

# Second Review of the Government's Road Safety Strategy

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## Foreword

Great Britain continues to be a world leader in road safety, both in terms of overall casualty levels, and in developing new techniques and technologies to improve the safety of our roads.

We are now seven years into our road safety strategy *Tomorrow's roads - safer for everyone* and we have delivered much in that time. These developments have contributed to the good progress against our targets.

However, there are still some groups that remain more at risk, especially young drivers, motorcyclists and those who drive for work. Most worrying is the slow progress that is being made to reduce the number of deaths caused by road traffic collisions. Drink driving, speeding and seatbelt wearing also remain key issues on which we need to do more.

This review document therefore sets out what steps we intend to take to help these groups and address these issues, but also to make Britain's roads safer for all road users. This approach is jointly promoted by the Department for Transport (DfT), the Scottish Executive and the Welsh Assembly Government.

We would like to thank all those many organisations that have contributed to reducing casualties on our roads. It is only through working with partners that we can achieve the targets and ensure that Great Britain remains a world leader in road safety. This report provides the framework for the final push towards delivering the 2010 targets and we ask all our partners to continue with their excellent work.

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## Executive summary

1. This document reports on the second three-year review of the strategy *Tomorrow's roads - safer for everyone*. It reports against our 2010 Public Service Agreement (PSA) targets and makes a general assessment of policy implementation, giving examples to illustrate where relevant. Given that we only have a few years left until 2010, this report also identifies the priority areas for attention and sets out what we intend to do to make Britain's roads safer. This approach is jointly promoted by the Department for Transport (DfT), the Scottish Executive and the Welsh Assembly Government.

## The targets

2. Overall progress against our targets is good. Using 2005 data, we can report that:
  - there has been a reported reduction in killed or seriously injured (KSI) casualties on Britain's roads: now 33% below the 1994-1998 baseline, against a 40% target by 2010;
  - there has been even better progress on reported child KSIs: now 49% below this baseline, against a 50% target by 2010;
  - in England, we have achieved greater reported progress in deprived areas, so meeting the target set in 2002 for 2005.

## The key issues

3. As part of this review, we carried out an analysis of the remaining problems. Our most pressing concern is the slow progress we are making on deaths. There has been a marked divergence in recent trends of deaths and KSIs. The overall number of deaths in 2005 was 3,201 - only 11% below the 1994-1998 baseline. However, some areas have been making better progress than others: the number of deaths in Scotland was 24% below the baseline in 2005.
4. Further analysis of the statistics and research highlights a number of key concerns. The results suggest that there are now clusters of groups that remain particularly at risk. There has been an increase in some of the types of accidents that involve bad driver behaviour, for example single-vehicle accidents.
5. Drink-drive deaths have increased from 460 in 1998 and 1999 to 580 in 2003 and 2004, with a small drop to 560 in 2005.<sup>1</sup> Research on fatal accidents demonstrates that about a third of people dying in road accidents are not wearing their seatbelts.<sup>2</sup> Inappropriate and excessive speed remains a significant problem.
6. There are also a number of groups that remain more at risk on the roads - for example, motorcyclists, young drivers and those who drive for work. There are, of course, a number of overlaps between these issues. Young drivers, for example, are also more likely to drink and drive and not wear their seatbelts.

## Future policies

7. Given these results, we have sought to identify those road safety initiatives that will reduce casualty numbers significantly, with a particular emphasis on deaths, while still being cost-effective and practical.

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<sup>1</sup> DfT (2006) *Road Casualties Great Britain 2005 Annual Report*. DfT, London.

<sup>2</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

8. It is difficult to assess the benefits of road safety schemes and initiatives in terms of casualty reduction. However, TRL<sup>3</sup> have estimated that since 2000 the improvements in road casualty numbers are mainly a result of improvements in road infrastructure, technology within cars and speed management. We will therefore continue to take forward the policies in these areas that we know are working.
9. As is perhaps expected, the results above show that driver behaviour continues to contribute significantly to casualty numbers.
10. We will therefore increase our enforcement activity and enhance our publicity campaigns. The police have already started to ramp up the level of enforcement on drink driving, for example, and APCO and ACPO(S)<sup>4</sup> have stated that the police crackdown is not just for Christmas - it's for life. Also, while drink driving does not currently feature in the 'offences brought to justice' target, we will consider how its importance can be adequately reflected in future police performance frameworks. We will also develop a new drink-drive publicity campaign. Similarly, we will combine enforcement and publicity effect on seatbelt wearing.
11. We will have greater consistency of local speed limits across the country as local authorities in England and Wales carry out a review and implement changes by 2011. Many areas have already implemented 20 mph limits in residential areas and we are promoting their further use.
12. We have made a number of improvements to the driver training and testing system over the years. We have concluded that the time has come to reform fundamentally the way people learn to drive. The system must ensure that learners can drive safely, not just master how to control a car. The system needs to be rebuilt on a modern template, consistent with vocational frameworks now being established across the education system and in industry. The three main elements must be:
  - a new competency and knowledge framework setting out what a candidate must know and be able to do;
  - a modern training syllabus setting out what a candidate needs to learn;
  - systematic assessment criteria setting out how the testing stage will establish that a candidate has covered the syllabus properly and can demonstrate the required level of competence.
13. The *Government's Motorcycling Strategy* was published in 2005 and sets out a framework for action over the next few years. Work to implement it is well under way in partnership with motorcycling industry and user groups. The aim for the coming years is to ensure that the actions in the strategy are fully delivered and new priorities are identified and addressed.
14. Much work has already started on strategies to create a culture change in the way employers engage with driving for work issues. We will continue to target employers and employees through education, an outreach programme and publicity.
15. This review outlines by theme the ongoing work on a number of different issues and for the whole range of road user types. We have made great efforts to reduce child KSIs and we have made significant progress towards the target. A separate Child Road Safety Strategy outlines the future actions to ensure that we exceed this target.

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<sup>3</sup> Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne.

<sup>4</sup> Association of Chief Police Officers and Association of Chief Police Officers in Scotland.

16. There has been significant progress in reducing pedestrian and pedal cycle KSIs over the period, although the number of pedal cyclists killed rose in 2004 and 2005. We have doubled Cycling England's budget, an extra £15 million over three years, to improve cycle infrastructure and training provision to children. We will also disseminate the findings from the evaluation of Kerbcraft, a child pedestrian-training scheme. We will continue to produce advice for local authorities on infrastructure facilities for cyclists and pedestrians. Many of the issues identified as priorities, not least speed, have an impact on vulnerable road users, and the many initiatives that help to improve infrastructure and driver behaviour will impact on reducing pedestrian and cyclist casualties.
17. The Road Safety Act gained Royal Assent in November 2006 and we will now press forward with implementing its provisions.

### **Delivering road safety objectives**

18. Many organisations are involved in taking forward these policies, and we thank all those that have already contributed to the good progress on casualty numbers.
19. Working in partnership is the only way that we can continue to achieve further success. We will therefore set up a new national Road Safety Delivery Board to bring together representatives of our key delivery partners. The Board's task will be to sort out problems and issues, assist in developing closer partnerships and ensure that good practice is widely disseminated. We also intend to help further those local partnerships that are struggling.
20. Road safety should not be viewed in isolation from other central and local government objectives. Policies to tackle climate change, social exclusion, obesity and urban renewal, to name a few, can all share our objectives to reduce casualties. We need to develop these connections further through working in partnership within and across organisations.

## Introduction

21. Road accidents continue to affect a large proportion of the population, both for those directly involved and for their friends and family. The number of people killed or seriously injured (KSI) has continued to decrease but, on average, around nine people still die every day on our roads.
22. With huge social and economic costs,<sup>5</sup> it is not surprising that a massive amount of work has taken place and continues to take place to try to reduce casualty numbers. This has resulted in considerable success. However, there are still areas of real concern, the greatest of which is the disappointing progress on reducing the number of deaths. Although, some areas have made better progress than others - notably Scotland, where the number of deaths in 2005 was 24% below the baseline.
23. The strategy *Tomorrow's roads - safer for everyone* provided a commitment for DfT, the Scottish Executive and the Welsh Assembly Government to be alive to new thinking and fresh ideas. This would be formally encapsulated within a review of progress on our strategy and targets every three years.
24. This document reports on the second three-year review of the strategy. All three organisations - DfT, the Scottish Executive and the Welsh Assembly Government - have fully contributed to this review.

## Structure of this report

25. We start with the evidence on targets that demonstrates that good progress is being made overall on casualty numbers. The next section then analyses the nature of the road safety problems in more detail, focusing particularly on the poor progress on deaths. This looks specifically at the areas of most concern: drink driving, speeding and seatbelt wearing, and the most at risk groups: motorcyclists, young drivers and those who drive for work.
26. The section on delivering the objectives introduces the key players, highlights the way we hope to work better with our partners and shows how road safety fits into the wider context. Partnership working is crucial to the delivery of road safety policies, and this section shows what we are doing to encourage this approach and gives a couple of examples of cross-theme schemes.
27. Each of the ten themes set out in *Tomorrow's roads - safer for everyone* is then reviewed. Each section looks at progress so far and highlights new actions that have been developed as part of the review process. The last review had detailed evidence about activities since 2000, but too much has happened since then to describe it all here. The approach we have taken, therefore, is to give an overview of progress and to provide a few illustrative examples of the activities that are contributing to casualty reduction.

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<sup>5</sup> Highways Economic Note 1. Found on the DfT's website:  
<http://www.dft.gov.uk/pgr/roadsafety/ea/pdfeconnote105>

## Assessing our impact

28. It is difficult to assess exactly the contribution of individual road safety measures to casualty reduction. Some are easier to measure than others - for example, infrastructure schemes have a tried and tested evaluation process, and we increasingly understand the impact of vehicle technology. Enforcement measures can also be evaluated - for example, safety cameras have proved to be effective at reducing vehicle speeds and casualties at camera sites,<sup>6</sup> and there are strong links between police activity and offence rates - for example, on drink driving. However, the benefits of other measures are much harder to quantify, particularly education and publicity. Also, different measures are often brought together as a package to heighten their impact, for example publicity and enforcement, making it difficult to distinguish the benefits of individual activities.
29. Despite these problems, it is possible to suggest that the improvements in road casualty numbers since 2000 are mainly due to infrastructure improvements, improved vehicle technologies and improved speed management.<sup>7</sup> The rates of return on local schemes remain high.<sup>8</sup> We have still to understand fully the benefits from accident avoidance technology (primary safety) in cars, but secondary safety alone, the protection that the vehicle provides its occupants in a crash, is estimated to have reduced those people KSI while car occupants by 5.8% in the period 2000-2005.<sup>9</sup>
30. The TRL monitoring report that identified these findings also estimated how measures would contribute to casualty reduction by 2010 if we did not produce any new developments from this review. It predicted that, outside the core ongoing activity of road safety, no improvements would come from driver training and testing and drink-drive activities. This review, therefore, describes what new things we will do to make sure that casualty reduction is achieved in these areas.
31. Analysing types of accidents demonstrates that there has been an increase in the accidents involving bad driving behaviour - for example, an increase in single-vehicle car accidents caused, among other things, by loss of control. This is not to say, however, that activities for improving driver behaviour are failing; it is likely that the statistics would show a worse trend if not for these measures. Quantifying this, though, is very difficult.

## The future

32. We have analysed the groups of road users and the issues that should be given a high priority for the period up to 2010. We have also considered the options put forward by stakeholders, policy experts and academics. We have sought to identify those policies that are publicly acceptable, cost-effective, practical and will reduce casualty numbers significantly. None of this analysis is easy, but evidence is given throughout the document to support our choices.

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<sup>6</sup> PA Consulting Group (2005) *The National Safety Camera Programme, Four-year Evaluation Report*. London. This report found that KSIs fell by 42% at camera sites.

<sup>7</sup> Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne.

<sup>8</sup> *Road Safety Investment Monitoring Report 2005/06*, to be published on the DfT web site. Other evidence in Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne.

<sup>9</sup> Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne.

33. *Highways Economic Note 1* makes an assessment of the financial benefit of saving lives and injuries on Britain's roads and is used to make an assessment of the costs and benefits of interventions. In cost-benefit terms, the value of prevention of all the 198,735 injury accidents in 2005 is estimated to have been £12.8 billion in 2005 prices and values.
34. The costs of dedicated road safety schemes, compared to the scale of potential benefits, are modest. For example, in 2005/2006, local authorities<sup>10</sup> spent over £135 million on dedicated road safety schemes, and the Think! budget was just over £15 million. These are just two examples, and there are also lots of other activities across England, Scotland and Wales that provide a valuable contribution to road safety. Generally, where we can evaluate the impact of schemes, the rate of return is high.
35. However, as said above, it is difficult to assess the exact benefits of activities in terms of casualty numbers, and even costing some of the national policies is complicated; for example, specific enforcement activities.
36. What is important is to be data-led. The key problem locations or groups should be identified from the casualty statistics. We have made an assessment of the national issues in the section '*Analysis of the key issues and priorities*'. We believe that packages of measures, tailored to specific groups or on particular issues, are the most cost-effective means of reducing casualties.
37. We have identified areas where progress has been slow and, given the under-performance on deaths, the areas on which we should concentrate to bring down the number of deaths by at least a few tens a year, if not more.
38. To achieve quick results in the areas of priority, we will develop a co-ordinated approach of much greater police enforcement and enhanced Think! publicity campaigns. We must, however, not lose sight of ongoing improvements, particularly the use of technology and infrastructure improvements that should continue to contribute significantly to casualty reduction.
39. In order for us to achieve more with broadly the same amount of resource, we need to make more effective use of our role as facilitators to ensure that delivery through others can be enhanced. This may mean reducing our role in the detail of certain policy areas to allow us to focus on this, but, overall, such an approach should lever much more in terms of the delivery of casualty reductions. There are huge differences between areas, at both the regional and local level. We will therefore do more to help those areas which are struggling. We will improve dissemination of good practice, in a user-friendly form. We have supported, and will continue to support, the Beacon Authorities who are assisting others by sharing their good practice.
40. We want to see stronger and deeper partnerships. At the local level, we expect the inclusion of all the key players in the partnerships, and at the national level we will form a new Road Safety Delivery Board that brings together representatives of our key delivery partners. The Board's task will be to monitor progress in delivering the strategy in this document, to sort out problems and issues, to assist in developing closer partnerships and to spread good practice.
41. As already said, our strategy is evidenced-based, and there are a number of research projects that will report over the coming years, plus additional opportunities to commission further research, and we therefore should be alive to this and other new thinking to implement additional policies.
42. The last section outlines the approach for developing road safety strategy for beyond 2010.

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<sup>10</sup> DfT(2007) *Investment Monitoring Report 2005/06*. To be published on the DfT's web site. This figure is for English authorities only and does not include any investment by TfL. Details about investment by local authorities in Wales and Scotland can be found in later themes.



## The targets

43. Reported progress against Great Britain's casualty reduction targets has generally been good. The detail can be found in the DfT publication *Road Casualties Great Britain: 2005 Annual Report*. Outlined here are the main points. All the targets are against the baseline of the 1994-1998 average. It is important to look at trends over time, as year-on-year variations can occur, especially in groups where the numbers of casualties are small.

## Overall casualty totals

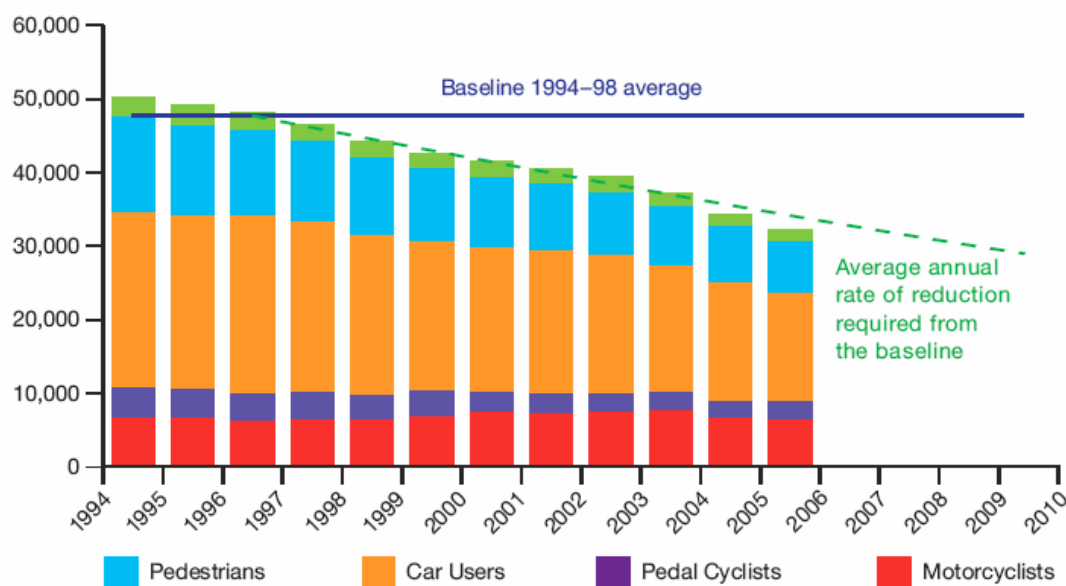
44. The table below details numbers of reported deaths, serious injuries and total KSIs from 2003 to 2005, as well as percentage changes against the 1994-1998 baseline.

	Killed				Killed and Seriously Injured			
	1994-98	2003	2004	2005	1994-98	2003	2004	2005
<b>Car Occupants</b>	1,762	1,769	1,671	1,675	23,254	17,291	16,144	14,617
<b>Motorcyclists</b>	467	693	585	569	6,475	7,652	6,648	6,508
<b>Cyclists</b>	186	114	134	148	3,732	2,411	2,308	2,360
<b>Pedestrians</b>	1,008	774	671	671	11,670	7,933	7,478	7,129
<b>Others</b>	155	158	160	138	2,525	1,928	1,773	1,541
<b>All Road Users</b>	3,578	3,508	3,221	3,201	47,656	37,215	34,351	32,155
<b>Children (0-15)</b>	260	171	166	141	6,860	4,100	3,905	3,472
<i>Percentage change against the 1994-98 baseline</i>								
<b>Car Occupants</b>		0%	-5%	-5%		-26%	-31%	-37%
<b>Motorcyclists</b>		48%	25%	22%		18%	3%	1%
<b>Cyclists</b>		-39%	-28%	-20%		-35%	-38%	-37%
<b>Pedestrians</b>		-23%	-33%	-33%		-32%	-36%	-39%
<b>Others</b>		2%	3%	-11%		-24%	-30%	-39%
<b>All Road Users</b>		-2%	-10%	-11%		-22%	-28%	-33%
<b>Children (0-15)</b>		-34%	-36%	-46%		-40%	-43%	-49%

## Killed and seriously injured (KSI) target

45. The number of people reported to be KSI was 32,155 in 2005. This represents a reduction of 33% from the 1994-1998 baseline, against the target of 40% by 2010. Over the same period, traffic has grown by 13%.
46. Using TRL's forecasts to 2010,<sup>11</sup> the overall KSI total is likely to be reduced by about 43.5% if no further new road safety measures are taken, and possibly by 45.5% if new measures prove effective.
47. The number of reported pedestrian KSIs has reduced substantially and was 39% below the baseline in 2005.
48. The number of reported pedal cyclist KSIs was 37% below the baseline in 2005.
49. The number of reported car user KSIs was 37% below the baseline in 2005.
50. Despite a marked increase in reported motorcyclist KSIs between 1999 and 2003, reflecting a substantial growth in the volume of motorcycling, the subsequent drop means that the current figure is now just 1% above the baseline.
51. Some areas have made better progress than others. In Wales, the number of KSIs has reduced by 34% from the baseline. In Scotland, KSI numbers have reduced by 39%.

