



Department
for Transport

Summary of Responses to Call for Evidence

Cycling and Walking Investment Strategy: Safety Review

Moving Britain Ahead

October 2018

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1. Introduction

Scope of this summary of responses

- 1.1 This document summarises the points raised by respondents to the Cycling and Walking Investment Strategy (CWIS) Safety Review (the Review) Call for Evidence. It is not a final document, nor is it a formal government response. A large amount of evidence was received or referred to by individuals and organisations and the Department for Transport (the Department) is still considering this, alongside research commissioned for the Review, in order to provide a full government response.
- 1.2 The identification of particular suggestions within this document does not mean the Department will necessarily take them forward. Similarly, the absence of a suggestion from this report does not mean it will not be taken forward. Many interesting and unusual ideas or solutions were put forward, and these will still be explored by the Department where supported by good evidence.
- 1.3 Some respondents raised concerns about specific local problems and, where appropriate, the Department will share these concerns with the relevant local authority. Similarly, concerns that fall mainly within the remit of other government departments will be shared with those departments.

Background to the Call for Evidence

- 1.4 The government's CWIS set out its aim to make cycling and walking the natural choices for shorter journeys, or as part of a longer journey.¹
- 1.5 Improving the safety of cyclists, pedestrians and other vulnerable road users is key to delivering this aim, and to unlocking the huge health, environmental and economic benefits of active travel. Specifically, the government has outlined its ambition to make cycling a safe, easy and affordable travel option, so that a 12 year old can readily cycle safely. Achieving this ambition will require the energy, support and cooperation of a wide range of organisations within and alongside central government.
- 1.6 To help identify effective and realistic ways to improve safety, the Department launched the CWIS Safety Review Call for Evidence on 9 March 2018.² Individuals and organisations were invited to submit ideas and evidence over a 12-week period ending on 1 June 2018 on how to improve cyclist and pedestrian safety. This included how to improve public perceptions of the risks involved with travelling by bike or on foot.

¹ <https://www.gov.uk/government/publications/cycling-and-walking-investment-strategy>

² <https://www.gov.uk/government/consultations/cycling-and-walking-investment-strategy-cwis-safety-review>

1.7 Respondents were asked for their views on six consultation questions, covering the following themes:

- infrastructure and traffic signs
- the law and rules of the road
- training
- educating road users
- vehicles and equipment
- attitudes and public awareness.

1.8 Each of these areas is discussed in later chapters of this document.

Scale of the response

1.9 Responses were received by letter, email and through an online response form. In addition, the Department gathered views at four consultation events held between 15 and 23 May 2018 in London, Bristol, Birmingham and Manchester.

1.10 In total, around 250 individuals attended the consultation events, and over 14,000 submissions to the Call for Evidence were received. Table 1 shows the approximate number of responses received by each channel, split by individuals and organisations. Over three quarters of all responses were in the form of campaign emails submitted by individuals, and most of the remainder consisted of online response forms submitted by individuals. In all, approximately 200 organisations made submissions.

The Department would like to thank warmly all those who contributed to the Call for Evidence.

Channel	Individuals	Organisations	Total
Campaign email	11,670	N/A	11,670
Non-campaign email or letter	120	80	200
Online response form	2,550	120	2,670
Total	14,340	200	14,540

Table 1: Approximate number of responses to the Call for Evidence

Structure of this document

- 1.11 For the purposes of this document, campaign email responses from individuals have been separated from other responses and are summarised in Chapter 2.
- 1.12 Chapter 2 also summarises a joint submission from an alliance of six major national cycling and walking organisations.
- 1.13 Chapters 3 to 8 cover each question of the Call for Evidence in turn, summarising the most common themes in the responses. These chapters report on non-campaign responses received from individuals and on all submissions received from organisations. There was substantial overlap between responses given to certain questions. These chapters do not explicitly refer to responses from the workshops, as the main workshop themes for each question were broadly the same as in the submissions.
- 1.14 Chapter 9 outlines the next steps of the Review.
- 1.15 Annex B provides an overview of the profile of respondents, where known. Individuals who submitted an online response form were typically aged 25-64, male and cycled at least once a week. The two largest groups represented amongst organisation responses were local cycling organisations and local authorities.

2. Campaign responses and joint submission from cycling and walking organisations

- 2.1 Over three quarters of responses from individuals were prompted by two campaigns run by major cycling organisations. These organisations also partnered with a broader alliance of cycling and walking groups to propose a set of priority actions to improve the safety of cyclists and pedestrians. The key suggestions made in these campaigns and by the alliance of cycling and walking organisations are summarised below.

British Cycling 'Turning the Corner' campaign

- 2.2 Approximately 1,750 responses expressed support for British Cycling's 'Turning the Corner' campaign, using standardised wording provided by British Cycling (see Annex C).³
- 2.3 The 'Turning the Corner' campaign advocates a change in law to require vehicles turning at a junction (whether signalised or not) to give way to pedestrians and cyclists travelling straight ahead. The principal aim of this proposal is to improve safety at junctions, which is where 75% of all pedal cycle casualties occur.⁴ As the campaign recognises, further work would be required to understand the impacts of such a change and to pilot possible junction designs. Implementation would require amendments to legislation and a considerable change in driver behaviour.

Cycling UK 'Cycle safety: make it simple' campaign

- 2.4 Approximately 9,900 emails were received from individuals as part of a campaign by Cycling UK. Respondents used standardised wording (see Annex C) to advocate the implementation of recommendations set out in Cycling UK's report 'Cycle Safety: make it simple'.⁵ The report includes 13 recommendations for tackling dangers to cyclists and pedestrians; these are grouped into five categories:
- safe roads and junctions - establishing consistent pedestrian-friendly and cyclist-friendly design standards and giving priority to pedestrians and cyclists at junctions

³ For more information, see <https://www.britishcycling.org.uk/campaigning/article/20170118-campaigning-Chris-Boardman--Support-British-Cycling-s-Turning-the-Corner-campaign-0>

⁴ See the Pedal Cycling Road Safety Factsheet (March 2018) at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/686969/pedal-cycle-factsheet-2017.pdf

⁵ For more information, see https://www.cyclinguk.org/sites/default/files/document/2018/04/1804_cyclinguk_cycle-safety-make-it-simple.pdf

- safe road users - strengthening driver training, testing and awareness campaigns and linking campaigns to enforcement activity; strengthening roads policing; reviewing all road traffic offences and penalties; and revising the Highway Code
- safe speeds - making 20 mph the default speed limit for most streets in built up areas
- safe vehicles - improving the safety of lorries through design, equipment and enforcement; and ensuring the development of autonomous vehicles takes account of pedestrian and cyclist safety
- safe systems management - setting rate-based casualty reduction targets;⁶ spending a greater proportion of the transport budget on cycling, walking and safer streets; establishing a road collision investigations body; and improving support and access to justice for injured pedestrians and cyclists

Joint submission from alliance of cycling and walking organisations

- 2.5 An alliance of six cycling and walking organisations submitted a joint letter in response to the Call for Evidence. This letter was signed by Executive Directors or Chief Executives of the Bicycle Association, British Cycling, Cycling UK, the Ramblers, Living Streets and Sustrans.
- 2.6 In the context of a longer-term vision for healthy and vibrant places where walking and cycling are the natural choice for short journeys, the alliance recommends five priority short-term actions. These are to:
- lower default speed limits to 20 mph for most roads in built up areas and to 40 mph for most minor rural roads
 - assemble and ensure consistent application of 'best in class' infrastructure design standards
 - revise the Highway Code to improve the safety of pedestrians and cyclists, particularly at junctions
 - prohibit pavement parking to create safer and more accessible streets
 - provide cycle training for all children during their primary and secondary school years
- 2.7 The alliance has published a summary of its proposals in a manifesto entitled 'Moving the nation'.⁷

⁶ Rate-based road safety targets and indicators focus on the risk of injury per unit of activity e.g. the risk of a cyclist being injured per km cycled or per trip.

⁷ Available at https://www.sustrans.org.uk/sites/default/files/file_content_type/moving_the_nation_manifesto.pdf

3. Summary of responses to Question 1 - infrastructure and traffic signs

Question 1 - infrastructure and traffic signs

Do you have any suggestions on the way in which the current approach to development and maintenance of road signs and infrastructure impacts the safety of cyclists and other vulnerable road users? How could it be improved?

- 3.1 The first question in the Call for Evidence related to infrastructure and traffic signs. Of all six questions, this question received the highest volume of responses and suggestions from individuals and organisations.
- 3.2 Table 2 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	More segregated cycle tracks (from both motor vehicles and pedestrians)	More segregated cycle tracks (from both motor vehicles and pedestrians)
2	Fix potholes/maintain a smoother surface on the road/cycle facility	Consistent national standards for cycling infrastructure
3	Remove gaps/stoppages in cycle lanes/tracks to create continuous connected routes	Fix potholes/maintain a smoother surface on the road/cycle facility
4	Learn from other countries e.g. Netherlands, Denmark	More cycling infrastructure (general mention)
5	Prioritise pedestrian and cycling traffic over motorised traffic	Clear and consistent signs/road markings indicating infrastructure for cyclists

Table 2: Top five infrastructure and traffic sign topics from responses

Segregated cycling infrastructure

- 3.3 By far the most common suggestion raised, by both individuals and organisations, was a call for more fully segregated cycle facilities, physically separated from both motor vehicles and pedestrians. This was called for as an intervention to improve both cyclist and pedestrian safety and to make both modes of travel feel safer. Vulnerable pedestrians such as those with disabilities said they felt particularly unsafe sharing infrastructure with cyclists.

