicity initiatives your borough already has in place, in order to identify what impact current ways of working have on injury inequality. This is usually done as part of an Equality Impact Assessment (EQIA).

See  
Section 5

### Identify target groups and areas

Look at existing statistics and evidence, and discuss with colleagues and stakeholders to identify some of the communities and areas that are worst affected by inequalities. At this stage, you only have "hypotheses" about what the main road safety issues could be in various communities and areas, and what may be causing inequalities. Test those out, refine and amend them through working with communities.

See  
Section 6

### Work in partnership

To make sure that you have ready access to all the expertise and experience you need to deliver your project successfully, set up a Steering Group and identify partners who have skills that complement your own. Communities should be formally represented in the Steering Group or the partnership (e.g. community groups, advocacy groups, religious groups, residents' associations, experts). Evidence shows that partnership working is a key success factor in working with communities to reduce inequalities.

See  
Section 7

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## Design your intervention

Prioritise interventions that will reduce inequalities. This may mean refocussing some of your current work. It may also take you outside of your traditional methods of service delivery. Whatever your chosen intervention, good project management skills will be required to make the project a success. Have a clear Project Plan, terms of references for you and your partners, agreed Performance Indicators, and a realistic timetable to keep everyone focused and committed.

See  
Section 8

## Work with communities

Work with communities to understand what local people think are the main road safety issues that affect them, what causes inequalities, and what can be done to reduce them. Make sure your approach is inclusive and does not leave out the most vulnerable sections of the communities. This process may be an end in itself, or it may be part of a larger programme of activities.

See  
Section 9

## Monitor and evaluate

Document your activities and evaluate your work to learn from experience. Plan the evaluation at the beginning, as an integral part of the intervention. It helps clarify the aims and objectives of the intervention, establish expectations and lines of responsibility, devise Performance Indicators, put in place mechanisms to gather evidence, set a timetable and allocate resources adequately. Gather feedback from project participants and partners.

See  
Section 10

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# REVIEWING HOW ROAD SAFETY PRACTICES IMPACT ON INEQUALITY

## 5.1. Introduction

When trying to reduce inequalities, it is important to start by taking a close look at the way road safety provisions are currently organised and delivered in the borough. Are all engineering, enforcement and education programmes consistent with the aim of reducing injury inequality? Does the drive to meet casualty reduction targets mean that groups that are harder to engage risk being left out?

*"This project has given us the opportunity to stand back and think about how we would actually have inequality as our focus, and it really has been a new way of working for us. And I hope that what we've started to do will be sustainable because that seems to be the way forward really."*

*"This project has opened our eyes because it has enabled us to think more in terms of deprivation or equalities, where perhaps we weren't doing that in the past."*

## 5.2. Equality Impact Assessments

Some people assume that being fair is about treating everyone the same. But this approach can in fact produce indirect discrimination. Ignoring relevant differences – due to ethnicity, faith, language, age, gender, poverty or lifestyles – can lead to greater inequalities. Equality is about ensuring that the needs of all groups are taken into account, so that the same positive outcomes are achieved for all.

One standard tool to help determine whether current working practices are fair is an Equality Impact Assessment (EQIA). An EQIA is a systematic process to help identify the likely consequences for "target equality groups" of policies, programmes or projects<sup>7</sup>. This can lead road safety teams to take action to ensure that any adverse impact is minimised or eliminated. The EQIA helps to ensure that road safety activities are compliant with the Race Relations (Amendment) Act 2003, by avoiding discrimination and, where possible, promoting good relations. Guidance on how and when to complete an EQIA and copies of relevant forms can be downloaded from the TfL website<sup>8</sup>.

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<sup>7</sup> TfL, together with the Mayor, the GLA and other functional bodies have defined equality target groups as: women; black and minority ethnic people; young people and children; older people; disabled people; lesbians; gay men; bisexuals; transgendered people; and people from different faith groups.

<sup>8</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/eia-06-04.pdf>

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*"One of the things that has become apparent is that, for instance, we provide cyclist training with children, which is our way of reducing fatalities and casualties on the road. But then, there are a lot of children in our borough who don't have a bicycle and that's your deprivation coming through. You might just have thought in the past: 'Well, it's just one of those things', but now we're beginning to think: 'Actually, this is a bit of an issue. We have a challenge and we may need to shift our priorities', and this work has highlighted that."*

The EQIA can provide a clear justification for setting new priorities and for targeting certain communities with tailored road safety interventions. It helps to ensure that all road safety policies, programmes and projects recognise the diversity of the groups that live in the local area and that their needs are addressed. It is about embedding equality in your work and thinking about what can be done to improve opportunities and outcomes for ethnic minority and deprived communities.

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# IDENTIFYING TARGET GROUPS AND AREAS

## 6.1. Introduction

Interventions should be based on evidence of need. When planning an intervention, it is important to determine:

- what the main road traffic injury inequalities in the local area are
- which groups are most affected by them
- what causes the inequalities
- what interventions could be implemented to reduce the inequalities

This section discusses practical ways in which road safety practitioners can identify target groups and areas, to help determine what interventions should be pursued.

## 6.2. Using existing evidence

*"When we looked at deprivation and accident figures, we clearly saw that there is a need for working with the communities directly. We took it on with open arms really."*

There are many excellent sources of information and data that can be used to identify local inequalities in road traffic injuries in specific ethnic groups and by area:

- **STATS 19:** this dataset contains detail of collisions and casualties, which can be used to identify those most at risk (in particular road user group, age, gender and ethnic groups) and to identify where collisions occur or where casualties live.
- **Census of Population 2001:** this dataset holds information on demographic characteristics (including ethnicity, country of birth and religion), accommodation, household size and structure, educational and professional qualifications, employment, income, car ownership, and other variables that can be relevant to road safety. This information is available for small areas and can be produced in maps, for example, to overlay with collision location or casualty home postcode. The data is regularly updated by the GLA's Data Management and Analysis Group ([dmaginfo@london.gov.uk](mailto:dmaginfo@london.gov.uk)).
- **Index of Multiple Deprivation (IMD) 2007:** geographical differences in prosperity across London are summarised by the IMD 2007, which combines a number of economic, social and environmental measures of disadvantage for small geographical areas and can also be represented in maps. This data is also available from the GLA's Data Management and Analysis Group ([dmaginfo@london.gov.uk](mailto:dmaginfo@london.gov.uk)).
- **Local information and data:** Council teams (e.g. policy & performance, community consultation) are using a range of local information and data (e.g. schools, citizen panels) which may be useful if you want to investigate local injury inequality.

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- Local understanding of inequalities: each borough will have local expertise on many other inequality issues (e.g. in housing, regeneration, education, employment, health) which may contribute to the understanding of local injury inequality.

Information contained in all these data sets can be combined to explore possible relationships between ethnicity and/or deprivation and injuries in the local area.

