

# Strategic Framework for Road Safety

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# Foreword



Road deaths and injuries are a tragedy for all those affected. And as well as the terrible human cost, they impose a heavy economic burden. The casualty reductions we have seen in recent years are very good news, but we cannot afford to be complacent.

This Government believes in localism. We believe that, wherever possible, local authorities should have the freedom to make their own decisions on road safety so they develop solutions that best suit their communities. So this strategic framework provides clarity to local authorities, road safety professionals and other stakeholders on their roles and responsibilities in improving road safety, and sets out the increased freedom that is being given to local authorities in assessing and acting on their own priorities. That includes increasing the road safety information that is available to the public to help them to hold their local authorities and service providers to account.

Of course, there will always be an important role for central Government to play in road safety. And I believe our approach, where possible, should be based on making it easier for road users to do the right thing - improving education and training instead of resorting to more bureaucracy, targets and regulation.

But I am also determined to crack down on the antisocial and dangerous driving that still leads to far too many fatalities and serious injuries on our roads. So this strategic framework sets out a wide range of measures to tackle careless and dangerous driving behaviour – from a new fixed penalty notice for careless driving, to tougher action against drink and drug drivers.

Today, Britain has a road safety record that is the envy of the world, but I believe our roads can be safer still. I hope that service providers, local authorities, the police, road safety professionals, the voluntary sector - and, of course, road users themselves - will work with us to ensure we rise to that challenge.

A handwritten signature in black ink that reads "Philip Hammond". The signature is written in a cursive style with a horizontal line underneath the name.

**Philip Hammond MP**  
**Secretary of State for Transport**

# Executive summary

1. Road deaths are a tragedy for all affected while injuries can cause suffering, economic loss and life changing misfortune. Road collisions are the leading cause of death for young adults aged 15-24<sup>1</sup> and they account for over a quarter of deaths in the 15-19 age group<sup>2</sup>. They also have a serious detrimental impact on the economy. The emergency and health costs along with the lost economic output are significant. The economic welfare costs are estimated at around £16 billion a year while insurance payouts for motoring claims alone are now over £12 billion a year. The impacts of collisions and incidents on congestion, reliability and resilience of the road network are also a major economic cost. This demonstrates that there is potentially a strong case for reducing the economic and the personal costs of fatalities and serious injuries on our roads.
2. Much of the harm and cost is avoidable and it is not an inevitable consequence of road transport. We believe that further measures can be taken that will provide high value for money but we are clear that improvements in road safety need to be robustly analysed, considering all costs and benefits, the pressures on spending and the opportunity cost.
3. The UK currently has amongst the safest roads in the world and we have seen significant decreases in our casualty figures. This is a testament to the work of service providers, the police, road safety professionals and not least to the responsible and safe approach of the majority of road users. However this is not a reason for complacency; it is a sign of what can be achieved with the right policies, actions and behaviours.
4. This document sets out the strategic framework for road safety and the package of policies that we believe will continue to reduce deaths and injuries on our roads. They are split between measures that we intend to take nationally and areas where the policy and delivery will reflect local priorities, circumstances and economic assessment. While we want decisions to be made locally, wherever possible, there is still a crucial role for national Government in providing leadership on road safety,

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<sup>1</sup> Office for National Statistics, Register of deaths, 2007

<sup>2</sup> Reported Road Casualties Great Britain, Department for Transport, 2009, table 50

delivering better driving standards and testing, enforcement, education, managing the strategic road infrastructure and through research and the collation and provision of public information to support local delivery.

5. At the same time local citizens have a central role in improving performance through their own responsible road use and in highlighting areas where they expect further improvement. We also need to continue to harness the efficiency and creativity of the private and voluntary sectors in making road use safer.
6. The proposed actions and approach to continuing to reduce death and injuries on our roads are underpinned by the Government's key principles. They reflect the commitment to supporting local decisions and to improving services to citizens. These are:
  - Across Government we are committed to ending decision making that is imposed from above and assumes that one size fits all.
  - As set out in the Spending Review we are freeing local authorities from central government control, letting them determine their own solutions that are tailored to the specific needs and priorities of their own communities.
  - Transparency – ensuring that information is made available to enable local citizens to get more involved in decisions, hold local service providers to account and assess the performance of their local authority against others.
  - Empowering and capability building – giving people the powers, tools and funding flexibility rather than imposing proscriptive and constraining central regulation.
7. The overarching priority, underpinning other aims, must be to restore the public finances and return the economy to sustainable and secure economic growth. This requires taking tough but unavoidable decisions to tackle the deficit, with an emphasis on fairness, efficiency and prioritisation.

## Key Themes for Road Safety

8. The Government's approach translates into a number of key themes for road safety:
  - making it easier for road users to do the right thing and going with the grain of human behaviour;
  - better education and training for children and learner and inexperienced drivers;

- remedial education for those who make mistakes and for low level offences where this is more effective than financial penalties and penalty points;
  - tougher enforcement for the small minority of motorists who deliberately chose to drive dangerously;
  - extending this approach to cover all dangerous and careless offences, not just focusing upon speeding;
  - taking action based upon cost benefit analysis, including assessing the impact on business;
  - more local and community decision making from decentralisation and providing local information to citizens to enable them to challenge priorities; and
  - supporting and building capability by working with the road safety community on better tools to support road safety professionals
- 9.** To deliver decentralisation and empowerment we do not consider that local service deliverers need further central persuasion on the importance of road safety. We do not therefore believe that over-arching national targets or central diktat that constrains local ambitions and priorities are now the most effective way of improving road safety. We expect central and local government to continue to prioritise road safety and continue to seek improvements. Central government should be judged against the actions that we commit to in our Road Safety Action Plan. Equally, we expect local government and service providers to be judged against their actions.
- 10.** We are moving to a more sophisticated method of monitoring progress through a Road Safety Outcomes Framework. This should help local authorities to assess and prioritise their action and show the impact of central Government measures.
- 11.** The specific actions that the Government proposes to take forward include:

## Improving Road Safety Together - Empowering Local Citizens and Local Service Providers

- Decentralising funding and removing targets and performance frameworks to create more room for local flexibility and innovation along with private sector and third sector delivery of road safety initiatives. We will also ensure that local authorities are clear that they can make full use of existing powers and flexibilities, for example in setting speed limits and speed enforcement. We will update the



speed guidance to reflect this and will provide guidance to local authorities on assessing the costs and benefits of new schemes.

- Supporting the provision of local information to the public to increase scope for challenge by showing the level of risk geographically, the comparative road safety performance of different areas and service providers for different groups and information on all safety cameras.
- Making the links with other local agendas, such as public health and sustainable travel and helping to remove barriers to increasing walking and cycling, such as the use of a new indicator on perceptions of road safety. We also recognise and will build upon synergies between safety, congestion and reliability, for example through the managed motorways programme.
- Supporting the development of better tools for road safety professionals by providing better signposting of key facts and evidence, synthesising and making research more accessible and working with road safety groups on identifying best practice resources. This will also help international road safety by making our expertise readily available to other countries.

## Education – Developing Skills and Attitudes

- Developing a new post test vocational qualification – we will work with trainers, insurers and young drivers to ensure there is an effective successor to the Pass Plus scheme. This will help newly qualified drivers to gain the necessary attitudes and experience to be safe and responsible road users, with appropriate accreditation and assessment built into the process to ensure market confidence in the new qualification.
- Developing more targeted and effective marketing, building upon the best behavioural science. This will include using the opportunities where Government interacts with learner drivers to reinforce the links with safety and life long learning, for example by introducing film clips into the theory test and the introduction of a Road Safety Day.
- Continuing to improve the initial training for learner drivers and riders. We will also improve standards of driver training through better consumer information and ensuring driving and riding instructors have the right skills and qualifications.
- Increasing the range and use of educational courses that can be offered in the place of fixed penalty notices to develop safer and more responsible driving behaviour.
- Developing courses that courts can offer in the place of losing a licence, where this is considered a more effective intervention.

- Reforming the regime for re-testing disqualified drivers - including extending, and potentially mandating, the requirement for disqualified drivers to re-test before regaining their licence and developing special tests linked to remedial training. This will build on the current arrangements for drink-drivers.

## Targeted Enforcement and Sanctions

- Introducing a fixed penalty offence for careless driving. This will enable the police to tackle offending efficiently, and offenders will be diverted to new educational improvement courses where these will be more effective. We will develop robust guidelines to ensure that the circumstances in which a fixed penalty notice is appropriate are clearly defined.
- Increasing the level of fixed penalty notices for traffic offences to bring the £60 charge into line with other fixed penalty notices, and considering increasing the fixed penalty notice charge for uninsured driving.
- Making full use of existing powers to seize vehicles through working with the police and within Government on the procedures.
- Taking account of Sir Peter North's report on Drink and Drug Driving Law and the subsequent report by the Transport Select Committee we will improve the enforcement of drink and drug driving legislation by:
  - removing the option for drivers who fail an evidential breath test by 40% or less to request a blood or urine test;
  - mandating the drink drive rehabilitation courses for disqualified drink drivers;
  - working to type-approve portable evidential digital breathalysers to make it possible for the police to get evidence at the roadside and other locations:
  - getting drug screening kit authorised for use in police stations and then on the road side; and
  - considering a new drug driving offence if the current offence of driving while impaired can not to made to work more effectively and the research on impairment and technology on detection allows this
- Working towards tightening enforcement against vehicles, where it is not possible to identify or trace the driver. This is a specific but not exclusive problem with some foreign vehicles. We will explore

innovative ways of recovering unpaid fines and will review enforcing against vehicles where we are not able to identify the driver.