"A comprehensive network of segregated cycle paths are essential. Shared on road space with buses and cars is still hostile to people on bikes. Sharing space with pedestrians is impractical in busy urban settings and places vulnerable pedestrians at risk." (45-64 year old female regular cyclist)

"We believe that it is best for pedestrians, particularly those with disabilities, that cyclists have their own space on the road as opposed to a shared path on the pavement. Cyclists travel at speeds which are considerably faster than most pedestrians and many people really dislike having their pavement space threatened by fast moving cyclists. This can be particularly uncomfortable if you have a visual impairment..." (disability organisation)

- 3.4 The need for more segregated cycling infrastructure also featured in responses to Question 2 (the laws and rules of the road) and Question 5 (vehicles and equipment), on some occasions because respondents wished to emphasise the need to prioritise infrastructure improvements over other intervention types.
- 3.5 A general call for more cycling infrastructure was a related common topic at Question 1.
- 3.6 A few respondents raised concerns about segregated cycling infrastructure if it meant taking highway space away from motor traffic or pedestrians, or making access more difficult for other road users. One organisation warned against treating segregation as a safety panacea, noting that pedestrian segregation (on footways) does not prevent pedestrian casualties (which occur mainly where pedestrians have to cross roads).

Highway maintenance

- 3.7 The second most common response from individuals and third most common from organisations focused on the need for road and cycle facility surfaces to be better maintained and potholes fixed. Many respondents pointed out that potholes and poor surface quality pose a particular threat to cyclists, potentially causing them to crash or forcing them to make sudden movements into the main carriageway which motorists might not be expecting. This can be exacerbated where the sides of the road where cyclists commonly ride (particularly if using an on-road cycle lane) are less well maintained.

"Improve road maintenance to reduce the danger of potholes. The danger level of a pothole should be assessed based on their ability to cause harm to vulnerable cyclists, not just on their depth, but their location on the carriageway." (25-44 year old male regular cyclist)

"Inadequate highway maintenance is a potential safety issue for all road users. Surface defects pose a particular risk to cyclists, be they 'potholes' or the result of failed reinstatements after utility or highway authority works." (academic / research organisation)

- 3.8 Related topics included the need to keep cycle facilities and the sides of the road clear of rubbish, broken glass, vegetation and ice, and also the need to maintain footways to reduce the risk of pedestrian trips and falls.

Standards of cycling facilities

- 3.9 A common complaint was that current cycling infrastructure in the UK is poor and, in some cases, more dangerous than no facility at all. Many respondents called for better quality provision, with consistent standards for good design adopted across the country, and that the UK should learn from those countries with excellent segregated infrastructure, typically referring to the Netherlands and Denmark.

"There must be national design goals and standards for infrastructure. If I am cycling an unfamiliar route, I will never use cycle tracks or lanes the first time because they are invariably more dangerous than the road...Proper infrastructure should not discriminate and should allow those from 8-88 years to cycle." (25-44 year old male regular cyclist)

"Cycle lanes are largely useless unless they are continual. Many of the cycle lane schemes implemented locally are fragmented and actually create more of a danger for cyclists than they mitigate." (45-64 year old male non-cyclist)

"We need high quality design standards for all roads, as well as dedicated cycle infrastructure; all funding from DfT should have a minimum standard as a default." (Local Authority)

- 3.10 Organisations and individuals called for standards that ensure cycle facilities:

- are wide
- are continuous
- incorporate safe crossings
- are physically separated from motor vehicles and pedestrians with visual and tactile markings
- link important/useful destinations
- are well signposted

- 3.11 A number of individuals and organisations also mentioned the importance of ensuring that cycle facilities are suitable for non-standard cycles and those used by disabled riders, for example by avoiding the use of narrow access points.

Planning and design

- 3.12 Many respondents called for cycling and walking facilities to be given greater priority in design, either of new roads or developments, or when redeveloping or repairing existing infrastructure. They felt this would help to ensure that safer, better quality cycling and walking infrastructure is built.

"Walking and cycling needs to be the first consideration for any infrastructure project, however at present it feels like it's left until the end, and any scraps of budget left are then used to put a bit of paint down and suggest a cyclist uses it. Alternatively, a footpath is re-purposed to be shared use, without any widening or smoothing of the surface in the hope that this will be a suitable option for cyclists." (25-44 year old male regular cyclist)

"When 're-doing' areas of road, it should be mandated to improve the cycling facilities and put in a new cycling lane if one did not already exist." (25-44 year old female regular cyclist)

"We recommend that transport and planning authorities include consideration for vulnerable road users such as pedestrians and cyclists from the feasibility stage and that the site layout of new developments must make appropriate provision for vulnerable road users." (professional body)

- 3.13 Respondents also called for priority for active travel modes over motor vehicles in both the physical design and the phasing of lights and crossings. Junctions were highlighted as an area of particular danger for vulnerable road users, where greater prioritisation could help to improve safety. This topic was also raised under Question 2 in relation to the Highway Code.

4. Summary of responses to Question 2 - the law and rules of the road

Question 2 - the law and rules of the road

Please set out any areas where you consider the laws or rules relating to road safety and their enforcement, with particular reference to cyclists and pedestrians, could be used to support the government's aim of improving cycling and walking safety whilst promoting more active travel.

- 4.1 The second question in the Call for Evidence related to the law and rules of the road, including the Highway Code, civil liability and speed limits. This question received the second highest number of responses and suggestions from individuals and from organisations.
- 4.2 Table 3 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	Presumed/Strict liability	Reduce speed limits / 20 mph in built up areas
2	Enforcement of road traffic laws - speeding, mobiles, indicating, driving through red lights/crossings	Prevent parking in cycle lanes/on pavement - new law/design/enforcement
3	Harsher penalties and sentencing for drivers (who kill or injure VRU)	Presumed/Strict liability
4	Enforcement of road traffic laws - close passing	Vehicles to give way to pedestrians and cyclists when turning - British Cycling Turning the Corner
5	Minimum passing distance law	Better enforcement of existing laws (general mention)

Table 3: Top five laws and rules of the road topics from responses

Presumed or strict liability

- 4.3 The most common specific suggestion raised by individuals, and the third most common from organisations, was a call for the introduction of presumed or strict civil liability. This would mean that, following a collision between a cyclist or pedestrian and a motor vehicle, the driver of the motor vehicle would either:
- be held liable for any damage, regardless of fault (strict liability); or
 - be presumed liable for any damage, unless able to demonstrate they were not at fault (presumed liability).
- 4.4 Many respondents argued that drivers would take greater care around cyclists and pedestrians if they knew they would be liable for any injury or damage that they caused in the case of a collision. Some also suggested that a cyclist should be presumed liable in the case of a collision between a cyclist and a pedestrian.

"Assumption of fault should be attributed to the driver of the motor vehicle in collision with pedestrians or cyclists unless proved otherwise, as negligence in the use of any other machinery carries this responsibility." (45-64 year old male regular cyclist)

"In a small number of jurisdictions, including the UK, a road user adversely affected after a collision has to prove the liability of another road user to claim compensation. The introduction of 'stricter liability' would reverse this burden of proof and mean that the default presumption is that the driver of the more threatening vehicle is liable for compensation in civil law, unless the contributory negligence of the more vulnerable person can be proved. Arguably, drivers will be more cautious as a result." (academic / research organisation)

- 4.5 A few respondents expressed reservations about the introduction of strict or presumed liability, fearing that it might be incompatible with English law, increase motor insurance costs or have adverse road safety impacts (such as increasing animosity towards cyclists or encouraging cyclists and pedestrians to be less cautious).

Enforcement

- 4.6 A large number of responses focused not on the need for a change to the law but on the need for better enforcement of existing laws. Many respondents felt that a failure to tackle dangerous behaviour on the highway was putting cyclists and pedestrians at risk: Offences raised included:
- general motoring offences such as speeding and holding a mobile phone while driving
 - motoring offences that specifically impact cyclists and pedestrians, such as close passing and driving or parking on cycling or walking infrastructure
 - cycling offences such as pavement cycling and red light jumping

"Speed cameras don't seem to be a deterrent to most motorists, and despite sterner penalties for mobile phone use, most motorists know they can get away with it as there are so few traffic police to enforce the law. This makes me feel unsafe." (45-64 year old male regular cyclist)

"I don't believe there is a much wrong with the laws of the road themselves. Speed limits, not travelling through red lights, not riding on pavements, not parking (cars) in cycle lanes, not riding (or parking (cars)) on pavements. It's the enforcement of the laws that is the problem...I would suggest that more enforcement of the law/rules for all types of road users would improve safety for all." (45-64 year old male regular cyclist)

"Currently little to deter aggressive and dangerous drivers. Massively increase the numbers of road traffic police officers to reduce road danger and facilitate more and safer walking and cycling" (school or organisation representing young people)

- 4.7 Whilst some respondents called for more traffic police or greater use of speed cameras, others believed that local authorities need to be given more enforcement powers, for example powers to enforce moving traffic offences.

Close passing

- 4.8 Many respondents highlighted the West Midlands Police initiative Operation Close Pass, as an example of a successful intervention combining enforcement with education to target drivers who do not give cyclists sufficient space when overtaking. However, there was a feeling that more needed to be done to clarify the rules in relation to close passing, so as to discourage overtaking that makes cyclists (and horse riders) feel unsafe. Organisations called for greater clarity in the Highway Code, while individuals tended to go further by proposing a minimum passing distance law.

"'Close passes' are one of the biggest dangers to cyclists using the road. They are also arguably one of the significant factors that discourage more cycling due to their intimidating nature. Recent close pass operations throughout the country are a very positive step. A specific and clear law in this area...to stipulate a minimum distance for passing cyclists would be a very positive step forwards. This would give clarity to cyclists and drives as to what is expected, and make enforcement as and when required more straightforward." (25-44 year old male regular cyclist)

"We would therefore prefer to see minimum distances set as guidelines within the Highway Code. This would not only provide much clearer advice than the current rules, but also allow for a degree of nuance and flexibility to take account of road conditions, weather, speed of both cyclist and the overtaking vehicle, and its size and type, etc." (national cycling/walking organisation)

Default speed limits

- 4.9 The most prominent topic among organisation responses was for speed limits to be reduced, for example by lowering the default speed limit from 30 mph to 20 mph in built-up areas. Respondents cited evidence that cyclists and pedestrians are substantially less likely to be killed or seriously injured if involved in a collision with a motor vehicle travelling at 20 mph than at 30 mph.