### Progress to 2005 - all KSIs by road-user type



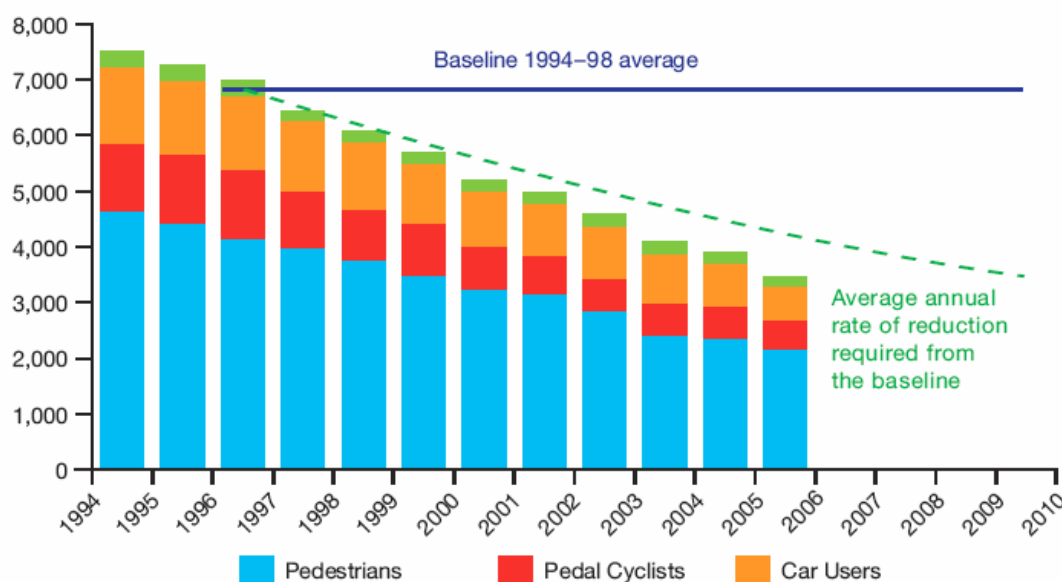
## Child KSI target

52. The number of children reported to be KSI was 3,472 in 2005. This represents a reduction of 49% from the 1994-1998 baseline, against the target of 50% by 2010.
53. Again, using TRL's predictions to 2010, the number of children who would be KSI would fall by 60% and the number of deaths would fall by 63%.

<sup>11</sup> Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne

54. The number of child pedestrian KSIs was 49% below the baseline, the number of child cyclist KSIs was 53% below the baseline and the number of child KSIs as car passengers was 54% below the baseline in 2005.
55. Again, some areas have progressed further than others. In 2005, the number of child KSIs was 53% below the baseline in Wales, and 56% below the baseline in Scotland.

### *Progress to 2005 - child KSIs*



### **Slight casualties**

56. The reported slight casualty rate (the numbers of slightly injured casualties reported per 100 million vehicle-kilometres) in 2005 was 23% below the 1994-1998 baseline, against a target of 10% by 2010. This target had already been exceeded at the time of the last review.

### **Deprived areas**

57. In 2002, a new target was developed - secure a greater reduction in the overall number of road casualties in the 88 Neighbourhood Renewal Fund areas in England than for England as a whole, comparing the figure for 2005 with the average for 1999 to 2001. This was met in 2005. England showed a 15% fall and the Neighbourhood Renewal areas showed a 19% fall in all reported casualties.

### **Changes in levels of reporting**

58. Data on personal injury road accidents are collected by the police using the STATS19 form. This long-running data series, published as National Statistics by DfT, is well respected as high-quality data and has been extensively used in the past to improve road safety. The data are also used to monitor progress towards the road casualty targets.

59. Very few, if any, fatal accidents do not become known to the police. Earlier research<sup>12</sup> has shown that an appreciable proportion of non-fatal accidents are not reported to the police, and that some reported accidents are not recorded.
60. Until recently, STATS19 was the only source used to monitor trends in road casualties. A new source on road casualties admitted to hospital in England<sup>13</sup> has become available as part of Hospital Episode Statistics (HES) since the targets were set. Similar systems operate in Scotland and Wales. The introduction of HES has led to further analysis of STATS19 data and has raised the question that there may be changes in the levels of reporting of accidents to the police.
61. The coverage and coding of numbers of casualties admitted to hospitals which are included in the HES database has steadily improved over the last 10-15 years. Changes, such as the introduction of Payment by Results, are likely to have improved data coverage in HES as hospitals are now being paid based on the information they submit. Improved 'external cause' coding to identify road traffic accident casualties, organisational changes or changes in admissions policy or best practice, mean that considerable care is needed when interpreting trends in the HES data.
62. If recent trends in serious casualties are compared, then the strong reduction in STATS19 is not shown by HES. Such differences may reflect one or a combination of factors, including changes in levels of reporting to the police, a decline in the number of less severe, non-hospitalised casualties which are still classed as serious in STATS19, an increase in the number of casualties admitted to hospital or changes in recording of data in the HES system.
63. Work done so far does not tell us which of the factors discussed above (or others) are significant. Work has started on a project in conjunction with the Office for National Statistics (ONS) to match individual HES and STATS19 records, in order to give a further insight into trends in road casualties using both sources. STATS19 remains the best and most complete source of information on road casualties and the circumstances of an accident for informing road safety policy, but other sources have an important role to play.

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<sup>12</sup> <http://www.dft.gov.uk/pgr/statistics/datatablespublications/accidents/roadaccidentstatisticsingrea1835>

<sup>13</sup> The most recent statistical comparisons for Scotland of the police STATS19 figures with hospital admissions as a result of a road traffic accident can be found in *Road Accidents Scotland 2005*, pp. 78–9.

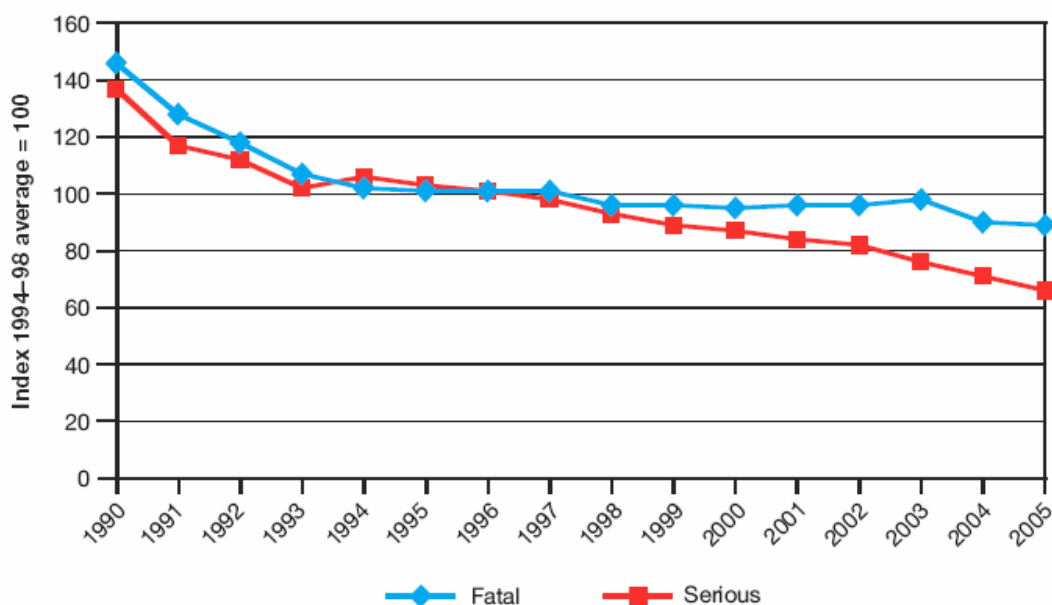
## Analysis of the key issues and priorities

64. This section gives more details about the areas of concern. The research programmes have helped identify and understand the key issues and priorities. Combined with in-depth analysis of police statistics and other sources of evidence, the following section presents the main findings.

### Road collision deaths

65. There has been a marked divergence in recent trends of deaths and KSIs. While the number of KSI casualties is down 33%, the overall number of fatalities is only 11% below the 1994-1998 baseline. If the recent trend was to persist and no new measures were to be introduced, TRL<sup>14</sup> predicts that the number of deaths would only be 19% less than the 1994-1998 baseline by 2010.
66. There has been better progress in some areas of the country than others. The number of deaths in Scotland, for instance, was 24% below the baseline in 2005.
67. The trends in road casualties can be examined more easily by using a longer time series than is usually presented. The charts show trends in KSI casualties over a 15-year period, and they are indexed on the 1994-1998 baseline.
68. Apart from a small increase in 1994, numbers of seriously injured road casualties have been falling steadily since 1990. On the other hand, the numbers of fatalities has levelled out from the mid-1990s. This difference in trends between numbers of serious casualties and fatalities is mainly due to differences in trends for car users and motorcyclists.

#### *Fatal and Serious Casualties 1990-2005: Index 1994-98 = 100*

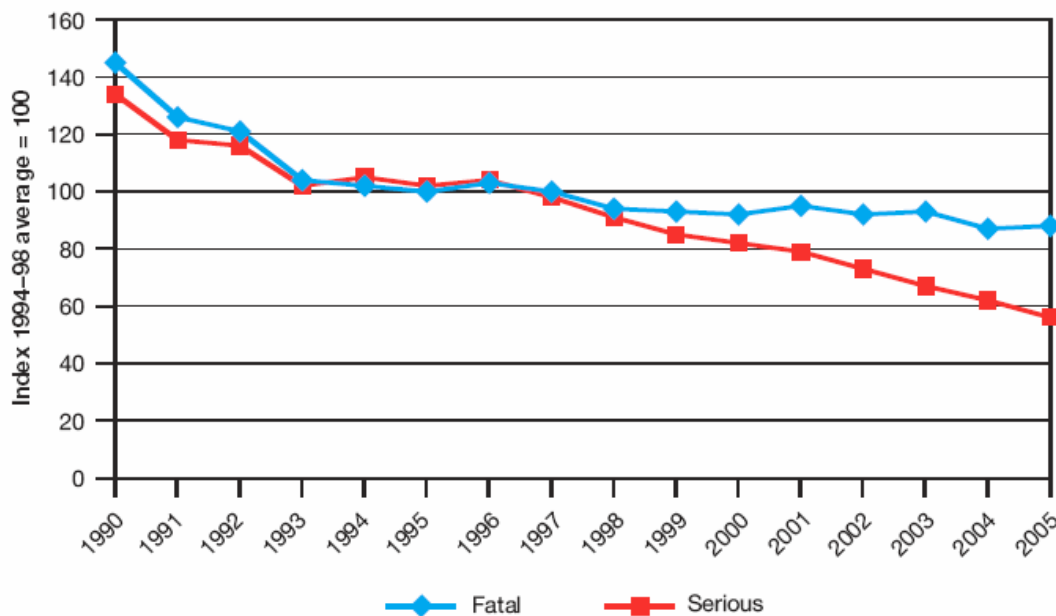


<sup>14</sup> Broughton, J. (2007) *Monitoring Progress Towards the 2010 Casualty Reduction Target – 2005 data*. TRL, Crowthorne.

## Car occupants

69. There has only been a 5% reduction in the number of car-occupant deaths, which account for approximately 50% of all deaths since 1994-1998. About two-thirds of these fatalities were drivers, and 79% of the drivers were men.
70. The chart below shows the trends in the rate of serious car-user casualties per billion passenger-kilometres travelled. These reflect the changes in numbers of casualties against the background of growth in car traffic. After 1994, there was a relatively small drop in the rate of fatalities compared to the fall in the rate of serious casualties per billion passenger-kilometres.

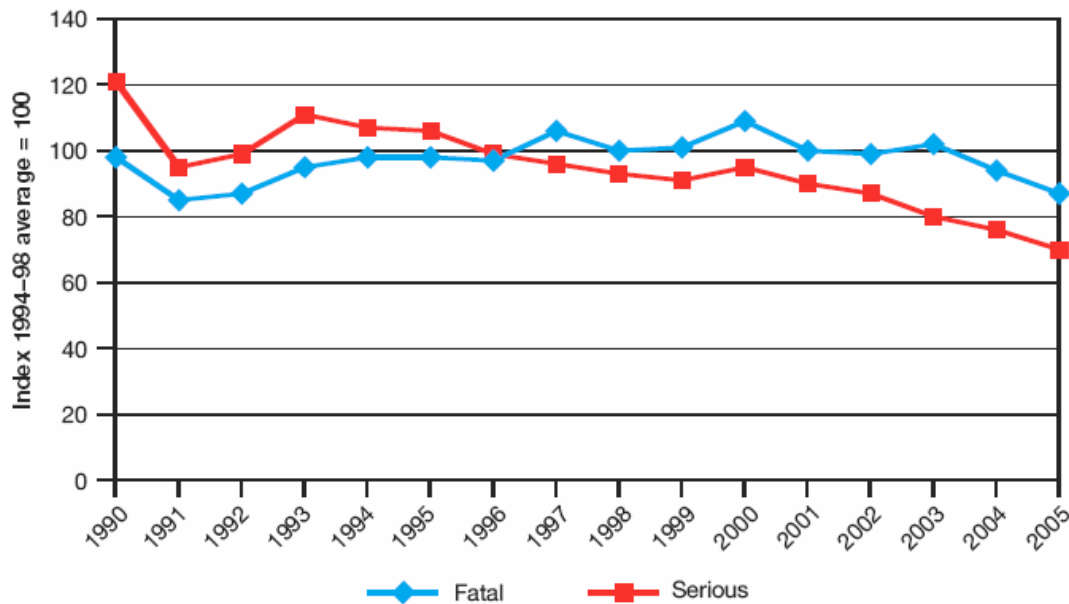
***Car User Fatal and Serious Rates per Billion Passenger Kilometres 1990-2005: Index 1994-98 = 100***



## Motorcycling

71. Motorcycle deaths in 2005 were 22% above the 1994-1998 baseline. However, traffic grew by 40% over the same period. The rate of motorcyclist fatalities per billion passenger-kilometres increased between 1993 and 2003, but has fallen in the last two years. The rate of motorcyclist serious casualties has shown a fairly steady decline since the early 1990s, as shown below.

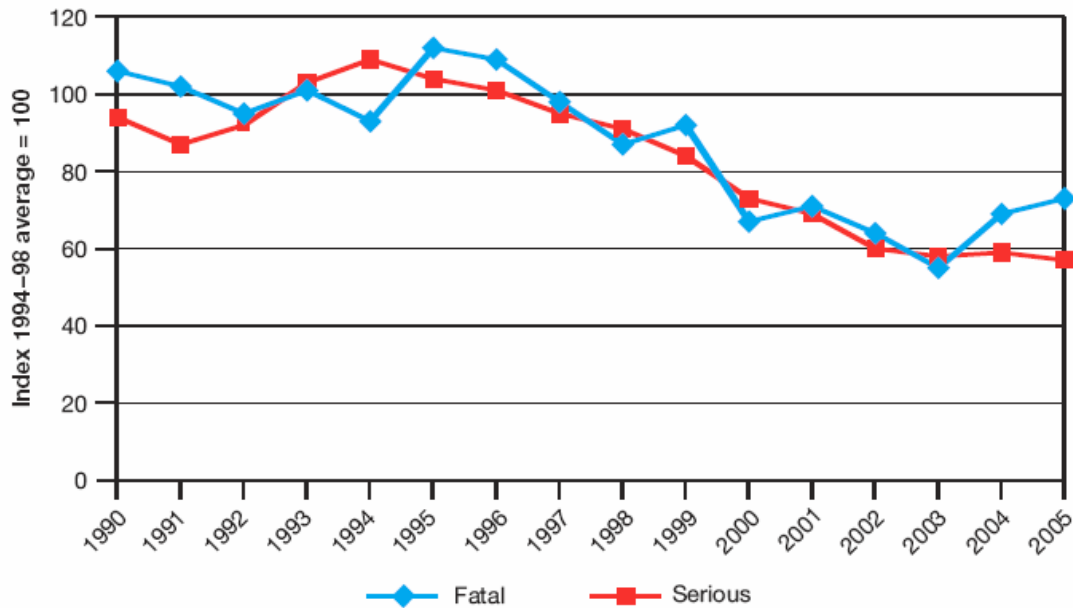
**Motorcycle User Fatal and Serious Rates per Billion Passenger Kilometres 1990-2005: Index 1994-98 average = 100**



**Pedal cyclists**

72. Although the number of pedal cyclists killed is small in comparison to other groups, the number rose by 10% to 148 in 2005; the highest level since 1999, following a similar rise in 2004. Adults make up the majority of cycle fatalities (127 of the 148 in 2005) and the increase in deaths and serious injuries in 2005 was wholly among adults, while for children the numbers fell (to 20 fatalities in 2005). Of those who died in 2005, 131 were men and only 17 were women.
73. As the numbers of pedal cycle fatalities are small, the rate of fatalities per billion passenger-kilometres shows greater variation. There was a general decline until 2003, but the rate of fatalities increased in 2004 and again in 2005. The rate of serious pedal cyclist casualties per billion kilometres has also decreased fairly steadily since 1990, but levelled off in the last two years.

***Pedal Cyclist Fatal and Serious Rates per Billion Passenger Kilometres 1990-2005: Index 1994-98 average = 100***

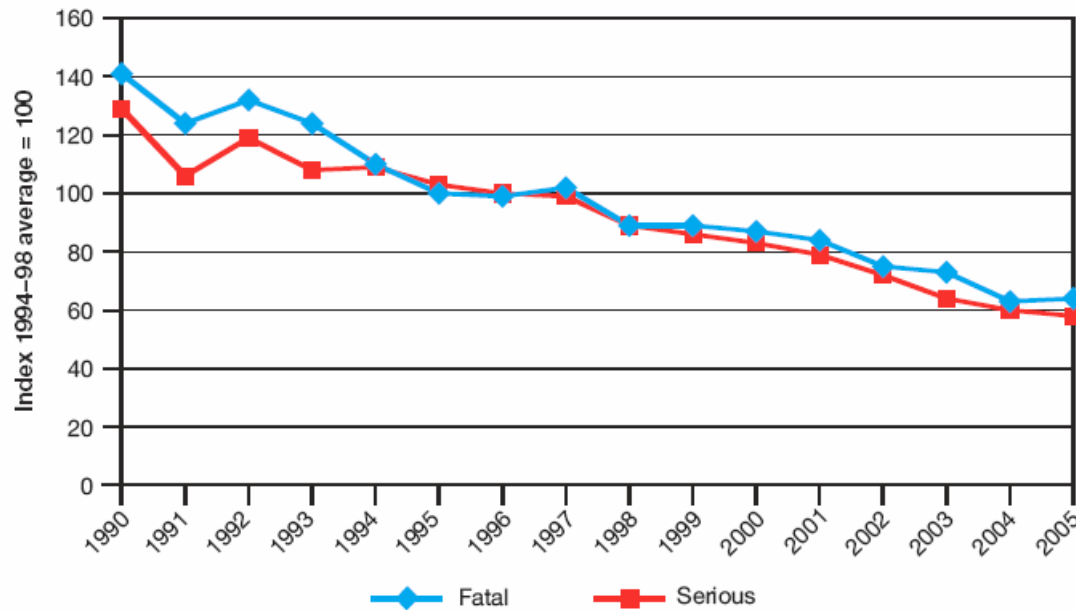


## **Pedestrians**

74. Progress has been good on pedestrian deaths - a reduction of 33% below the baseline. Pedestrians accounted for about 21% of deaths and 22% of serious injuries in 2005. Of the 671 deaths, only 63 were under 16 years of age (9%), whereas 32% of seriously-injured pedestrians were under 16. Of the total number of deaths, 40% were over 60 years of age.
75. The rates of pedestrian fatal and serious casualties per billion vehicle-kilometres have moved very closely together over the period.