### **Warning!**

- Data can be out of date and the profile of local communities may have changed significantly.
- Comparisons between data sets are often difficult as each uses different ethnic categories. Stats 19 data, in particular, are based on a unique ethnic classification which does not correspond with the Census categories used by most other data sets.
- Some groups are not identifiable in the Census (e.g. people from individual African countries, Eastern European people, Gypsies and Travellers of Irish heritage, refugees).
- Numbers of ethnic minority injuries are often too small at local level to suggest meaningful interventions.

### **Good practice in using evidence to target communities in Hounslow**

In Hounslow, the target audience for the intervention was selected through a rigorous process whereby the Road Safety Officer:

- analysed Stats 19 data using the residence of the casualty, rather than the location of the collision, to identify where the communities most involved or injured in collisions live: this identified that people living in the TW4 area of the borough are more likely to be involved or injured in collisions than other Hounslow residents;
- looked at PLASC survey data produced by local schools in the TW4 area and found that a disproportionate number of pupils spoke Somali: this confirmed the need to work more closely with this community to reduce injury inequalities;
- contacted the borough Community Cohesion Team to find out more about the profile of the local population, and to obtain contact details of relevant Somali community organisations; and
- approached key organisations and involved them in the road safety project.

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### **Good practice in using evidence to target communities in Camden**

In reviewing Stats 19 evidence on road casualties in the borough, the Camden Public Safety Team found that while almost 80% of children walk to school in Camden, around three-quarters of school age children are *not* injured on their way to or from school. They also found that black African and black Caribbean children and young people are over-represented in casualty figures, mirroring a London-wide pattern.

These findings prompted the Team to work with supplementary schools and youth centres that are mainly attended by black African and black Caribbean children and young people. The aim was to work directly with these children and young people, and indirectly with their parents and peers. This evidence-based strategy enabled road safety professionals to extend the reach of road safety education into communities that do not normally benefit from it.

### **6.3. Making inferences at local level from London-wide patterns**

It may be useful to look at patterns of injuries that exist in London as a whole, to see if this could give some indication of what is going on in your local area and communities. You can contact TfL and ask for technical support in identifying such patterns or for more information on any information they may already have in-house.

### **Evidence of inequality in road traffic injury in London**

#### **Relationship between ethnicity and deprivation**

The ethnic mix of the population changes according to area deprivation. With increasing area deprivation, proportionately more people describe themselves as Black. In the least deprived areas, 1.5% of the population is Black and 6.6% of the population is Asian. In the most deprived areas, 23.2% of the population is Black and 15.6% of the population is Asian.

#### **Pedestrians**

- There is a strong association between pedestrian injury risk and area deprivation.
- Both adults and children living in the most deprived areas of London are almost three times more likely to be injured as pedestrians than people living in the least deprived areas of London.
- There is a strong association between pedestrian injury risk and ethnic group.

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## **Evidence of inequality in road traffic injury in London**

### **Pedestrians (continued)**

- Pedestrian injury rates are highest amongst the Black population for all ages and both sexes. In some age groups, the pedestrian injury rates are almost twice as high for Black pedestrians compared to White pedestrians.
- For all levels of area deprivation, pedestrian injury rates are high for the Black population. For the White and Asian population, pedestrian injury rates increase with increasing area deprivation.
- For all ethnic groups, pedestrian injury rates are higher in the younger age groups and particularly high for the 10-14 year olds.
- For all ethnic groups and ages, male pedestrians have higher injury rates than female pedestrians.

### **Cyclists**

- There is an association between cyclist injury risk and area deprivation.
- Adults living in more deprived areas of London are about twice as likely to be injured as cyclists than people living in the least deprived areas of London.
- There is an association between cyclist injury risk and ethnic group.
- Cyclist injury rates are generally higher amongst the White population compared to the Black and Asian population.
- For all ethnic groups, cyclist injury rates are highest between the ages of 10 to 34 years and then decline with age.
- For all ethnic groups and ages, male cyclists have much higher injury rates than female cyclists.

### **Motorcyclists**

- There is some evidence for an association between motorcyclist injury risk and area deprivation.
- Adults living in more mid-range deprivation areas of London are about 50% more likely to be injured as motorcyclists than people living in the least or most deprived areas of London.
- There is an association between motorcyclist injury risk and ethnic group.
- Motorcyclist injury rates are generally higher amongst the White population compared to the Black population and are very low in the Asian population.
- For all ethnic groups, motorcyclist injury rates are highest between the ages of 15 to 34 years and then decline with age.
- For all ethnic groups and ages, male motorcyclists have much higher injury rates than female motorcyclists.

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## Evidence of inequality in road traffic injury in London

### Car occupants

- There is no association between car occupant injury risk and area deprivation.
- There is an association between car occupant injury risk and ethnic group.
- Car occupant injury rates are up to twice as high amongst the Black adult population and almost twice as high amongst the Asian adult population compared to the White adult population.
- For Black car occupant casualties, the injury rates are highest among the 25-34 year olds and then decrease by age. For Asian and White car occupant casualties, the injury rates are highest amongst young adults (15-24 years old) and then decrease by age.
- Car occupant injury rates are similar for White men and women but up to 50% higher amongst Black and Asian men compared to Black and Asian women.

### Summary findings from road safety research reports

Edwards *et al* (2006): Deprivation and Road Safety in London.

Steinbach *et al* (2007): Road Safety of London's Black and Asian Minority Ethnic Groups.

Full reports available from [www.tfl.gov.uk/roadsafetyreports](http://www.tfl.gov.uk/roadsafetyreports)

### Warning!

Although a population can be very small in a borough, it could experience very large inequalities. Both the *scope for inequality reduction* and the population size should be considered when planning interventions.

## 6.4. Generating your own evidence

In relation to most minority ethnic and deprived communities that live in your local area, you will probably have to generate your own evidence to complement some of the data that is already available. The most effective strategies to overcome the shortage of evidence in relation to specific groups are to:

- engage in partnership working with local agencies that have developed a good understanding of the diverse groups in the local area, and that have the capacity to engage them successfully

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- consult with the communities themselves on their lifestyles, local road safety issues, attitudes to road safety and information needs, and engage communities in identifying and delivering solutions to improve road safety in their area

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# WORKING IN PARTNERSHIP

## 7.1. Why the need for partnership working?

Many factors impact on road traffic injuries. Similarly, road traffic injuries have repercussions for a broad range of public services. Organisations and communities therefore need to work together to tackle injury inequality. By bringing together key stakeholders, a partnership enables complex issues to be tackled which otherwise would remain beyond the scope of any one organisation. It allows expertise and resources to be pooled, and can avoid duplication and waste. It also helps to ensure that road safety interventions are sustainable and that relevant agencies are aware of road safety issues, thereby raising the profile of road safety within boroughs.