"20 mph should be introduced on all non-designated roads. The biggest barrier by far to cycling uptake is the perception of danger. By slowing traffic in all residential areas that perception is easily changed and people will walk cycle, encourage kids to cycle to school etc." (local cycling organisation)

"Speed of motorised traffic should be reduced wherever possible, when there is likely to be greater interaction with cyclists and pedestrians. This has obvious impacts in terms of injury severity where collisions occur, but will also improve the perceived safety of active modes. It will also help to reduce perceptual errors made by drivers, cyclists and pedestrians when attempting to judge approach speeds, since slower speeds allow greater accuracy of these judgements by the human visual system." (academic / research organisation)

- 4.10 A few organisations expressed opposition to default 20 mph speed limits in built-up areas, citing low levels of compliance on some routes already with a 20 mph limit and also HGV design not being optimised to travel at this speed.

Pavement parking

- 4.11 A prominent topic among both individuals and organisations was the need to prevent vehicles parking on the pavement. This was primarily raised in Question 2 responses, but also featured in Question 1 responses in relation to infrastructure. Respondents claimed that pavement parking can endanger pedestrians by forcing them into the carriageway, as well as restricting access for some disabled people. There were calls for pavement parking to be prohibited except where signs permit it, mirroring the situation that already exists in London.

"Parking on Pavements should be made illegal outside of London - it is already illegal in London. Outside of the capital cars parked on pavements block pedestrians from walking safely including disabled people and young children. Local Councils should be able to enforce this." (25-44 year old male regular cyclist)

"The City Council would welcome the prohibition of pavement parking. Parking on pavements reduces access for all pedestrians. However, the impact is often greatest on the most vulnerable pavement users; the elderly, people with disabilities and pushchairs." (Local Authority)

Highway Code prioritisation of cyclists and pedestrians

- 4.12 Large numbers of respondents called for greater prioritisation of cyclists and pedestrians over motor vehicles in relation to the laws and rules of the road. More specifically, respondents suggested that the hierarchy of road users be more strongly embedded within the Highway Code and that the Highway Code be revised to give pedestrians and cyclists clear priority over turning vehicles (as per British Cycling's 'Turning the Corner' campaign).

"To facilitate segregated cycling provision that is both safe and genuinely attractive to use and which enables cyclists to maintain a good, uninterrupted flow it is necessary to provide them with priority over all turning traffic at side roads. This is essential to address the high proportion of cycling casualties at junctions (particularly in conflict with long vehicles). It is now the norm across central and western Europe. Affording priority across side roads will also be hugely beneficial for pedestrians." (business/consultancy)

"We support British Cycling's Turning the Corner campaign and the proposal that vehicles turning should give way to pedestrians and cyclists going straight ahead. Currently a lot of cyclists don't use cycle lanes because they fear they will be cut up by vehicles turning." (local cycling organisation)

- 4.13 A few organisations raised concerns about the 'give way on turning left' principle, believing that further consultation would be necessary to ensure it did not risk increasing confusion and thereby leading to more cyclist and pedestrian casualties.

Penalties and sentencing

- 4.14 A common theme, particularly among individuals, was that there should be harsher penalties and sentences for motorists who endanger, injure or kill cyclists and pedestrians. It was anticipated that harsher penalties and sentences would act both to deter other motorists from driving dangerously and to prevent those who have already driven dangerously from endangering further cyclists and pedestrians.
- 4.15 Related to harsher penalties and sentencing, many respondents felt there is currently an issue of motorists frequently avoiding a driving disqualification by pleading exceptional hardship.

"Penalties for motorists who break the law are far too weak, especially in the cases where injury and death are concerned. Penalties should be consistent and much higher; sometimes a person causing death is not even prosecuted if death is caused by a motor vehicle. Hardship pleas are all too common." (65+ year old male regular cyclist)

"I think the law is too quick to minimise the guilt of drivers. There are many instances where a pedestrian or cyclist died that could have easily been avoided, but the law treats it as a minor misdemeanour and issues a small fine only...any kind of careless driving or even deliberate putting of people at risk needs to be punished harder, people need to realise that they are driving a killing machine, this needs to be taken seriously by the law and the public." (45-64 year old female regular cyclist)

"Greater penalties implemented for drivers failing to take care when passing too close to vulnerable users, using mobile phones, or causing injuries. For the majority of offenders, suspended sentences are the maximum sentence, which does not encourage behavioural change." (major city combined authority)

5. Summary of responses to Question 3 - training

Question 3 - training

Do you have any suggestions for improving the way road users are trained, with specific consideration to protecting cyclists and pedestrians?

- 5.1 The third question in the Call for Evidence related to how road users are trained. This question is about formal training, leading to a qualification or licence or certificate, rather than general road user education, which is dealt with in Question 4. There were a fairly high number of responses from individuals and organisations to this question.
- 5.2 Table 4 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	Greater coverage of vulnerable road users in the driving test	Greater coverage of vulnerable road users in the driving test
2	Practical cycle experience as part of learning to drive	Cycle (awareness) training mandatory for drivers of large vehicles/ professional drivers: HGV/ PSV
3	Safe overtaking of cyclists as part of driver training/ testing	Greater availability of cycle training / Bikeability for children/adults
4	Cycle training / Bikeability in driving test	Compulsory cycle training / Bikeability in schools / part of Nat Curriculum
5	Retesting of (all or older) drivers at regular intervals e.g. 5/10 years	Retesting of (all or older) drivers at regular intervals e.g. 5/10 years

Table 4: Top five training topics from responses

Driver training

- 5.3 The main focus of Question 3 responses from individuals was on how to improve the training people receive when learning to drive. This is not surprising given that the majority of respondents were regular cyclists, although it is worth bearing in mind that a large percentage also drove a motor vehicle regularly. Strengthening the coverage of vulnerable road users in the driving test was the most common topic amongst responses from both individuals and organisations, covering cyclists, pedestrians and, in some cases, horse riders.
- 5.4 Understanding the dangers of close passing, and knowing how to overtake vulnerable road users safely, was one of the top issues raised. Respondents felt that trainees should be tested on their knowledge of safe overtaking through the theory test, through hazard perception training, and through actually having to demonstrate a safe overtake during their practical driving exam.

"Increasing the amount of cycling and walking related content in the theory test would increase the safety of cyclists and walkers. Furthermore, the practical driver training should include experience of driving in environments where there are a lot of cyclists and walkers." (Local Authority)

- 5.5 Many respondents made the following point in responding to this question, and to Question 4 and Question 6: their view is that motorists' frustration and anger towards cyclists is due to a lack of understanding of advice to cyclists on adopting the primary position (set out in the National Standard for Cycle Training / Bikeability) and on what the Highway Code says about riding two abreast. They therefore called for both greater coverage of safe driving practices within the driving test and for learner drivers to be taught about the rights of vulnerable road users and the importance of sharing the road with them. A small number of respondents proposed that additional training for driving instructors on cycling would be a necessary precursor to this.

"As a car driver I was never taught how to drive near cyclists. I did not know that cyclists are allowed to ride 2 abreast in the right situations. This is basic stuff that should be in the driving test." (45-64 year old male regular cyclist)

"I think drivers should be better trained to protect cyclists and pedestrians and to encourage better relations, e.g. through improving understanding of: the risks to vulnerable road users and drivers' responsibilities to minimise those risks; and vulnerable road users' rights to use the road." (25-44 year old male regular cyclist)

- 5.6 Some said that it was only when they started riding a cycle themselves that their own behaviour and attitudes as a motorist changed. For this reason these respondents suggested that the driver training or testing should include some practical cycle element to it. This could take the form of trainees having to spend some time cycling in a busy environment or that having to pass Bikeability cycle training as a prerequisite to learning to drive.

*"Everyone taking a driving test should also be required to take a Bikeability course. Seeing the road from another road user's perspective is the best way to educate people. Most cyclists are also drivers but many drivers never cycle."
(45-64 year old female regular cyclist)*

- 5.7 Some respondents recognised that not all trainees are physically able to ride a bicycle. However, they suggested that a virtual experience could help learners to achieve similar empathy with more vulnerable road users.
- 5.8 Another commonly raised topic for inclusion in driver training and testing was the importance of looking to check the road is clear before opening a car door, due to the risk of an oncoming cyclist colliding with the car door. Respondents suggested teaching and testing the "Dutch Reach", in which car occupants use their far hand to open the car door, as a means of reinforcing this.

"Have drivers taught to open a car door with their opposite hand, meaning they have to turn and look behind them when they open a door so they do not open the door on a cyclist." (17-24 year old male regular cyclist)

Driver retesting and retraining

- 5.9 Many respondents made the point that a motorist may take their driving test at age 17 and then drive all their life without doing any kind of retraining or retesting. They may never look at the Highway Code again after that initial learning period, even though advice, laws, infrastructure and traffic signs change. Some pointed out that this was at odds with workplace health and safety requirements for regular training when operating dangerous machinery. Others were concerned that drivers who become increasingly dangerous over time (for example due to old age) may only be identified as such when they kill or injure a vulnerable road user.
- 5.10 As a result, many called for periodic retesting of motorists as a condition of keeping their driving licence. Variations on this theme covered a time period (e.g. every 5 or every 10 years) or the trigger point of reaching a certain age, and covered one or both of theory and practical retesting.
- 5.11 On a similar theme, some respondents suggested a programme of voluntary or mandatory periodic refresher training, not necessarily accompanied by a test, to ensure motorists keep their knowledge of the Highway Code up to date. If voluntary, it was proposed that training could be incentivised by motor insurance discounts.
- 5.12 A third related topic was a call from respondents for greater (or mandatory) retesting of motorists following a driving ban, in order to ensure they could drive safely before being allowed back behind the wheel.