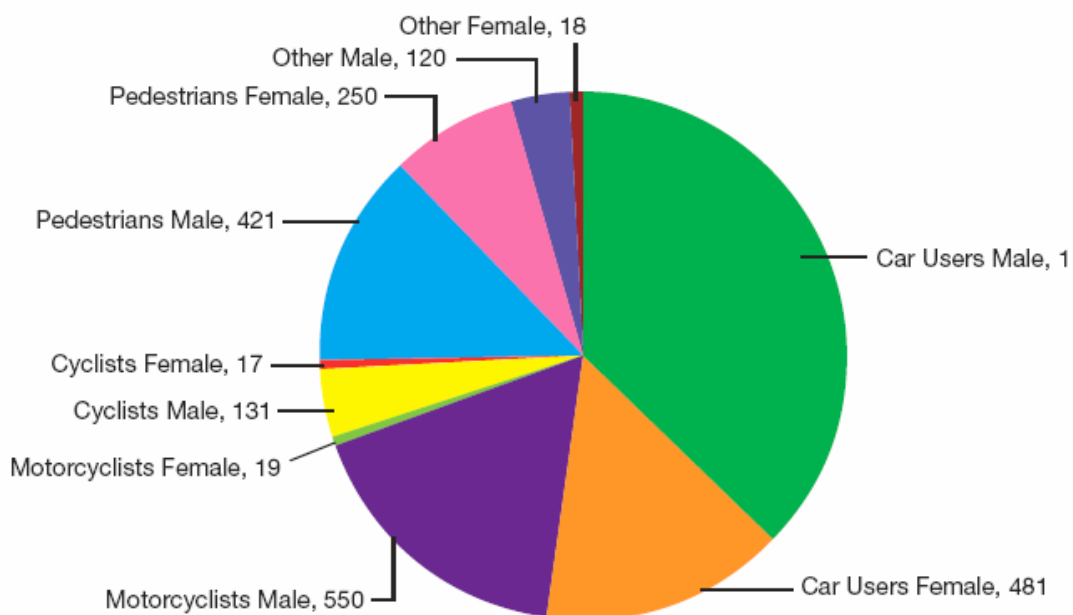
***Pedestrians Fatal and Serious Rates per Billion Passenger Kilometres 1990-2005: Index 1994-98 average = 100***



**All road users**

76. The chart below compares the different modes within 2005. Of the 3,201 deaths in 2005, 2,416 were males. This represents only a 5% decrease against the 1994-1998 baseline, whereas female deaths were 24% below the baseline in 2005. A similar difference is also shown when comparing KSI figures against the baseline. If taken alone, female KSIs had already met the target in 2005, being 42% below the baseline, compared to a 28% reduction in male KSIs.

***Fatalities 2005 - Gender split***



77. The evidence below shows that two categories of car driver should be of particular focus, namely those who drive for work and young drivers. Further analysis of the major problems suggests that drink driving, non-seatbelt wearing and speeding continue to be three main factors in accidents and accident severity.

### **Work-related road safety**

78. It has been estimated that about 1,000 road traffic fatalities per year occur in accidents that involve somebody (not necessarily the fatality) who was at work.<sup>15</sup> Those who do high mileage for work are more at risk, even after taking into account exposure rates.<sup>16</sup>
79. Research<sup>17</sup> has looked at the types of accidents in which at-work drivers are involved. Drivers of company cars, vans/pickups and LGVs (light goods vehicles) all appeared to have a high 'blameworthiness' ratio. Company car drivers showed excess speed as a causal factor, whereas van drivers showed more observational failures and LGV drivers showed more fatigue and vehicle defects.
80. Direct evidence linking the excess risk of work-related driving to particular attitudes and behaviours of company drivers, or to the situations in which they drive, has not been found. There is, however, much indirect evidence on the risk-related aspects of company driving. In particular, the highest risk drivers (those with a very high proportion of work-related mileage) drove more often:
- in situations known to make drivers susceptible to fatigue and drowsiness; for example, driving on long journeys - more than 50 miles - after a full day's work;
  - when under time pressure;
  - when conducting potentially distracting in-car tasks, such as hands-free mobile phone conversations, eating and drinking.

### **Young drivers**

81. In 2005, there were 1,077 fatalities in road traffic accidents involving a driver aged between 17 and 25 years, of whom 377 were drivers in that age group. Fault is not attributed in these statistics, however.

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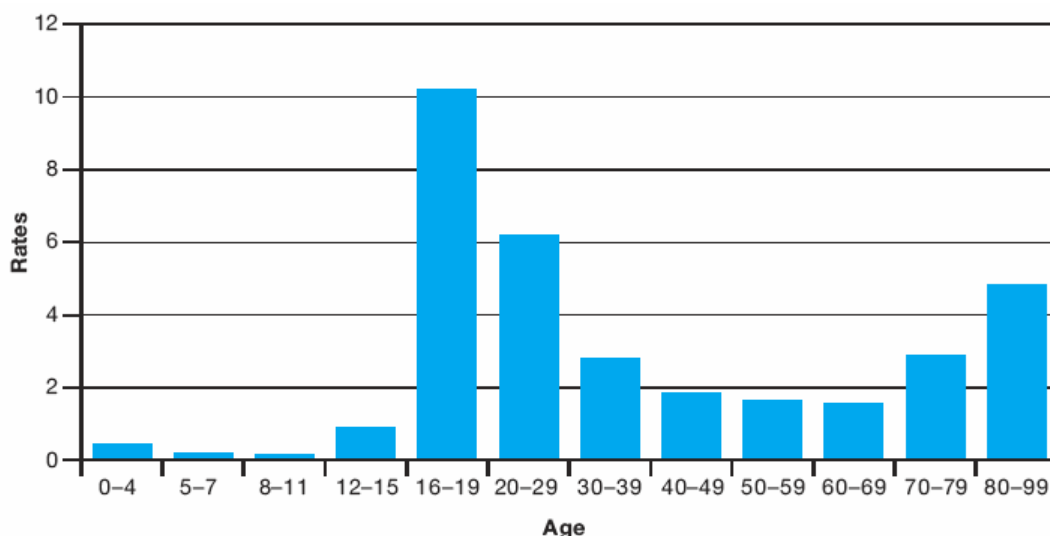
<sup>15</sup> Using estimates from *Reducing At-work Road Traffic Incidents – the Dykes Report*.

<sup>16</sup> TRL (2003) *Work-related Road Accidents – Report 582*. TRL, Crowthorne. This built on previous research for the Department (in 1998 and 1999) that had shown that, even after their greater annual mileage is taken into account, work drivers have up to 50% more accidents than private drivers.

<sup>17</sup> Clarke, D.; Ward, P.; Bartle, C.; and Truman, W. (2005) *An In-Depth Study of Work-related Road Traffic Accidents* - Road Safety Research Report 58 . DfT, London.

82. Young drivers are proportionally involved in more accidents that are caused by specific infractions such as speeding and drinking.<sup>18</sup> In 2004, about a third of car drivers in road injury drink-drive accidents were under 24 years of age.<sup>19</sup> In a recent study of fatal accidents, where blameworthiness could be assigned, young drivers, especially those under 20 years, were nearly 12 times more likely than those aged 35-65 years to have caused a fatal accident than to have been innocently involved in one.<sup>20</sup> The graph below shows all car user deaths in 2005. Evidence shows that the majority of 16-20 year-old fatally injured passengers were with drivers who were slightly older (mean age 21 years).<sup>21</sup>

***Car User Fatalities - Rate per 100,000 population***



83. Young males are also disproportionately more involved in the most serious traffic offences. In 2004, there were 384 findings of guilt of causing death or bodily harm, of which 25% were male drivers under 21 years of age.<sup>22</sup> There are similar findings if you look at the data of guilt for dangerous driving: 33% were males under 21 years old.<sup>23</sup> A report on unlicensed driving<sup>24</sup> showed that young men are also more likely to commit this offence.
84. Not only are young drivers taking more risks, they are doing so in older cars: 20% of the 17-22 year-old fatally injured male drivers were driving cars over 13 years of age. Older cars tend to have fewer secondary safety features.

<sup>18</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

<sup>19</sup> DfT (2006) *Road Casualties Great Britain: 2005. Annual Report*. DfT, London. Taken from Table 2g.

<sup>20</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

<sup>21</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

<sup>22</sup> Home Office. *Offences Relating to Motor Vehicles England and Wales 2004*. Supplementary tables.

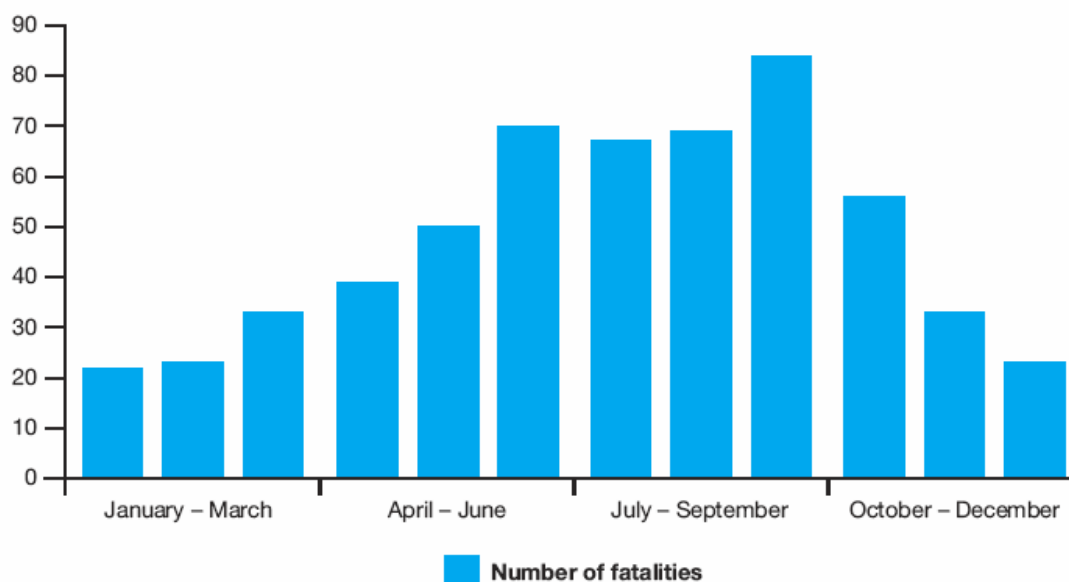
<sup>23</sup> Home Office. *Offences Relating to Motor Vehicles England and Wales 2004*. Supplementary tables.

<sup>24</sup> DfT (2003). *Research into Unlicensed Driving – final report*. Road Safety Research Report No.48. DfT, London.

## Motorcycling

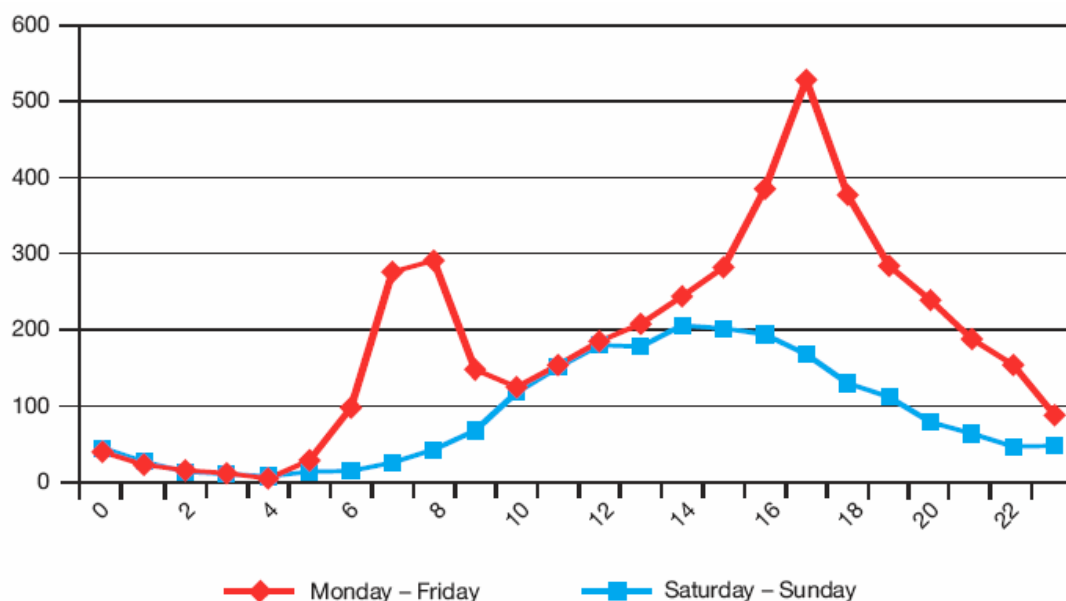
85. In 2005, motorcycle deaths decreased for the second year running: the number killed in 2005 was 569, which is 3% less than 2004, but this number is still 22% above the 1994-1998 baseline. There were 5,939 serious injuries in 2005, 1% below the baseline.
86. Using 2005 data, we can see the difference between road type: 341 motorcyclist deaths occurred on non-built up roads (60%), whereas only 34% of their serious injuries occurred on these roads.
87. We know that motorcycle casualties are highly seasonal, peaking between June and September (see graph below), and we know that they are different from other road-user groups in this respect. Leisure riders prefer to go out in good weather, and even regular motorcyclist commuters sometimes use other modes in bad weather.

*The number of motorcyclist deaths by month in 2005<sup>25</sup>*

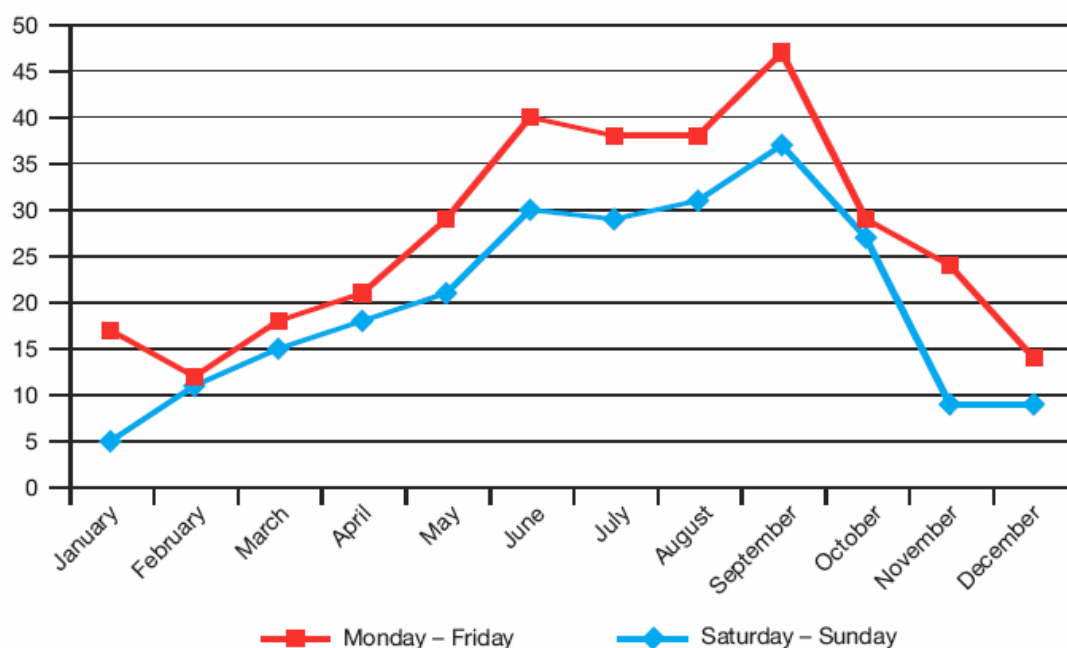


<sup>25</sup> Taken from STATS19; presented in *Road Casualties Great Britain 2005*.

*The number of motorcyclist KSIs by time of day and day of week in 2005<sup>26</sup>*



*The number of motorcyclist fatalities by day of week and month in 2005*



88. The majority of motorcyclists who die collide with cars, but a significant proportion hit no other vehicle.<sup>27</sup>

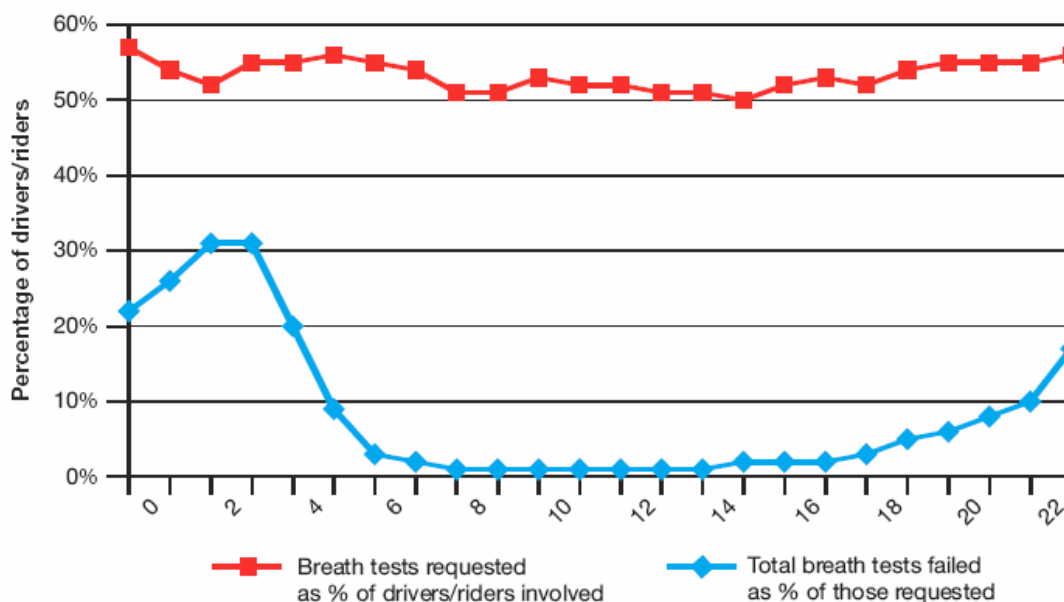
<sup>26</sup> Taken from STATS19; presented in *Road Casualties Great Britain 2005*.

<sup>27</sup> Broughton, J. (2005) *Car Occupant and Motorcyclist Deaths, 1994–2002*. TRL Report 629. Between 1997 and 2002, 28% of motorcyclists who died hit no other vehicle and 53% collided with cars; 14% were overtaking, 24% going ahead at left-hand bends and 13% at a right-hand bend.

## Drink driving

89. The 2005 (provisional estimate) statistics confirm that drink driving is still a major problem, with 17% of road deaths occurring when someone was driving over the legal limit for alcohol. The estimated number of drink-drive deaths in 2005 was slightly lower than the previous year, but was still higher than in 1998 and 1999.
90. The following chart shows the percentage of breath tests requested by time of day and the percentage failed. This provides evidence which suggests that the 'morning after' effect is not as significant a problem as those failing throughout the night. Research shows that about half the driver deaths between 10 p.m. and 4 a.m. involve excess alcohol.<sup>28</sup> Drink-drive accidents are quite evenly spread throughout the year, with the first few months of the year generally having a lower number of accidents. There is evidence which suggests that more drink-drive fatal accidents occur in urban areas than in rural areas.<sup>29</sup>

*Drivers and riders involved in accidents by hour of day - 2005*

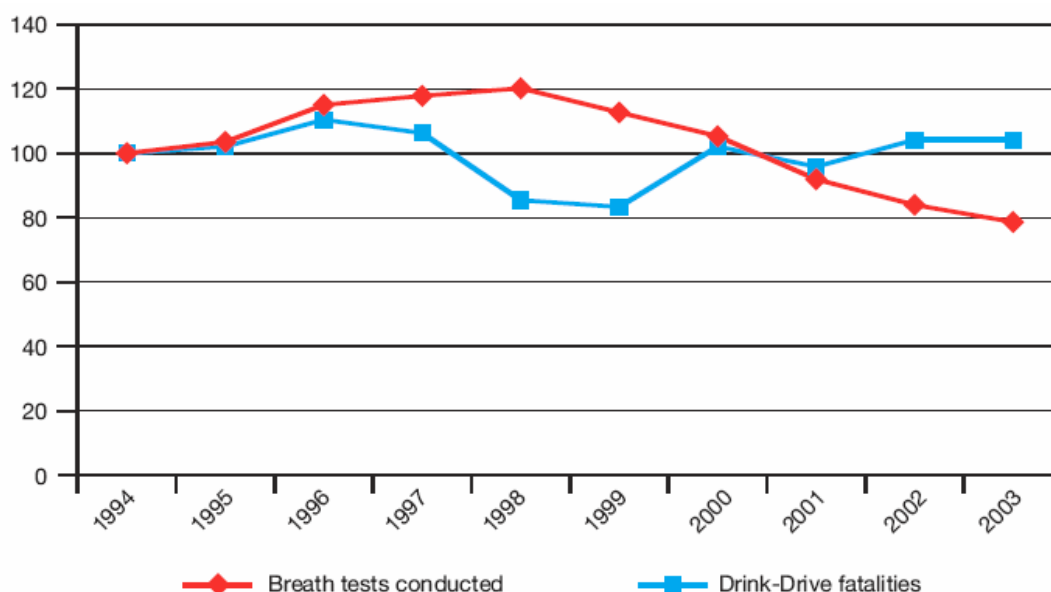


91. Generally, there is an inverse relationship between the number of screening breath tests and the number of drink-drive deaths. Between 1994 and 1998, the number of breath tests was increasing and the number of drink-drive deaths was falling. But between 1998 and 2003, the number of breath tests fell, and the number of drink-drive deaths increased.