- 12.** We will also continue to look at ways to reduce uninsured and unlicensed driving which is a key issue in improving road safety. This will include measures, that will improve enforcement against unlicensed vehicles, such as the introduction of Continuous Insurance Enforcement, and measures that help to reduce the costs of motor insurance, including working with the insurers on new products and on access to the DVLA database to reduce fraud. While we believe we are making progress against uninsured drivers we are clear that this is an area that requires further work to arrive at a fully effective package of measures.
- 13.** We will provide an economic toolkit and guidance to Local Authorities to help them take account of the same range of factors when setting local speed limits.
- 14.** The Highways Agency will continue to work towards a safer and more reliable strategic road network through their work on maintenance, safety schemes, new capacity and working closely with local service providers. They will work with the police on reducing the congestion from road collisions by clearing incidents more quickly and efficiently.

## The Vision for Road Safety

- 15.** Our long-term vision is to ensure that Britain remains a world leader on road safety. There have been impressive improvements over previous decades and in recent years. We are committed to ensuring this trend is maintained. Alongside this our aim is to reduce the relatively high risk of some groups more quickly, such as for cyclists and children in deprived areas.
- 16.** In the longer term, with improvements in technology, e.g. collision avoidance – which will continue to transform the way we drive and use roads and the ability of the system to protect all road users when things go wrong – allied with safer and better driving, we will see a very different world.
- 17.** We will monitor our performance against the indicators in the Road Safety Outcomes Framework. We expect that the Government's actions, along with the key contributions from local authorities, service deliverers and local communities, will continue to deliver this downward trend and address the differential risks. On this basis we could see fatalities falling by around 37% to 1,770 by 2020 if we use the central projection. If from 2020 we assume that the low projection can be achieved with the variation in performances at the local authority level narrowing and

moving towards the level of the top performers then we would see deaths reducing by 57% to around 1,200 and KSIs falling below 10,000 with a reduction of 70% by 2030. This is set out in detail in Chapter 6. This is neither a target nor a hard forecast, but we are confident this can be realised if everyone plays their part. We want to encourage all road safety stakeholders to join together to support us in making this vision a reality.

# 1. Introduction

- 1.2** Road safety is a priority for the Government. Great Britain has one of the leading road safety records in the world and we want to maintain this record and build upon it. Even with the safest roads in the world we are still seeing a significant toll of avoidable death and serious injury. This has a high economic cost to society and is a tragedy to all those directly affected.
- 1.3** This document sets out the strategic framework for road safety and the package of policies that we believe will continue to reduce deaths and injuries on our roads. They are split between measures that we intend to take nationally and areas where the policy and delivery will reflect local priorities and circumstances. At both the national and the local level, safer infrastructure, better and more targeted education that draws upon behavioural science and tougher enforcement for the small minority of motorists who deliberately chose to drive dangerously will all be important. We also see a key role for local citizens in improving the performance of their areas by holding local decision makers to account where they feel that further action is needed.
- 1.4** Finally the private and voluntary sectors have a major role to play. Much of the improvement in road safety is due to the steep changes in vehicle safety delivered by manufacturers, while businesses more generally have a responsibility and a strong commercial imperative to ensure their employees are safe drivers. The voluntary sector has played a key role in promoting and delivering better road safety, including through raising awareness and education.

## Development Process

- 1.5** In developing this strategic framework we have considered the consultation responses that we received to the Road Safety Compliance Consultation<sup>3</sup> and A Safer Way: Consultation on making Britain's Roads the Safest in the World<sup>4</sup> and the subsequent discussions that we have had with stakeholders.

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<sup>3</sup> <http://www.dft.gov.uk/consultations/archive/2009/compliance/>

<sup>4</sup> <http://webarchive.nationalarchives.gov.uk/+dft.gov.uk/pgr/roadsafety/roadsafetyconsultation/>

- 1.6** We then held two seminars that were facilitated by the Parliamentary Advisory Council for Transport Safety (PACTS). These were attended by road safety organisations, individuals involved in the delivery of road safety and other interested parties.
- 1.7** We are very grateful for the contribution of all consultees and attendees and appreciate their useful and constructive contribution to the development of this document.

## Government Principles

- 1.8** There are a set of key principles which frame the Government's approach to the development of policy and providing better services to citizens.
- 1.9** Across Government we are committed to ending decision making that is imposed from above and assumes that one size fits all. This ignores the specific needs and behaviour patterns of local communities. As set out in the Spending Review we are freeing local authorities from central government control and letting them determine their own solutions, tailored to the specific needs and priorities of their own communities. While we want decisions to be made locally, wherever possible, there is still a crucial role for national Government in providing leadership on road safety, delivering better driving standards and testing, enforcement, education, managing the strategic road infrastructure and through research and the collation and provision of public information to support local delivery.
- 1.10** The Prime Minister has put building a stronger sense of society – the Big Society – at the heart of the agenda for Government. Through a radical transfer of power and information we want to inspire more people to come together and drive local solutions to our social problems. The Big Society is about much more than volunteering and social action. At its heart, the Big Society is about putting more power into people's hands. Through increasing transparency and building capability it will give citizens, communities and the third sector the power and information they need to come together, to help solve the problems they face and build the Britain they want. Road safety is a good example of this in action; local decisions on enforcement, what sorts of roads and neighbourhoods we want, and the examples we set on responsible road use are at the heart of localism and individual choices.
- 1.11** The Government has set out clear principles that it will follow on regulation. It will introduce new regulation only where it can be demonstrated that satisfactory outcomes can not be achieved by alternative, self-regulatory, or non-regulatory approaches and where the

new regulatory burden that will be imposed is counter balanced by an equivalent regulatory reduction. While we do not have the same discretion over EU legislation we will follow these principles where possible and we will champion non-regulatory solutions where appropriate. For road safety, for the most part, we consider that the right legislative framework is in place. Therefore the actions that are set out in this document are focused on how the drivers and riders who disobey the rules should be dealt with, how to raise awareness of road safety issues and the roles that different groups have in safety improvements. The proposed changes that we would like to make to legislation are limited. All impacts will need to be thoroughly assessed and offsetting deregulatory measures will need to be identified, where necessary, before these can be progressed.

- 1.12** The Government's central challenge is tackling the debt crisis and restoring sustainability to the public finances. We are committed to rebuilding our economy on to a path of sustainable growth. This has required difficult choices and some reduction in transport spend but has been implemented so as to maximise freedom for local authorities to respond and protect vital longer term capital spending. It will mean that there will need to be further efficiency improvements and effective prioritisation of all resources. The challenge is for all of us to continue to deliver crucial services and safety outcomes as resources become tighter.

## The Current Situation

- 1.13** There have been substantial reductions in road user casualties since the Government first produced a road safety strategy in 1987. However in 2009 there were still 2,222 fatalities on Great Britain's roads<sup>5</sup>.
- 1.14** Road collisions can have devastating and long lasting consequences for those involved and their families. The overall social and economic cost of road collisions is estimated at around £16bn in 2009<sup>6</sup>. These costs do not include the economic impacts from the congestion that collisions cause. This can be significant where lane or whole road closures are necessary while a scene is investigated and cleared. We know that travel is important to our prosperity and quality of life and we want to achieve cost effective improvements in our overall well-being by continuing to develop road safety.

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<sup>5</sup> Reported Road Casualties Great Britain 2009

<sup>6</sup> Reported Road Casualties Great Britain 2009, article 2, pages 31-34



**1.15** There is an established link between road safety and areas of disadvantage, in particular for pedestrian casualties<sup>7</sup>. Child pedestrian casualties are five times higher in the 10% of most deprived areas in Great Britain compared to the 10% of least deprived areas<sup>8</sup>. Reasons for this include the nature of the environment, with higher density housing, more housing on or near main roads, more need to cross main roads to get to school and other local facilities, lack of play areas for children, housing that opens directly on to the street and more parked cars on residential streets. Cultural and social factors also play a part. Higher casualty risk in disadvantaged areas is not limited to road safety and is also seen in other areas such as home safety and fire risk, as well as health and educational outcomes.

**1.16** There are significant differences between the casualty rates for different modes of transport as well as between areas. Motorcycling accounts for only 1% of road traffic but motorcyclists make up 21% of fatalities<sup>9</sup>, although the fatality rate per mile travelled has been falling for the last decade. For cyclists we are also seeing an improvement in the fatality rate per mile travelled but, in comparison to the overall road safety casualty data, in this area we are behind many other European countries<sup>10</sup> and the rate is significantly higher than for most other modes. As shown in the table below motorcyclists and cyclists have the highest rates of fatalities and serious injuries per billion miles travelled. As well as the actual risks the perceived risks can be barriers to greater cycling and walking. This impedes the general desire to boost more active travel as set out in the Local and Sustainable Transport White Paper<sup>11</sup>.