"I'm now 67, I passed my car driving test at the age of 22 and my motorbike test at the age of 25 and I have had no test since these tests to ensure that I can still drive competently and safely. This would not happen in any other sphere where the potential for death and actual death are so prevalent. Every driver who is banned from driving for a traffic offence should have their licence removed and be required to undergo, and pass, a driving test before it is returned. Far too many drivers are complacent about their driving skills, or lack of them and do not consider driving an important task. Such a programme of retesting would allow the authorities to measure the actual standard of driving and the cost of providing additional examiners would be far outweighed by the subsequent reduction in accidents." (65+ year old female regular cyclist)

"Unfortunately, too many drivers do not maintain their knowledge of the Highway Code after passing their test and there is arguably a road safety case for requiring drivers to retake a theory test once every 10 years before their driving licence is renewed... if those sections of the Highway Code dealing with the safety of vulnerable road users were to be strengthened, a requirement for motorists to retake a theory test when they renew their licence would ensure that over a 10 year period, all motorists would become familiar with the updated Code." (national motoring organisation)

Professional/ Large vehicle driver training

- 5.13 Those who drive for a living, or as a substantial but incidental part of their job, were considered by many to be a target for more training and/or higher standards. This includes taxi drivers, delivery drivers and, in particular, given the greater risk they pose to vulnerable road users, drivers of larger vehicles such as HGVs and buses.
- 5.14 Many organisations and individuals stated that training on driving around cyclists and other vulnerable road users should be a mandatory rather than optional part of periodic training for lorry or bus drivers, and perhaps should be extended to cover other professional drivers.

"I have an HGV license and consider the training to be good, however little emphasis was placed on consideration for cyclists. This could have been improved." (regular cyclist)

"Professional drivers are likely to spend more time on the road than other drivers and historically have been involved in a disproportionately high number of pedestrian and cyclist KSIs. Strengthening professional driver training on vulnerable road users and improving driver engagement in training would encourage safe behaviours among professional drivers, reducing risk to pedestrians and cyclists. We ask the DfT to include a safety module covering vulnerable road user safety as a mandatory course in the DCPC syllabus." (major city combined authority)

- 5.15 One objection raised to mandatory training modules for HGV drivers is that it prevents training being tailored to the needs of the business and individual, although the organisation raising this objection did still support better signposting to training modules covering vulnerable road users.

Cyclist training

- 5.16 Bikeability cycle training was widely recognised as a good programme and one which needs to be better promoted, as a way of educating people in both how to cycle safely and how to drive safely around cyclists. Many individuals and organisations felt that Bikeability should be universally available to all children in school, or even a mandatory part of the National Curriculum.

"My eldest child did Bikeability, but it was optional and surprisingly few in her class took up the opportunity to learn to ride. Could Bikeability be made compulsory and all children be taught to ride in the same way that they are taught to swim? They could learn the basics and even if they didn't want to continue cycling, they would then potentially have an awareness of cycling and the potential safety issues for when they become motorists." (25-44 year old female occasional cyclist)

"Bikeability/cycle training should be provided to all primary school children. Children and young people living in socially challenged areas are, as already discussed, at great risk from accidents and serious injuries...The cost attached to cycle training should be removed and the provision built into the education curriculum within primary schools." (road safety organisation)

- 5.17 Some respondents thought that it was unsafe (and unfair on other road users) for people to cycle without having completed training. These respondents were therefore also likely to be supportive of Bikeability training being made more widely available.
- 5.18 Many felt there should be a much greater uptake of cycle training by adult cyclists as well as children – for example, by running more programmes in conjunction with community groups, universities and workplaces.
- 5.19 A small number of respondents made comments about the content of Bikeability training, for instance the need for greater coverage of bicycle maintenance or of the needs of disabled pedestrians.

6. Summary of responses to Question 4 - educating road users

Question 4 - educating road users

Do you have any suggestions on how we can improve road user education to help support more and safer walking and cycling?

- 6.1 The fourth question in the Call for Evidence related to general road user education, as distinct from formal training programmes. For example, it covered school road safety programmes, road safety public information campaigns and written information educating people on the rules of the road. This question received a relatively low number of responses and suggestions from organisations and individuals, possibly reflecting a perceived overlap with Question 3 (and, indeed, some Question 3 themes featured at Question 4 too). Many of the top themes in Question 3 responses were also raised in responses to Question 6.
- 6.2 Table 5 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	Media advertising e.g. TV campaign	Road safety education in schools
2	Close pass initiative / Educate other road users on how to correctly overtake cyclists	Media advertising e.g. TV campaign
3	Educate other road users in rules/good practice for cyclists e.g. allowed to ride two abreast, correct road positioning	Close pass initiative / Educate other road users on how to correctly overtake cyclists
4	Road safety education in schools	Promote cycling and walking
5	Educate all road users that the road is shared space	Promote greater consideration and respect between all road users

Table 5: Top five education topics from responses

School education

- 6.3 Road safety education in schools was the most common topic among organisation responses and also a prominent topic amongst individual responses. Respondents felt that it was important for school children to be taught how to use the road safely from a young age, to instil safe lifelong habits and particularly in the context of promoting children walking and cycling to and from school. Some called for road safety education to be part of the national curriculum.

"I totally agree with schools teaching road safety. It is so important to start young so that staying safe on the road is truly ingrained and comes as second nature." (25-44 year old female non-cyclist)

"The National Curriculum includes a requirement to swim the width of a pool but not to cross a road safely. Both are key safety skills but which is likely to be used most often?" (Local Authority)

Communications targeting motorists

- 6.4 The majority of individuals focused their education suggestions on communications targeting motorists, as the road user type that has the most capacity to inflict injury. Some suggestions related to training of motorists, whilst others related to communications such as media campaigns.

"I have never had explicit 'road safety' education, but I suspect it is mainly aimed at not getting run over...the onus should not be on people walking and people riding bikes to dodge cars. This should be taught instead from the other direction. People should be taught that driving a car is a large responsibility, and that is it up to them to avoid more vulnerable travellers." (25-44 year old male regular cyclist)

- 6.5 Respondents wanted motorists to drive safely and respectfully around people cycling, walking and on horseback. They wanted motorists to be less aggressive, to be more patient, to overtake safely, to observe Advanced Stop Lines and mandatory cycle lanes. They wanted motorists to be aware of the rules and good practice for cyclists, and to take particular care when opening car doors and at junctions: to look carefully for cyclists and pedestrians, and to allow them space and time to cross. Cyclists also wanted motorists to be aware that cycle infrastructure is sometimes not safe and that they may have to make unexpected movements to avoid obstructions.

"A public information film should be commissioned that shows how to overtake cyclists safely & legally and how to drive in the presence of pedestrians i.e. a pedestrian crossing a side road HAS priority over the turning vehicle if they have already begun to cross, many drivers do not seem to know this law." (45-64 year old male regular cyclist)

- 6.6 As discussed under Question 2, many respondents praised the educational enforcement activity undertaken by West Midlands Police to tackle close passing and called for it to be rolled out nationally.

"Expanding Operation Close Pass to many police forces nationwide would be a massive drive in educating drivers. Operation Close pass has seen a massive reduction in KSIs of cyclists since its introduction in the West Midlands." (25-44 year old male regular cyclist)

Communications targeting all road users

- 6.7 There were some common themes in the education responses that related to communications relevant to all road users.
- 6.8 Large numbers of individuals and organisation suggested there was a need for greater promotion of the benefits of cycling and walking, which could deliver safety benefits through safety in numbers, through reduced motor traffic and through greater empathy and understanding towards cyclists and pedestrians. In addition, some respondents highlighted the importance of not presenting cycling and walking as dangerous activities in communications, and thereby decreasing their perceived safety.

"If we can get more motorists on bikes we won't need to educate them - they will see it for themselves! One of the great changes since I was a young man is that most motorists never go on a bike, so they just don't know what they are doing to cyclists." (65+ year old male regular cyclist)

"In line with the safe system approach and the ambition to increase levels of walking and cycling, the DfT should ensure that the messaging used in the campaign promotes active travel as an attractive choice and does not reinforce the perception that walking and cycling are inherently dangerous activities." (major city combined authority)

- 6.9 Likewise, many individuals and organisations felt there was a general lack of consideration and respect between different road users. They therefore called for education to encourage people to share the road and to tackle myths such as the existence of a road tax that confers greater entitlement on drivers to use the road.

"For starters, motorists must learn that road use is a universal right. Roads are not for cars. They were for horses, the horse and carriage, then largely bicycles, until cars became cheap enough for the mass market...Drivers think that they have an absolute right to unimpeded progress. This must change...Please educate drivers that there is no road tax! Cyclists may or may not pay Vehicle Excise Duty if they also have a car, but this is in no way relevant to their right to use the roads - it only relates to the amount of emissions made by the vehicle, and does not apply to vehicles without engines." (45-64 year old male regular cyclist)

"In education, there should be clear statements defining the rights and obligations of everyone who uses the street. This includes being aware not to obstruct carriageways and pavements or not endangering others. Cyclists must accept more rules and regulation relating to their use of the street as they give the impression that they should be free to roam on the carriageway and often on the pavement." (disability organisation)

Rehabilitation courses

- 6.10 Some respondents referred to existing educational courses for speeding and drink driving offenders. They proposed either that these courses have a greater focus on the potential impact of the dangerous behaviour on vulnerable road users or that a new educational course is created for those who kill or seriously injure a cyclist or pedestrian.