<sup>28</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

<sup>29</sup> Based on the 2004 Coroners' and Procurators' Fiscal data using a sample which accounts for around half of all road accident fatalities a year. This statement is based on drivers who died who were over the legal alcohol limit.

*Number of breath tests carried out and number of drink-drive fatalities: Index 1994: 100<sup>30</sup>*



## Speed

92. Exceeding the speed limit and travelling too fast for the conditions are still prevalent in a large proportion of accidents - 26% of fatal accidents in 2005. These figures probably underestimate the true role of excessive speed.
93. According to the *RAC Motoring Report* two-thirds of people break the limit daily.<sup>31</sup>
94. There has been a marked improvement in recent years in compliance with the 30 mph limit. However, inappropriate speed remains a major problem on rural roads. Some two-thirds of deaths occurred on rural roads in 2005, with 28% of these deaths involving a driver or rider exceeding the speed limit or travelling too fast for the conditions.

## Seatbelts

95. An assessment was made in 2003 that seatbelts had saved about 50,000 road deaths over the previous 21 years. The bi-annual survey of seatbelt wearing rates, conducted by TRL, shows a high compliance rate, especially for car drivers and front-seat passengers, although the numbers are lower for van drivers and rear seat passengers.<sup>32</sup> However, there are still a considerable number of people dying who were not using their seatbelts. Research points to about a third of fatally injured car occupants not wearing their seatbelts. Applying this to 2005 figures, it represents about 565 people, and it is estimated that about 370 people might have survived if they had been properly restrained.<sup>33</sup>

<sup>30</sup> Taken from STATS19 data; presented in *Road Casualties Great Britain 2005*.

<sup>31</sup> RAC (2006) RAC Report on Motoring 2006: *The Future of Motoring: A Clear Road Map or Collision Course?* RAC, London.

<sup>32</sup> Great Britain's car and van seatbelt wearing rates can be found on the Think! web site at: <http://www.thinkroadsafety.gov.uk/statistics/belt0610.htm>

<sup>33</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.

96. The peak age among fatally injured occupants for not wearing a seatbelt is 21-25. However, about 20% of fatally injured people aged 60 years and older are unbelted. Research investigating fatalities suggests that seatbelt wearing rates among car occupants are consistently higher in the front seat than in the rear, and among women rather than men.<sup>34</sup>

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<sup>34</sup> Ward, H.; Christie, N.; Broughton, J.; Clarke, D.; and Lyons, R. (2007) *Trends in Fatal Car Occupant Accidents*. DfT, London.



## Delivering road safety objectives

### Responsibilities

97. While DfT and its agencies, including the Highways Agency, Driving Standards Agency, Driver and Vehicle Licensing Agency and Vehicle and Operator Services Agency, along with the Scottish Executive<sup>35</sup> and the Welsh Assembly Government,<sup>36</sup> are the bodies responsible for taking forward the Road Safety Strategy, there is a huge number of other players both inside and outside government that contribute to making Great Britain's roads safer.
98. Other central government departments have a role in promoting road safety. The Home Office has the main responsibility for criminal law, including traffic law. The Department for Education and Skills (DfES) has overall responsibility for schools and education, including road safety education and, with DfT, school travel. The Department of Health (DH) takes the lead in preventing all accidents, as well as promoting healthy travel and lifestyles.
99. Local authorities play a key role in delivering the road safety strategy. About 90% of casualties are injured on locally managed roads. By 2005, some authorities had already exceeded the national 2010 targets and many had set themselves more demanding objectives.
100. The police play a crucial role in enforcing traffic laws and recording data about accidents. Beyond this specific role, their work on responsible drinking, prevention programmes for drug use and general police activity during the night-time economy have and will continue to contribute to a safer road environment. In addition, police activity directed at enforcing road-traffic law often also contributes to wider police objectives.<sup>37</sup>
101. The Fire and Rescue Service is in the process of expanding its role beyond the traditional response to accidents to undertake a training and educational role in the community. Although young drivers are a particular focus, they are heavily involved in working with partners on company car drivers, LGV drivers, motorcyclists and offenders or potential offenders. The Fire Service now has its own Road Safety Strategy and is a welcome addition to local partnerships.
102. Hundreds of other organisations, both in the voluntary and private sectors, also share the road safety objectives of reducing casualty numbers. These include professional societies and institutions, motor manufacturers, the insurance industry and major sponsors of road safety projects. We strive to work with as many as possible and welcome their support. Local safety partnerships can considerably enhance, emphasise and promote safety messages in their area.

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<sup>35</sup> The Scottish Executive is responsible, through Transport Scotland, for engineering measures to improve safety on trunk roads, and promotes a national road-safety education and publicity strategy. Through Road Safety Scotland, it has formed a partnership with the key road-safety bodies in Scotland to co-ordinate road-safety education and publicity.

<sup>36</sup> The Welsh Assembly Government's transport policy is delivered by Transport Wales. They administer grants to local authorities and other bodies to fund a range of capital transport schemes and transport services.

<sup>37</sup> For examples of the relationship between mainstream crime and traffic law violations see Rose (2000) *The Criminal Histories of Serious Traffic Offenders*. Home Office Research Study No. 206.

103. The European Commission set an overall EU-wide objective of halving the number of road-casualty deaths by 2010.<sup>38</sup> We support the European Commission's overall objective but recognise that Britain's contribution may be lower than that of some other countries, as we already have one of the lowest death rates in Europe. The Commission also plays a crucial role in delivering new policy initiatives, especially on ensuring a high and consistent standard of safety in vehicle technology. The CARS21<sup>39</sup> programme is a good example of partnership working at European level. Britain has been, and will continue to be, at the forefront of this progress.
104. Road safety policy is constantly evolving. Cross-departmental and cross-sector working is essential in order to make maximum advantage from potential synergies, and to minimise any potential conflicts.

We will establish a new Road Safety Delivery Board that will involve key delivery partners to oversee the implementation of road safety policies.

### Road safety in the wider context

105. Britain continues to learn lessons from other countries, especially those such as Norway, Sweden and the Netherlands, which have pushed down road death rates to levels even lower than we have, as well as those who have recently made rapid improvements, including France. The review takes account of the activities of other countries.
106. Road safety policy sits alongside other transport objectives and it is important that it should not be viewed in isolation, both in central government and within local authorities. Tackling congestion, sustainable travel, the regulation of the transport industry and accessibility planning should all be seen as linked objectives to road safety. Some wider transport policies specifically help road safety - for example, the promotion of Intelligent Transport Systems (ITS)<sup>40</sup> can support enforcement of road traffic legislation, provide additional safety features to drivers and provide network management techniques.
107. The Scottish Executive published a *National Transport Strategy for Scotland* in December 2006. The document brings together the key themes of transport modes and demonstrates the need for an integrated approach to tackling the needs of the travelling public. The strategy maps out the long-term future for transport in Scotland for the first time and looks to the needs of passengers, businesses and the environment.
108. Links are made to the wider strategies for dealing with social exclusion, health, urban renewal, for enabling young people to train and equip themselves with the skills for life and work, and for controlling risks in the workplace. We will continue to monitor the impact of new policies on road safety.

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<sup>38</sup> European Commission White Paper on Transport Policy 2001.

<sup>39</sup> Competitive Automotive Regulatory System for the 21st Century.

<sup>40</sup> *Intelligent Transport Systems*, the policy framework for the roads sector, was published by DfT in November 2005. Section 5 looks specifically at how ITS contributes to improving road safety.

109. There is a significant body of evidence to show that behaviours that contribute to a safe driving style, such as anticipating hazards early to avoid unnecessary acceleration and braking, also reduce fuel consumption and therefore CO2 emissions. Reducing CO2 emissions from transport is an integral part of the Government's strategy to tackle climate change. The Government will therefore launch a climate change publicity campaign to promote the benefits of particular driving behaviours. Also, as part of the Strategic Road Safety Plan, Transport Scotland aims to take forward a pilot project where both safety and environmental benefits can be more clearly identified.

### **Cross-theme schemes and partnership working**

110. DfT's commitment to partnership working and the benefits this can bring at both a local and national level is exemplified in the launch of a Road Safety Partnership Grant Scheme in October 2006. This was introduced to promote the take-up and sharing of good practice in road safety delivery, encourage partnership working among local authorities and others, facilitate leverage of funding from other sources (both public and private) and to mainstream the successful activities and approaches developed in recent road safety pilot projects. Awards of grants for 2007/2008 will be published in spring 2007. The Road Safety Challenge Fund Grant Scheme also delivers lots of good projects across a wide range of areas by different local and community organisations.
111. The Inner City Road Safety Demonstration Project was initiated to show how to tackle the road safety problems in the disadvantaged inner city on an area-wide basis. In 2003, the City of Birmingham was identified as the site for an inner city demonstration project. The project is building on the experiences from Gloucester Safer City, but has gone further, building partnerships with a range of local authority and external service providers. Community involvement is a key element in the development and delivery of the strategy.
112. Beacon status for road safety was awarded to six local authorities in 2006. These authorities demonstrate how their contribution can be maximised by forming real partnerships with agencies to reduce road casualties and improve the quality of life for local people. They take an evidence-led approach, identifying problems and tailoring appropriate solutions, fully involving local communities in the development of their road safety work, monitoring progress and using innovative approaches where appropriate. These authorities have been supporting others to learn and share their good practice in a range of ways, including running courses and holding open days.<sup>41</sup>

Local authorities, the police and other local delivery partners are key to the delivery of our road safety objectives. We will, therefore, develop an engagement team within DfT to support local partnerships, in the development, delivery and evaluation of road safety strategies and schemes for their local areas, and to gain feedback on the issues and constraints faced by partnerships in their delivery of road safety.

It is apparent that highway related skill shortages in some parts of the country hold back progress in delivering road safety, and we recognise this is a risk to the delivery of many other transport objectives. We will, therefore, be undertaking a review of skills shortages and will formulate a strategy with appropriate stakeholders to address this issue.

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<sup>41</sup> More information about the Beacon Council Scheme can be found on the IDeA's web site:  
<http://www.idea-knowledge.gov.uk/idk/core/page.do?pageId=5098825>

## **The research programme**

113. Britain prides itself on evidence-based policy making, and an extensive research and statistical programme underpins the development of safety policies. The *Compendium of Road Safety Research Projects* and the *Transport Technology and Standards (TTS) Compendium of Research* are published every year and identify recently completed, ongoing and new projects. The Scottish Executive has also developed a significant evidence-base to inform its road safety policies and the activities of Road Safety Scotland.

In the light of the number of road safety delivery organisations and given the importance of partnership working, we will set up a dissemination and engagement strategy to share examples of best practice and the results of research and to develop new links, and refresh existing ones, with a wider group of stakeholders.

## **The Road Safety Act 2006**

114. A Road Safety Bill was introduced in Parliament in December 2004 comprising a package of some 30 mostly free-standing measures supportive of road safety. The scope of the Bill went considerably wider than the small number of issues that had been identified in the original Road Safety Strategy as requiring primary legislation.
115. This Bill failed to achieve Royal Assent before Parliament was dissolved in April 2005 but two measures (evidential roadside testing and seizure of unlicensed and uninsured vehicles) were transplanted from it into the Serious Organised Crime and Police Act 2005. A new Road Safety Bill was introduced in May 2005 comprising all the residual provisions of the old Bill, to which were later added two further major measures. The Bill was enacted in November 2006 as the Road Safety Act 2006. Specific measures in the Act are addressed at appropriate points in the review.

## **Equality impact assessments**

116. We adopt an evidence-based approach to policy making on road safety which includes detailed research that considers minority groups. The new policy options put forward in this document have been assessed for their impact on equality. Examples are given here to show how road safety policies have already been tailored to meet the needs of different groups.
117. A number of projects undertaken within the Neighbourhood Road Safety Initiative were developed to cater for diverse communities, based particularly on race issues. A number of specific projects have been undertaken especially with these issues in mind. One good example of this was *Salman and Friends* - a series of books aimed at young children - that had Salman as the central character who both reflected the geography (physicality) of the community and represented the ethnicity of the community in which the books were situated. A key success in developing this resource was involving young children and carers/parents who reflected the community, and a by-product of this was engaging with community groups who had not traditionally been involved in developing road safety messages.

118. Mobility is a particular concern for people with disabilities, and it is with this in mind that we tailor policies to include their needs. In 2002, the DfT carried out a review of the Road Safety of Disabled Children and Adults. Funding was also given in 2004/2005 to Whizz-Kidz, a charity that provides customised wheelchairs, training, information and advice to disabled children, for their proposal to pilot a training course for road safety professionals. The aim of the course was to ensure that road safety officers are fully aware of the specific hazards faced by wheelchair user pedestrians and could, therefore, provide a high-quality and standardised level of training. The new cycle-training funding and Cycling England's work programme includes the design of a training package to enable disabled children to receive cycle training. The programme is currently being prepared and will be finalised in 2007/2008. We will continue to undertake research into the road safety of vulnerable road users.
119. Age-related road safety research continues to inform policy development. Recent studies have included: older drivers' use of medication, an in-depth analysis of older motorcyclists' activities and research into young drivers' perspectives on good driving and learning to drive.

## Theme 1 - Safer for children

Strategic objective	To improve child road safety and to equip children with the life skills needed to enable them to travel safely and become responsible road users.
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### Overall

120. As shown by progress against the targets, there has been considerable improvement in casualty numbers over this period. In the light of the excellent progress already achieved, we want to see substantial further progress so that the target will have been well exceeded by 2010. We commend those authorities that have adopted more stretching targets for children than the national one, and we pledge our support for their approach.
121. The *Child Road Safety Strategy*, published in 2007 for England, Scotland and Wales, contains a detailed action plan. This outlines the current progress on reducing child casualties and describes the activities that we will implement to reduce them further.
122. This strategy gives more detail but, in general, there are certain groups that continue to be more at risk. While child KSIs have been reducing for the 0-15 age group as a whole, the decline amongst the 11-15 year olds has been less than half that of younger children. There also remains a significant challenge in relation to children from disadvantaged areas, despite the achievement of the 2005 target on disadvantaged areas. Our child pedestrian record remains poor compared to other European countries, although much progress has been made, with the child pedestrian KSI rate being 49% below the baseline. The *Child Road Safety Strategy* addresses how we will tackle these issues.
123. Child road safety should not be seen in isolation of other policies, such as schemes to encourage exercise and sustainable travel to school. Also, some general problems also impact on safety; for example, a lack of suitable playing areas or the territorial nature of gangs forcing children to take less-safe routes. Projects funded through the Neighbourhood Road Safety Initiative, for example, identified a number of these issues and, with engagement with the local community, developed solutions.

### Road safety education

124. Road Safety Scotland's strategy for road safety education aims to ensure that all children and young people in Scotland receive a core of road safety education throughout their school career, covering specific topics at certain times. The strategy, which covers all stages of a child's formal education, links directly to national education guidelines. The Welsh Assembly Government continues to implement the actions aimed to improve child road safety in Wales as set out in their *Road Safety Strategy* published in 2003, including a practical, skills-based approach to education.

125. Given the young age at which children start to use the road and form opinions about road safety, it is crucial that education starts early. The different national strategies outline the various policies, including Kerbcraft, SureStart, road safety as part of Personal, Social and Health Education in English schools and as part of Personal and Social Education in Welsh schools, Junior Road Safety Officers in Scotland, Wales and London and the Children's Traffic Club in Scotland, Wales and London. Examples of local authority activities can be found on the Local Authority Road Safety Officers Association (LARSOA) website.<sup>42</sup> These officers are able to orchestrate diverse teams of players made up from the community of youth support organisations. There needs to be continuity of approach for those classed as 'children', and those over 16 years of age. The pre-driver research and resources to teach good driving habits from an early age are examples of the overlaps; these are explored in Theme 2.

## Publicity

126. The *Hedgehogs* campaign continues to be the cornerstone of the publicity for road safety for younger children. The *Be Safe Be Seen* campaign is used every year in preparation for the end of British Summer Time at the end of October. The teen campaign, including a world first in shooting a TV commercial through a mobile phone video camera, won a National Business Award in November 2006. It was designed to address high-risk situations where teens are distracted by chatting with their friends, based on research evidence that showed they were more likely to be involved in accidents when in small groups than on their own. A new partnership is underway with MTV to work with teenagers to develop further messages on road safety, including cycling. Information on the publicity on child cycling can be found in the Safer Cyclists Theme.

## Child in-car safety

127. From 18 September 2006, new legislation strengthened the existing seatbelt laws to ensure that children up to 135 cm in height and under 12 years of age must use an appropriate child restraint when travelling in any car, van or goods vehicle, with very few exceptions. Regulations for children wearing seatbelts on buses will be completed in 2007.
128. Publicity advertising the new laws strengthened messages about the benefits of wearing seatbelts and using the right type of car seats for each child. Partnership working with local authorities, police and retailers proved very effective, bolstering the publicity campaign and running child-seat check clinics. The first survey results show that good progress has been made, but there is a lot still to do.

## School travel

129. By 2008, the government will have provided more than £100 million of additional funding to help schools develop and implement school travel plans and deliver a step change in the way children travel to school. The Welsh Assembly Government continues to fund its safer routes to schools initiative, which started in 2000. Funding of £14.5 million has been allocated to schemes across Wales from 2003 to 2007. Funding in Scotland for 20 mph speed limits around schools, safer routes to school and Home Zones totals nearly £50 million between 2003 and 2008 and, as of June 2006, 20 mph speed limits were in place at two-thirds of Scottish schools.
130. Successful projects are a way of encouraging and enabling children and young people to walk and cycle to school through a combined package of practical and educational measures. These not only have road safety benefits, but also impact on a child's health. These plans contain a mixture of measures, including cycle training, secure cycle storage, more and safer crossings, local speed restrictions, dedicated cycle ways and improved public transport provision.

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<sup>42</sup> The LARSOA web site can be found at: <http://www.larsoa.org.uk>

131. In November 2006, DfT launched a new scheme to encourage more primary school children to walk to school. DfT has pledged £15 million over the three years from April 2007 to March 2010 to support the scheme, part of the joint Travelling to School project. State-funded primary schools in England can apply for grants of £1,000 a year for three years to help them to set up a new 'walking bus'.

Until 2010 we will focus on fully implementing the actions set out in:

- *The Child Road Safety Strategy*, published in 2007;
- The child section of the *Welsh Road Safety Strategy*, published in 2003.



## Theme 2: Safer drivers - training and testing

Strategic objective	To make learning to drive more relevant to today's road conditions, and those of the future.
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### Overview

132. This objective in the original strategy focused on the initial task of learning to drive. This section, however, considers the driving test, but also looks at the wider implications of driving skills for life. Driving ability not only impacts on safety but also on the environment, and training has already started to incorporate eco-driving.
133. The last review identified that driver behaviour contributes to a core of car-occupant accidents. Training and testing, alongside effective enforcement, is at the heart of trying to influence drivers, and some progress has been made since the last review on educating learners and raising the standards of driving instructors. However, it is evident that the changes to the training and testing regime which were envisaged at the time of the last review have not yet been fully developed.
134. Given the evidence about young drivers and those who drive for work, these are both priority groups. Therefore, we are going to change substantially the way people learn to drive, and we have started to implement a number of projects to drive a cultural change in the way employers manage driving for work.

### Learning to drive

135. There have been a number of changes already to the driver training and testing regime, and a number of projects are still ongoing. These are described below. However, they will all play into the wider changes outlined in the subsequent section.
136. We are researching the attitudes to driving that children develop before they get a provisional licence. When this work is completed, it will inform road safety education in schools and messages to parents on their role in setting a good example to their children from an early age.
137. Local partnerships are already taking a leading role in delivering education to school children and young people. Local authority partnership working with the emergency services could prove to be especially effective. A key element of the Fire and Rescue Service's approach is to deliver educational messages to the 15-25-year-old group. Their resource in terms of number of fire officers, and their credibility even with the most at-risk and alienated groups in society, is a potentially valuable resource for helping to deliver road safety messages. The Arrive Alive presentations given by the DSA to older teenagers continue to try to influence young people's attitudes towards driving.
138. Road Safety Scotland has developed *Crash Magnets*, a road safety education resource for upper secondary school pupils which links to the Scottish curriculum. It focuses primarily on attitudes to driving behaviour, as research has shown that such attitudes are largely formed before people get behind the wheel.
139. Following a review of Approved Driving Instructor (ADI) training and qualifications, DSA is taking forward recommendations to introduce Continuing Professional Development for ADIs. Voluntary Attitude and Aptitude Assessments for potential driving instructors are being developed by DSA in association with representatives from the training industry. Four advanced driver-training schemes have now been accredited by DSA.