*"As road safety officers, most of us don't necessarily have the skills and the networks to get into some of these communities. So you have to inspire others to buy into your agenda through these partnerships that you've created, and then you can end up with a very good product. If you can inspire partners to work with you, then the doors just fly open."*

*"It has actually increased our visibility and status as a team. A lot of our partners know about road safety now and include us in things. We are part of really interesting groups now because our project is interesting and different members have wanted to hear about it. I've been to lots of committees and told people about what we're doing, so it means that they look to see what we're doing... It has to be good overall for the work we're doing."*

## 7.2. Who to partner with?

When thinking about recruiting members to a road safety partnership, it is useful to try to bring together partners:

- from the public, community/voluntary and private sectors
- that combine strategic and delivery skills
- with expertise on and credibility in the target communities
- with sufficient capacity (e.g. staff, resources, time) to help you

You should approach potential stakeholders that have specific expertise and resources in relation to the road safety inequalities you are trying to address. Some of these partners will help you understand better the likely causes of injury inequalities. They may provide expertise on specific target groups (e.g. children or young people, parents, poorer families, specific ethnic communities) or issues that are related to injury inequalities (e.g. housing, regeneration, crime, public health, education). Other partners will help you to access the target communities. They will maximise the likelihood that you are trusted and accepted in the communities, and that your road safety messages and interventions are as relevant and efficient as possible.

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- **Public sector partners**

Public sector partners can normally be expected to have greater capacity in terms of time, resources, administration, knowledge of issues that impact on road safety, and strategic planning. They tend to have greater access to various service providers (e.g. printers, publishers, interpreters, etc) that can support your work. By working with public sector partners, you can also embed road safety in local strategic partnerships, which helps ensure that road safety interventions are sustainable over time.

### **Public sector partners**

There are many public sector stakeholders that may be interested in, and able to contribute to, community-based interventions on road safety. Public sector partners can be found across the following fields:

- Council-wide
  - Borough Consultation Teams
  - Diversity and Equality Strategies
  - Race Equality Schemes
  - Local Strategic Partnerships and Community Strategies
  - Best Value Performance Plans
- Housing
  - Housing Investment Programmes and Strategies
- Regeneration
  - Neighbourhood Renewal Fund
  - Single Regeneration Budgets
- Health
  - Health Improvement Programmes
  - NHS Hospital Trusts and Primary Care Trusts Local Delivery Plans
  - Health and Social Care Partnership Plans
  - Drug and Alcohol Action Team Plans
- Work and poverty
  - Anti-Poverty Strategies
  - New Deal for Communities Delivery Plans
- Young people, education and training
  - Children and Young People's Partnerships
  - Education Development Plans
  - Early Years Plans/Sure Start Delivery Plans
  - Connexions Agency Strategy
- Crime
  - Crime and Disorder Reduction Partnerships Strategies
  - Youth Offending Strategies
  - Community Safety Strategies
  - Policing and Performance Plans
- Transport
  - Local Transport Plans
- Emergency services
  - London Fire Brigade
  - London Ambulance Services

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### **Good practice in Hounslow: Partnership with public services**

The Road Safety Team in Hounslow wanted to work with the Somali community around road safety, but soon realised that there were no ready mechanisms to do so. They therefore collaborated with various statutory partners to create a structure, in the form of weekly meetings held at the community Hub in the TW4 area, through which they could discuss road safety and other health, housing, education and training issues of interest to Somali people. The statutory partners were:

- Hounslow Homes
- Sure Start Hounslow
- Library Services
- Youth Workers
- Beavers Primary School
- Hounslow Primary Care Trust

In addition, they also included a voluntary sector Somali organisation, ILYAS. The project enhanced the skills of all partners in working with the Somali community in Hounslow.

### • **Community and voluntary sector partners**

Partners from the community and voluntary sector often have great knowledge and understanding of communities they represent, access to community members, and good delivery skills. They can act as expert advisers, help organise or lead meetings, educate professionals, train peer educators, facilitate consultation and feedback events, mobilise the community, help produce resources in different formats (plays, DVD, audiotapes, booklets) and disseminate information.

However, many community and voluntary organisations, especially in the ethnic minority sector, may lack some of the skills and resources (that is, “capacity”) to support road safety projects. Be mindful of the capacity level of organisations and have realistic expectations.

You can strengthen the community and voluntary sector (CVS) in your area by:

- providing small grants and donations in return for help
- offering staff training on road safety
- providing administrative support with projects

#### **Tip!**

Be realistic: most CVS organisations are staffed by part-time volunteers.

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### **Community and voluntary sector stakeholders**

Potential partners from the (minority ethnic) community and voluntary sector include:

- residents' associations
- youth clubs and youth workers
- community centres and outreach workers
- organisations that provide support for victims of road traffic injuries and their families
- places of worship: churches, mosques, temples, gurdwaras
- public health promotion specialists
- supplementary schools

### **Good practice in Southwark: Partnership with a community-based media organisation**

To address the over-representation of young black boys in STATS 19 casualty data, the Road Safety Team in Southwark partnered with Community Youth Limited, a community-based digital media company. The partnership involved local black youth in producing a tailored DVD to encourage road safe behaviours. Community Youth Limited consulted school children from the target audience to elicit their main road safety concerns, their perceptions of the causes on injury inequalities and their proposed solutions to reduce inequalities, while the Road Safety Team ensured that the road safety content of the DVD was clear and consistent with existing evidence and professional practice.

- **Private sector and other partners**

Private sector partners may also be keen to get involved. For instance, specialist media often have unrivalled access to some communities and may want to support your road safety message. Large corporations, such as car manufacturers or retail companies, may see community engagement for road safety as part of their corporate social responsibility strategies. Individuals, such as TV and film stars or sports personalities, may also want to lend their support to your local cause and help enhance their visibility in the community. However, be alert to possible conflicts of interests when choosing private sector partners or sponsors.

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### **Private sector stakeholders and celebrities**

The potential of the private sector to act as partners in delivering road safety interventions is often overlooked. A growing number of companies are committed to being good corporate citizens and could profitably be engaged in delivering road safety interventions. Local media can also be involved in promoting awareness of road safety in communities.

- companies expected to have an interest in road safety
- large chains whose market falls within target populations
- independent local shops
- mainstream and specialist media
- celebrities and role models
- sports clubs and leisure centres
- theatres

### **Good practice in Hammersmith & Fulham: Partnership with a football club**

The Road Safety Team in Hammersmith & Fulham partnered with local football club Queens Park Rangers to raise awareness of road safety among the multi-ethnic youth living on the White City Estate, where casualty figures are higher than in any other ward in the borough. The project involved teaching key road safety skills by anchoring them in terms of the skills required to play sports. The partners worked together to devise a three-day programme of activities that integrates road safety and sports and was jointly delivered by QPR trainers and a Road Safety Officer.

### **Warning!**

- Celebrities and sports stars do not always act as the kind of role models you expect! When they don't, it almost inevitably attracts negative press coverage that can derail your efforts.
- Most large private sector companies will need to clear any involvement in road safety work with their Head Office. This may take a long time and slow you down.