"To make drivers more aware of the dangers of poor driving, cycle awareness courses - including spending time actually cycling on normal roads - should be included as part of overall driver awareness courses. This could help such offenders understand why things such as speeding or mobile phone use can have fatal consequences for vulnerable road users and how poor driving can be very intimidating." (17-24 year old regular cyclist)

"In the interests of cycle safety specifically, we are keen to see an awareness course tailored for drivers whose behaviour towards cyclists has been brought into question, and for this to be a requirement for those who have been convicted of an offence. Ideally, this should include practical, national standard cycle training not only to improve their driving behaviour, but also encourage them to cycle for their transport needs during and after their disqualification period." (national cycling/walking organisation)

Communications targeting cyclists and pedestrians

- 6.11 Some respondents also highlighted the need for communications educating cyclists and pedestrians on how to keep themselves and others safe. For instance, respondents suggested that cyclists need to understand the importance of using lights at night, stopping at red signals and keeping off the pavement - and to be more aware of the needs of disabled pedestrians. Conversely, some felt pedestrians needed to be reminded to look out for cyclists and vehicles when crossing the road, particularly when using a mobile phone while walking.

"Walkers should be aware that cyclists might not be heard and that they should look before crossing. Stepping out into the road while looking at a mobile telephone is a really bad idea... Cyclists should also be educated to know that pedestrians crossings should be respected (I've seen cyclists racing over a zebra crossing on which a blind person was trying to cross - this behaviour puts people off cycling and is dangerous). I think cyclists should also be educated that they might not be visible all the time, cycling in front of a moving truck, or trying to undertake a vehicle which is ahead of them and indicating are bad ideas." (25-44 year old male regular cyclist)

7. Summary of responses to Question 5 - vehicles and equipment

Question 5 - vehicles and equipment

Do you have any suggestions on how government policy on vehicles and equipment could improve safety of cyclists and pedestrians, whilst continuing to promote more walking and cycling?

- 7.1 The fifth question in the Call for Evidence related to vehicles and equipment, including standards for new items as well as maintenance. This question received a relatively low number of responses and suggestions from individuals, possibly reflecting the more technical nature of some aspects of vehicle and equipment design.
- 7.2 Table 6 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	Improve visibility / reduce blind spots - large vehicles e.g. direct vision, cameras, mirrors, lower cabs	Improve visibility / reduce blind spots - large vehicles e.g. direct vision, cameras, mirrors, lower cabs
2	Hi-vis/ helmet promotion unhelpful/ counter productive	Speed restrictions on motor vehicles (using GPS / Intelligent Speed Adaptation)
3	Speed restrictions on motor vehicles (using GPS / Intelligent Speed Adaptation)	Hi-vis/ helmet promotion unhelpful/ counter productive
4	Review cycle lighting requirements	Sensors/ warning systems to detect cyclists
5	Black box recorders/ dash cams in vehicles	e-bike promotion

Table 6: Top five vehicles and equipment topics from responses

Adapting motor vehicles to improve cyclist and pedestrian awareness

- 7.3 The most common suggestion raised by both individuals and organisations was to improve the driver's vision in large vehicles (such as HGVs) so that it is easier to see cyclists and pedestrians. Many called for national direct vision standards enabling drivers to see other road users directly through their cab windows, whilst others suggested greater use of cameras and mirrors.

"Prohibition of high cab tipper lorries in rush hour in built up areas. These are disproportionately involved in cycling fatalities, particularly those involving women. They are fundamentally unsafe due to blind spots. Set future standards for large vehicles to have low cabs and all-round visibility, particularly at the front. Increasingly passenger vehicles have large blind spots due to thick, heavily-sloped A-pillars." (45-64 year old male regular cyclist)

"All new HGVs should be low cab direct vision to eliminate so called 'blind spots' which are cited time after time in relation to cyclist and pedestrian deaths." (road safety organisation)

- 7.4 To address situations where drivers might fail to see a cyclist or pedestrian, respondents suggested that vehicles should have sensors or warning systems to detect the presence of other road users close to the vehicle (in any direction). Some also wanted to see a greater number of motor vehicles equipped with automatic emergency braking to help prevent motor vehicles colliding with cyclists and pedestrians.

"Lorries are a big killer of cyclists and pedestrians and schemes like London's lorry direct vision has to be rolled out throughout the country. Also, even the existing fleet of lorries could be updated with proximity sensors on the front of the cabs much like reversing sensors on cars. Then if a pedestrian or cyclist is not in-view they will still be noticed without the driver being aware of the multitude of mirrors." (45-64 year old male regular cyclist)

"With the development of autonomous vehicles and other advances in vehicle design should having sensors around a car to detect cyclists be mandatory? Or conversely should all cycles have some means of identifying their presence to other vehicles fitted?" (Local Authority)

- 7.5 Some organisations raised concerns about the prospect of HGV standards being set at a local level and requested that any new standards be agreed at a national or ideally international level.

Limiting motor vehicle speed

- 7.6 Another very common theme among both individual and organisation responses was restricting the speed of motor vehicles, for example using intelligent speed adaptation or limiting all motor vehicles to a maximum speed of 70 mph. Many respondents felt that excessive vehicle speed was a major deterrent to cycling and walking, and that effective enforcement of speed limits was proving difficult. They therefore proposed that technology should be utilised to ensure that no motor vehicle could exceed the speed limit.

"All vehicles should have speed limiters when manufactured. These limiters would adjust the speed of the vehicle according to the speed limit of the road they are on...This should not be able to be overridden in any way. That way ALL vehicles would apply the speed limit all of the time." (45-64 year old female non-cyclist)

"The time has come to control vehicle maximum speeds according to prevailing speed limits. The digital technology is available and SatNavs already 'know' where speed limit signs are located." (business/consultancy)

Recording devices

- 7.7 Some respondents suggested that road users would be more likely to comply with road traffic laws, and therefore would be safer, if they knew that their driving or riding was being recorded and could be assessed by their insurer or the police. These respondents noted the potential to promote greater (or universal) use of black box recorders (telematics) and dashboard cameras in motor vehicles and greater use of helmet or body cameras by cyclists.

"All new cars should incorporate dash cameras. The cameras should store recordings securely for a minimum period, and police should be able to access those recordings in the event of an incident or when they have received a complaint about dangerous driving." (25-44 year old male regular cyclist)

"We would highlight the importance of dashcams and rider headcams for capturing evidence and increasing awareness of driver and cyclist behaviour. This could also be utilised by the police and others for enforcement and educational purposes." (Police)

Restricting or removing motor vehicles

- 7.8 Respondents proposed a variety of interventions designed to restrict or remove motor vehicle movements in areas with large numbers of cyclists and pedestrians. These ranged from congestion charge zones and banning motor vehicle movements at certain times of the day (during peak times in urban areas or close to schools) to promoting electric cargo bikes for last mile deliveries. In addition, many highlighted the need to tackle vehicle emissions (for example through greater promotion of electric vehicles or an earlier ban on petrol and diesel vehicles) in order to protect the health of those cycling and walking.

"I would like to see HGVs and commercial delivery vehicles banned during rush hour. There is no need for them to be there. I would also like to see days or weekends where all vehicular traffic is banned in a city. I feel this would stimulate an engagement with walking, cycling and public transport by those who usually use a vehicle." (25-44 year old male regular cyclist)

"e-bikes and cargo e-bikes are practical alternatives to a second car for almost everyone. Fewer cars and vans on the road improve safety, and the feeling of safety, for all road users... OLEV should subsidise purchases of e-bikes and/or cargo e-bikes as it does with other zero emissions transport modes." (national cycling/walking organisation)

Cycling equipment

- 7.9 Cycling equipment was raised as an issue both in answer to Question 5 and Question 2 (the law and rules of the road), but featured most prominently in relation to vehicles and equipment.
- 7.10 A large proportion of individuals and organisations proposed that cycle lighting requirements should be reviewed and updated to take account of technological developments and to provide clarity to cyclists on which lights will keep them and other road users safe. Cyclists complained that it is difficult to purchase lights that conform to the British Standard; other road users complained about the wide variability in the brightness of cycle lights (from too dim to dazzling).

"It is extremely difficult (if not now impossible) to purchase lights conforming to the old British Standard...This is not a trivial matter, as the insurers of those who have been involved in collisions with cyclists have in the past sought to use evidence of non-compliance with the British Standard as a means of mitigating their liability." (25-44 year old male regular cyclist)

"There should be a minimum number of lumens required in bicycle lights and most importantly, it must be illegal to SELL lights below this number of lumens. The number of novice cyclists who have been advised to buy incredibly crap lights...and then find themselves in poor lighting conditions with a set of lights that are blatantly unfit for purpose is incredibly high." (25-44 year old male regular cyclist)

"We encourage the Government to look to German regulations (Straßenverkehrs-Zulassungs-Ordnung) which are widely regarded as the most demanding in the world for further detail. Required lighting is specified in lumens per metre squared on the road, and limits brightness for oncoming traffic which can cause a dazzling effect." (professional body)

- 7.11 Opinions were divided on whether or not cyclists should wear helmets and hi-vis clothing to improve their safety. Most respondents agreed that helmets reduce cyclist head injuries in the event of a collision and that hi-vis clothing makes it easier for drivers to see cyclists. Some respondents inferred from this that helmets and hi-vis should be mandatory, particularly for groups such as children who are at higher risk of falling off a bicycle without a motor vehicle being involved.

"Requiring cyclists to wear reflective, neon clothing could be a start. I have seen cyclists dressed all in black cycling at twilight with no lights. As a cyclist and a car driver and a scooter driver, I see being able to cycle like that as very dangerous. Visibility is so important as a cyclist." (25-44 year old female regular cyclist)

"We would welcome changes to the legislation to require the wearing of a helmet when cycling. There is clear scientific evidence that, in falls and collisions involving an impact to the head, wearing a cycle helmet reduces the chances of acquiring a brain injury and, if a brain injury is acquired, lessening the severity and extent of that brain injury." (National charity)

7.12 However, others argued that mandatory helmets and hi-vis would discourage cycling, due both to the perceived inconvenience and undesirability associated with personal protective equipment and to mandatory safety equipment conveying the message that cycling is a dangerous activity. Some people of this opinion still supported the promotion of helmets and hi-vis, but a third group requested an end to all promotion of helmets and hi-vis. Members of this third group referenced the hierarchy of hazard controls as a basis for claiming that personal protective equipment was a relatively ineffectual way of mitigating the hazard caused to cyclists by motor vehicles. They were also concerned that a focus on personal protective equipment risked victim blaming, could undermine attempts to normalise cycling, and might encourage drivers to be less careful around cyclists.