140. The second Cohort Study, which surveys driving test candidates, has looked at the methods used and experience gained while learning to drive and related this information to how the candidates performed in the practical driving test. Candidates who have passed the test have been followed for a three-year period to gather information on their experiences as novice drivers, including accidents. This information will also be related to learning methods and test performance. Results will be published in summer 2007.
141. A research project to consider how the Pass Plus<sup>43</sup> scheme might be further developed to improve both impact and uptake has started, and the results are expected by autumn 2008. This includes consideration of extended versions as provided, for example, in Kirklees and Wales.
142. The Welsh scheme (Pass Plus Cymru) involves an interactive three-hour theory session and a day of practical in-car training. These Welsh courses are being heavily subsidised by local authorities using dedicated funding provided by the Welsh Assembly Government. The Driver Behaviour Psychology Department of Nottingham University is monitoring the scheme, including its effect on road traffic collisions. The Scottish Executive is providing additional funding support to promote Pass Plus training for young drivers.
143. We are also undertaking a research project to evaluate the DSA's Driver's Record and to consider how this product might be improved, which will report in 2007.
144. Young drivers are cited as being a group particularly at risk. The evidence in the analysis section and many external reports show that young drivers, and males in particular, are involved in too many road casualty accidents.<sup>44</sup>
145. However, young drivers present a complex challenge. Not all young drivers are novices. The DSA figures show that some 700,000 people pass the practical car driving test each year, of whom about 600,000 are under 25 years old, and nearly 400,000 are under 20. Many of those whose bad driving leads to fatal road accidents are old enough to have passed the test some years previously. Most young people take a responsible approach to learning to drive and gaining experience, and manage to avoid causing any bad collisions. Others flout the rules, including a minority who drive unlicensed and uninsured. Road safety issues also cannot be considered in isolation, but are part of a wider social concern about anti-social behaviour, including binge drinking and its causes.

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<sup>43</sup> The voluntary Pass Plus scheme, which includes training on motorways and night driving was taken by over 100,000 people in 2005–2006. This means that approximately 13% of new drivers now take Pass Plus.

<sup>44</sup> RoSPA (2002) *Young and Novice Drivers' Education, Training and Licensing*. London  
Association of British Insurers (2006) *Young Drivers: Reducing Death on the Roads*. London.

### **Systematic reform of the way people learn and maintain safe driving skills**

The time has come to reform fundamentally the way people learn to drive. We need to do more than tinker with the particular elements, we need to overhaul the current system for learning, including pre-driver education, testing and maintaining driving skills through life. We need a comprehensive package of reforms: education to influence attitudes long before people reach 17, a thorough training process and a reformed testing process which tests that learners can drive safely, not just master how to control a car. We also need to do more to help drivers develop and maintain high standards for life, especially if they drive for work.

At the heart of this reform will be a new framework of competencies for truly safe driving. This framework will be the foundation for all the work on education, training, testing and lifelong learning, including developing and refreshing skills, remedial training, work-related driving and support for drivers at various stages of their driving career to develop and maintain safe driving for life.

The framework will be built on a modern template, consistent with vocational frameworks now being established across the education system and in industry.

The three main elements will be:

- a new competency and knowledge framework setting out what a candidate must know and be able to do;
- a modern training syllabus setting out what a candidate needs to learn;
- systematic assessment criteria setting out how the testing stage will establish that a candidate has covered the syllabus properly and can demonstrate the required level of competence.

A similar framework will be developed for instructors and examiners, linked to schemes for continuous professional development.

Our overall aim is a simple one: that anybody who prepares properly across the whole syllabus will expect to pass the test; and those who skimp or treat the test as a matter of luck will fail. Everybody must be clear about the standard they will be expected to reach. We are very concerned that too many young people opt out of driver training and testing, and about the dangers unlicensed drivers present to themselves and other road users. A new system will tackle this problem at source and persuade these people that they need to drive legally - with benefits including access to employment.

### **Influencing attitudes early**

We will start influencing attitudes early, and young people should leave school with a better understanding of the risks of the road. There is a great deal to be gained from linking the new framework of competencies to the formal education framework. We will develop a package of better quality materials that we can market effectively to teachers to allow road safety to be taught as a stand-alone subject, and also as part of other existing mainstream subjects, such as English and Science.

We are committed to incentivising young people to learn more about road safety. This could be achieved through the route of further qualifications. These could be relevant to gaining employment in jobs that involve a substantial amount of driving. We will carry out further consultation on how we can achieve this.

### **Lifelong learning**

The framework we envisage is needed primarily for the learner drivers, but it will also be the foundation for many other applications where lifelong driving standards can be improved. These include advanced driver training, standards required for people driving for work, measures to support older drivers and remedial driving training courses (see section on Driver re-training, paragraph 284). Links to the national vocational framework are important if these opportunities are to be realised.

### **Further consultation**

DSA has already spoken with many stakeholders about the training and testing system, and the need for this type of change was broadly welcomed. In the light of these views we will work up more detailed proposals and consult the widest possible range of interests to make sure we get it right. We recognise the challenging implications for the driver-training industry and that the pace of change will have to be realistic and achievable.

### **Respect on the road**

146. The Motorists' Forum considered how the Prime Minister's *Respect* initiative might be applied to road user behaviour. It concluded that promoting a more respectful - and safer - stance among drivers would have considerable benefits and lead to better behaviour on the road. They recommended, among other things, changes to the way people learn to drive, and these are reflected in the above proposals.

### **Driving for work**

147. In 2005, the Motorists' Forum suggested various ways of raising the profile of work-related road safety.<sup>45</sup> Its focus was on DfT-funded champions who would take the story to industry. DfT has agreed to fund an outreach programme in partnership with Roadsafte to target employers.

148. We have also converted the information pack promoting best practice to employers, which was trialled through the later part of 2006, into a new element for the Think! website.

149. HSE are researching the links between management failings and accidents. Successful prosecutions of companies, for example where a driver required to work 18-hour days died after falling asleep, will also help to motivate other employers to take action.

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<sup>45</sup> Further information can be found on the Motorists' Forum web site at:  
<http://www.cfit.gov.uk/mf/reports/wrrs/index.htm>

150. The Royal Society for the Prevention of Accidents (RoSPA) and other road safety organisations continue to support employers by providing practical courses. There are clear links with fuel-efficient driving and effective work-travel plans, and they need to be taken forward together. A proven advanced-driver training scheme already exists for truck and van drivers: SAFED (Safe And Fuel Efficient Driving), developed through DfT research. This scheme is being piloted for bus and coach drivers, with the possibility of it being extended to taxi drivers. The Scottish Road Haulage Modernisation Fund has pump-primed the introduction of the SAFED standard to Scotland.<sup>46</sup> The Scottish Executive aims to extend SAFED training further to the fast-growing van sector during 2007.
151. VOSA also publish the *Guide to Maintaining Roadworthiness*, including a section on 'Saving Fuel and Protecting the Environment', which brings this issue to the operators' attention when carrying out maintenance investigations.
152. DSA is implementing the EU Directive to improve road safety using a Certificate of Professional Competence for professional LGV and PCV drivers. We have opted to implement expanded theory and practical tests for new drivers, and these are now being developed. VOSA are responsible for developing commercial packages of training courses. They are also working to understand the links between commercial vehicles and traffic collisions through creating a driver compliance database and driver and operator profiling. The Skills for Logistics Sector Skills Council is also developing competency frameworks for all disciplines in its sector, and is working with TfL on specific standards for commercial-vehicle drivers. This work will improve the training regime and should raise the professional profile of drivers.

As shown, work has started on a number of initiatives on this issue; in parallel with these activities we will also:

- Take the lead within Government to champion driving for work and ensure DfT's own driving for work strategy is effective;
- Liaise with the Office of Government Commerce about linking safe driving for work policies with procurement policies;
- Establish a new driving for work publicity campaign, aimed initially at the growing number of van drivers. This will be based around a message that we are all dependent on van drivers and that, as professionals, they need to set driving standards on our roads. It will highlight specific hazards such as tiredness, seatbelts and mobile phone use;
- Consider the effectiveness of the new TfL FORS scheme and whether something on a similar basis could be rolled out nationally. TfL have a two pronged approach. Firstly, companies who sign up will receive face-to-face guidance and support from experts on issues such as risk assessment and fuel efficiency, along the lines planned for the outreach programme mentioned above. Secondly, if a vehicle being used for work comes to the attention of the police - either for a vehicle defect, an accident, or because they catch a driver committing an offence - then a police officer will visit the driver's employer. As these police officers are being delegated HSE's inspection powers, and being trained to use them, they can, if necessary, undertake formal workplace inspections, but they will also direct employers to sources of advice and help.

<sup>46</sup> To demonstrates the effectiveness of the scheme, since 2005–2006, 1,400 HGV drivers have been training in Scotland, resulting in fuel efficiencies averaging nearly 10%.

## **The Highway Code**

153. Generally used when learning to drive, *The Highway Code* explains the rules that apply to all road users: drivers, motorcyclists, cyclists and pedestrians, as well as horse riders. Knowing and applying the rules contained in *The Highway Code* could significantly reduce road accident casualties. A consultation asked for amendments to *The Highway Code* in 2006.
154. This next version of *The Highway Code* will include a new section on 'Rules for users of powered wheelchairs and powered mobility scooters (called Invalid Carriages in law)'.

<p>We will publish a new edition of The Highway Code in mid-2007, taking into consideration the responses from the consultation exercise.</p>
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## **Incentives**

155. The technology exists to enable insurance companies to incentivise people to drive more safely through charging different rates for travelling at different times of the day or on various types of road. Information from 'black box' technology can be used by fleet managers to understand the driving behaviour of their employees. Market forces will drive the use of this technology.

### Theme 3 - Safer drivers - drink, drugs and drowsiness

Strategic objective	To reduce the number of accidents in which driver impairment is a factor.
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#### Overall

156. The objective in the strategy covered drink, drugs and drowsiness, but this section goes beyond these three impairments to cover health and age-related impairment.
157. Our strategy is first to understand the effects of potentially impairing factors, and then to set standards or limits in parallel with publicity and, if necessary, enforcement campaigns. Our top priority in this field for the next four years is the battle against drink driving.
158. The public generally, and motorists in particular, see drink driving as a top priority. The RAC Report on Motoring in 2006<sup>47</sup> found that 89% of respondents named drink driving as one their top three concerns. Efforts over many decades have meant that drink driving is seen as socially unacceptable behaviour. The Think! Annual Survey<sup>48</sup> in 2006 found that a large majority of respondents (93%) agreed that driving over the legal alcohol limit was dangerous, with nine in ten (89%) expressing strong agreement.
159. However, there is still a minority of drivers whose drink driving is responsible for over 500 deaths a year. We are committed to tackling this offence and to stamping out this problem.
160. The effects of driving while tired, under the influence of medication or drugs, or while ill are harder to define, monitor and enforce than blood alcohol levels. However, steps are being taken to understand the issues and to develop techniques to test impairment.

#### Drink driving

161. We are making good progress in tackling drink driving; the number of drink-drive deaths and serious injuries has fallen by a quarter over the last decade (1996-2005). We are determined to maintain this progress, and in particular to reduce the number of drink-drive deaths.
162. There has been a welcome increase in the number of breath tests conducted and a reduction in drink-related accidents over the Christmas period of 2006 compared with Christmas 2005. DfT and Home Office Ministers wrote jointly to Chief Constables in England and Wales in early 2007, outlining the government's position on enforcement levels. We have given a clear steer to the police that criminal motoring offences are as serious as other criminal offences and should be enforced as such.
163. During this review, many stakeholders have advocated reducing the UK's blood alcohol limit from 80 mg to 50 mg. But the limit cannot be considered in isolation. The UK has stringent penalties for drink driving, and has better enforcement than many countries that have lower limits. We will keep under review the case for a reduction in the blood alcohol limit. But our first priority is to improve the enforcement of the current limit, building on the recent achievements of the police. We are confident that this has the potential to deliver a substantial further reduction in deaths and serious injuries, so continuing the good progress of recent years. And it is right that we should first ensure effective enforcement of the existing limit, so as to tackle those who are the most seriously impaired.

<sup>47</sup> RAC (2006). RAC Report on Motoring 2006. *The Future of Motoring: A Clear Road Map or Collision Course?* RAC, Norwich.

<sup>48</sup> This can be found on the Think! website: <http://www.thinkroadsafety.gov.uk>

164. For the main drink-drive campaigns in 2006, we worked closely with ACPO and ACPO(S) to co-ordinate the enforcement and educational campaigns. The communications strategy has been twofold: on television the Think! campaign promoted the message that you cannot gauge when you are over the limit so should not try, while on-line, radio and ambient media promote the message that the police are around and that they find drink-drivers easy to spot. We currently spend about £3.25 million a year on the drink-drive campaign. We will also collaborate with the Home Office and the Department of Health on the relevant issues in the review during 2007 of the Alcohol Harm Reduction Strategy for England.

We will continue to monitor the effectiveness of the drink-drive campaigns, consider the ways of targeting the hard to reach groups and through this develop a new drink-drive campaign for 2007/8.

165. The police were given powers to require roadside evidential breath tests under the Serious Organised Crime and Police Act 2005. Activation of those powers requires type approval of a suitable device.
166. Through the Road Safety Act, enabling powers have been made that would permit a scheme whereby courts could refer offenders disqualified for at least two years to a rehabilitation programme involving the use of an alcohol ignition interlock, which prevents a vehicle engine being started until a clean breath sample is given. This will be tried as an experimental scheme in the first instance. There is no reason why employers could not fit interlocks to their fleet of vehicles, and we will promote this as part of the driving for work programme.

We will start a process of consultation in 2007 to:

- Explore ways that enforcement might be made easier for the police, including the possibility of allowing fully random breath testing; and
- Establish ways to separate drinking from driving - including looking at:
  - the role of the licensing industry
  - the responsibilities of service station operators and pub landlords
  - the extension of incentive schemes for designated drivers

## Drug driving

167. Publicity and education about illegal drug driving is channelled towards specific target groups most at risk. These include handouts at pop music festivals and an information web site. To date, they have proved effective in raising awareness of the issue and are seen by the target audience as an appropriate intervention.

We will increase the budget spent on the drug campaign in 2007 to target more venues.



168. The Home Office is developing ways to improve the drug screening process. Giving effect to new police powers created in the Railways and Transport Safety Act 2003 requires type approval of suitable equipment for drug testing. The Home Office is working on a specification for a (non-evidential) machine that could screen oral fluid samples. Manufacturers would then be able to develop devices to this specification. It is expected that the first devices developed to this specification could be available by the end of 2007. This could be the key to developing an effective enforcement effort, which should have substantial deterrence value, as well as providing much better information on the scale of the problem.
169. The Home Office is also developing a prototype device that could both screen and analyse samples. This is likely to be ready in 2-3 years.

We will begin a consultation process to establish whether the current process of police enforcement for drug impairment could be made more effective.

### **Fatigue**

170. Research has suggested that driver tiredness accounts for 10% of all accidents, and up to 20% of collisions on motorways or similar roads. As a result it is estimated that about 300 people are killed a year where a driver has fallen asleep at the wheel.<sup>49</sup> The problem is not all about sleep disorders, as the evidence suggests that healthy young men's lifestyles can be an issue. However, for a variety of reasons, it is difficult to be definitive about the extent and nature of the problem.
171. The 'Don't drive tired' message continues to warn drivers of the dangers. We also use partnership marketing with, for example, Little Chef, who offer free coffee - an incentive for drivers to take a break. This issue is linked to driving for work and is covered in the material that will be targeted at employers.
172. There are a number of severe accidents involving a vehicle colliding with a vehicle stopped on the hard shoulder of a motorway, and this may be caused by drivers falling asleep. The Highways Agency is looking at ways to tackle this problem.
173. With regards all driver impairment, the Home Office is engaged in long-term work to develop a technical device for measuring impairment that might be attributable to factors other than drink and drugs, such as medical condition or fatigue.

We will devise a new 'driver tiredness' publicity campaign to air in 2008, considering different ways of making the message more effective.

### **Health and age related impairment**

174. It is difficult to estimate the number of accidents caused by health- or age-related impairments. Older drivers do have fewer accidents, but the number of people over state pension age is projected to increase by 11.9% from 10.9 million in 2002 to 12.2 million in 2011, and is expected to continue rising. It is important, therefore, that we start to take steps now to counter the risks of health- and age-related impairment on road safety.

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<sup>49</sup> Maycock, G. (1995) *Driver Sleepiness as a Factor in Car and HGV Accidents*. Transport Research Laboratory, Crowthorne, p. 39.

175. Looking at the types of fatal accidents in which older people are involved shows that they tend to be a result of misjudgements and perceptual errors in 'right of way' collisions. Over the coming years, an ageing driving population means that a higher proportion of drivers will have impairment (and possibly loss of insight about impairment) from the effects of age, illness and medication.

To start to tackle this problem we will:

- Continue to engage with health professionals to inform them of the effects of medical conditions on driving ability. A good example of such activities is the publication of 'Fitness to Drive' by the DfT's Chief Medical Advisor, Tim Carter, a guide for health professionals who need to advise patients on this topic; and
- Implement changes to the medical aspects of driver licensing to make it more effective and to support all drivers on managing fitness to drive. These changes will be developed in the light of the Health and Licensing consultation produced by DVLA.

## Theme 4 - Safer infrastructure

Strategy objective	A greater emphasis on making the best use of the existing highway network, giving priority to treating the places with the worst safety, congestion and environmental records.
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### Overview

176. The majority of accidents continue to occur on local roads, and local authorities have made considerable progress through a range of engineering solutions. The Highways Agency (HA), Transport Scotland and Transport Wales continue to make good progress on their networks and, despite a small increase in accident numbers in 2005, our motorway network remains one of the safest in Europe, if not the world.

177. TRL's *Monitoring Report* suggests that improvements to infrastructure have contributed to a significant reduction in casualty numbers. The rates of return on local schemes remain high, despite the average cost per scheme increasing.<sup>50</sup>

178. Many schemes have been implemented over the last few years. Examples here demonstrate the links between local authorities and central government, the role of Europe and the improvements possible on an already relatively safe network. As with all road safety initiatives, infrastructure should not be taken in isolation, but the aim is to create a structured and co-ordinated approach to engineering, education and enforcement, for all road users.<sup>51</sup>

### Local roads

179. Local authorities continue to develop their policies on a route or area basis, in addition to the old focus on accident clusters. *The Road Safety Investment Monitoring 2005/06* report outlines in detail the number, cost and types of English schemes. The dedicated spend on road safety schemes totalled about £135 million in 2005/2006. Local authorities produced new five-year transport plans in 2006, and road safety continues to be given a high priority by most.

180. The estimated first-year benefit of direct spending on safety schemes by local authorities was £386 million in 2005/2006.<sup>52</sup> This is an excellent return rate. The safety benefits have increased due to extra spending over the last four years. Comparing the investment against the safety benefits, the return for 2005/2006 is 305%.

181. Each local authority's progress towards meeting its own casualty-reduction target now forms part of the Audit Commission's *Comprehensive Performance Assessment*, as well as influencing a proportion of each authority's Local Transport Plan settlement.

<sup>50</sup> DfT (2007) *Road Safety Investment Monitoring Report 2005/06*, to be published on the DfT web site.

<sup>51</sup> An example of this is the A77 Safety Group, chaired by Transport Scotland. The key members of the group include the local authority, police force, the Safety Camera Partnership, the local radio station and the trunk road operating company. The group has been responsible for a number of excellent initiatives.

<sup>52</sup> DfT (2007) *Road Safety Investment Monitoring 2005/06*; to be published on the DfT web site.