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### 7.3. Making the partnership work

*"You have to think about where your partners are coming from. Do your research and ask yourself: What do they want from the project? What's important to them? Why should they be involved? And maybe focus on that aspect in the beginning."*

*"You need to choose people with skills that you don't have and be really careful to partner with people and organisations that can actually help you with all the logistics around project planning and delivery."*

By their very nature, multi-agency partnerships bring together members with very different skills, expertise, styles and cultures. Some have greater experience and expertise in strategic thinking; others are better at grassroots service delivery. Some are very knowledgeable about road safety but are not familiar with the lifestyles and risk factors of communities in their area; others know their community inside-out and can engage community members easily, but lack expertise in road safety. It is important to treat such differences as resources rather than as obstacles.

#### **Success factors in partnership working**

- partners with complementary skills and areas of expertise
- partners that have something to contribute to, and gain from, working together
- a realistic timeframe and adequate lead-in times
- a clear, shared vision and purpose
- terms of reference
- SMART performance indicators (see Appendix 1)
- a detailed action plan
- a flexible and tolerant working culture which recognises the complexities inherent in group working
- open and frequent communications
- documentation of all activities and audit trail
- transparent and fair financial dealings

### 7.4. Setting up a Steering Group

It is highly advisable for road safety teams who want to tackle inequalities to set up a dedicated Steering Group that is formally charged with overseeing the activities of the project partners, and with giving them direction to ensure that projects are delivered according to good practice, on time and on budget.

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A Steering Group can:

- help set priorities and identify relevant partners
- provide insights into the causes of inequalities and possible solutions
- help ensure key groups and individuals are involved throughout the process
- help ensure that issues of equal opportunities and equity are addressed throughout
- provide advice and feedback on activities: engagement events, surveys, resources, research findings, etc
- mediate between project partners if necessary

A Steering Group should include representatives of the community targeted by the intervention, as well as public sector and voluntary agencies that have expertise and experience in community engagement. It can include delivery partners but should not be restricted to them. Precise terms of reference need to be established for each project. These may include such items as: membership of the Steering Group, roles expected of the Steering Group, frequency of meetings, reporting mechanisms, etc.

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## DESIGNING YOUR INTERVENTION

*"Although it was time-consuming to put the [Project Plan] together, it prepared us well and saved us a lot of time down the line. It gave us quite a good sense of where we were going to go, who we were going to work with, and how we were going to achieve it."*

This chapter highlights some of the key issues to consider when designing a community-based intervention to reduce road traffic injury inequalities. It stresses the importance of careful project planning, and gives examples and templates to support road safety professionals.

### 8.1. Different approaches to working with communities

There are very different ways in which road safety professionals can work with communities. In choosing how you want to work with communities, it is useful to consider the trade-offs between:

- "depth" and "breadth" of interventions
- "top-down" and "bottom-up" approaches

Projects have "depth" when they reach relatively few people, but work very closely with them, usually over a long period of time, to identify their needs, improve their knowledge, develop positive attitudes, behaviours and skills, create tailored resources, and even empower communities to drive the road safety agenda in their local area. Projects have "breadth" when they reach a larger group of people, but work less intensively with each person.

Projects have a "top-down" approach when decisions about the projects are made mainly by road safety professionals. Projects have a "bottom-up" approach when decisions about the intervention arise from consultation with the communities and reflect their local knowledge. Ideally, road safety professionals should seek to strike a reasonable balance between these different approaches.

### Good practice in Haringey

Large numbers of attendees of the London Islamic Cultural Society (LICS) based at the Mosque on Wightman Road come from more deprived wards in Haringey, and they represent a wide range of ethnic groups. The project in Haringey sought to work closely with the LICS to improve various aspects of road safety. It achieved an excellent balance between depth and breadth, and between “top-down” and “bottom-up” approaches. The activities included:

- a play on road safety for young people, followed by a discussion of the road safety themes covered
- a display of casualty maps in the borough, followed by a discussion with some 200 children
- the production of leaflets on road safety by children and young people, and the distribution of 5000 of these leaflets in other mosques
- two travel surveys (one of children and one of parents) to identify travel patterns in the local community, with a view to promoting safe and sustainable transport
- an in-car safety awareness session, which included the safe fitting of car seats
- a presentation on road safety to more than 200 adults at the Mosque
- the distribution of safety vests at a sports day held at the Mosque

Throughout, the Road Safety Officer imparted her own expert knowledge on road safety to the community, but also worked with local people to find out about their travel patterns and needs, and perceptions of key road safety issues. She involved the children and young people in designing tailored resources and acknowledged their work at an award ceremony.

## 8.2. Thinking through your intervention

When planning your intervention, it is useful to think in terms of key questions in relation to which you want answers.

- **What do you want to achieve?**

The challenge for road safety professionals is to identify the factors that account for the high injury risk found in specific communities and areas, and to devise interventions that address these factors. Your EQIA, analysis of local STATS 19 and other data, as well as discussions with colleagues, should guide your choice of target communities and interventions. It is important to be clear as to why you think that carrying out a specific intervention will result in a *disproportionate positive impact* in the target communities.

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Thinking back to the main factors that impact on injury risk, the intervention may seek to close the injury gap either through:

- **reductions in exposure**

Road safety professionals need to encourage sustainable modes of transport, such as walking and cycling, while ensuring that vulnerable road users are not being injured on London's roads. Interventions could profitably focus on promoting safe and sustainable transport among communities that are at greater risk on injury, such as the introduction of walking buses or projects to increase confidence in using public transport.

### **Walking Buses**

Walking Buses involve training parents to walk local children to school. One parent acts as a "driver", leading the children at the front. Another acts as a "conductor", closing the line to ensure that no one lags behind and that everyone observes safe behaviours. Walking Buses reduce exposure to traffic hazards because routes are assessed for safety and because they reduce the number of cars driving and parking on roads near schools. They also provide opportunities to exercise and learn about road safety in a safer environment. They can also promote community cohesion. In communities where car ownership is low, Walking Buses can be an effective measure to involve the community in delivering road safety. They may also be set up to accompany children to and from supplementary and religious schools.

- **reductions in hazards in the road environment**

There are many ways in which reductions in road hazards can be achieved. These include: reducing the amount and speed of traffic in the local area, designing safer road environments, enforcing existing speed limits and introducing traffic calming schemes. Road safety professionals may want to consider how such schemes can be used specifically to reduce the inequality gap.

### **Home zones or 20mph zones**

Home zones or 20mph zones are effective in reducing casualties, in particular amongst vulnerable road users. The introduction of such zones in areas of high deprivation and minority ethnic concentration could help reduce inequalities.

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- **improvement in people’s ability to deal with hazards**

There are many reasons why people from deprived and minority ethnic communities may be less “able” to deal with hazards (see chapter 2). Road safety interventions that seek to enhance knowledge of road safety and road safety inequalities, and to increase skills as pedestrians in particular, could have a disproportionate positive impact on these target groups. Similarly, there are also many issues around in-car safety, such as overcrowding, driving speed, seat belt use, the safe fitting and use of car restraints for children and young people, for instance, which could be addressed through targeted interventions.