"Cycling itself is a safe form of transport. More people cycling will improve people health in general, reducing the burden on the NHS. It is important that unintended consequences aren't introduced if enforcing "safety improvement" such as in Australia, when the mandatory helmet law was introduced, head injuries went down, but proportionally to the reduction in cyclists. And as there were less cyclists on the roads, people don't expect or look out for them, so on the whole reducing safety. Which is in stark contrast with other European countries where cycling is commonplace and hardly any wear helmets." (25-44 year old male regular cyclist)

"The hierarchy of safety and protection from HSE gives personal protective equipment as the last resort and lowest form of protection." (45-64 year old female regular cyclist)

"Nobody would accept the argument that a driver who crashed into a parked car should not be held responsible because the parked car was black. Yet Rule 59 [of the Highway Code] has led to a situation where the colour of a cyclist's clothing is commonly, and incorrectly, thought to be relevant to the cause of the collision. Victim-blaming like this does nothing to promote road safety, as it can deflect focus from the true cause of the collision, i.e. someone's failure to pay attention and look properly whilst driving." (national cycling/walking organisation)

8. Summary of responses to Question 6 - attitudes and public awareness

Question 6 - attitudes and public awareness

What can government do to support better understanding and awareness of different types of road user in relation to cycle use in particular?

- 8.1 The final question in the Call for Evidence asked what the government could do to support better understanding and awareness of different types of road user. This question received the third highest number of responses and suggestions from individuals, but a relatively low number of responses and suggestions from organisations.
- 8.2 Unlike the first five questions, this question was not directly focused on measures to improve cycling and walking safety but rather on what could be done to combat negative attitudes towards different road users, and towards those who cycle in particular. Improving attitudes would be expected to have second order benefits on cycling and walking safety through safer behaviour by all road users. Since this question was not concerned with a distinct type of intervention, many of the solutions proposed by respondents to improve attitudes duplicated solutions proposed in other questions to improve safety, in particular Question 4.
- 8.3 Table 7 shows the five most common topics raised by individuals and organisations:

Rank	Responses from individuals	Responses from organisations
1	Public information campaign	Public information campaign
2	Education on how to drive safely around cyclists	Publicise the benefits of active travel / Encourage more people to cycle
3	Myth-busting about cyclists/cycling	Promote greater consideration and respect between different types of road users
4	Publicise the benefits of active travel / Encourage more people to cycle	Better infrastructure for cyclists
5	Better infrastructure for cyclists	Greater coverage in the driving test/when learning to drive e.g. cycling experience

Table 7: Top five attitudes and public awareness topics from responses

Educational campaigns

- 8.4 The most popular response to this question was for the government to run public information campaigns, in a variety of media. Some responses reflected on the success of Think! road safety campaigns relating to topics such as drink driving, speeding and motorcycle safety and suggested that similar campaigns should be run to promote safer driving around cyclists and pedestrians.

"I have often seen and heard advertising campaigns regarding drink driving and motorcycle use, but to my knowledge I don't remember seeing any campaigns about operation close pass or cycle safety. If the government is serious about increasing cycling safety, it should consider methods to reach out to the public to condemn driving without thinking of cyclists or to encourage cycle use." (25-44 year old male regular cyclist)

- 8.5 One of the main messages that respondents wanted conveyed to motorists through campaigns is how to drive safely around cyclists, particularly in relation to overtaking. The West Midlands Police 'Operation Close Pass' initiative was frequently raised as a positive example. Many respondents, both individuals and organisations, pointed out that motorists become frustrated and angry by what they perceive as selfish behaviour by cyclists, not understanding that taking primary position (as taught in Bikeability Cycle Training) is best practice and that cyclists are entitled (and may have good reason) to ride two abreast or decline to use cycle facilities.

"Cyclists taking Bikeability training are taught to ride assertively, taking a road position in the centre of the traffic flow as a norm and only moving aside to allow overtaking when they feel it is safe to do so. Unfortunately, it is clear that nobody told the drivers about this, and consequently many drivers believe cyclists are doing this purely to annoy them...As part of a public awareness initiatives, drivers need to be made aware of the expectations placed upon them, including that, when overtaking cyclists at 30 mph, they should be leaving 1.5 metres of clearance, and that they should slow down and wait until that is possible before starting to overtake..." (45-64 year old male regular cyclist)

- 8.6 Another message that respondents wanted conveyed to motorists was that cyclists and pedestrians have the same right as motorists to use the roads. Many were concerned that motorists thought that by paying "road tax" they were funding the roads and therefore had a greater right to use them (as discussed under Question 4). This could lead to motorists viewing cyclists as an unwanted inconvenience on the road, even though large numbers of cycles on the road may decrease congestion (where they replace motor vehicles) rather than increase journey times.

"The cost to the economy of parking space, of road space and of pollution is subsidised by general taxation and is not paid for by motorists. Pedestrians and cyclists take up comparatively little road space and cause no significant pollution... everyone should understand that road space is for everyone and that priority should be accorded on a scale of vulnerability, thus pedestrians have first priority, then cyclists..." (45-64 year old male regular cyclist)

"As a general rule, education, training and general awareness should be based on generating or reinforcing understanding that cyclists have at least as much right to be on the highway as drivers and to not be discriminated against, particularly in terms of danger presented to them." (road safety organisation)

- 8.7 Respondents also believed that attitudes could be improved by changing perceptions of who cyclists are. Negative stereotypes might be countered by presenting cyclists as a diverse group of people, many of whom also travel by car and on foot, most of whom obey road traffic laws, and all of whom are human beings who need to be treated with consideration when they choose to cycle.

"Cycling is beset with an 'us vs. them' image in the UK. Cyclists are an 'out-group' in the UK, characterised by Enthusiasts who make up a small section of the overall transport demographic... This needs to change so that cyclists are seen as people who happen to be on bikes...Cycling imagery should show diverse people, wearing smart or 'normal' clothing." (45-64 year old male regular cyclist)

"It would be good to use a range of different images representing people of all abilities/ages using many different types of cycle in any advertising/education campaigns to reflect the inclusive nature of cycling and the number of people who use cycling to aid their mobility." (Local Authority)

- 8.8 Another common theme was that the best way to improve the attitude of other road users towards cyclists is to promote the benefits of cycling and thereby encourage more people to do it. In this way, more people would either have personal cycling experience or know someone who does, and therefore it would be perceived less as a niche activity. A common call was to publicise the health benefits, to individuals and wider communities, of increasing active travel and of reducing motor vehicle use. This would include reducing air pollution and cost savings to the NHS due to healthier individuals. Separately, some respondents pointed out that cycling can be a very efficient way of using road space and proposed using visual campaigns to show the different space used by cycles and motor vehicles.

"Show how the more cyclists on the road the less cars and less congestion. Show how the health benefits of cycling reduce the future health care costs to the country, saving money" (25-44 year old male regular cyclist)

"People who are walking and cycling are helping those who aren't, by not adding to vehicle traffic and keeping fit (and less likely to use health services)." (Local Authority)

- 8.9 In addition to more conventional communication methods, a few individuals talked about the role of social media in countering myths and prejudices about cyclists. For example, some cited Surrey Police's Roads Policing Unit Twitter communications.

Training

- 8.10 An alternative method of delivering the educational messages mentioned above is as part of driver training. Some respondents proposed that as part of learning to drive people should either experience cycling or be educated on these messages.

"More training on cycling for the driving test. It's only by starting to cycle that I've become a better driver around cyclists because I also think of the cyclists' perspective." (25-44 year old female regular cyclist)

Infrastructure

- 8.11 Many respondents said that the best (and in some cases the only) way to change attitudes and increase awareness would be to invest heavily in good quality, highly visible infrastructure. This would help to reduce conflict linked to road users who are travelling at quite different speeds having to share the same highway space. Some claimed that cyclists would only be treated as equals when they had their own dedicated infrastructure rather than being expected to share with either pedestrians or motorists.

"As long as cyclists are not being treated as a separate group of infrastructure users and are expected to share infrastructure with other modes of transport... stereotypes will continue to be propagated and opinions towards cyclists will be hostile. Putting cycling on an equal footing with pedestrians and cars...with dedicated infrastructure will demonstrate that all road users should be respected equally." (25-44 year old male regular cyclist)

"Improve infrastructure and understanding and awareness will increase. At the moment it is a small minority of relatively risk adverse people that cycle. Make it a safe, viable option and more people will do it and it will become normal. In Netherlands...cycle use is normal and so there isn't the issue with perceived 'lycra louts'." (local cycling organisation)

Enforcement

- 8.12 Some respondents felt that the best way to improve attitudes and awareness was to improve levels of compliance with road traffic law through better enforcement, particularly when combined with education. This could reduce both the acceptability of dangerous driving and cycling and the animosity towards cyclists inflamed by a perception that the law is not applied equally to them.

"Tougher enforcement of violations would increase awareness of what is proper and safe practice (including enforcement against cyclist violations)." (25-44 year old male regular cyclist)

"The combination of education and enforcement have a proven success record in other road safety scenarios and should be used to promote appropriate behaviour amongst all road users." (Local Authority)

The media

- 8.13 A large number of respondents complained that negative attitudes towards cyclists were fed by anti-cycling comments in the media. They called for government to play a stronger role in tackling this perceived anti-cycling bias.