182. The Local Road Safety Grant for Welsh Authorities in 2006/2007 is £7.4 million. This enables local authorities to promote road safety through engineering, education, training and publicity. The Welsh Assembly is spending approximately £340,000 on a project to provide an objective measure of the maintenance requirements on local roads, helping local authorities to prioritise their expenditure. During the course of the project, condition surveys will be carried out on all road classes across Wales.
183. In Scotland, the Executive supports local authorities' funding for roads and transport through the core local government finance settlement. It is then for the local authorities to decide how best to allocate those resources based on their local needs and priorities. The Society of Chief Officers of Transport in Scotland, on behalf of local authorities, is carrying out a survey of the condition of local roads on an on-going basis.

### **Mixed-priority routes**

184. The original strategy identified urban 'mixed-priority routes' as among the least safe of all local roads. These routes are important links in local transport networks, but are also home to shops and other commercial properties, public transport facilities and community facilities, playing a role as urban centres. Diverse pedestrian movements along and across these roads, combined with heavy traffic flows, make for an acute combination of road safety problems.
185. Government funding of £1 million each has been made available for ten participating authorities in a demonstration project, nine of which are now complete. The schemes aim to make these roads safer and more pleasant for all users, also delivering local environmental and regeneration benefits, while protecting the role of the routes as traffic distributors.
186. We were also interested not only in what is done, but how it can be successfully carried out - finding agreement and 'buy-in' between the multitude of competing interests and stakeholders in such urban centres is a challenging task. We plan to maximise the opportunities to disseminate the lessons from the schemes as they emerge by publishing best practice guidance for mixed priority routes in 2007.

### **Demonstration projects and best practice**

187. Much has already been achieved with urban demonstration projects, including the mixed-priority routes above and the Inner City Project in Birmingham. We plan to initiate a Rural Road Safety Demonstration Project in 2007 with several partner highway authorities.
188. These will develop good practice for reducing casualties on rural roads, with a focus on the collection of road safety/accident data, the analysis of the data to identify significant accident issues, factors and features, the development of local casualty reduction strategies, the implementation of casualty-reduction measures and the evaluation of measures and strategy.
189. Six towns have been given £8.5 million over three years from October 2005, primarily to increase the number of people cycling. The facilities that these cycling demonstration towns will implement will involve a mix of measures, including improved infrastructure and further training, many of which will inevitably improve safety.
190. Best practice guidance continues to be issued by DfT and others to local authorities; for example, the Local Transport Notes and *Manual for Streets* by DfT, and the IHIE's *Guidelines for Motorcycling - Improving safety through engineering and integration*. Furthermore, the six councils that have been awarded Beacon status for road safety are working to share their own areas of excellence with the wider local-authority community.

We will continue to collate and disseminate good practice to local authorities. We will therefore:

- Continue to work with the County Surveyors' Society to compile best practice on route based treatments;
- Publish guidance on traffic calming early in the new year for local authorities; *'Local Transport Note 1/07 Traffic Calming'*;
- Publish *The Manual for Streets*, including technical guidance on the design of residential streets and other lightly trafficked roads, in 2007;
- Support the dissemination of lessons learned during the rural road safety demonstration project.

### **Highways Agency - strategic road network**

191. The Highways Agency continues to contribute to the reduction in road casualties and is on course to meet all of its PSA road safety targets. The Agency's programme of Targeted Improvement Schemes, major and minor maintenance and local area safety schemes all make a major contribution to improved road safety on the strategic network.
192. The Safety Action Plan is now well established, and all 23 actions have either been completed or are in progress to meet the 2010 casualty reduction targets. These include infrastructure improvements and driver information programmes. The Agency's additional role as network operator, and changes to the network itself, have led to the Agency adopting a number of additional road safety strategies, including targeted programmes aimed at influencing driver behaviour. These information programmes are currently in development and will be implemented in early 2007.
193. Continuing to reduce casualties is becoming more challenging as the quality of the network infrastructure improves. The Agency, therefore, is looking for new, innovative ways of delivering its road safety objectives. A decision was made in February 2006 to disaggregate the Agency's overall road safety targets to the local-area teams to improve local accountability and ownership. Each of the Agency's areas will be responsible for delivering its own road safety target and will have a Local Area Safety Action Plan to assist the team to deliver these objectives.
194. The publication and use of documents aimed at facilitating better crossing provision on the trunk road network is now outlined in the *Design Manual for Roads and Bridges*. The planned delivery of the Vulnerable User's Crossing Implementation Programme is currently ongoing, but remains subject to availability of funding.

### **EuroRap (European Road Assessment Programme)**

195. EuroRAP is helpful in raising awareness of high risk roads and showing how the application of treatments can successfully reduce casualties. Parts of both the Highways Agency and Transport Scotland's network have been surveyed as part of a pilot to record infrastructure safety rating 'star' scores (Road Protection Scores).

The actions after EuroRAP has reported (post May 2007) are probably:

- If warranted, consider expanding the survey so that the whole HA network is given RPS star ratings;
- If warranted, consider producing new guidance to road designers and maintenance agents by January 2008;
- For those roads surveyed, consider designing improvements that would increase the star rating, but only where this can be shown to maximise return for our investment in line with our current methodology for prioritising investment;
- Any new mass action programmes are likely to be very costly, however, and appropriate consideration will have to be given to the benefits before this goes ahead.

### **Traffic officers**

196. The Highways Agency's rollout of the Traffic Officer Service is going as planned and has now completed the set up of the Regional Traffic Control Centres. It is too early to report on the impact on casualty reduction across the network, but the Traffic Officer Service has met or exceeded the response times to network incidents.

### **Welsh strategic road network**

197. A £1.5 million annual programme of safety schemes is being implemented on the motorway and trunk road network to treat accident clusters and areas of concern. The Assembly Government and the unitary authorities work closely with police to examine, and where appropriate treat, hazardous locations on the highway network.

### **Scottish trunk road network**

198. Transport Scotland is responsible for improvements and maintenance of the trunk road system in Scotland, as well as delivering a programme of specific road safety measures. The success of specific remedial measures at identified accident cluster sites over recent years has meant that other strategies have had to be developed to continue progress in reducing accidents. Successful route strategies continue to deliver accident savings and standardised treatments on the network, but these too are being reviewed in light of advances in passive safety products and the desire to reduce injury severities as well as numbers.

199. The Strategic Road Safety Plan to be published in 2007 will set out for the first time a clear list of actions to address specific areas of road safety that will deliver targeted benefits. High among these is the need to address the number of safer roadsides, motorcycle accidents, and to investigate the elements of infrastructure that pose the greatest hazard. An initial mass-action programme of replacing large unprotected signposts with passively safe alternatives has already been implemented and will be expanded to other areas in the future to ensure that motorcyclists and car drivers alike are less likely to sustain fatal or serious injuries on impact.

200. As with many roads across Britain, improvements have already been made to the more easily identifiable locations. For this reason, greater partnership working is crucial with all those seeking to deliver a range of road safety benefits. The Strategic Road Safety Plan places an emphasis on this.

### **Road worker safety**

201. The Highways Agency published a Strategy and a Road Worker Safety Action Plan in 2006/2007 to enable it to revitalise its approach to road worker safety. The Agency is carrying out an urgent review of operations that require road workers to be exposed to live traffic with a view to reducing risks. It is introducing more targeted speed limits at road works, with the aim of altering speed limits to match safety requirements. This will be combined with increased use of average speed detection equipment and other methods to influence drivers' behaviour, including vehicle-activated signs that warn drivers that they are exceeding the speed limit. Road users are being given more accurate information through variable message signs about the presence of road workers with supporting campaigns to promote safety through road works. The Highways Agency is working with other industry groups to further improve training for workers on high-speed roads.

## Theme 5 - Safer speeds

Strategy objective	Develop and maintain speed management policies that contribute to a reduction in road casualties.
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### Overall

202. The promotion of safe and considerate driving and encouraging road users to adopt appropriate speeds on our roads are major elements of the government's work to reduce road traffic collisions and injuries, and to develop safer environments for all road users.
203. Driving in excess of the speed limit remains at a high level on all types of road. However, the latest annual figures in *Vehicle Speeds in Great Britain 2005*<sup>53</sup> show that the proportion of motorists exceeding the 30 mph speed limit has continued to fall year on year since 1998. For example, the proportion of cars exceeding the speed limit in 2005 was 50% compared to 66% in 2000.
204. Inappropriate speed remains a significant problem on rural roads, and the local authorities are expected to consider approaches to tackle the issue of speed in developing their strategies for the rural demonstration projects.

### Speed management

205. We are working with the Motorists' Forum, and individual members of the forum, to implement and progress the recommendations of its *Road Safety and Speed Management* report, published in August 2005. (For details on Intelligent Speed Adaptation see paragraph 225.)
206. The Department published its new guidance to traffic authorities on setting local speed limits on 8 August 2006. Traffic authorities have been asked to review the speed limits on all of their A and B roads and implement any resulting changes by 2011 in accordance with the new guidance. The Scottish Executive has issued similar guidance to Scottish local authorities which does not require Scottish authorities to implement changes.
207. While aimed at improving clarity and delivering greater consistency of local speed limits across the country, the new guidance will also contribute to raising road users' awareness of speed limits and how to recognise and understand more easily both the speed limit and what is an appropriate speed on different types of urban and rural roads.
208. The guidance sets out the key factors that traffic authorities should consider when setting local speed limits. In particular, the guidance:
- strengthens the underlying principle of evidence-based, self-explaining limits where the road's function, traffic mix and characteristics determine an appropriate speed limit reflecting what the road looks like to the road users;
  - encourages the adoption of informal hierarchies of roads, within which those with a strategic function would be expected to have a higher speed limit than those with a local access or community function where quality of life is more important;

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<sup>53</sup> DfT (2006) *Vehicle Speeds in Great Britain 2005*. DfT, London.



- further supports and encourages the implementation of 20 mph limits and 20 mph zones in urban areas, and 30 mph speed limits in rural villages. In the City of Hull, 120 zones, covering 26% of the city's roads, are subject to 20 mph speed restrictions. These restrictions contributed to a 90% reduction in KSI accidents;<sup>54</sup>
- encourages consideration of lower limits where conditions and evidence dictate. However, it also indicates that, where appropriate, higher limits should be considered if this can be achieved safely and without compromising quality of life.

We have encouraged, and will continue to encourage, local authorities to use 20pmh limits and zones.

We will work with local authorities to identify alternative cost-effective ways to sign 20pmh zones.

We will publish advice on the monitoring and evaluation of the effectiveness of speed management schemes, programmes and strategies in 2008.

We will continue to advise traffic authorities so that road users are helped by correct and consistent speed limit signing.

### **Education and publicity**

209. The current Think! speed publicity campaign highlights the impact of hitting someone at 40 rather than 30 mph with the line 'It's 30 for a reason'. This has had a measurable effect on people's acceptance of the 30 mph limit. Current research on the public's perception of speed and risks will be completed in 2007. Local campaigns and community involvement can be key to ensuring that people understand the role of speed limits. As with all our publicity campaigns we will continue to monitor and evaluate their effectiveness and develop new messages to target those groups who continue to ignore road traffic rules.

We will continue to refresh the Think! speed campaign in 2008 in the light of the latest statistics and surveys.

### **National Safety Camera Programme**

210. The roll-out of the National Safety Camera Programme has continued since the last three-year review, and by 1 April 2006 cameras were operating in 46 safety camera partnership areas, covering virtually the whole of Great Britain.

211. The annual independent research evaluations, prepared by PA Consulting and University College London, show that the national programme continues to be highly effective in reducing speeding, accidents and casualties at camera sites and, therefore, are achieving substantial and valuable reductions in collisions and casualties.

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<sup>54</sup> TfL (2003) Fact Sheet – London Road Safety Unit: Safety Research Report No.2; *Review of 20mph Zones in London Boroughs*. TfL, London. This fact sheet gives details about 20 mph limits, including those in Hull.

The Road Safety Act makes possible the ban on vehicles being fitted with, or a person using a vehicle carrying, speed assessment equipment detection devices. The exact types of devices which will be prohibited will be identified in future regulations, but it is not intended to prohibit those devices that only contain information about published camera site locations. We will begin a consultation process on these provisions in 2007.

212. The netting-off funding arrangement for safety cameras has successfully enabled a rapid programme of investment in safety cameras. However, the safety camera programme is now more mature, and on 15 December 2005 the Department announced that camera activity, funding and partnerships are to be integrated into the wider road safety delivery process from 1 April 2007. The existing arrangements for safety camera partnerships remain in place in Scotland.
213. This move will give greater flexibility to local authorities, the police and the other agencies who work with them to improve road safety, enabling them to pursue whichever locally agreed mix of road safety measures will make the greatest contribution to reducing road casualties in their area. The new guidance on the deployment of safety cameras also gives greater local freedom to local authorities, the police and other local delivery partners on the future use of cameras.
214. Average speed enforcement systems are being effectively used in certain parts of the network. For example a permanent average-speed system is in use on a stretch of the A77 in South Ayrshire, part of Transport Scotland's network, as one element of a rural route strategy to encourage lower vehicle speeds. Similar systems are also being increasingly used at Highways Agency and Transport Scotland roadwork sites.

In place of the current netting-off funding, the Department is enhancing the level of funding available for road safety through the LTP system by £440 million over the period 2007/08 to 2010/11. In the same way, the level of funding in Wales will be enhanced by £8.5 million per year for the same period.

### **Further enforcement and advisory measures**

215. Mandatory variable speed limits have proved to be an effective tool in reducing KSIs on motorways.<sup>55</sup> Based on the M25 Controlled Motorway experience, the Highways Agency is identifying further sites that may benefit from the introduction of mandatory variable speed limits. It is likely that these sites will be on the congested sections of the network, including sections of the M4, M3 and M25 identified in the Multi-Modal Studies and when widening from three to four lanes.
216. We will consider ways of advising motorists as well as penalising them. Vehicle-activated signs are one such way. We will work further with local authorities, especially those undertaking the rural demonstration projects, to explore ways of providing information to the driver.

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<sup>55</sup> The *Summary Report on the M25 Controlled Motorways Scheme* was published in November 2004. It confirmed that controlled-motorway operation (variable mandatory speed limits) reduced KSI incidents by at least an additional 10% (at better than 95% confidence level) on top of the 13% reduction provided by MIDAS queue protection.

### **Speed awareness courses**

217. We have been placing greater emphasis on education and retraining of speed offenders. The ACPO speed awareness courses enable more offenders to be made aware of the risk and danger associated with speeding. We will support ACPO's national rollout of speed awareness courses and work with them to improve the content through guidelines.

### **Graduated penalty structure**

218. The Road Safety Act 2006 provides a power enabling the Secretary of State for Transport to set a graduated fixed penalty structure for certain offences, including speeding, which would include a different level of points for different circumstances (e.g. on the basis of the level of speeding). The graduated penalty system would punish extreme speeders more heavily and allow more careful consideration to be given to drivers who may breach the speed limit by a relatively small amount.

<p>The consultation on a graduated penalty system will begin in 2007 and the system, depending on the results from the consultation, would have to be approved by Parliament.</p>
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## Theme 6 - Safer vehicles

Strategy objective	To see continuous improvement in vehicle safety either through regulation or by encouraging the motor industry.
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### Overview

219. Following on from a number of major studies, including CARS21, PACTS' report on *Policing Road Risk*, and the House of Commons Transport Committee's report on *Traffic Policing and Technology*, it is clear that technology will play an increasingly important role in not just effecting the severity of a collision but preventing it in the first place.

220. In our development of vehicle technology, we have four aims:

- to provide effective public information about different types of vehicle technology. This will inform a person's choice when purchasing vehicles and will promote competition in the market place to improve the safety of cars, which should act as a faster lever for change than regulation;
- to improve our understanding on the UK benefits of safety features by taking a proactive approach to establish a faster assessment of the benefits;
- to establish the right balance between regulation and consumer information to drive market change;
- to assess potential risks presented by new technologies and mitigate against them.

221. Much of the progress below will affect the safety of new rather than existing vehicles. The full accident reduction benefits will therefore continue to manifest over the longer term as more new vehicles come into use. A range of examples are given below of the types of activity that we are heavily involved in.

### Co-operation

222. Effective co-operation between the manufacturers, EU and national governments is crucial to the rapid but successful delivery of new safety features. CARS21 is a good example of how organisations can work together. This was launched in January 2005 and brought together the key stakeholders in the automotive sector to conduct a comprehensive analysis into the competitiveness drivers of the European automotive industry.

### Accident avoidance

223. The European New Car Assessment Programme (EuroNCAP) is being developed to cover the primary safety performance of vehicles as well as their secondary safety performance. We are taking a leading role in this activity and commissioned the development of new test procedures for braking and braking stability; visibility; lighting quality; handling behaviour and ergonomics.

224. Limitations of available accident and exposure data have meant that, traditionally, it is difficult to justify the inclusion of primary safety feature ratings based on predictions of accident and casualty reduction in EuroNCAP.

We are taking a new approach to proactively investigate the UK benefits (and risks) of primary safety features. As a priority we will investigate the potential accident reductions of electronic stability control (ESC) in early 2007. In addition, the Primary NCAP technical working group, chaired by the UK, will continue to work on functionality ratings for ESC which are able to differentiate between well and poorly performing ESC systems.

We will publish the results of this work on the internet to provide consumers with information about the choices they have. This will be an ongoing project, updated with new information, but will start in spring 2007. We will also continue to play an active role in the European *eSafety Aware* group which aims to raise awareness of new vehicle safety technologies across Europe.

### **Intelligent Speed Adaptation (ISA)**

225. A research report on the long-term effects of Intelligent Speed Adaptation (ISA) on driver behaviour will be completed in 2007. We have no plans to mandate the use of ISA. However, we expect there will be considerable market demand, not least from fleet operators, in view of the safety, environmental and cost benefits which ISA offers. The use of ISA will only be possible with the development of a national speed limit database.

226. CfIT (the Commission for Integrated Transport) and the Motorists' Forum will jointly pursue a project on ISA, speed-limit enforcement and the costs/benefits of such action in terms of both road safety and reductions in carbon emissions during 2007. As currently framed, the project would have two research questions. First, to analyse the feasibility of raising the levels of adherence to speed limits through technological means, and second to understand what would be the costs and benefits of that in terms both of road safety and climate change.

We will take a leading role in developing a national speed limit database.

To start this process we will:

- canvass local authorities to identify current mapping processes and run a pilot speed limit updating process with representative local authority areas;
- monitor the trial by Transport for London and Ordnance Survey (OS);
- investigate a Highways Agency trunk road pilot.

### **Improved front- and side-impact compatibility**

227. We have continued to support international research programmes concerned with providing a scientific basis on which improved vehicle-to-vehicle crash compatibility can be developed. Some progress has been made with respect to frontal crash compatibility with two European programmes scheduled to report in spring 2007. (See also the section on 'Safer car fronts', paragraphs 259-263.)

### **Improve occupant protection - whiplash reduction**

228. A number of vehicle accident and occupant injury studies indicate that low-speed rear impacts can lead to neck and back injuries causing long-term disablement or discomfort. No regulatory test exists in Europe to assess injury risk in rear impacts, in particular low-severity rear impacts. It is thought that design changes to seat systems and head restraints could make a positive impact in mitigating the injury. It is also thought that occupant protection could be enhanced if head restraints were properly adjusted.

Test procedures to assess the performance of seat systems and head restraints are currently being developed. Using the best scientific knowledge, we will work within the international community to bring forward measures to mitigate whiplash injuries. It is expected that test procedures could be finalised by 2008.

### **Reduce internal head-contact injuries**

229. Head injuries resulting from contact with the internal structure of the vehicle remain a significant issue. We have contributed scientific support to European research through the European Enhanced Vehicle Safety Committee to develop a test procedure to determine the likely areas of contact and assess the level of protection offered to the head by the interior surfaces of the vehicle. Ultimately, this procedure may form the basis of proposals to amend international regulations governing interior fittings.
230. This activity is closely linked to further developments with respect to side impact performance, and therefore proposals are likely to be taken forward as a complete package when all of the work is complete.

### **Intelligent seatbelts and airbags**

231. We worked collaboratively with European colleagues to contribute to a European (EC 5th Framework) research programme. The overall objective of this was to develop tools which will assist European restraint system and vehicle manufacturers to develop effective smart restraint systems (seatbelts and airbags) in order to mitigate occupant injuries.
232. The project advanced our understanding of vehicle-occupant injury mechanisms, including some assessment of the occupant's size and weight. It also gave some insight into the relationship between occupant posture and injury. This enables the industry to develop restraint technologies that address real-world accident needs.