#### **Provision and fitting of free car seats for disadvantaged families**

The road safety team in Sandwell and Salford worked closely with Sure Start, local midwives and the private companies Mothercare and Halford’s to deliver free child car seats and help with fitting for disadvantaged families. The partnership worked by asking community midwives to identify families in need of a free baby seat. Midwives passed on the details of these families to the road safety department, which issued a voucher for a free seat and fitting from the local Mothercare store.

#### **Cycling skills training for Bangladeshi women**

The Jagonari Cycles! project was set up in March 2005, a collaboration involving Tower Hamlets Wheelers, Good Going travel awareness campaign, London Cycling’s Community Campaign Project and Tower Hamlets Council. The project was launched at the Jagonari Women’s Education and Resource Centre in East London, which provides social activities, keep-fit, English and Arabic classes, health promotion activities, gardening, photography and a lunch club for Bangladeshi women. The project successfully promoted safe and sustainable travel awareness in a community often excluded by conventional council engagement. The women receive free training and access to a pool of bikes. In July 2005, the Jagonari Cycles! project won the best ‘Good Going’ event at Transport for London’s Sustainable Transport Awards. Take-up of training sessions has been good and the waiting list is growing.

- **community development and empowerment**

While your intervention will necessarily be focused on road safety, the road safety component could be part of a wider agenda that seeks to promote community development and empowerment. Indeed, there is a growing body of evidence which shows that “social capital” – that is, all the non-economic resources individuals and communities have to enhance their wellbeing – is strongly

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associated with a wide range of public health outcomes. Interventions that contribute to develop new social networks, that help people develop new and transferable skills, that enhance people's self-esteem and recognise their achievements, or that create a sense of belonging and responsibility for the wider community, are all expected to have a long-term, indirect but positive impact on the reduction of injury inequalities.

### **Good practice in Camden: Empowering young people**

The project in Camden involved black Caribbean and black African young people, as well as people from deprived areas of the borough, in conducting research on the causes of road traffic injury and inequalities. The aim of the project was to increase awareness of these issues, but also to develop valuable transferable skills (in literacy, research, communication), to promote citizenship and to enhance self-esteem by formally recognising the contribution of young people at road safety related events held by Camden Council.

- **How do you want to achieve it?**

There are different ways of involving communities. You may include individuals as recipients of road safety interventions (a "top-down" approach), or as "experts" on their community to inform you about their road safety issues (a "bottom-up" approach). You may want to work with lay people directly yourself, or you may want to work through community and voluntary organisations, peer educators, outreach workers, businesses, schools, resident associations, youth clubs or faith organisations, for instance, to help you engage communities. You may involve community members and their representative organisations as Steering Group members, project partners or as facilitators in project delivery. You may also involve them in the design, production, delivery and evaluation of resources. All options are open but you must be very clear about your expectations.

### **8.3. Developing a Project Plan, Performance Indicators and a Timetable**

All the work done in preparation for the intervention needs to be formalised in a Project Plan which links:

- the nature and scale of the inequality and the communities affected (problem)
- the likely reasons for the inequalities (hypothesis)
- the specific mechanisms used to reduce the inequalities (process indicators)
- the intended impact of the intervention (impact indicators)
- the long-term improvements expected to result from the intervention (outcome indicators)

An example of a Project Plan (based on interviews carried out with experts on the Gypsy and Traveller communities) is provided below.

## EXAMPLE OF PROJECT PLAN: WORKING WITH GYPSIES AND TRAVELLERS TO REDUCE INEQUALITIES

Framework	General questions	Inequalities among Gypsies and Travellers
<ul style="list-style-type: none"> <li>Evidence</li> </ul>	<ul style="list-style-type: none"> <li>What problems exist?</li> <li>Who is most affected?</li> </ul>	<ul style="list-style-type: none"> <li>Higher child pedestrian injuries</li> <li>Higher car driver and passenger injuries</li> </ul>
<ul style="list-style-type: none"> <li>Reasons for inequalities</li> </ul>	<ul style="list-style-type: none"> <li>What causes inequalities?</li> </ul>	<ul style="list-style-type: none"> <li>Highly motorised community</li> <li>Inexperienced young male drivers</li> <li>Overcrowding in cars</li> <li>Dangerous location of some Gypsy and Traveller sites: busy roads, no safe play areas, industrial sites where traffic does not expect children at play</li> <li>Very limited reach of road safety education in the target groups</li> <li>Low literacy, high exclusions from schools</li> <li>Low engagement with services and distrust of mainstream agencies</li> <li>Low community empowerment and capacity</li> <li>Institutional discrimination in housing, education and health services</li> </ul>
<ul style="list-style-type: none"> <li>Process indicators</li> </ul>	<ul style="list-style-type: none"> <li>What activities will take place?</li> </ul>	<ul style="list-style-type: none"> <li>Creation of a Steering Group and project partnership</li> <li>Consultation with community, CVS and Traveller Education Services</li> <li>Site safety audits; on site driver simulation activities for young male drivers; free car seats; engagement of children, young people and parents in producing road safety resources for Year 6 pupils; development of lobbying skills</li> <li>Take up of activities and feedback from all stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>Impact indicators</li> </ul>	<ul style="list-style-type: none"> <li>What effect will this have on:               <ul style="list-style-type: none"> <li>project participants?</li> <li>project partners?</li> <li>the wider community?</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Increased awareness of road safety issues relevant to G&amp;T community</li> <li>Increased skills as drivers and pedestrians</li> <li>New partnerships with increased capacity</li> <li>Improved trust of public sector agencies</li> <li>Feeling of empowerment and self-esteem</li> <li>Greater satisfaction with Gypsy and Traveller site and area</li> </ul>
<ul style="list-style-type: none"> <li>Outcome indicators</li> </ul>	<ul style="list-style-type: none"> <li>What long-term reductions in inequalities will the intervention produce for:               <ul style="list-style-type: none"> <li>project participants?</li> <li>project partners?</li> <li>the wider community?</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Reduction in road traffic injuries</li> <li>Improved quality of life</li> <li>Improved health status</li> <li>Safer Gypsy and Traveller sites</li> <li>Reductions in crime</li> </ul>

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It is useful to spell out in the Project Plan which partner will be in charge of each component of the project. It is also advisable to have a clear timetable, which allows ample time for project planning and delivery.

Finally, it is helpful to think from the very beginning about sustainability. You may want to consider the long-term positive impact of the intervention at three different levels:

- the individuals who take part in the project
- the partners involved in planning and delivering the project
- the wider community targeted by the project

Performance Indicators linked to sustainability may include, for instance:

- developing a greater understanding of injury inequalities and their causes among road safety professionals, partners and the target communities
- developing new mechanisms and skills in working with communities to reduce inequalities
- having lasting partnerships in place
- producing resources that are innovative and can be rolled out elsewhere
- raising awareness of your project through launches, media articles or conferences
- making changes to your ways of working to mainstream relevant learning and activities
- accessing new funding

Definitions and examples of Performance Indicators are provided in Appendix 1.