"Clamp down on the anti-cyclist agenda adopted by some mainstream media outlets. This fosters an attitude of aggression and a lack of tolerance which manifests itself on the roads. Close passes and aggressive and dangerous overtakes/manoeuvres are often accompanied with abuse which mirrors the attitudes presented in these outlets...the perpetrators think that the cyclist deserved it just because they were a cyclist." (45-64 year old male regular cyclist)

"There is a very serious issue with the public perception of cycling which is fed by a very negative coverage of cycling in the mainstream media. This encourages aggressive behaviour from motorists towards cyclists. To counter this there should be a continued public information and education campaign to challenge negative stereotypes and many of the myths that surround driving and the interaction between drivers and in particular cyclists." (business/consultancy)

Leadership

- 8.14 Another focus of responses was on the leadership role of government, and other decision makers, in promoting positive attitudes towards cyclists. Respondents felt that decision makers in many spheres need to have a better understanding of the needs of cyclists, and felt that encouraging them to cycle for themselves would be the best way to achieve this.

"Send the people who make the rules and come up with suggestions out on bikes in different traffic situations. It's the only way that they will understand the needs and risks." (25-44 year old male regular cyclist)

"Make it compulsory for highways engineers in highways authorities to cycle and walk in their patch so they understand the problems." (25-44 year old female occasional cyclist)

- 8.15 In a similar way, vulnerable pedestrians desired that decision makers should gain a better understanding and empathy for their needs.
- 8.16 Respondents also called for the government to review the language it uses in relation to cycling to avoid exacerbating negative attitudes. For example, defining people by their mode of travel could potentially reinforce road user type divisions.

"Speak about people who use bicycles carefully or not at all. Pronouncements about 'cyclists' which make it clear that this is an alien, uncontrollable, undesirable group, are of immense power. Above all else, this is what needs to change. This is a social change problem - like racism, sexism, homophobia." (45-64 year old male occasional cyclist)

"Stop using stigmatized words like 'pedestrians' and 'cyclists' and 'drivers'. Instead, talk about people walking, cycling, or driving. This emphasizes that most people are capable of doing all 3 given the opportunity." (25-44 year old person who regularly cycles)

"In terms of what more Government could do...at a basic level it begins with rhetoric. Even the terms 'cyclist' and 'motorist' can be unhelpful as these terms tend to perpetuate an 'us and them' attitude rather than a 'let's work together' mindset." (manufacturer / retailer / service provider)

9. Next steps

- 9.1 The Department is still exploring ideas and considering evidence submitted in response to the Call for Evidence. Once this process is complete, the Department will be able to confirm which actions it is seeking to take forward in order to improve cycling and walking safety as a direct result of this consultation.
- 9.2 Several cross-cutting themes emerged from the responses. The Department will look to ensure that the actions it takes address these themes:
- Greater consideration and mutual understanding between all road users, especially towards cyclists and pedestrians
 - Prioritising the needs of cyclists and pedestrians when decisions are made
 - Protection of cyclists and pedestrians from motor vehicles
 - Safer overtaking of cyclists
 - Improved awareness of the presence of cyclists and pedestrians
 - Higher levels of compliance with the law and rules of the road
 - Promoting a more positive image of those who choose to cycle
- 9.3 However, the value of this Call for Evidence does not merely derive from the immediate actions taken as a result of it, but from the wider body of evidence and impetus for further reform that it generates.

Annex A: Consultation principles

The consultation is being conducted in line with the government's key consultation principles, which are listed below. Further information is available at <https://www.gov.uk/government/publications/consultation-principles-guidance>

If you have any comments about the consultation process please contact:

Consultation Co-ordinator
Department for Transport
Zone 1/29 Great Minster House
London SW1P 4DR
Email consultation@dft.gsi.gov.uk

Annex B: Overview of respondents

Individual respondents

- B.1 Question 1 and Question 2 in the Call for Evidence received the most responses from individuals, whereas Question 4 and Question 5 received the fewest individual responses.

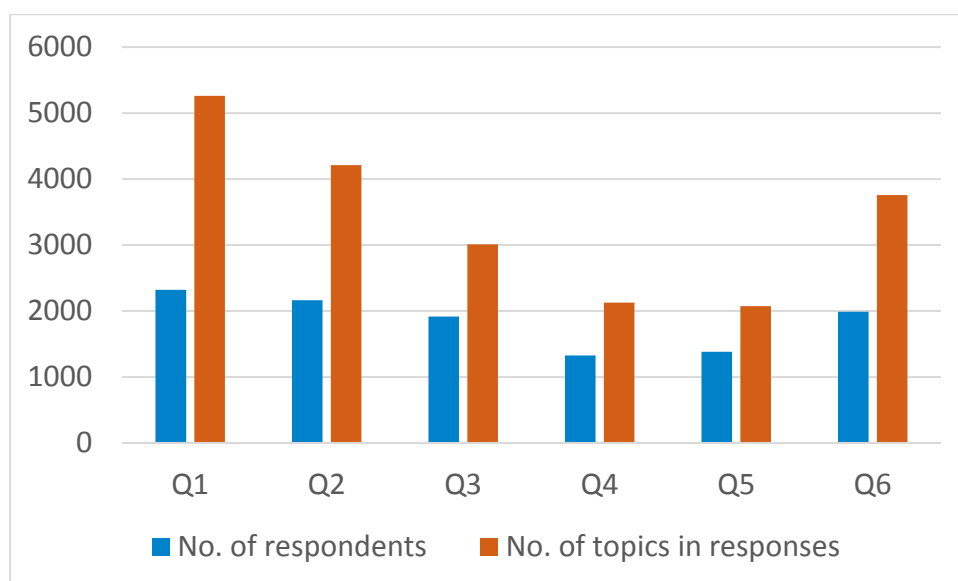


Figure 1 Number of respondents and response themes from individuals for each question

Individual online respondents

- B.2 Individuals who submitted an online response form were asked, in addition to the consultation questions, a series of questions about themselves - including about their cycling, walking and driving activity. The purpose of these questions was to understand the types of people submitting evidence. Note that these questions were optional and individuals responding to the Call for Evidence by email did not provide this information about themselves. This means that the profile of those submitting campaign emails is unknown, whereas the profile of the vast majority of individuals who submitted non-campaign responses is known.

B.3 Three quarters of individuals who submitted an online response form were male.

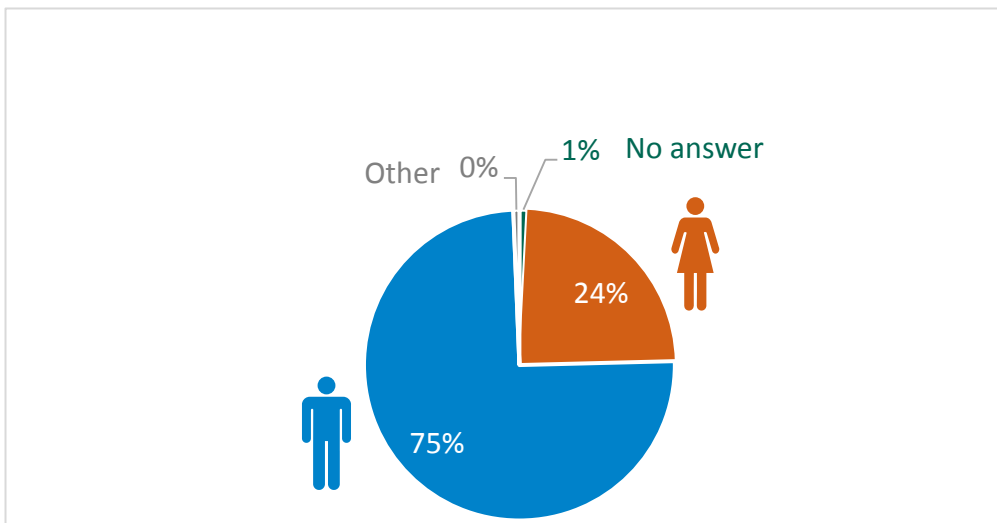


Figure 2 Gender profile of individual online respondents

B.4 Nine in ten individuals who submitted an online response form were age 25-64.

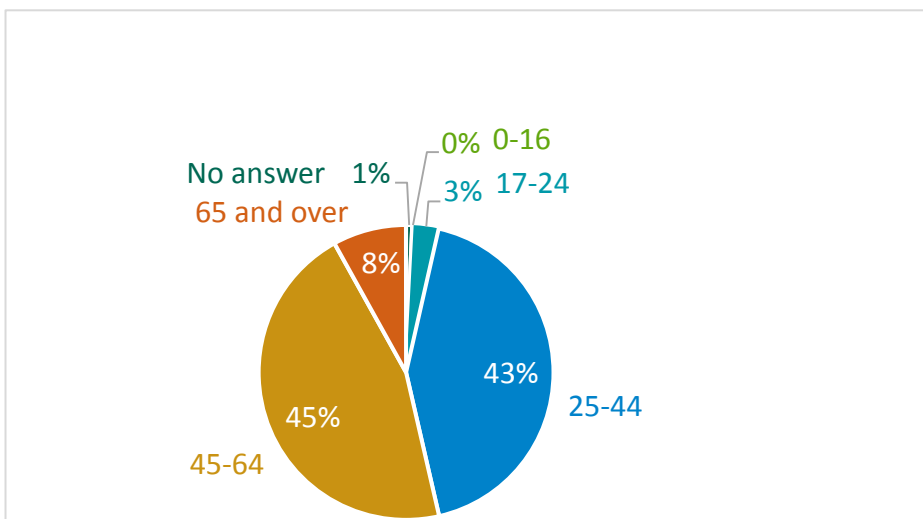


Figure 3 Age profile of individual online respondents

B.5 Five per cent of individuals who submitted an online response considered themselves to be disabled.

B.6 Three quarters of individuals who submitted an online response form resided in an urban area.