**Table 1.1 Killed or seriously injured casualties per billion passenger miles, 2009**

Motorcyclists	1,659
Pedal cyclists	880
Pedestrians	514
Car occupants	27

<sup>7</sup> Road Casualties Great Britain: 2007 - Annual Report, article 5, pages 55-64

<sup>8</sup> Road Safety Web Publication No.19 - Road Traffic Injury Risk in Disadvantaged Communities: Evaluation of the Neighbourhood Road Safety Initiative, Department for Transport, September 2010

<sup>9</sup> Reported Road Casualties Great Britain 2009

<sup>10</sup> Commission for Integrated Transport 2010: Study of European best practice in the delivery of integrated transport: report on stage 1 – benchmarking

<sup>11</sup> Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen, Department for Transport, January 2011



## The Government's Approach to Road Safety

- 1.17** There have been significant improvements in the ways of managing road safety since the last strategy. There has previously been an emphasis on the three Es – engineering, enforcement and education. This has provided a useful framework for improving safety, but did not generally look at specific groups, issues and risks. More recently there has been interest in both the systems approach to road safety and the public health approach.
- 1.18** The systems approach seeks to identify and rectify the major sources of error or design weakness that contribute to fatal and severe injury crashes, as well as to mitigate the severity and consequences of injury. A number of elements in a system all need to go wrong for a serious collision to occur. The aim is to recognise that people will make mistakes and to build the system around this understanding.
- 1.19** The public health approach brings a systematic approach to problem solving that has traditionally been applied to problems of diseases and injury control. There are three central features: it is focused on prevention; based on science; and collaborative by nature. In addressing the problem of road traffic injuries, practitioners pay most attention to the importance of prevention. Interventions are formed upon a foundation of scientific research and empirical observation, using a four stage model: problem identification; analysing causes and risk factors; assessing options; and developing a successful implementation, which can be evaluated and scaled-up.
- 1.20** We have used a combination of these approaches, with most focus upon the public health approach. The other feature of our approach has been a strong emphasis on prioritisation of the most serious problems and highest risk areas and groups and then focusing efforts upon tackling these. We will continue to refine these approaches and ensure that they can be developed to work within the new emphasis on more local, devolved decision making.
- 1.21** Casualty reduction targets were included in both of the previous road safety strategies as a way to motivate and monitor progress. Targets can be useful where they encourage action across multiple agencies and countries, such as for climate change. We do not consider that overarching national targets are now the most appropriate course for road safety. This is partly because further central persuasion should not now be needed to highlight the importance of road safety. It is also not possible to determine, around a decade or more in advance, what level of intervention would be economically efficient or necessary to meet any given target and if this would be a proportionate response when analysed against other priorities. We expect central and local

government to continue to address road safety and continue to seek improvements.

- 1.22** We need to move to more sophisticated ways to monitor progress and this is what we are aiming to do with the Road Safety Outcomes Framework that is included at Annex B. We expect this to help local authorities to assess and prioritise their action and to also show the impact of the actions of central Government. It will allow us to take a wide view of the progress we are making across different areas, in a similar way to the approach being taken for public health. We should be judged against this and the actions that we commit to in the Road Safety Action Plan. Equally we expect local government and service providers to be judged against their actions.
- 1.23** Policies should be focused upon making it easy for road users to do the right thing, while taking a tough approach to those who deliberately decide to undertake antisocial and dangerous driving behaviour. We intend for the action we take to be seen as acceptable and proportionate to the majority of motorists. On drink driving we have achieved some success by using 'nudge' techniques which help to guide road users into taking the decision which has the best outcome for themselves whilst also achieving the best outcome for society.
- 1.24** On the education side we want to continue to educate road users about specific hazards. This involves teaching children how to use the roads safely as pedestrians and cyclists and then, as adults, offering them a positive and effective experience of learning to drive and ride, including the option of improved post-test training. Where road users make low level mistakes we intend to divert them in to a greater range of educational courses as this can be more effective at developing safer skills and attitudes. Where road users commit serious, deliberate and repeated offences we support tougher enforcement for this minority. We are keen to tackle a wide range of unsafe behaviours that cover all careless and dangerous driving offences.
- 1.25** This approach has led to the following list of actions on education and enforcement. The timetables are set out in Annex A with further detail in the main section of this document.

#### **Educational Measures**

- Increase the educational courses that can be offered to low level offenders in the place of a fixed penalty notice.
- Develop courses that can be offered by the courts as an alternative to disqualification.
- Develop a course that must be taken by drivers who are returning from a

substantial period of disqualification.

- Include safety messages during the theory test process.
- Develop a new post test vocational qualification to provide candidates with an improved way to develop their driving skills after passing the practical test.
- Continue to improve the initial training for learner drivers and riders.

### **Enforcement Measures**

- Introduce a fixed penalty notice for careless driving.
- Increase the level of fixed penalty notices and consider introducing a proportionate penalty for uninsured driving.
- Withdraw the statutory option for drivers who are up to 40% over the limit to request a blood or urine test.
- Seek to make greater use of existing powers for the courts to take away an offender's vehicle.
- We will work to type approve equipment to improve the enforcement efforts on drink driving and driving whilst impaired by drugs.

## **Devolution**

**1.26** This strategic framework covers the whole of Great Britain, though there are different approaches to road safety in Wales, Scotland and England and in specific actions that are taken – as is appropriate following the devolution of powers. Scotland has a Road Safety Framework<sup>12</sup> and Wales has a Road Safety Strategy<sup>13</sup> in which they set out their national approaches to reducing casualties. However there are many aspects in which the three nations want and need to work together; most relevant legislation is still reserved; most penalties are the same; road networks and road user behaviours are common; and information and intelligence should be shared across Great Britain.

**1.27** Ultimately we all share a common goal for road safety – to reduce death and serious injury on our roads. There is still scope in line with the Government devolution agenda for some further devolution. The Scotland Bill, delivering the response to the Calman report<sup>14</sup>, commits the Government to providing powers over the national speed limit and the drink-drive limit to Scotland. The Government will continue to apply

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<sup>12</sup> Scotland's Road Safety Framework to 2020, June 2009

<sup>13</sup> Road Safety Strategy for Wales, January 2003

<sup>14</sup> Serving Scotland Better: Scotland and the United Kingdom in the 21st Century, Commission on Scottish Devolution, June 2009

its devolutionary principles and develop the most appropriate balance between consistency and local approaches.

## Vision for Road Safety

- 1.28** Our long-term vision is to ensure that Britain remains a world leader on road safety. There have been impressive improvements over previous decades and in recent years. We are committed to ensuring this trend is maintained. Alongside this our aim is to reduce the relatively high risk of some groups more quickly, in particular for cyclists and children from deprived areas.
- 1.29** In the longer term, with improvements in technology, e.g. collision avoidance – which will continue to transform the way we drive and use roads and the ability of the system to protect all road users when things go wrong – allied with safer and better driving, we will see a very different world.
- 1.30** We want to encourage all road safety stakeholders to join together to support us in making this vision a reality.

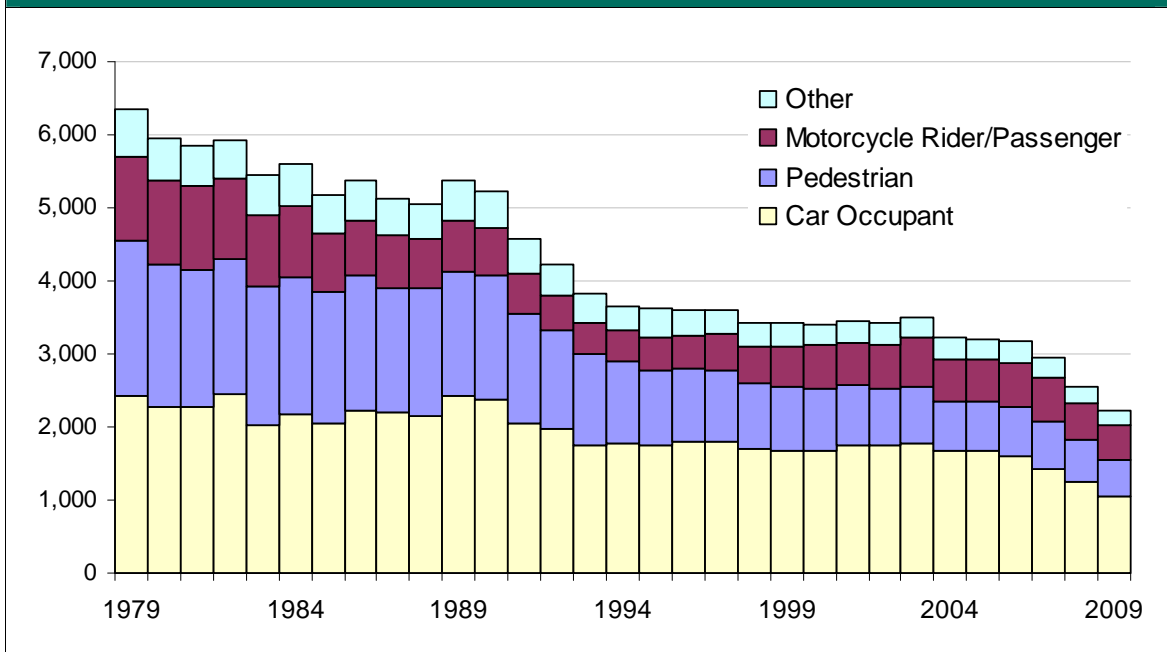
## 2. Past Trends

- 2.1** The latest data on collisions reported to police are available to 2009; compared with the 1994-98 average:
- The number of people reported killed in road collisions was down 38 per cent to 2,222
  - The number of people killed or seriously injured (KSI) was down 44 per cent to 26,912
  - The number of children aged 0-15 reported killed or seriously injured was down 61 per cent to 2,671
- 2.2** Although the trends in road deaths and serious injuries over the last 15 years have been different, the size of the overall reduction over this period has been similar.

### Road Deaths

- 2.3** We have seen particularly strong reductions in road deaths in recent years. Although the number of fatalities in Great Britain has been falling for several decades (figure 2.1), the size of reductions seen in the last two years has been unprecedented with a fall of 25% between 2007 and 2009.