### **Improve standards for child restraints**

233. Current regulatory standards provide a minimum level of safety performance, including a dynamic frontal- and side-impact test. We have also developed a procedure to assess the ease with which the restraint can be correctly installed in a vehicle.

We will provide consumers with a realistic and independent assessment of the comparative performance of child restraints to lead to more informed purchase decisions and encourage a market for design-led improvements in safety by the end of 2007.

### **In-vehicle information systems**

234. The Department believes in-vehicle information systems such as GPS and navigation devices could provide safety and economic benefits by helping reduce congestion and delays and potentially avoiding accidents. However, there is a need to ensure that such systems do not present an increased safety risk by distracting the driver from the normal driving task.
235. We were instrumental in the development of the European Statement of Principles on safe human/machine interaction which offers manufacturers design guidelines to minimise driver distraction. We have also completed guidelines to promote the use of appropriate routing strategies by navigation system manufacturers. Encouraging the use of these guidelines will mean fewer vehicles are directed onto inappropriate roads.

We will complete a review of the current licensing regime for route guidance and satellite navigation systems to reflect the road safety concerns, taking into account the responses of the consultation that closed in January 2007. This should be complete by the end of spring 2007 but any changes to legislation will take longer.

## Lighting

236. Since 2003, cars are permitted to have bend lighting (i.e. headlamps that adjust the direction of the beam in response to the position of the steering wheel to improve the illumination into bends). Now, adaptive front-lighting systems can automatically adjust the light-beam pattern to suit the driving conditions. For example, on motorways, where speeds are high and there are few sharp bends, a long narrow beam offers the best visibility. By contrast, a wider, shorter beam provides better illumination at junctions and of pedestrians beside the road and reduces glare to other road users, so is more suitable for town driving.

237. There is pressure at both European and UNECE level to introduce mandatory daytime running lights (DRL), whether by dedicated DRL (low wattage lights which are automatically activated when the engine is switched on) or use of dipped beam headlamps. We oppose these moves due to outstanding safety and environmental concerns and the uncertain cost-benefit case for daytime running lamps in the UK. We are concerned that other types of road user (motorcyclists, cyclists and pedestrians) could become less conspicuous.

## Tyres

238. We will carry out research to assess whether the minimum car/van tyre tread depth set in the late 1980s continues to offer the same level of safety on representative wet road surfaces for modern-day vehicles.

## Large vehicles

239. There have been a number of projects to increase our understanding of the safety of large vehicles, with some having subsequent activities, to ensure that the necessary adjustments are made. These include:

- establishing the costs/benefits of implementing reflective tape, and we have agreed legislation to mandate its fitment on heavy goods vehicles;
- initial research into the nature and scale of wheel detachment from large vehicles has been completed; further research to test possible solutions to the problem and enhance current good practice advice will commence shortly;
- identifying the extent and potential means of preventing passenger ejection from minibuses, buses and coaches;
- bringing up to date our knowledge of the effectiveness of safety features of large vehicles (trucks, buses and coaches, agricultural vehicles and their trailers), with identification of potential new ones by the end of summer 2007;
- we continue our activities on HGV (heavy goods vehicle) occupant protection with industry and other countries.

240. After the European Directive was agreed to standardise the fitting of new front under-run guards on HGVs, a collaborative European research project on further front and rear under-run requirements reported at the end of 2006. Research into the cost-benefits of integrated safety guards and spray suppression on large goods vehicles has also been completed.

241. A failure by the driver to see other vehicles is thought to contribute to a large number of accidents involving heavy goods vehicles. Amendments to the European Directive on this issue applied to all new goods vehicles registered from January 2007. The effect of these Directives is to improve the view of the road surface by approximately 90%; we believe that this will deliver a useful improvement to safety.
242. Also, part of these directives is to require a mirror to be fitted that provides the driver with a view immediately below the windscreen and also to improve the view immediately adjacent to the passenger's door. VOSA have already started handing out these Fresnel lenses and the results of their effectiveness should be available in early 2007. In the UK, on average 26 people are killed each year by heavy good vehicles moving away while people are crossing in front of them, and four are killed at the nearside in slow-speed manoeuvres.



## Theme 7 - Safer motorcycling

Strategy objective	To improve the safety of motorcycling.
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### Overview

243. As shown in the analysis of the issues section, motorcycling safety remains a top priority for the government.

244. Much progress has been made with the *Government's Motorcycling Strategy*, and the aim for the coming years is to ensure that the actions in this are fully implemented and new priorities for action are identified and addressed. A new way of working together with stakeholders has now been established, and motorcycling safety will be developed further through this forum. Also, the Scottish Executive is currently working on guidance to local authorities.

### Motorcycling strategy

245. In February 2005, the Government published the first fully fledged national Motorcycling Strategy. This demonstrated the benefits of close working with key partners and, importantly, the motorcycle industry and user groups.

246. A principal aim of the strategy is to mainstream motorcycling - so that all organisations involved in the development and implementation of transport policy recognise that motorcycling can be a modern, practical way of getting around.

247. The strategy sets out a framework for action over the next few years. Many of these actions are for central government to implement; some are for local authorities; others are for manufacturers, retailers and user groups to pursue. For more detail, the Strategy can be seen on the DfT's web site.<sup>56</sup>

248. Implementation is being overseen by the National Motorcycle Council, whose members include the industry, user groups, local authorities and the Government. It is focusing on four broad areas for action:

- road safety and publicity;
- traffic management and planning;
- training, testing and licensing;
- technical, engineering and environmental issues.

249. Implementation so far has included:

- a TV advert focused on urban junction collisions reminding car drivers to 'take longer to look for bikes' and the supporting radio advert and poster campaign;
- the filler *Perfect Day*, which shows a motorcyclist enjoying a ride on rural roads and navigating the potential hazards that might be encountered there. He is forewarned about the hazards by writing in the dirt on the back of a van, road signs and a hitchhiker's placard. The message of the advert is 'Think! You don't get warnings like this in the real world';

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<sup>56</sup> The Strategy can be accessed at: [http:// www.dft.gov.uk](http://www.dft.gov.uk)

## Second Review of the Government's Road Safety Strategy

- ongoing support for British Superbike Championships, working with vehicle and equipment manufacturers and the specialist press to convey road safety messages to sports-biking enthusiasts;
- the Institute of Highway Incorporated Engineers' guidelines to local highway authorities on motorcycle-friendly infrastructure;
- monitoring Compulsory Basic Training delivery, a course of compulsory basic motorcycle training which must be completed before a learner moped or motorcycle rider is allowed to ride on the road with L-plates or D-plates in Wales;
- new work on helmet standards;
- the introduction of a voluntary register of post-test trainers in 2007;
- a large survey of motorcycle riders looking at brake, tyre and rear vision issues. These will be analysed and taken forward in April 2007;
- advice to the public and others on mini-motos. Sufficient powers to counter illegal road use of these vehicles are also available to the police.

250. Work continues to:

- take forward the compulsory registration scheme for motorcycle trainers;
- develop and use new technologies to provide integrated safety systems for powered two-wheelers as part of a collaborative EC project (PISA). The DfT will also be one of a number of international partners involved in the OECD/ECMT motorcycle research. This will look at helmet research and recent motorcycle accident studies to identify trends, analyse the factors in motorcycle accidents and identify measures that could contribute to the reduction of injury severity and accident avoidance;
- test the feasibility, during 2007, of the practicality of a EuroNCAP-style initiative for motorcycle safety. This will consider issues such as foundation braking and advanced braking systems, conspicuity, stability and handling, lighting, emissions, rear vision and ergonomics;
- provide consumers with information about helmet type and use by mid-2007. We have recently refocused our efforts in this area to concentrate on the development of a consumer information programme rather than development of proposed amendments to the regulatory standards governing helmet performance. We believe this has the potential to reduce fatal and serious head injuries in a much shorter timeframe than regulations. We consider that comparative performance data will allow consumers to make more informed purchase decisions and thus challenge manufacturers to raise standards;
- address motorcyclist safety through trials of TRL Databike surveys over parts of the network and look at new solutions to reduce the likelihood of motorcycle collisions or reduce the severity of collisions in Scotland. Possible solutions under consideration include motorcycle-friendly safety barriers and skid-resistant iron work covers;
- understand the nature of motorcyclist accidents. We are identifying and assessing key factors influencing the interactions between drivers and motorcyclists and the relationship to the risks of accident involvement. A wide range of factors is being explored, including A-pillar obscuration, blindspot and 'looked but failed to see' accidents. An interim report will identify, if appropriate, any areas of further work that we can take forward. We also plan to undertake research on rider fatigue in 2007/2008.

## Second Review of the Government's Road Safety Strategy

The aim for the coming years is to ensure that the actions in the strategy are fully implemented and new priorities for action are identified and addressed.

We will, with the NMC, produce a progress report on the Strategy in 2007, highlighting current issues as well as implementation of the previously published actions. This will take account of the recommendations made by the Transport Select Committee after their inquiry into the *Government's Motorcycling Strategy*.

## Theme 8 - Safer for pedestrians, cyclists and horse riders

Strategy objective	To increase and improve conditions for vulnerable road users and reduce casualties.
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### Overview

251. The original theme was based on the three groups mentioned above; this section looks at all three, but also includes disadvantaged areas.

### Strategy

252. The government encourages walking and cycling as part of a sustainable transport policy and as a factor in a healthy lifestyle. The strategy to improve the safety of people undertaking these activities, and horse riders, is both to encourage them to protect themselves, through appropriate training and the use of appropriate clothing, to improve conditions for them by educating other road users and to improve the road environment. Local authorities are expected to produce (or update) a cycling strategy, which should include measures to make cycling safer. There are links here with the improvements already mentioned in infrastructure, vehicle design, driver training and testing and publicity.

### Training

253. In 2006, DfT announced an extra £5 million per year for three years specifically to encourage cycling to school. Funding is divided between cycle training for children and also providing further safer cycling routes to schools. DfT has established a National Standard for cycle training, with more than 20 road safety bodies, and has also established a new group called the Cycle Training Standards Board to oversee the new standard. The Public Health White Paper committed the Government to the new standard, which replaces the Cycling Proficiency Test previously administered by RoSPA. The new national standard was launched as a pilot in 2006, with a large national roll-out planned over the next two years. National standard cycle training is being launched as Bikeability training in England with funding from DfT for both cycle training in schools and the training of new cycle trainers to deliver the standard.

254. Following an evaluation of the Scottish Cycle Training Scheme resource, the Scheme materials are being revised.

255. The Department supports the British Horse Society to conduct road safety tests for horse riders and the development of materials for trainers and examiners, most recently a CD-ROM on the test. Road Safety Scotland is working with the equestrian community in Scotland to revise its publication on horse riding and road safety in 2007.

### Publicity

256. We concentrate the Think! cycling publicity on teenage and child cyclists. Partnerships are very useful in targeting these specific groups. Examples include discussions with JETIX, a children's entertainment company for 7-10 year olds, in partnership with Disney. The Hedgehog website has been redeveloped and it now incorporates cycling. A dedicated online advert publicises this new site.

257. Influencing adult pedestrian behaviour is particularly difficult, especially those who have been drinking. In 2004, 42% of fatally injured pedestrians had alcohol levels over 80 mg/100 ml and 38% had over 100 mg/100 ml.<sup>57</sup> The Home Office developed a campaign to educate people about the dangers of thinking they are infallible when drunk, which includes the risks of being involved in a collision when drunk. This can also be a specific local problem - for example in university cities, where some local authorities are already taking specific action.<sup>58</sup>

### **Educating the driver**

258. Educating drivers is an important element. *The Highway Code* includes a section for drivers on road users requiring extra care. To make drivers more aware, the theory test question bank contains a large number of questions about vulnerable road users. The screen-based theory test allows the use of digitised video clips to help test hazard perception with moving images, which include cyclists. Over the past few years, Road Safety Scotland has promoted a Mutual Respect poster campaign highlighting the responsibilities of drivers and cyclists towards each other and is currently developing a micro-site to support the campaign.

### **Safer car fronts**

259. We have worked with European partners to develop a new Directive that effectively bans the use of aggressive bull bars (frontal-protection systems). This EU Directive will apply to all new vehicles and to devices sold as accessories from May 2007.
260. Requirements to make the fronts on passenger cars and light vans less aggressive to pedestrians and other vulnerable road users became effective for new vehicle types in October 2005. This was the first of two planned stages for safety development that has discrete requirements for both adult and child casualty reductions. The second phase is scheduled for application from 2010 but, following a European Commission review, the requirements will be subject to re-negotiation and approval by the European Parliament.
261. A separate negotiation is ongoing to develop similar standards that would potentially be applied to Europe, North America and Asia; this has delayed the re-negotiation of the European Directive.
262. In the meantime, EuroNCAP has adopted procedures for its vehicle assessment programme that are broadly in line with the regulatory requirements.
263. An analysis of police data on road casualty severity by road-user type indicates that accidents involving cars account for the majority of all pedestrians killed and seriously injured. However, the proportion killed and seriously injured by cars, as opposed to other vehicles, has declined. On the other hand, the proportions of pedestrians killed by heavy goods vehicles (HGVs), public service vehicles (PSVs) and light goods vehicles (LGVs) have increased. We will therefore complete research to understand better the nature of pedestrian accidents involving goods and passenger vehicles by July 2007.

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<sup>57</sup> This is based on 2004 Coroners' and Procurators' Fiscal data using a sample which accounts for around half of all road accident fatalities. See *Road Casualties Great Britain 2005*, p. 33 for further information.

<sup>58</sup> One example is the Beacon Authority of Nottingham, which is using a mixture of publicity to students and infrastructure measures to limit fast-moving traffic in the city centre.

## Disadvantaged areas

264. Following the announcement of the target for disadvantaged areas, the Neighbourhood Road Safety Initiative was set up. The DfT invited the authorities to prepare submissions for funding to find and deliver innovative ways of tackling the problem of high numbers of road casualties in deprived wards. Following assessment of the submissions, the DfT allocated £17.6 million to the initiative. Again, effective community involvement with the various projects was a key ingredient in their success.

We will capture the lessons learned from this initiative and disseminate the results early in 2007.

265. DfT has also funded the £9m Kerbcraft child pedestrian training research project in 64 English local authorities. Schemes were selected on the basis of deprivation and child casualties, and 103 received up to £30,000 a year for three years to co-ordinate training for 5-7 year olds in three important road-crossing skills. The independent evaluation shows that trained children have made statistically significant improvements to key behaviours compared to untrained children. This project ends in March 2007, including a full evaluation. Twelve Scottish local authorities took part in a pilot in Scotland. The Scottish Executive is considering further support in light of evaluation findings.

We will disseminate the findings of the evaluation in 2007 and encourage local authorities to mainstream the principle elements of Kerbcraft within their child road safety strategies.

266. One of the intended aims of the Road Safety Partnership Grant Scheme for 2007 is to promote mainstreaming of the successful activities and approaches pioneered in recent DfT road safety projects, particularly those which address the impact of disadvantage on road safety.

## Road environment

267. In the UK, 50% of pedestrian casualties occur on major roads, 30% on local distributor roads and 20% on residential roads.<sup>59</sup> The majority of cyclists are killed or seriously injured on built-up roads (85% for all KSIs and 57% for fatalities in 2005). There are also links with deprived areas as they have a pedestrian casualty rate that is a third greater than in non-deprived areas.<sup>60</sup>
268. There has been a growing recognition by local authorities of the synergies between policies for road safety, local environmental improvement, urban regeneration and social inclusion. Homes Zones, Quiet Lanes and Mixed Priority Routes provide examples of how projects can achieve multiple objectives.

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<sup>59</sup> Lynam, D. et al (2005) *Sunflower+6* An Extended Study of the Development of Road Safety in Sweden, the United Kingdom, and the Netherlands. TRL, Crowthorne, p. 20.

<sup>60</sup> Lynam, D. et al (2005) *Sunflower+6* An Extended Study of the Development of Road Safety in Sweden, the United Kingdom, and the Netherlands. TRL, Crowthorne, p. 22.

269. The Mixed Priority Route scheme, the NRSI project and demonstration projects, including the Sustainable Transport Towns of Darlington, Peterborough and Worcester, aim to use infrastructure, education and publicity to develop a safer but also a more accessible road environment. The Scottish Executive and the Welsh Assembly are also providing funding to local authorities for cycling and walking projects.<sup>61</sup>

As well as disseminating the lessons learnt from demonstration projects we will:

- publish guidance on cycle friendly infrastructure in Autumn 2007;
- publish Local Transport Note; *Policy, Planning and Design for Walking and Cycling* in Autumn 2007;
- publish Local Transport Note; *Adjacent and Shared Use Facilities for Pedestrians and Cyclists in Autumn 2007*; and
- publish the Local Transport Note; *Signs and Markings for Cycle Routes* by the end of 2007.

## Victim support

270. Support services available for road crash victims include the *BrakeCare* guide for bereaved families and friends. This has been funded by the Office of Criminal Justice Reform since 2003 and is provided to families by police officers following a road crash.
271. The Code of Practice for Victims of Crime includes an obligation on the police to provide close relatives of a victim of road death with timely information about their case and an enhanced service.
272. The core funding provided to Victim Support allows them to provide a Witness Service in all Crown and Magistrates' courts. If a road traffic incident involves a court case, the victim or their family can access this support.

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<sup>61</sup> In Scotland the budget for cycling, walking and safer streets is over £55 million between 2000 and 2008 and funding for 20 mph speed limits around schools, safer routes to school and home zones is now nearly £50 million between 2003 and 2008.

## Theme 9 - Better enforcement

Strategy objective	To maximise the contribution that road traffic law can make to reducing casualties, through persuasion, deterrence and effective and properly enforced penalties.
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### Overview

273. Effective policing of traffic law is an essential tool in protecting the public against the consequences of illegal driving and deterring those who might otherwise tend towards unsafe behaviour on the roads. The use of data-led approaches and technology have become vital tools in the enforcement strategy. Some enforcement strategies have already been elsewhere, for example safety cameras.
274. We welcome the recent increases in police activity to enforce traffic laws, in particular the increase in the number of dedicated traffic police officers from 6,902 in 2002-2003 to 7,104 in 2004-2005. We were also pleased to see an increase in the number of breath tests carried out over the 2006 Christmas period, which were up by almost 10% on 2005. This same period witnessed fewer drink-related accidents, which shows what can be achieved by a joint enforcement and publicity approach.
275. Increasing enforcement activity further is a key theme in a number of different topics throughout this review. Therefore, we are working with the police, the Home Office and ACPO to implement the Roads Policing Strategy (see paragraphs 285-287) and to develop key indicators to enable forces to demonstrate the progress they are achieving. This will drive progress in the areas of highest priority.

### Seatbelts

276. The overall seatbelt wearing rates are good, and the last 20 years have witnessed substantial behavioural change. However, the statistics from fatal accidents show that more can be done.
277. A substantial number of fixed penalty notices are issued, and publicity has been successful in raising awareness of wearing seatbelts in the back of the vehicle. Although it is difficult to directly relate activity to seatbelt wearing and then to accident-severity changes, a campaign about rear seatbelt wearing aired over a time that witnessed a 23% increase in observed rear seatbelt wearing.<sup>62</sup> Therefore, we need a campaign to target those people who have not yet taken on board the message that wearing a seatbelt can save your life.
278. Since 2002, seatbelt reminders have been encouraged by the EuroNCAP, which award additional points to a vehicle fitted with a seatbelt reminder that conforms to their protocol. About 75% of the vehicles that they assess now have them fitted. CARS21 published a final report in 2006 that recommended in their roadmap that the Commission should bring forward a proposal on seatbelt reminder systems during 2007.

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<sup>62</sup> Information can be found about this in a case study – 'Department for Transport – how insight defined the rear seatbelts campaign'. Taken from the Government Communication Network web site: <http://engage.comms.gov.uk>



We will test the combined effectiveness of publicity and enforcement campaigns. Four police forces will be involved in this experiment in 2007. We will monitor the effect of this and develop a national campaign if the local ones prove effective.

We will carry out analysis to understand the variable compliance to recognise where there are issues.

If the above approach fails to work, we will consult on making non-compliance with seatbelt wearing an endorsable offence.