### **Warning!**

Measurable reductions in casualties may not happen during the lifetime of your project, for a number of reasons:

- it takes time for interventions to achieve their full impact
- the number of people exposed to the interventions is too small to have a measurable impact on casualty figures
- it is difficult to isolate the impact on the programme itself from other factors
- the real impacts may be indirect, for instance through the influence of the people exposed to the interventions on their families and peers.

In the short term, the most important aspects of your work may be to develop new partnerships and new skills in working with communities.

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# WORKING WITH COMMUNITIES

## 9.1. Different methods of working with communities

Interventions should involve an element of community consultation to understand what local people think are the main road safety issues that affect them, what causes inequalities, and what can be done to reduce them. This process may be an end in itself, or it may be part of a larger programme of activities.

Depending on the type of consultation you have in mind, the degree of planning and preparation, the specialist expertise you will need to bring in, and the time and resources you will allocate can all vary considerably. What matters is that your approach should be fit for purpose.

Many different methods can be used when working with communities. Some can be carried out routinely; others are one-off events. Some can be set and delivered by you; others may need to be facilitated by outsiders. As a general rule, informal, flexible, open-ended methods work best with those who are hardest to reach.

The list below is not exhaustive. It is intended as an overview of possible approaches which can be used on their own or in combination, depending on the groups you are working with, and on your needs and resources. Simpler methods are presented first.

- **In-depth individual interviews**

Carrying out a few interviews with key informants to gather information may be appropriate when planning interventions with very small and/or recent communities that can be expected to have very specific and unmet needs. The experiences, needs and priorities of asylum seekers and refugees, new migrants from Eastern Europe, Gypsies and Travellers, disabled minority ethnic residents, for instance, may be captured through a few individual interviews with community members or representatives. Videotaped individual interviews can also be a powerful way to communicate to target audiences, by giving a voice and a face to community experiences.

Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Flexible, cheap and easy to set up</li><li>• Can be done in different languages</li><li>• Reaches most marginalised groups</li><li>• Quick gains</li></ul>	<ul style="list-style-type: none"><li>• Not representative</li><li>• No sustained engagement or empowerment of communities</li></ul>

### Using interviews to give a voice to the community

A small number of young black boys from deprived neighbourhoods were interviewed individually by Community Youth Limited, the project partner in Southwark. The interviews discussed why people like themselves are at higher risk of road traffic injury and what can be done about this problem. The interviews helped to understand better the issues faced by young black people living in deprived areas of Southwark. They were videotaped and used to inform the development of a road safety DVD for that target audience.

- **Workshops and focus groups**

Workshops and focus groups are open-ended methods to gather the views of community stakeholders. They are discussions between community members (usually chosen to be broadly representative of their communities) led by a facilitator. Focus groups are normally used to explore issues and concerns in a more open-ended way, when little is known about the experiences and needs on specific communities. They can also be used to gather views on draft resources. They may include hands-on activities.

Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Allows in-depth understanding</li><li>• Is user-friendly and inclusive</li><li>• Useful to generate own issues and to get feedback on proposals</li><li>• Uses interactions to prompt ideas</li><li>• Can be set up relatively easily</li><li>• Can be done in different languages</li></ul>	<ul style="list-style-type: none"><li>• Gathers views of small number of people</li><li>• Group dynamics need to be managed skilfully</li><li>• Cannot quantify opinion</li></ul>

### Using workshops to generate ideas

Children from three schools in Brent were involved in workshops, led by a professional artist, to produce drawings of their main road safety concerns. The drawings were included in a competition and the winning entries provided the basis for producing two murals outside the schools.

### Using focus groups to provide feedback on resources

The Road Safety Team in Hackney worked with Artikal Films to produce a documentary to raise awareness of road safety among black African (mainly Nigerian) people. They set up a focus group with members of the target community to assess their views of the draft documentary and included their feedback into the final resource to ensure that it was appropriate and relevant to the needs of the target audience. The documentary was broadcast on BEN TV.

- **Visualisation techniques**

Visualisation techniques can be used to gather information if communication barriers linked to literacy and language exist. They work especially well with children and young people. Maps can be used, for instance, either to involve local people in identifying road safety “hot spots” based on their experience, or to display evidence of casualties based on STATS 19 data. Photographs, videos, physical or computer-generated 3D models can be used to help community members think about priority areas for road safety interventions, consider design options, or understand the details of what is being proposed and how this would look like in reality. It can involve people in manipulating elements of the models to reflect what they want. Planning for Real<sup>®</sup> is an example of one such approach.

Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Is empowering for communities</li><li>• Is inclusive</li><li>• Avoids misunderstandings, dissatisfaction and costly mistakes</li></ul>	<ul style="list-style-type: none"><li>• May be resource intensive</li><li>• Requires flexibility and real commitment from partners</li></ul>

### Using casualty maps to raise awareness of road safety

Maps plotting all casualties over a three year period in Haringey were presented to some 200 children and young people who attend the London Islamic Cultural Society based at the Wightman Road Mosque. The maps helped to identify “hot spots” and to get project participants to think about the dangers of the road environment in their local area. They prompted lively debates about road safety, the causes of injury inequalities, and what children and young people can do to protect themselves.

### Using photographs to discuss road environments

Somali women in Hounslow were invited to compare and contrast the road environments in Somalia and in Hounslow by looking at photographs of roads in both contexts. This simple technique enabled the women to think about the skills which they already have, and those which they need to acquire, for them and their families to be safe in their new environment.

- **Questionnaires and surveys**

Questionnaires and surveys are research tools that use mainly structured questions to profile communities, to assess perceptions and needs, or to assess satisfaction with areas, services or interventions, for instance. If you decide to use questionnaires, keep them short and very simple to complete. Use questionnaires or questions that have been developed and used before and can be adapted. Avoid open-ended questions. Questionnaires may work best when they are filled face-to-face at meetings, so that facilitators can offer explanations and support with completion when necessary.

Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Gathers views of large number of people</li><li>• Allows quantification of opinions</li><li>• Can be completed individually or in groups</li><li>• Can be used to track changes</li></ul>	<ul style="list-style-type: none"><li>• Provides superficial information</li><li>• Key issues are decided on beforehand by experts: limited input from communities</li><li>• Leaves out people with low literacy skills</li><li>• Requires skilled data analysts</li></ul>

### Involving young people in road safety research

The Camden Public Safety Team worked in partnership with three supplementary schools and a youth club to engage young people from black Caribbean and black African backgrounds, and young people from deprived areas of the borough in research on the causes of road traffic injury and inequalities. Nearly 300 people were surveyed. The research resulted in a detailed report and a set of recommendations for young people and their families, for vulnerable or other road users, and for the Public Safety Team, the police and other services in Camden. Highlights from the project were presented by the young people themselves at two road safety related events held by Camden Council.