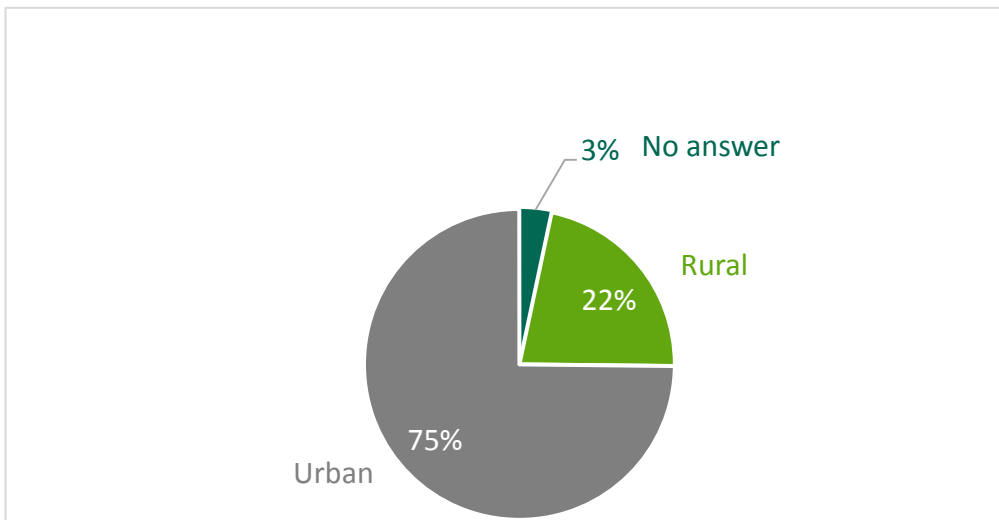


Figure 4 Urban/Rural profile of individual online respondents

B.7 Online responses were received from individuals from across the UK, but London, the South East and the South West accounted for about half of respondents. There were seven local authorities from which 50 or more responses were received:

- City of Bristol
- Surrey
- Cambridgeshire
- Oxfordshire
- City of Edinburgh
- Birmingham
- Southwark

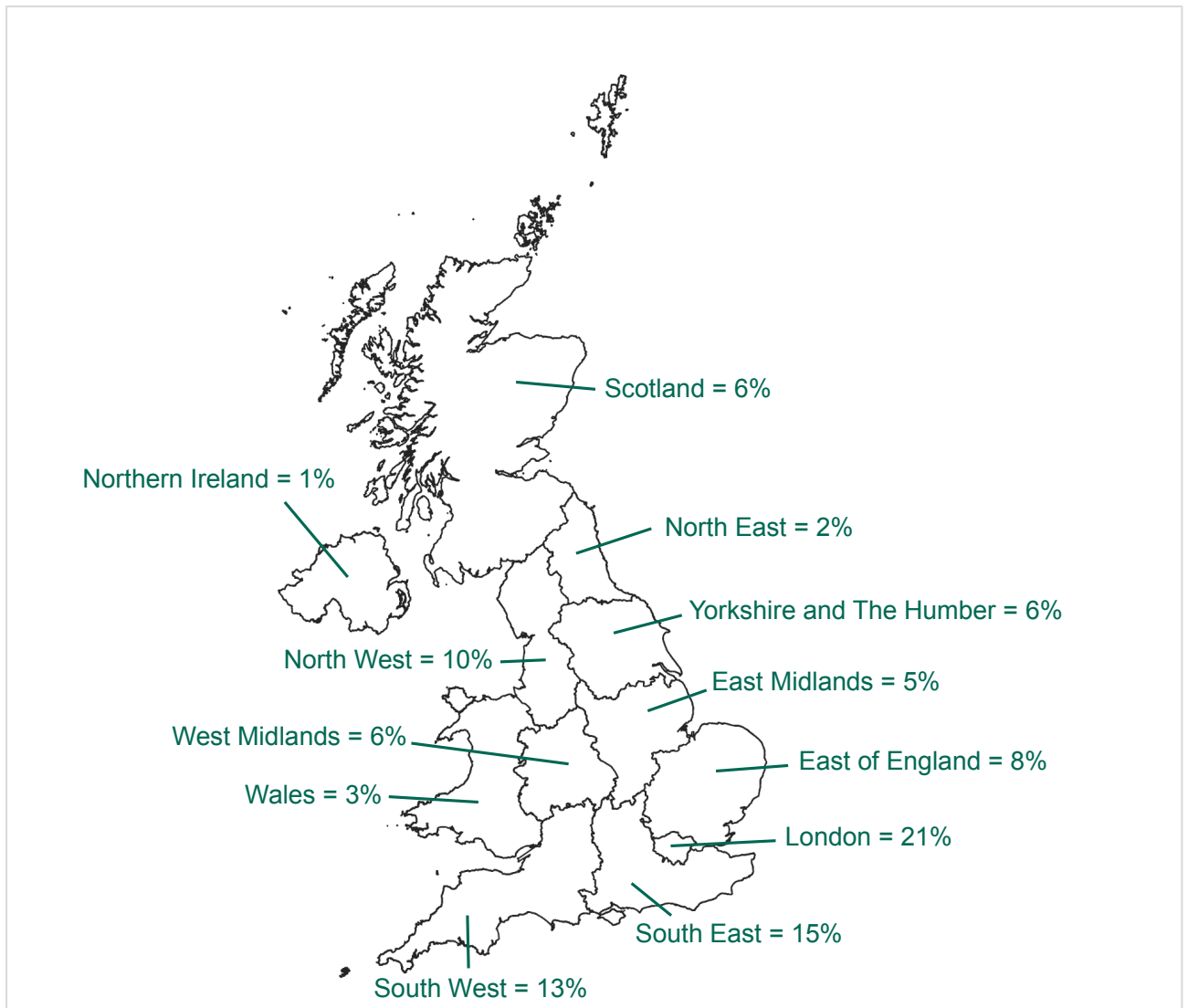


Figure 5 Geographic profile of individual online respondents

B.8 There were high levels of cycling, walking and driving amongst those who submitted an online response form:

- 86% indicated that they cycle at least once a week, 46% that they cycle mostly on busy roads and 26% that they have had on road cycle training
- 90% indicated that they walk for 20 minutes at least once a week
- 67% indicated that they drive regularly and 25% that they drive rarely.

Organisation respondents

B.9 Question 1 and Question 2 in the Call for Evidence received the most responses from organisations, whereas Question 4 and Question 6 received the fewest organisation responses.

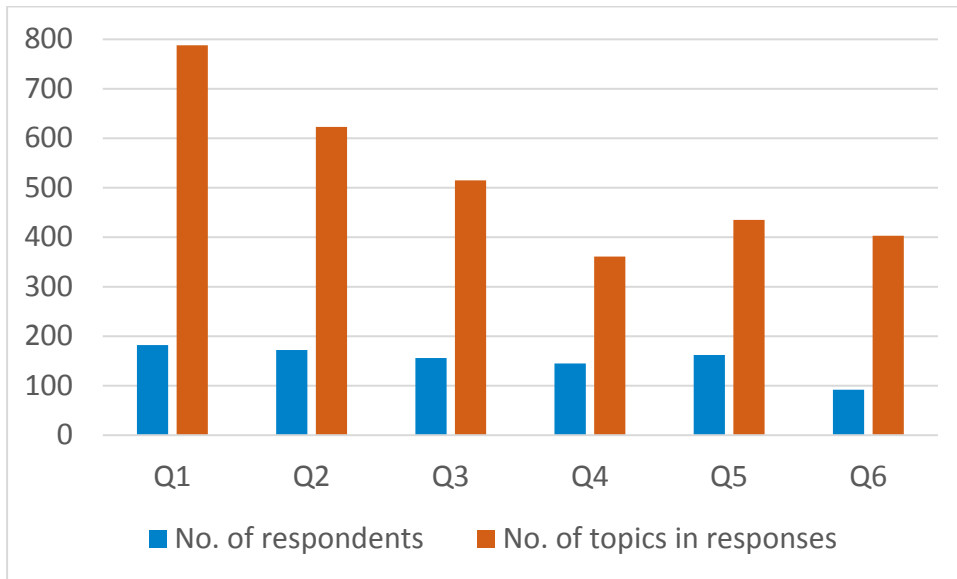


Figure 6 Number of respondents and response themes from organisations for each question

B.10 The two largest groups represented amongst organisation responses were local cycling organisations and local authorities, each accounting for approximately 40 submissions.

B.11 There were around 10 submissions from each of the following groups:

- Road safety organisations
- National cycling/walking organisations
- Academics or research organisations
- Manufacturers, retailers or service providers
- Businesses/Consultancies
- Local sustainable travel organisations
- Schools or organisations representing young people
- Disability organisations

B.12 There were also a small number of submissions from a range of other organisations including major city combined authorities, the police, professional bodies, cyclist training organisations, and national motoring and freight organisations.

Annex C: Wording of campaign responses from cycling organisations

British Cycling's 'Turning the Corner' campaign

Dear Jesse Norman,

Your review of cycle safety is welcome. The number of cycling casualties is increasing and action is needed.

Junctions are the most dangerous places on the road. Best practice from countries and lessons from the British cities shows that clear priority at junctions is needed to avoid left and right hook collisions.

British Cycling's Turning the Corner campaign has compiled initial evidence of what could be achieved if the UK adopts rules of the road that are common in nearly every other country in the world. These rules can deliver clear safety benefits, improve the quality of infrastructure provision through junctions for people walking and cycling, and can also boost their efficiency for motorists too.

I recommend that you meet with Chris Boardman to discuss how the Department can take forward the next phase of the project which includes further modelling work and testing of signage.

Cycling UK's 'Cycle safety: make it simple' campaign

I'm writing to you in response to your call for evidence "Cycling and Walking Investment Strategy: Safety Review".

I understand that the Government's stated ambition with this review is to make cycling the natural mode of travel even for a 12 year old. I fully support both that ambition and the recommendations put forward by Cycling UK to achieve this within their response "Cycle safety: make it simple" available at:

<https://www.cyclinguk.org/cycle-safety-make-it-simple-pdf>. Cycling UK's report sets out a blueprint for more and safer cycling, with some simple measures which could be implemented to improve cyclists' safety and remove the barriers which put too many people off cycling, despite its huge benefits both for individuals and society.

I would urge the Government to act on this report if it's serious about reducing road danger and increasing active travel.