### **Mobile phones**

279. On 1 December 2003, the use of a hand-held mobile phone while driving became an offence that was subject to a £30 fine. On 27 February 2007, the penalty was increased to three points and £60. The implementation of this new penalty was made possible by a provision in the Road Safety Act 2006, and was accompanied by publicity warning not only of the increase, but also of the dangers of using any type of phone while driving.

We expect to see a significant reduction in hand-held mobile phone use from increasing the penalty and the associated activity. We will monitor enforcement levels, the impact of the national publicity campaign and the actual use of mobile phones whilst people are driving. If people persist in using their phones, we will investigate the reasons and target publicity accordingly.

We will look at ways to make it easier for the police to be able to follow the process of investigating whether mobile phone use was a contributory factor in an accident, and thus prosecute more offenders.

### **Bad driving offences**

280. The Government published a consultation paper entitled *A Review of Road Traffic Offences involving Bad Driving* on 3 February 2005. The consultation paper proposed a number of measures aimed at creating a sensible framework of offences to deal with bad driving, particularly where death occurs.

281. The Government published a summary of that consultation and included a number of proposals arising out of the Review in the Road Safety Act 2006.

282. At the end of 2006, the Crown Prosecution Service launched a public consultation on road traffic offences, seeking views on how offences are prosecuted and the services it offers to victims and witnesses.

283. They are proposing changes to the guidance, and the consultation paper concentrates on the difference between dangerous driving and careless driving as this is where they believe the greatest sensitivities and public concerns lie. Changes are also proposed to the prosecution processes and procedures in relation to victim care.

The Road Safety Act will enable the following provisions to be implemented:

- a new offence of causing death by careless driving, with a maximum penalty of five years' imprisonment;
- a new offence of causing death whilst driving disqualified, unlicensed, or uninsured, with a maximum penalty of two years;
- the closing of a loophole whereby a high risk drink driving offender can recover his licence before he has had a medical examination to verify his fitness to drive. Revised powers for secondary legislation to impose a "disqualification until test passed" order will also mean that persons disqualified for two years or more - as would be all repeat offenders - would have to take a retest;
- an increase to the maximum fine for careless and inconsiderate driving from £2500 to £5000;
- an increase in the penalty for a child in a rear seat not wearing a seatbelt from £250 to £500. It means that the penalty in respect of a child sitting in a rear seat will be the same as that in respect of a child occupying a front seat; and
- obligatory disqualification of a person convicted of using a vehicle in a dangerous condition if the offence is committed within three years of a previous conviction for the same offence.

### **Driver re-training**

284. Experience of the Drink-Drive Rehabilitation Scheme and police Driver Improvement and Speed Awareness courses suggests this approach is popular with motorists and enforcers as an alternative or partial alternative to the routine endorsement.

Powers have been taken through the Road Safety Act 2006 to permit courts to refer offenders in certain circumstances to re-training courses with the incentive of reduced disqualification or a remission of penalty points. It is envisaged that this option will be used selectively in the first instance but could be extended at a later date.

It is extremely important that such courses are seen to achieve their objectives - in particular, to be at least as effective as traditional penalties in reducing re-offending - and not merely soften the punishments. Arrangements for the new courses will be developed during 2007 in consultation with stakeholders.

### **Roads policing strategy**

285. The Government fully recognises the importance of roads policing as an integral part of the day-to-day work of the police. That is why on 11 January 2005 the Home Office, the DfT and ACPO issued the first-ever, specific Roads Policing Strategy Statement.<sup>63</sup> ACPO(S) has also had one now for a number of years.

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<sup>63</sup> A copy of the Roads Policing Strategy can be found at:  
[http://www.acpo.police.uk/asp/policies/Data/acp\\_dft\\_ho\\_rp\\_strat\\_jan05.pdf](http://www.acpo.police.uk/asp/policies/Data/acp_dft_ho_rp_strat_jan05.pdf)

286. The Statement recognises that roads policing has an important role to play in meeting the targets of the Government's Road Safety Strategy for reducing death and injuries on the roads and creating a safe environment for all road users. Her Majesty's Inspectorate of Constabulary (HMIC) considers compliance with the Strategy as part of the basic annual review it conducts of all police forces.
287. The number of operational traffic officers in England and Wales fell between 1999 and 2004 by 21%. In 2002-2003 there were 6,902 police officers whose primary role was roads policing and in 2004-2005 this increased to 7,104. However, for the 2006 baseline assessment, forces will have had to adopt the Roads Policing Strategy and have a chief officer lead in order to obtain a grading of 'Fair or Above'. The work of HMIC is supplemented by the national Policing Performance Assessment Framework. The number of people killed or seriously injured in road traffic collisions per 100 million vehicle-kilometres travelled is one of the component indicators within the Framework. There has been no change in the number of officers allocated to road policing duties in Scotland in the last 20 years.

Part of the Roads Policing Strategy identifies the need for practical indicators of success for the police, linked to the overall KSI reduction target. We are working with ACPO to develop a set of key indicators of desired outcomes and outputs that should have an impact on the levels of enforcement from 2008.

As part of this work the following are being considered:

- The proportion of breath tests following collisions which show positive, providing an indicator of the prevalence of drink driving, which can be monitored over time;
- Data from speeding monitoring devices such as those at safety camera sites, which provide an indicator of the prevalence of speeding;
- Data on levels of observed compliance with seatbelt use; and
- Local opinion polling to monitor how safe and secure people feel on the roads.

## Technology

288. It is envisaged that technology will play an increasing role in road safety enforcement. It is already used for detection of drink driving, speeding and other offences, but equally has potential in a preventative capacity which, on the whole, is likely to be preferred. Better application of existing technology should improve communications between enforcement authorities, and the securing and transmission of accurate data about vehicles and drivers.
289. There is growing recognition that Automatic Number Plate Recognition (ANPR) technology offers significant potential for road-casualty reduction. In March 2005, ACPO published its *ANPR Strategy for the Police Service for 2005/2008*. Its vision is to 'Deny Criminals the Use of the Roads'. By 2005, every police force in England and Wales had at least one dedicated ANPR intercept team.
290. The Home Office will continue its commitment to ANPR until possible migration of responsibility to the National Policing Improvement Agency from April 2007.

### Vehicle and driver hours' testing

291. The number of accidents that involve vehicle defects remains low.<sup>64</sup> This is testament to the high standards expected and enforced on Britain's roads. VOSA, for example, continues to promote better roadworthiness standards through the ongoing testing of HGVs/PSVs and private vehicles.
292. VOSA also continues to enforce driver hours regulations by effectively targeting the non-compliant at the roadside. This can be demonstrated by the continuing success of Operation Mermaid, roadside inspections on goods vehicles on international journeys, and a joint pilot initiative currently being operated by VOSA and the Highways Agency in the South East. Introduced in response to concerns about the increase in the volume of non-UK registered HGVs entering Great Britain, the enforcement effort is being targeted at the most likely offenders so as to ensure the most effective use of resources.
293. A new EU Regulation on large commercial vehicle drivers' hours will come into force in April 2007. Among other things, it will: clarify weekly driving limits, require more frequent and evenly spread breaks, simplify daily rest requirements and establish a new, pan-EU committee to help ensure consistent interpretation of the rules. A new EU Directive will see UK enforcers (the police and VOSA) increase their drivers' hours enforcement activity from 1 January 2008.
294. The 2002 EU Road Transport (Working Time) Directive is intended to help prevent 'mobile workers' (mainly drivers and crew of HGVs, buses and coaches) from being forced to work excessively long hours. Regulations implementing the Directive came into force in GB on 4 April 2005. The Government is already committed to review the new Regulations and associated formal guidance in the light of practical experience. It will update formal guidance (in partnership with industry and unions as appropriate) and provide additional clarity and conduct a full review in early 2007.

### Uninsured drivers

295. An independent review, undertaken by Professor David Greenaway of Nottingham University, was published in August 2004. The report made 20 recommendations aimed at reducing the level of uninsured driving in the UK. The first of those has already been introduced, as the Serious Organised Crime and Police Act 2005 gives the police power to impound uninsured vehicles.

<p>The Road Safety Act 2006 contains a number of measures aimed at uninsured drivers. It creates a new offence of being the registered keeper of an uninsured vehicle; and it provides the necessary legislation to introduce a system of continuous insurance enforcement.</p>
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### Unlicensed drivers

296. Research<sup>65</sup> suggests that there are around 6,300 casualties annually as a result of crashes involving an unlicensed driver, and around 900 of these are killed or seriously injured.

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<sup>64</sup> The Contributory Factor data from 2005 suggests that only 3% of fatal accidents counted in this system were in some part a result of vehicle defects. This data is published on the DfT web site.

<sup>65</sup> *Research into Unlicensed Driving – final report*, Road Safety Research Report No.48, November 2003. DfT

To tackle the problem of unlicensed driving we will:

- Make compliance with the licensing requirements as easy as possible, and increase awareness of the dangers of unlicensed driving and the penalties imposed;
- Increase police detection of the offence;
- Make the punishment fit the crime; in a significant proportion of current illegal driving convictions, the unlicensed element is not taken into account during sentencing.
- Target enforcement - either because they are high risk (e.g. banned drivers) or simply because they are targetable (e.g. those buying a vehicle from commercial premises, vocational drivers and/or drivers working for licensed operators);
- Draw on results of research and the roadside survey to establish baselines and reduction targets for unlicensed, uninsured drivers and those evading MoTs. The first two will be established in Spring 2007 and the latter by Autumn 2007; and
- Commence the provision in the Road Safety Act to enable the Secretary of State, by regulations, to require a driving test candidate to surrender his driving licence to the examiner in prescribed circumstances (for example, if it does not pass the necessary security checks).

### **Foreign drivers**

297. Provisions have been made in the Road Safety Act 2006 that will impact on foreign drivers.

The 2006 Act provides a power for police and VOSA Examiners, for certain offences, to require a deposit from a driver who cannot provide a satisfactory address in the UK to which any legal proceedings might be addressed. If a deposit is not paid, the vehicle may be immobilised.

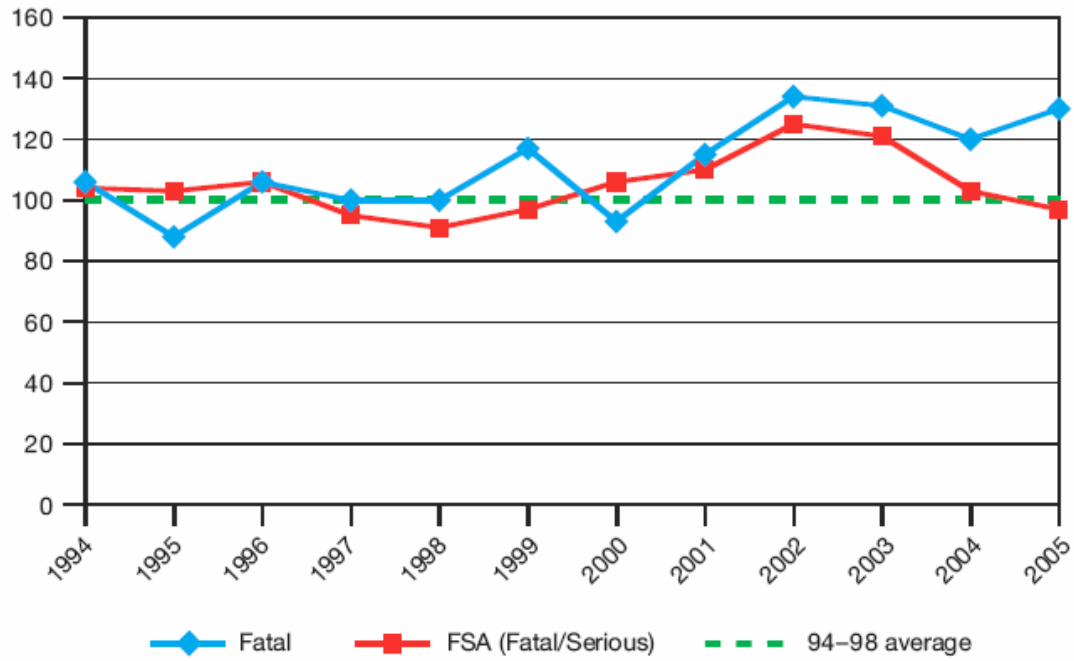
The Act also contains provisions relating to a new system of endorsement which will enable fixed penalty notices in respect of endorsable road traffic offences to be issued to unlicensed and foreign drivers. At present, it is only possible to issue a fixed penalty notice in respect of an endorsable road traffic offence to a person holding a driving licence and counterpart issued in Great Britain.

### **Hit-and-run accidents**

298. Hit-and-run accidents increased significantly between 1998 and 2002, but have since been falling. In 2005, the number of fatal and serious hit-and-run accidents was slightly below the 1994-1998 baseline, but the number of hit-and-run fatalities was significantly above the baseline.

299. While there is a suspicion that hit and run is linked to various forms of illegal driving - for example, drink driving, driving while unlicensed, uninsured, disqualified - it is not considered to be a bad driving offence per se. As such, it is a matter more related to general enforcement.

*Hit and run accidents by severity 1994-2005: 1994-98 average = 100*



## Theme 10 - Promoting safer road use

Strategy objective	To develop a more strategic approach to road safety publicity which continues to target many individual issues and starts to build a new understanding of <i>everyone's</i> social responsibilities.
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### Overview

300. Many of the previous sections have demonstrated that effective publicity, both nationally and locally, often alongside education, training, testing and enforcement, can influence driver, rider and pedestrian behaviour and have an impact on casualty numbers.
301. Nationally, the Think! campaign<sup>66</sup> continues to have considerable success in educating the public on road safety messages. Think! adverts are at the forefront of innovation as shown by their success in winning industry awards. Scotland has its own campaigns with the logo 'Don't Risk It'.
302. New campaigns have been discussed elsewhere, so the overall strategy is discussed here.

### Strategy

303. The 2005 evaluation of the Think! campaign changed the focus from targeting messages at broadly defined audiences, generally young men aged 17-34, children or teens, to one of identifying more precisely the most vulnerable road users, those who put themselves and others most at risk, and the contexts in which these risks occur.
304. Road safety publicity aims to:
- ensure that there is a high profile for road safety as a matter for general concern;
  - complement police and local authority activities;
  - encourage broader support from private-sector partners;
  - get across specific messages to target audiences;
  - generate media interest in road safety issues.

### Partnership working

305. Partnership working is again crucial to ensure that the public receive consistent and coherent messages not only on road safety, but also how these interlink with other areas such as antisocial behaviour and health. Examples include:
- The £4 million Home Office 'Know Your Limits' promotion is designed to show young adults the possible tragic consequences of excess drinking. This campaign is effective in drawing together a number of issues and demonstrates cross-government working.
  - The summer element of the 2006 drink-drive campaign was launched to coincide with the World Cup. There was also a strong in-pub presence offering advice and help with getting local cab numbers and a partnership with the *Daily Star* again themed around the World Cup.

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<sup>66</sup> The Think! campaign has its own web site, found at: <http://www.thinkroadsafety.gov.uk>

### **Consequences of being caught**

306. Highlighting the other consequences of risky behaviour, beyond being involved in a collision, also has a deterrent effect. A Scottish advert was based on research which found that lifestyle consequences of being caught are more likely to influence potential drink-drivers. The advert was aired during the World Cup and before the festive season, leading into the ACPO(S) drink-drive campaigns.

### **The reasons for the rules**

307. The Think! campaigns try to teach why the rules are what they are. So, for example, the speed-limit campaigns show the difference between hitting a child at 30 mph compared to hitting them at 40 mph. We also find ways to promote awareness of the needs of different road users. A section on this can be found in Theme 8 on vulnerable road users.

### **Targeting specific roads**

308. A high proportion of fatal and serious injury accidents occur on rural roads. Using the statistical evidence and evidence from focus groups, the Department's rural-speeding publicity was refreshed in autumn 2006 to refocus particularly on younger males with messages including 'Don't assume it is safe to speed on rural roads just because there is less traffic', and the 'National speed limit of 60 mph on rural roads should not be seen as a target speed'. It runs on radio in rural areas and on petrol pumps. Rural leisure motorcyclists are specifically targeted in areas that are popular with riders, such as the Peak District, and by local authorities, the Highways Agency and the police through Bikesafe.
309. In Scotland, nearly three-quarters of road deaths and more than half of serious injuries occur on non-built-up roads. Therefore, Road Safety Scotland is developing a strategy for improving safety on rural roads, addressing issues highlighted in recent research, including young drivers and motorcyclists, speed, alcohol and drug use, fatigue, distraction and seatbelts.
310. The Highways Agency is also developing information campaigns to address specific behaviours on the Agency's network for motorcycle riders, young drivers, commercial vehicle drivers, company car drivers, cyclists, children, pedestrians and horse riders.

### **Targeting specific groups**

311. Groups, as well as issues, are also targeted. As already mentioned, a new driving for work campaign will be established, aimed initially at the growing number of van drivers. Similarly, a new campaign focused specifically on young drivers will be developed in 2007.

### **The new strategy**

312. The publicity strategy is constantly evolving and the Think! team will develop an updated version annually. This helps local authorities, road safety organisations and the media to understand, anticipate and work with the national publicity campaign.

<p>A new version of the Think! strategy will be published on the Think! website in early 2007. This will explain our approach for 'in-vehicle' behaviours, for example speeding, driving whilst impaired, and for different audiences, for example young drivers.</p>
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## Next steps

313. This review has considered progress against the targets but has also analysed the data more thoroughly to identify those areas that remain an issue and/or where progress has been slow. Progress against the ten themes has been described and new actions have been identified for the coming few years.
314. We will continue to implement the actions identified, but not yet completed, from the last review and strategy and will deliver the new activities outlined in this review.

We will develop a delivery plan that will be owned and updated by the Road Safety Delivery Board to take account of all activity mentioned in this review. This will be a live document that reflects ongoing progress.

315. Evaluation of policies and of progress will continue over the years to 2010 and, as ever, we will be alive to new thinking and fresh ideas over that time. This is particularly relevant with the completion of research projects over the coming years, and consideration will need to be given to how recommendations are taken forward with our delivery partners. The *Evidence and Research Strategy* sets out our evidence needs and research priorities over the coming years and how this fits in with DfT objectives.
316. In parallel with this activity, we do now need to develop a new strategy for beyond 2010. Outlined below is an indicative timetable for the activities that will be required to produce the new strategy.
317. The new Road Safety Delivery Board and the Road Safety Advisory Panel will be closely involved in the process. But we also hope to engage with a wider set of stakeholders. This has already been emphasised in certain themes - for example on young drivers and drink and driving - and with the establishment of a new dissemination strategy. In developing the new strategy, we will also, of course, take into consideration our duties to promote equality, specifically in relation to disability, race, gender and age.
318. The success of the current strategy is based not least on the support for the targets by road safety organisations. It is hoped that through the consultation process a similar positive result can be achieved for the next strategy.

## Timetable for the development of a strategy beyond 2010

319. This timetable sets out the indicative approach for the development of a new road safety strategy beyond 2010. This outlines the main areas of activity required and gives a broad idea of timings. A more detailed project plan will be developed, which will need to be agreed by the Steering Group.

320. Extensive informal consultation is expected to take place throughout the process, and formal opinions will be sought through the public consultation in 2008.

Commencement Date	Activity
Spring 2007	Forecasting of statistics
Spring 2007	Internal thinking about approach
Spring/Summer 2007	<p>Consider the best approach to gathering evidence to support a new strategy. Areas to cover would probably include:</p> <ul style="list-style-type: none"> <li>i) the likely contribution of technology to road safety over the next ten years;</li> <li>ii) assessing the impact of interventions to improve behaviour;</li> <li>iii) considering the effect of societal changes and the impact of other policies on road safety;</li> <li>iv) understanding what more can be achieved from traditional road safety methods; and</li> <li>v) how we can learn lessons from other countries</li> </ul> <p>The timetable for commencing specific activity to answer these questions depends on the approach taken.</p>
Summer 2007	Initiate project and appoint Steering Group
Summer/Autumn 2007	Engage Road Safety Advisory Panel members and Road Safety Delivery Board
Late 2007/Early 2008	Informal discussions with stakeholders
Spring/Summer 2008	Formal public consultation - including further engagement with stakeholders around the country
Autumn 2008	Discuss consultation outcomes with RSAP
Spring/Summer 2009	Publish new Strategy