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### **Conducting a Travel Survey with target audiences**

The travel patterns of pupils who attend the London Islamic Cultural Society at the Wightman Road Mosque in Haringey were not known. To assess the need for any specific changes to the road layout around the Mosque, or for targeted and tailored education, training and publicity among the local Muslim community, the Road Safety Officer in Haringey surveyed 179 Mosque pupils on their travel arrangements and preferences. The findings indicated that the vast majority of pupils travelled by car, that overcrowding was common, and that seatbelt use was not consistent. An in-car safety event was planned in response. The survey results also identified a number of factors that prevent the pupils from cycling to and from the Mosque, including not owning a bike, not being allowed to cycle by parents, and lacking confidence in cycling. The Haringey Road Safety Team is planning to address this in the future.

## **9.2. Encouraging the community to take part**

Whatever the method chosen to work with communities, it is important that you include a cross-section of the target audience. Yet, there are good reasons why it can be more difficult to work with people from minority ethnic and deprived communities. Poverty and social exclusion, limited mobility, linguistic and cultural barriers, caring responsibilities, distrust of statutory organisations, unease in formal situations, lack of experience in public speaking, earlier experiences of discrimination and perceived “tokenism”, for instance, all make it more difficult to reach these communities.

To encourage people to take part, you therefore need to consider:

- what barriers prevent people from accessing services and what can be done to remove those barriers
- what the project participants want to get out of their involvement and how can you give them that

It is important that staff should be credible and trusted. Project participants need to know that staff are working according to agreed protocols. They need to feel that they are there for them. It can help to have staff from a similar cultural, religious, linguistic, class and age background as the target audience. Project staff should also be aware of the cultural norms that prevail in the target communities and adjust their dress code and communication styles accordingly. It is also important that staff display a range of “soft skills”, such as empathy, leadership, good humour and flexibility. These are often more highly valued than hard expertise.

Below is a checklist to ensure that your event is as inclusive and effective as possible.

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### **Checklist when planning a community event**

- ✓ Are you really prepared to learn from the participants?
- ✓ Will you be able to act on the findings of the consultation?
- ✓ Have you advertised your event in relevant community places and in relevant formats and languages?
- ✓ Are the participants clear about the purpose of the meeting and what is expected of them?
- ✓ Are you setting up reasonable expectations amongst the participants?
- ✓ Have you set the meeting at a convenient time and place?
- ✓ How representative of your target audience are the people you are working with?
- ✓ Have you made every effort to be as inclusive as possible?
- ✓ Should you hold separate events for men and women, different age groups, etc.?
- ✓ Have you sought informed consent from parents, carers and relatives, when working with children or young people?
- ✓ Are your materials clear, short, relevant and inclusive in tone and imagery?
- ✓ Are your consultation methods appropriate for the community?
- ✓ Have you considered the dietary requirements of participants?
- ✓ Are disability considerations addressed?
- ✓ Are there crèche facilities, where relevant?
- ✓ Have you made sure participants will not be out of pocket because they took part?
- ✓ Have you got adequate facilitators and helpers, when relevant (e.g. to lead discussions, help with filling in forms or translate)?
- ✓ Have you thought of appropriate incentives or rewards for participation (e.g. gift vouchers, certificates, awards)?
- ✓ How will you feedback information to the participants and the wider communities?
- ✓ How will you know what worked best and what was less successful?

### **Tips!**

- The terminology you use is important. Pay attention to how people describe themselves. Check your terminology with communities, if necessary.
- Start with a good knowledge of the issues that shape people's lives. This will help you not to blame people for attitudes and behaviours that may not seem appropriate to you.
- Don't make assumptions about what ethnicity, religion, colour, community or class might mean to people. We all have multiple identities and resent being stereotyped.
- Be aware that people who claim to represent the wider community may represent only a small and unrepresentative section of the community.
- There are different viewpoints and experiences within any one community. Be sure to allow different perspectives to emerge.
- Dress appropriately. Informal and "modest" wear works best.
- Be genuine in your involvement: many people fear "tokenism" from organisations. They need to be reassured that you are truly engaging with them for their benefit and not just to "tick a box".

### **Organising a targeted in-car safety event**

To address the need for better in-car safety in Haringey's communities, the Road Safety Team organised an event at the African Caribbean Community Centre, a venue with ample free car parking space located in the immediate vicinity of the London Islamic Cultural Society Mosque in Wightman Road. The event was promoted at the Mosque and in local nurseries. It attracted a steady flow of parents from a range of backgrounds, coming to learn about road safety and to check that their car seats were appropriate and properly fitted. While parents and children were waiting, they listened to talks on road safety, learned about the legal requirements regarding car seat and seat belt use, read leaflets, played (e.g. colouring in booklets, answering quizzes, playing on giant floor mats with a road layout) and enjoyed free refreshments. Three road safety professionals were involved in setting up and running the day, themselves representing the target communities. All adults who attended the event were invited to enter a draw to win car seats, which also enabled the organisers to monitor attendance. A local councillor was invited to the event and the local press reported on it, to further promote awareness of road safety in the wider community.

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### **9.3. Feeding back and contributing**

At present, the majority of people who are consulted never receive any feedback or learn what happened as a result of the consultation. Similarly, the organisations that support consultation processes are often left to ponder what happened to the people who called on their help. This creates frustration and resentment. It reduces the community's ability to learn. It also reduces its willingness to take part in future consultation and engagement events. You should consider ways in which you can provide feedback to the people who helped you organise the consultation and who took part in it.

Reporting to project staff, volunteers and participants can be done, for instance, through workshops and presentations. Reporting to the wider local community can be done through newsletters, posters, presentations by project participants, articles in the local press or interviews on specialist radio stations.

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# MONITORING AND EVALUATION

## 10.1. Introduction

Monitoring and evaluation are essential to help you learn from your experience. It is important to plan your evaluation as an integral part of the intervention. Early planning helps ensure that all the necessary information is collated to find out how effective the project has been, what should be repeated and what can be improved next time around.

## 10.2. Documenting your activities

You should document your work, both to help with general project management and with project evaluation. The project documentation should be shared with Steering Group members and project partners.

Thorough, systematic and objective documentation helps to:

- give the project direction and focus
- clarify expectations and relations between partners
- keep the project on time and on budget
- provide an audit trail
- monitor the impact of the project
- ensure lessons are learned
- help smooth handover of project to colleagues, if necessary

### Examples of documents to support project management and evaluation

- EQIA
- Statistical evidence for the project
- Project plan
- Performance indicators
- Timetable of activities
- Terms of reference for Steering Group
- Terms of reference for partners
- Tendering documents
- Contracts
- Communications: letters, emails
- Agendas and minutes of meetings
- Income and expenditures
- Attendance by project participants
- Research: surveys, topic guides
- Impact of project on participants
- Outputs: DVDs, leaflets
- Media coverage of the project

## 10.3. Assessing project processes and impacts

Project participants should take part in the evaluation. At the most basic level, they can provide their views on what they like and dislike, what works best, what they perceive they have gained from the project, and so on. They can also be invited to

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input, alongside other stakeholders, in setting up Performance Indicators for the project.