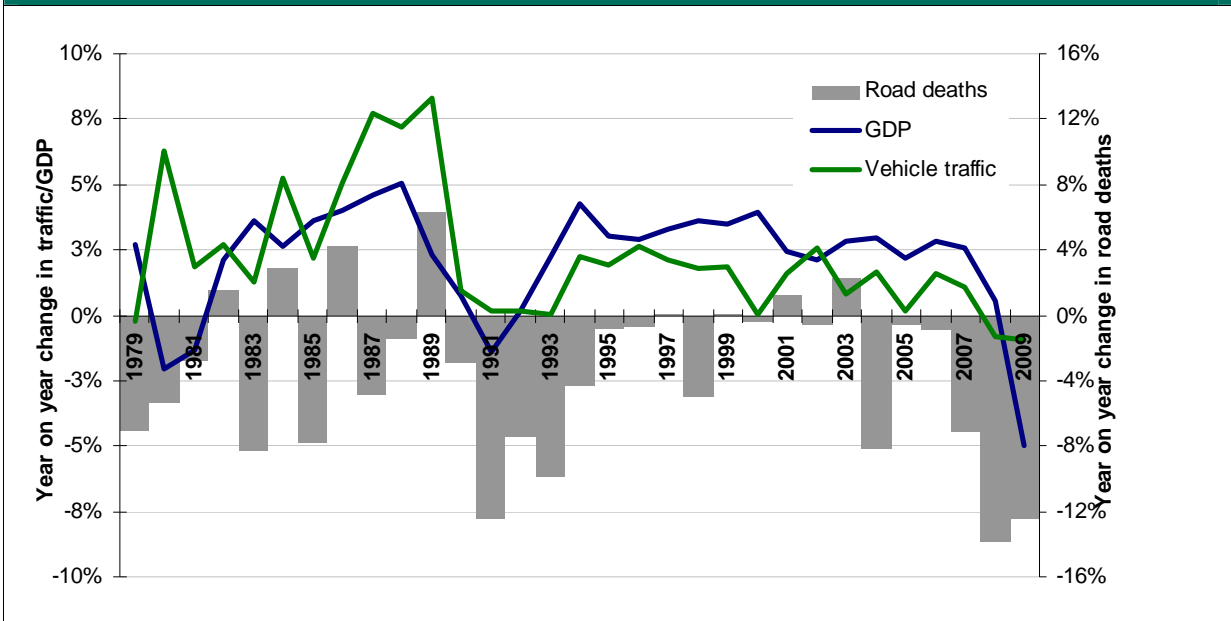
**Figure 2.1 : GB Road deaths by road user type 1979 – 2009**



**2.4** There are many factors which contribute to this trend in road deaths and it is difficult to isolate the effects of any particular factor. There are different patterns for different groups – for example figure 2.1 shows that pedestrian fatalities have reduced more steadily and to a greater extent than car occupant deaths over the last 20 years.

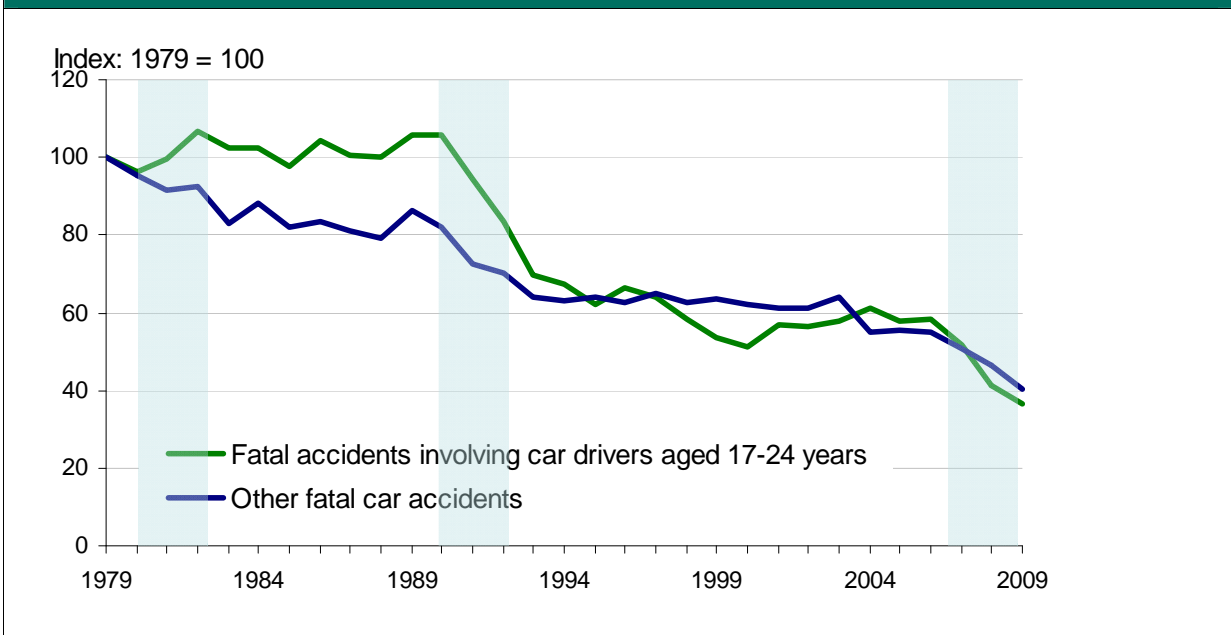
**2.5** It is evident that there has been a greater reduction in deaths during periods of economic downturn (figure 2.2). Although this relationship is not fully understood, the data show some clear patterns. Between 2007 and 2009, deaths in accidents involving goods vehicles fell by 39%, in part due to goods vehicles traffic falling by 5% but clearly other factors have been significant. There was a reduction of around 250 deaths in collisions involving a young car driver (aged 17 – 24) over the same period. Together these groups account for around two-thirds of the overall reduction of more than 700 deaths seen in the last two years.

**Figure 2.2 Year on year change in road deaths, traffic and GDP: GB 1979 – 2009**



**2.6** Fatal collisions involving young drivers appear to be particularly associated with the two latest periods of recession (figure 2.3). The number of new drivers passing tests has remained broadly unchanged in recent years, so these patterns are likely to reflect changes in behaviour among young drivers – some drivers driving less, or driving more carefully.

**Figure 2.3 Fatal collisions involving a young (17-24 year old) car driver: GB 1979 – 2009**



**2.7** Road deaths have been falling since 2003 and even without the economic recession we might have expected to see a continued

reduction in deaths over the last two years. We know some measures have been particularly successful in reducing casualties. For example:

- Improved vehicle safety has been especially successful, and modelling shows that better car secondary safety (for example improved vehicle structures and airbags) has been a major factor in reducing road deaths and injuries<sup>15</sup>. Better designed vehicles have also reduced severities for pedestrians involved in vehicle collisions.
- Road safety engineering projects have been shown to be effective in reducing casualties<sup>16</sup>.
- We have seen reductions in speeding over the last decade<sup>17</sup>, due to better enforcement, traffic calming schemes and educational and awareness initiatives. This has been particularly important for the reduction in pedestrian casualties where we have seen a decrease in urban speeding alongside improvements in highway design.

**2.8** Sustaining the recent reductions and making further progress in reducing road deaths and serious injuries is the key priority for this strategy. The evidence suggests that the main challenges will include:

- Ensuring the continued development of safer vehicles and road engineering and existing policies which contribute to steady casualty reduction over a long period.
- Building on the recent sharp reductions in fatalities in young driver collisions by helping young people to develop the knowledge, skills, attitudes and understanding to become safe and responsible drivers, continue to maintain and develop these skills after passing the driving tests and avoid dangerous behaviours.
- Sustaining reductions in deaths associated with changes in driver behaviour – including taking a different approach to targeting more serious offenders and more use of remedial education for those making mistakes.
- Tackling entrenched behaviour by a minority of drivers - for example, drink-drivers, persistent speeders and people who drive while disqualified and uninsured.

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<sup>15</sup> Post 2010 Casualty forecasting - TRL Report PPR552, 2011

<sup>16</sup> Contribution of local safety schemes to casualty reduction - Road Safety Research Report 108, 2009

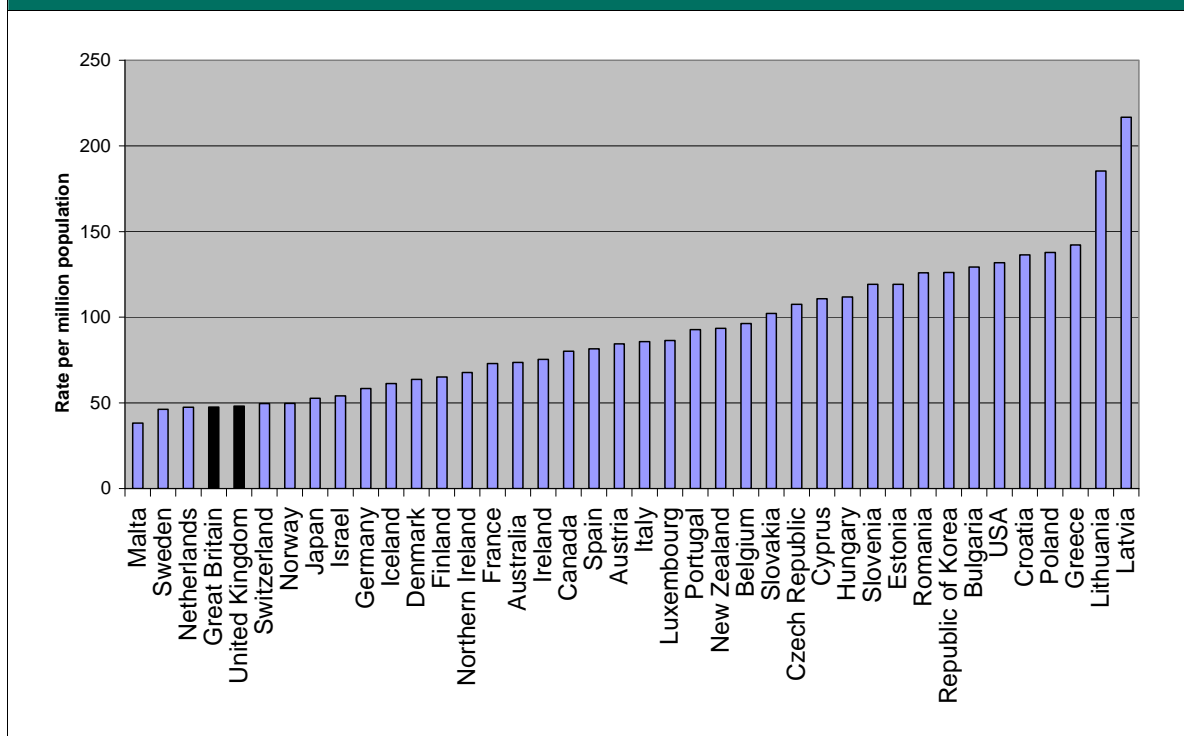
<sup>17</sup> Road Statistics 2009: Traffic, Speeds and Congestion - DfT Statistical Bulletin



## International Comparison

**2.9** Figure 2.4 shows that over 2005 - 2009 Great Britain had the fourth fewest road deaths per million people<sup>18</sup>. We have been in the top five performing countries throughout the last decade and were in first place in 2009.

**Figure 2.4 International comparisons of road deaths per million people: average 2005 - 2009 (provisional)**



## Local Variations

**2.10** Road deaths and injuries are not spread evenly in terms of road users, demographics or geography. The maps show how the pattern of the casualties and reduction varies across local authorities. These show reported killed and seriously injured casualties together as the number of fatalities is small and more subject to random fluctuations at this level.

<sup>18</sup> International Road Traffic Accident Database (IRTAD) and EU Road Accidents Database (CARE). This is based on the provisional data from 2009 which is the latest available.

- 2.11** The first map shows the rates of killed and seriously injured casualties across Great Britain while the second map illustrates the variation on these rates by local authority between 1994-98 and 2007-09. For Great Britain as a whole over this period, the rate fell by 48 per cent, with around half of authorities achieving a reduction around or greater than the mean.
- 2.12** The KSI rates vary substantially across areas. Factors such as the mix of road users and levels of deprivation are likely to explain some of the variation seen but even allowing for factors such as population or traffic levels there are significant differences. This suggests that there is scope for improvement in the lower performing areas.
- 2.13** To illustrate the potential casualty reduction that could be made if lower-performing authorities were to increase their performance so that their KSI casualty rate per billion vehicle miles for 2007-09 was no higher than for the median (mid point) authority, we might have expected the number of KSIs to be 14 per cent lower than observed – or around 3,500 fewer KSI casualties per year.
- 2.14** While this is a crude estimate, which takes no account of the many reasons for the variation in achievements, it shows how important it will be for local authorities to continue to take action on road safety if we are to continue to improve our performance.
- 2.15** A key challenge for this strategy will be to provide tools to help the lower performing areas improve and contribute to achieving these potential casualty reductions, through making data available to local practitioners and citizens and sharing best practice.

Figure 2.6 Reported KSI casualty rate per billion vehicle miles: Local Highway Authorities in Great Britain 2007-2009 average

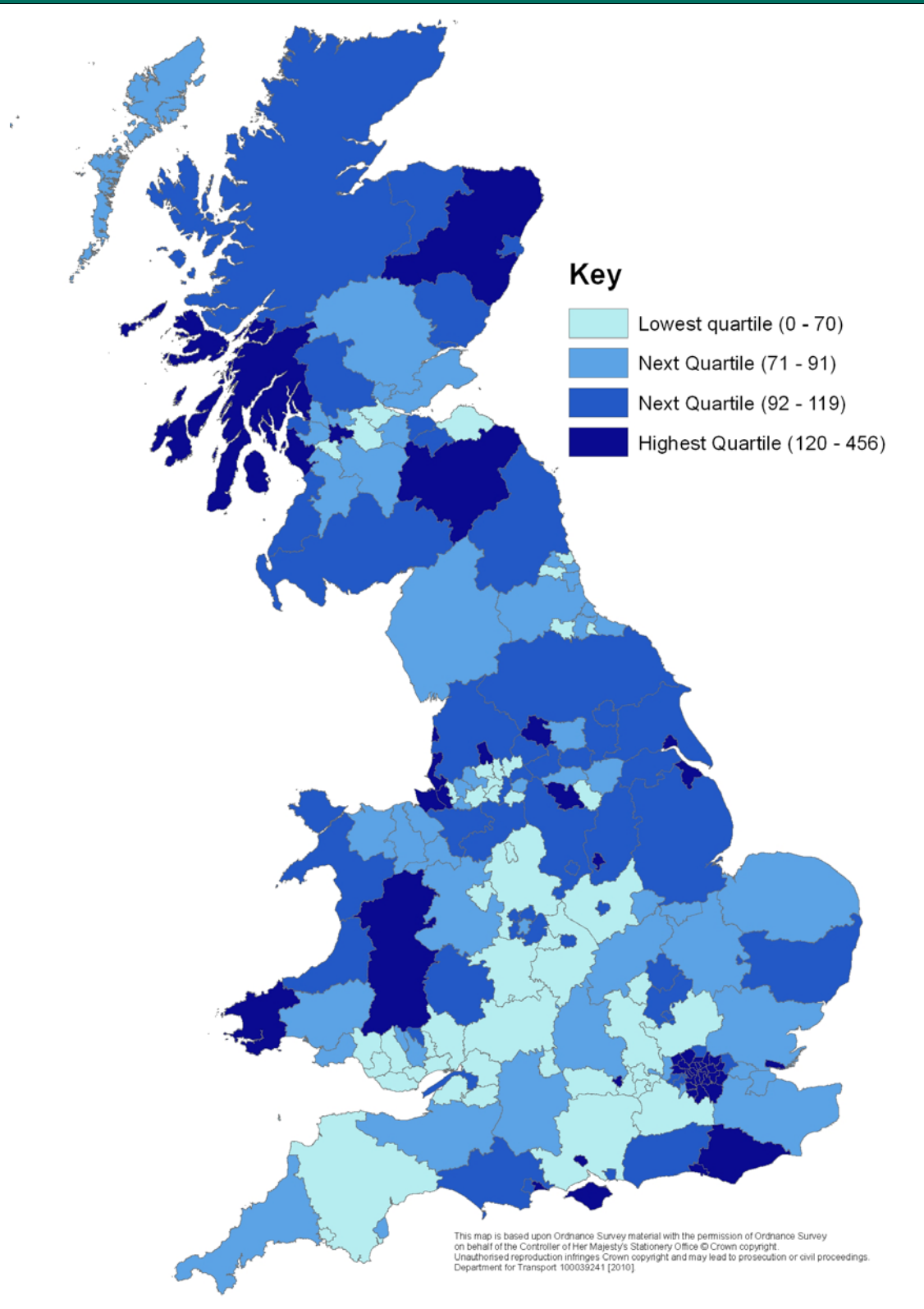
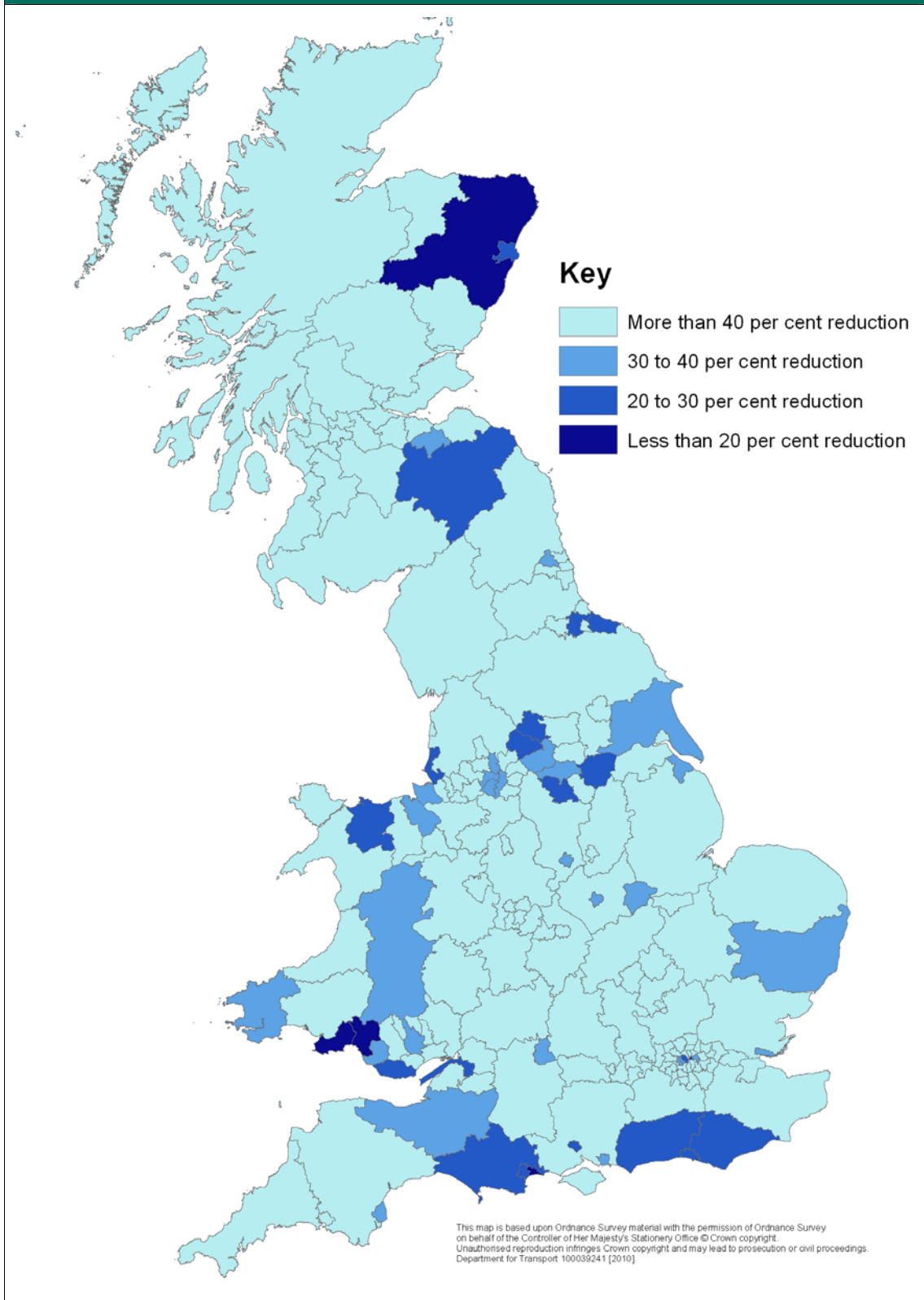