- **The perspective of project participants**

In relation to the project participants, the evaluation should give information on such issues as:

- the number and profile of project participants (e.g. age, gender, ethnicity, area)
- satisfaction with the community engagement process
- satisfaction with specific events and resources
- increases in awareness of road safety and injury inequalities
- increases in road safety skills and competencies
- new support networks and feelings of empowerment
- unmet needs and desire to participate in other projects
- recommendations to improve future projects

### **Videos of community consultation events: Good practice in Southwark**

In Southwark, Community Youth Limited used the simple device of videotaping a consultation session with children from the Pilgrims' Way Primary School. During school assembly, children were asked to comment on draft animated characters and road safety messages, to ensure that the final resources produced by the project would be tailored to the target audience. The video gives good evidence of the number and profile of respondents, of their views on the draft resource, and of their involvement in the consultation process.

### **Using "pre"/"post" focus groups: Good practice in Hounslow**

Somali women in Hounslow took part in two focus groups, one at the beginning and one at the end of the project. The first established the "baseline" in relation to which changes in road safety awareness and skills could be assessed. The final discussion discussed the women's experiences of and satisfaction with the training sessions they attended, the main learning gains, the behaviours they had changed as a result of the project, whether they had talked to family and friends about road safety, and the road safety needs they felt still needed to be addressed.

## Using questionnaires to evaluate the impact of training

Questionnaires can be used to evaluate the perceived impact of a project on participants. If you cannot gather evidence before and after an intervention to measure change, you may still to ask people to rate how much they have learned from a project.

Please score yourself 1 to 5 for each issue, with 1 being the lowest score and 10 being the highest score. Place an "S" in the column that best reflects where you think your skills were at the START of the project. Place an "E" in the column that best reflects where you think your skills are now, at the END of the project.

ISSUES	1	2	3	4	5	6	7	8	9	10
Understanding how a car works	S						E			
Preventing a breakdown	S						E			
The driver and the law			S							E
Practical: Changing wheels, tyre pressure, etc.	S							E		
Practical: Under the bonnet		S				E				
General travel precautions		S								E

### • The perspective of project partners

Information on the project partners should also be gathered for evaluation purposes. In relation to the project partners, the evaluation should give information on such issues as:

- range and relevance of partners
- satisfaction with project: terms of reference, workload, timing, staff, budgets, communications, logistics, etc.
- changes in capacity among road safety practitioners and other partners
- ability to influence other decision-making bodies
- integration in local strategic partnerships
- difficulties encountered, solutions, lessons learned
- next steps for the partnership

### Summative discussion

ETHNOS, the agency commissioned to evaluate the demonstration projects, invited all participating road safety professionals to attend a group discussion at the very end of the evaluation to share ideas, experiences and lessons from the projects, and to assess the future of community engagement work to reduce injury inequality. The discussion was tape-recorded. It identified the considerable learning from the projects, as well as the support needs of road safety professionals in order to carry on their work on the reduction of road safety inequalities.

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- **Methods**

As demonstrated above, different methods can be used to gather evidence on the projects. These include, mainly:

- interviews
- focus group discussions
- observations
- self-completion questionnaires
- review of project documentation

The most important aspect of any evaluation is that it should be fit for purpose, so that you can learn from the findings and change your working practices accordingly, if necessary.

## APPENDIX 1: PERFORMANCE INDICATORS

### Definitions

A performance indicator is the evidence that allows you to determine whether you have achieved your objective or not. There are different types of indicators:

- **Process indicator:** Evidence of the mechanisms to achieve the objective. For example: "The number of people who took part in the intervention" or "The range of partners who took part in the intervention."
- **Impact indicator:** Evidence of the immediate impact of the intervention on the target audience. For example: "The quantity and quality of friendship networks that have been created through the intervention" or "The satisfaction of participants with the training."
- **Outcome indicator:** Evidence of the longer-term effect of the intervention. For example: "A decline in the number of young black boys being killed or seriously injured" or "Improvements in the road environment".

### Criteria: SMART Performance Indicators

When devising Performance Indicators, it is helpful to remember the acronym SMART to describe what you are aiming for, that is, Performance Indicators that are:

- **S**pecific
- **M**easurable
- **A**chievable
- **R**esult-oriented or Relevant
- **T**ime-bound

It is also useful to think of Performance Indicators in relation to:

- the individuals who take part in the intervention as beneficiaries
- the project itself, that is road safety professionals and their partners
- the wider community that may be affected by the intervention

## Examples of individual level Performance Indicators

Process	Impact	Outcome
<ul style="list-style-type: none"> <li>• Have people had any involvement in the project?</li> <li>• How often do people come to any project related activities?</li> <li>• How many volunteers participate?</li> <li>• What formal and informal training is offered?</li> <li>• Do people feel the project is:               <ul style="list-style-type: none"> <li>• accessible?</li> <li>• relevant?</li> <li>• Inclusive?</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Improvements in individual:               <ul style="list-style-type: none"> <li>• awareness/responsibility</li> <li>• knowledge/attitudes skills</li> </ul> </li> <li>• Increased life skills and competencies</li> <li>• Greater feeling of empowerment</li> <li>• New friendship networks and social support</li> <li>• Awareness of sources of local support and advice</li> <li>• Increased self-efficacy</li> <li>• Positive perceptions of local area and community</li> </ul>	<ul style="list-style-type: none"> <li>• Skills as pedestrians, cyclists or drivers</li> <li>• Changes in behaviours:               <ul style="list-style-type: none"> <li>• increased seat belt use</li> <li>• increased child restraint use</li> <li>• increased helmet use</li> <li>• reduced impaired driving</li> </ul> </li> <li>• Reductions in KSI</li> <li>• Reductions in slight injuries</li> <li>• Better engagement with services</li> </ul>

## Examples of project level Performance Indicators

Process	Impact	Outcome
<ul style="list-style-type: none"> <li>• Identification of needs</li> <li>• Evidence of community consultation and input in planning and management</li> <li>• Unique contribution of project to road safety</li> <li>• Involvement of range of partners</li> <li>• Account of working relations between partners               <ul style="list-style-type: none"> <li>• clear protocols</li> <li>• log of meetings</li> <li>• Detailed log of activities</li> <li>• Media plan</li> </ul> </li> <li>• Thorough dissemination strategy</li> <li>• Evidence of feedback to community</li> <li>• Clear evaluation plan</li> </ul>	<ul style="list-style-type: none"> <li>• Increased capacity among all stakeholders</li> <li>• New partnerships: evidence of links between the community and the statutory sector</li> <li>• Evidence of value for money: moving from short-term funding to longer term contracting of services</li> <li>• Evidence of sustainability:               <ul style="list-style-type: none"> <li>• embeddedment in local strategic partnerships</li> <li>• dissemination of resources</li> <li>• positive and targeted media coverage</li> </ul> </li> <li>• Stakeholder satisfaction with the project</li> </ul>	<ul style="list-style-type: none"> <li>• Community is aware of the project</li> <li>• Community feels that the project is responsive to its needs</li> <li>• Community feels engaged around road safety</li> <li>• Community feels empowered and take ownership of local issues</li> </ul>