Figure 2.7 Percentage change in reported KSI casualty rate per billion vehicle miles: Local Highway Authorities in Great Britain 2007-2009 average compared to 1994-1998 average



# 3. Improving Road Safety Together

## Empowering Local Citizens and Local Service Providers

- 3.1** A key theme of this strategic framework is the empowerment of local citizens and local service providers. We have decentralised funding and removed targets and performance frameworks to create more room for local flexibility and innovation, along with private sector and third sector delivery of road safety initiatives.
- 3.2** Most people using Britain's roads do so responsibly but many of the deaths and serious injuries on Britain's roads are the result of road users using the road irresponsibly or dangerously. Industry and the public sector can continue to invest in more forgiving vehicles and roads to reduce the consequences of lapses, but a more responsible approach by road users is also needed to continue to reduce the number of collisions involving vehicles, pedestrians, cyclists and equestrians.
- 3.3** The involvement of the public as road users and in local communities is essential if Britain is to continue being a world leader in road safety. We wish to mobilise the Big Society to improve road safety through:
- empowering local citizens and communities;
  - reforming public services to reduce bureaucracy; and
  - fostering more action by industry and the voluntary sector.

## The Role for Local Citizens and Communities

- 3.4** Road safety problems can be symptomatic not only of poor quality road and street environments, but also of wider sets of local problems such as anti-social behaviour and criminality. Empowering communities to take more control in addressing these wider problems can therefore contribute to reducing deaths and injuries on local roads. For example in some localities more than a third of road casualties were associated with other

criminal activity. Similarly some preliminary research has implied that in South Yorkshire in every collision involving a fatality, there was around a 50% chance the driver responsible for the collision had a criminal record.

- 3.5** Local communities can directly influence the use of their roads, for example through Community Roadwatch schemes where local volunteers work with the police to monitor their local roads. Local phone lines and websites allow citizens to highlight dangerous driving to the police or insurance companies. Communities and their representatives, including ward councillors and parish councils, can work with local public services providers on enforcement, traffic management, speed limits and other local highways engineering. Decisions on the most appropriate local speed limits and supporting measures and the trade-offs between safety, amenity and journey time costs are central to the localism agenda in action on road safety and should involve rigorous cost benefit analysis.
- 3.6** We will be developing a new website that allows communities to compare the performance and progress of their area against others with similar characteristics to assess the effectiveness of the response of their local organisations and their own communities. This will help citizens to challenge their local area on road safety where the progress does not seem satisfactory.
- 3.7** There is also a clear responsibility for road users in their own road safety and the safety of others. All road users are expected to follow the Highway Code, including pedestrians, cyclists and motor vehicle drivers and riders. Alongside this drivers and riders are expected to regularly consider their fitness to drive and ride, for example by considering any health issues such as their eyesight, the possible impairing effects of medications, in car distractions and their fatigue.

## The Role for Local Public Services

- 3.8** It is for local government, responsible to local communities, to determine where road safety fits within its priorities and how best to address its road safety challenges in the context of its statutory responsibilities.
- 3.9** The Road Traffic Act 1988 placed a duty on local highway authorities to prepare and carry out a programme of measures designed to promote road safety. This includes studying the occurrence of collisions, taking preventative measures and reducing the possibility of casualties on new roads (i.e. collision investigation, prevention and safety audit). During the last twenty years these measures have contributed to the large reductions in deaths and serious injuries on Britain's roads, with for

example a recent year's worth of local highways road safety engineering resulting in fifty deaths a year being prevented<sup>19</sup>.

**3.10** Local authorities are gaining a greater role in achieving public health outcomes, with road safety being one of these. They will have a dedicated public health grant to be spent on the priority public health issues in their area. Road safety can be included in this and 'awareness of road safety' is listed in the consultation document on funding and commissioning routes for public health<sup>20</sup> as a possible use for this funding. The number of casualties killed and seriously injured on English roads is included as an indicator in the public health outcomes framework<sup>21</sup> to monitor this.

**3.11** Improving road safety locally is also highlighted in the Local Transport White Paper<sup>22</sup> as an integral part of the local authority transport role. It emphasises that sustainable local transport depends on local solutions and that these will vary across areas. The Local Sustainable Transport Fund<sup>23</sup>, which was announced alongside the White Paper, will enable delivery by local transport authorities of sustainable transport solutions that support economic growth while reducing carbon. Safety is also a key consideration and schemes that educate road users to behave more safely or implement highways safety engineering are put forward as examples of how the fund can be used.

#### **Case Study: Leighton-Linslade traffic scheme brings benefits for all road users**

Road engineering schemes can be designed to produce a range of benefits and win-win situations for various user groups. This was demonstrated in the Leighton-Linslade traffic scheme that introduced both traffic calming and traffic flow improvement measures. These followed an initial consultation exercise which found that 95% of respondents believed that congestion was a problem on West Street and that two-thirds of respondents would support removing the traffic lights.

Bedfordshire Highways therefore introduced strategically placed speed tables, mini roundabouts and new zebra crossings (replacing signal controlled crossings). These created safer interaction between user groups and assisted in improving traffic flow from a historical 'stop-start effect' to a consistent, maintainable speed with reduced delay times for both motorists and pedestrians. Following the completion of the

<sup>19</sup> Road Safety Research Report No. 108 - Contribution of Local Safety Schemes to Casualty Reduction, Department for Transport, April 2009

<sup>20</sup> Healthy Lives, Healthy People: Consultation on the Funding and Commissioning Routes for Public Health, Department of Health, December 2010

<sup>21</sup> Healthy Lives, Healthy People: Transparency in Outcomes, Proposals for a Public Health Outcomes Framework, Department of Health, December 2010. This document covers England only.

<sup>22</sup> Creating Growth, Cutting Carbon: Making Sustainable Growth Happen, Department for Transport, January 2011

<sup>23</sup> <http://www.dft.gov.uk/pgr/regional/transportfund/>



scheme, it was apparent that the promised improvements to traffic flows were occurring with 81% of respondents believing the scheme has reduced congestion. Coupled with this, the zebra crossings at frequent intervals were clearly being well used.

The scheme was not primarily a safety scheme but the before and after data suggests some improvement in collisions and accidents. There were 8 casualties per year in the previous three years period compared to an annual casualty rate of 5.6 in the proceeding 15 months. Whilst this is only a small sample size, and other factors may have had an impact, it suggests that improvements to road design can simultaneously improve conditions for pedestrians, cyclists and motorists.

- 3.12** Other local public services, including the health service and the three emergency services are influential in improving road safety and also have statutory responsibilities. Enforcing road traffic offences is particularly important. The research shows that the fear of being caught offending is generally the most effective means of changing behaviour, e.g. for drink driving, when combined with education and marketing. We will continue to work with the police to highlight the importance of this activity and the effective targeting of resources. There can be areas where action on road safety contributes to wider objectives, for example roads policing helps to address a range of other police priorities including improving road safety, disrupting criminality, countering terrorism and combating anti-social driving.
- 3.13** Local co-ordination between services can pay dividends; examples include the educational work that is often undertaken by several organisations locally. These crossovers will be important for local authorities in deciding whether there is an economic case for financially supporting police enforcement activity over and above the level needed to meet general policing objectives.
- 3.14** As well as more efficient joining up between different services, there may be scope for local authorities to gain efficiencies through the rationalisation and sharing of some road safety services, such as data analysis or the development of educational resources and programmes. Given the need to get the most benefits from scarce resources there can be drawbacks from having lots of different resources produced across multiple local road safety providers. The challenge is achieving efficiencies from rationalisation while still being able to target specific groups and areas.
- 3.15** The importance of local delivery can be seen by the wide variation in casualty rates by traffic levels and population levels between different local areas. Comparisons are complex. Much of the difference will relate to the local road infrastructure and local circumstances, e.g. the degree of disadvantage between different urban areas will account for some of



the variation in pedestrian collisions. Nevertheless even allowing for these differences there appears to be significant variation in the relative performance of different local areas. Enabling local citizens to understand their local performance and to give insights into how this compares with similar areas will be an important part of the transparency agenda and will help citizens to play an active role in influencing local priorities.

**3.16** For road safety specifically the Government is encouraging local organisations (such as local highways authorities and the police) to be more transparent with their citizens and communities by:

- themselves publishing data, including casualty rates, that are relevant to the scale of the challenges facing local organisations and their relative progress in tackling them; and
- encouraging the publication of other data by local organisations, including that related to the use of speed cameras which we are encouraging all local authorities to make available.

**3.17** Alongside this the Government proposes to:

- Contribute to developing better information for road safety professionals. This will include the use of a portal to bring information together more systematically.
- Contribute to sharing good practice and highlight the best resources to improve efficiency. This will include working with road safety professionals to highlight examples of successful case studies, to encourage better ways of working and to identify robust, evaluated interventions.
- Help provide better information on performance so that citizens can hold local public service deliverers to account. This includes publishing comparative information about casualty numbers, rates and trends in different areas. This will need to make it easy for the public to access user friendly information.

## The Role for Industry and Business

**3.18** There are many industries that can and do play an important role in road safety.

- Improvements to the design and production of vehicles have saved many lives and we expect that there will continue to be progress in this area. This is discussed in detail later in this chapter.

- Driving instructors influence attitudes to driving and prepare people to be safe and responsible drivers. We have set out our plans to improve the process of learning to drive and ride in the chapter on education.
- The insurance industry can offer premiums that encourage safer driving through incentivising post test training and financially penalising drivers for motoring offences, as well as rewarding responsible behaviour through no claims discounts. As set out in the next chapter we will explore options for improving post test training with insurers, trainers and learner and newly qualified drivers.

**3.19** There is also an important role for all businesses where their employees drive for work. About a quarter to a third of road deaths and injuries are incurred during work time, with some work-related collisions being related to fatigue. The preparation and implementation by employers of policies to make driving safer not only reduces casualties but can cut costs (such as damage to vehicles, employee absence and litigation). There are a growing number of examples of good practice – from the largest companies down to small businesses. This includes local authorities, other public bodies and voluntary organisations.

**3.20** European or UK Domestic Drivers' hours rules, and working time rules apply to drivers of most HGVs and passenger carrying vehicles. While Government will play its part, operators should ensure that they have plans for dealing with unforeseen events, such as severe weather.

#### **Case Study: Driving for Better Business**

Driving for Better Business was established in 2007 based on the Motorist Forum's recommendations to the Department for Transport.

Driving for Better Business recruits champions and deploys them to deliver a business message about the benefits of managing work related road safety. They also involve partner organisations, suppliers of fleet support services or road safety agencies to advocate good practice.

The programme is moving towards a model of independent funding.

## The Role for the Voluntary Sector

**3.21** The Voluntary, Community and Social Enterprise sector (VCSE) play an important role in promoting the importance of road safety, supporting the victims of collisions and their families and helping deliver it in areas such as educating children, raising awareness and driver initiatives.

### **Case Study: Walking Buses**

Walking buses are organised so that volunteers safely escort children to school by picking them up from designated stops. They are a good example of community action and can have several benefits as they allow parents to share responsibility for taking children to school, they encourage walking and they can reduce congestion around schools.

The volunteers are specially trained, the safest routes are selected and during the walk all of the children and volunteers wear fluorescent jackets.

In Bridgnorth the St. Mary's Walking Bus meets in Low Town at the Severn Street car park, crosses a main road via a controlled crossing and then proceeds up a flight of steep steps. As they ascend, there are views across the River Severn to High Town on the opposite side of the river. There is then a short walk along a residential road to the school entrance and into the school playground. The walking bus has run successfully since 2008 and helps reduce some car congestion in the narrow residential street outside the school. It normally attracts 25 passengers and operates two days a week.

To help advise other parents about walking buses a group of parents from a school in Northamptonshire set up Brightkidz; a social enterprise. It provides advice to other parents from their own experience of successfully introducing a walking bus. In addition to providing advice they sell a range of highly visible garments for children to wear on their walk to school. All excess income is ploughed back in to Brightkidz or other schemes to promote walking to school, road safety initiatives and active lifestyles.

- 3.22** We are keen to encourage this and aim to work with charity and voluntary groups to improve advice and practical implementation. The third sector will take a leading role in delivering better road safety information.

### **Case Study: Greater Manchester Fire and Rescue Service Community Action Team**

The Greater Manchester Fire and Rescue Service recruit volunteers from the local communities to assist with a wide range of activities from playing casualties in training exercises to helping find people who need a free Home Fire Risk Assessment. The team act as support to fire crews and provide a point of contact within the community.

The team has been involved in road safety by acting as casualties in simulated road traffic accidents. These demonstrations aim to show the after effects of drink driving or other dangerous road behaviours and reinforce road safety messages.

- 3.23** Organisations such as the Royal Society for the Prevention of Accidents have a key role in building capability by providing extensive education, training and support for road safety professionals and business.

#### **Case Study: RoSPA's Young Drivers at Work Project**

The Royal Society for the Prevention of Accidents' (RoSPA) Young Drivers At Work project was a two year project run between 2008 and 2010. The project was conducted with support from the Department for Transport and with the help of a working group including the Driving Standards Agency, Buckinghamshire and Lancashire County Councils, Birmingham City Council, Roadsafe, and Tesco.com.

##### Project overview

The first phase was a research project. The scope was to get a better understanding of the risks faced, and created, by young (17-24 years) drivers at work, including:

- the views of employers on how well the present system of driver training and testing prepares young people for the sort of driving they do for work
- whether employers would recognise and make use of a 'driving for work qualification' when recruiting or managing young staff who drive as part of their job, and
- if so, what should be included in such a qualification or training programme.

The results were published in a report in March 2009. Based on this research RoSPA developed a Young Drivers at Work Workshop. The aims of the workshop are to:

- Improve the attitudes and behaviour of young at-work drivers
- Inform the development of organisations' road risk policies
- Facilitate the consultation of the whole organisation about work-related road safety policies and gauge how well they are followed

Further details, guidance on how to run a workshop and the practical experiences learnt from running the 12 pilot workshops are available on the RoSPA website - <http://www.rosipa.com/roadsafety/youngdriversatwork>.

The project has since been awarded a Prince Michael International Road Safety Award.

## The Role for Central Government

- 3.24** This strategic framework for road safety is part of the Government's overall vision for a transport system that supports economic growth alongside being greener, safer and improving quality of life in our communities.

**3.25** Improving road safety in itself contributes to economic growth – a key priority of the Government – for example by avoiding some of the loss of economic output, valued at around £16 billion per year, attributable to casualties on Britain’s roads. This lost output takes various forms, the costs to the emergency and health service, the damage to property and vehicles and lost economic output from deaths and injuries. On top of this is the congestion and potentially long delays caused by incidents.

**3.26** It is therefore important to consider the impacts of road safety measures on the economy, the environment and communities. Speed limits can have impacts on each of these.

- Local authorities are able to use their power to introduce 20 mph speed limit zones where (a) major streets where business on foot is more important than slowing down road traffic and (b) lesser residential roads in cities, towns and villages, particularly where this would be reasonable for the road environment, there is community support and streets are being used by pedestrians and cyclists. The evidence suggests that in residential streets, and in town centres where there is likely to be a conflict between vehicles and pedestrians, carefully implemented 20 mph zones can contribute to an improvement in road safety.
- We plan to revise and reissue the guidance on speed limits in urban areas with the aim of increasing flexibility for local authorities. We will provide an economic tool to help them to assess the full costs and benefits of any proposed schemes. We expect this toolkit to help local authorities to make robustly defensible decisions about local speeds.

**3.27** Road safety is only one contributor to the health of the nation and needs to be considered in a wider perspective. There can be health benefits for those who choose to make cycling and walking journeys, as well as benefits for society - the annual costs to the NHS as a result of inactivity is estimated at between £1bn and £1.8bn<sup>24</sup>. Work to improve safety and conditions for pedestrians and cyclists (including children) can therefore be considered in projects supported by the Local Sustainable Transport Fund. There are many synergies between safer, healthier and more sustainable travel. However we recognise that this is not practicable for everyone. Car travel contributes to economic growth by helping people to access employment and helps facilitate continued independent living amongst our ageing population, particularly for those living in areas with

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<sup>24</sup> Allender S et al. (2007) ‘The burden of physical activity-related ill health in the UK’, *Journal of Epidemiology and Community Health* 61: 344–348; Ossa D and Hutton J (2002) *The economic burden of physical inactivity in England*. London: MEDTAP International – as referenced in [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_09435](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_09435)

limited public transport, and this will be a vital context for future measures related to older drivers.

## Main Areas of Responsibility in Road Safety

**3.28** Central Government's main responsibilities in the road safety framework are to:

- Provide leadership nationally.
- Set the legal and regulatory framework for road safety.
- Negotiate, agree and implement international (including European Union) standards, including for vehicles.
- Manage the strategic road network.
- Set national standards for safe and responsible driving, and provide national services, such as driving tests, licensing and vehicle checks,
- Provide public information and educational materials, such as the Highway Code.
- Undertake and share research, good practice and data with professionals, local bodies and the public.

## Vehicle Technology

**3.29** The Government has a role in supporting the choice of safer vehicles and the last decade has seen significant improvements in vehicle safety. This is taking place in the complex context of demographic, political, economic and technological changes. As we look to the future, important factors will include:

- The move towards lighter, smaller vehicles that are built for fuel efficiency reasons will potentially result in a greater size and weight mismatch in traffic flows;
- The need to reflect social demographics, such as a greater number of older drivers and female drivers, who can be more vulnerable in collisions as current collision testing is not tailored to their strength or size;
- Reducing carbon emissions may affect manufacturers' research and development programmes and lead to a smaller proportion of their budget being spent on safety improvements; and

- The introduction of new technology which may affect driver workload in terms of distraction or detachment from the driving task.

**3.30** We expect vehicle technology will continue to play a key role in reducing casualties, and while many of the improvements in the past have come from the introduction of improved crashworthiness, the focus is shifting to crash avoidance. This is made possible by the significant advances in computing and sensor technologies and presents a unique opportunity to secure casualty reductions by implementing systems that stop crashes from happening.

**3.31** Vehicle safety regulation is made at the EU level. In setting out our approach to continue the improvements to vehicle safety we recognise the need to reduce wherever possible the regulatory burden on manufacturers and consumers. We will negotiate for alternatives such as raising consumer awareness and market based measures and will aim to agree to regulation only where absolutely needed and where there is a convincing argument that other approaches would not deliver the same benefit. For safety interventions, regulation is most commonly used where manufacturers do not voluntarily provide the same level of technology in all models and where harmonised requirements would benefit a wider range of users.

### **Research and evidence: supporting innovation**

**3.32** Research plays a key role in ensuring that improvements to vehicle safety are evidence led. Our research programme provides the evidence base for policy development and prioritisation, and is built from extensive accident investigation and injury profiling. We are constantly seeking innovative ways of improving our knowledge base, for example by participating in collaborative research where we can share the funding but receive the full benefit of a project.

**3.33** This will help to prioritise those systems with a strong safety benefit and identify any implementation issues. New technologies and systems evolve with increasing knowledge and experience of their use and so we will be seeking closer collaboration with designers and manufacturers to enhance our understanding. We take particular interest in systems which detect or protect vulnerable road users. This may include participation in EU collaborative research on truck safety.

**3.34** We will continue to research the differences in injury mechanisms and mitigations for different groups such as women, older people and rear seated passengers; recognising that solutions may differ between vehicle categories.

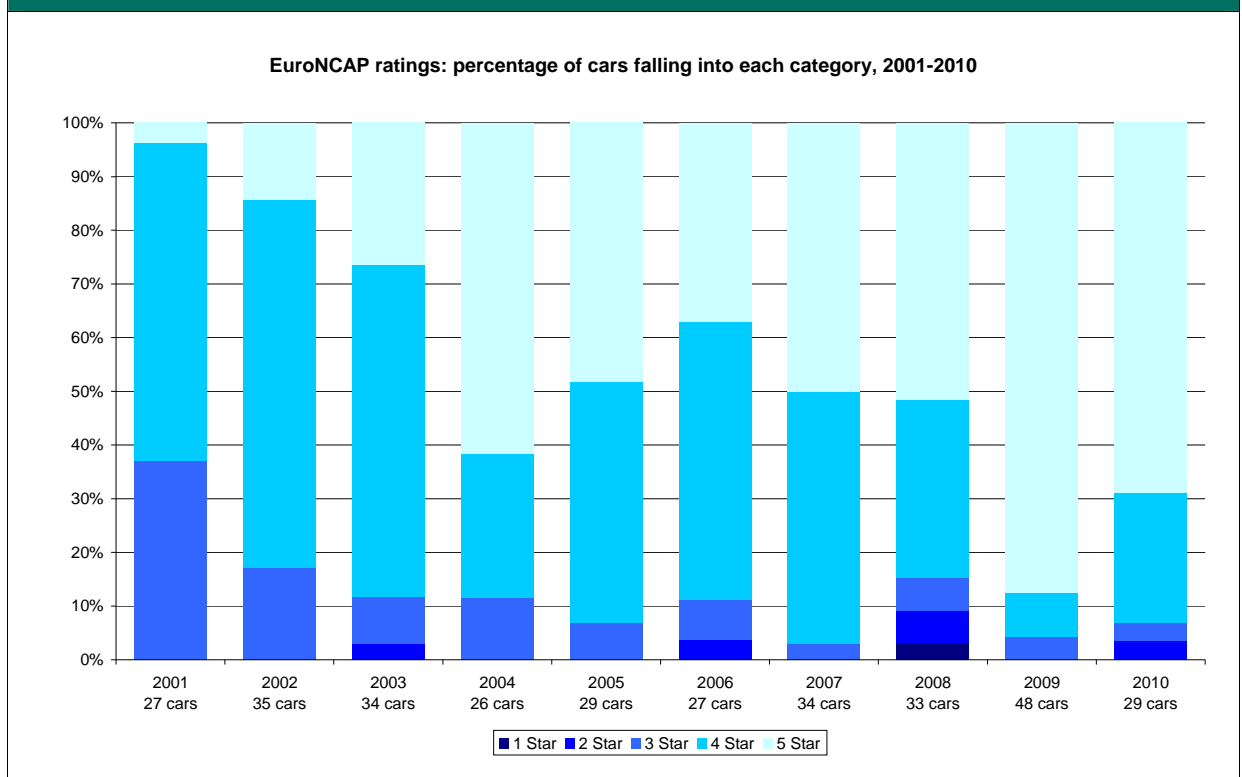


## Consumer information

**3.35** We will continue to support consumer information in the following areas of activity:

- EuroNCAP (European New Car Assessment Programme) - The UK is a founding member of EuroNCAP and we will continue to work with our international partners to set challenging safety objectives and encourage manufacturers to achieve high star ratings.

**Figure 3.1 EuroNCAP results 2001 - 2010 showing percentage achieving each star rating and number of vehicles tested**



- SHARP - The Department for Transport launched SHARP (Safety Helmet Assessment and Rating Programme) in 2008 to give motorcyclists objective information about the safety performance of different motorcycle helmets. More than 200 models have been rated and we will add new models to the list as they come to market.

## Emerging technologies

**3.36** Manufacturers and system suppliers are developing advanced safety systems at ever faster rates but it is not yet clear which systems will



prove the most beneficial. Examples of technologies which appear to have good safety potential include advanced emergency braking systems, lane departure warnings, and blind spot warnings.

#### **Case Study: Emerging Technologies**

There is now the potential to deliver enhanced crash protection to a wider cross section of our citizens by adapting the safety performance of the vehicle for specific occupants. Protection systems whose characteristics can change according to the age, stature or gender of the seated occupant offer the potential to change the behaviour of restraint systems and optimise the protection available in a crash. Improvements to the way in which vehicle structures behave during impacts are possible as a result of detailed research based upon accident data, which have the potential to reduce injuries.

- 3.37** We are also keen to encourage the development and deployment of safety technologies for motorcycles at the EU level. Technologies which had been largely car-based, such as advanced lighting and anti-lock braking systems are now available in the motorcycle fleet.
- 3.38** Improvements in truck safety may be realised through changing their frontal shape, the use of active rear steering to improve manoeuvrability and stability, and systems to reduce wet weather spray.
- 3.39** Trends in HGV design have affected driver vision which has contributed to difficulty in seeing cyclists and pedestrians, particularly on the passenger side. This can also be a problem for drivers of left hand drive vehicles on British roads. To address this the Highways Agency will continue to supply 40,000 Fresnel lenses each year to drivers of left-hand drive lorries on entry to the UK until March 2013. These help to reduce blind spots. To improve vision in the longer term, we will make proposals in the UN-ECE in Geneva to amend the mirror standards, extending the required field of view for HGVs.
- 3.40** Intelligent Transport Systems (ITS) such as vehicle to vehicle and vehicle to infrastructure communications systems can help to improve road safety. We will work with the European Commission and other Member States in the development of standards under the ITS Directive with the aim of reaching agreements that best meet the needs of the UK.
- 3.41** Alongside the increase in technologies that support drivers and riders in using the roads safely we may also see the continued development of technologies that can cause distractions in a vehicle. While we would not want, nor be able, to stop this progress we will encourage manufacturers to develop solutions that allow technology to be used safely within their vehicles.

**3.42** There have also been developments in technology which potentially support road safety but on which we might not choose to regulate. In these cases it is for individuals or companies to best decide what is appropriate for their particular circumstances. An example of this is winter tyres where we consider that there can, in certain conditions, be significant advantages to their use but where additional costs are involved. We encourage the sharing of information by industry to help individuals and businesses make informed decisions when considering how to increase the safety and reliability of their journeys.

### **Strategic Road Network**

**3.43** At the national level the Government has responsibility for improving the safety of the strategic road network. In England this is managed and maintained by the Highways Agency. They work on reducing the number of collisions by targeting interventions based upon analysis of collisions that result in injury, modelling and evaluation. This enables a prioritised approach to be taken to the improvement of infrastructure, maintenance and other targeted interventions, such as enforcement, where this is deemed to be the most appropriate response.

**3.44** The Agency produces regional reports that include both historic data and detail evidence based actions which have been carried out or are planned for the next financial year and beyond. They include a performance summary of the whole area network, intelligence summaries and identification of priority user groups that can be targeted in liaison with local safety partnerships. These safety reports provide a clear direction as to where funding should be focused.

**3.45** A forward programme of Local Network Management Schemes (LNMS) provides a prioritised approach to the delivery of engineering schemes, including for casualty reduction, which deliver the best value for money. The unavoidable constraints on public spending mean that there will be less overall resources available, at least in the short term, including for road safety infrastructure. However the very high value for money from this investment will be reflected in resource allocation decisions. The Agency also carries out engineering projects that improve the reliability of the network. These may have safety benefits even where it is not the main purpose. Simple low cost maintenance measures such as renewal and improvement of road condition, markings and signing can have huge casualty reduction benefits. Examples of safety specific interventions include:

- Combining side roads to reduce the number of junctions to increase capacity and to improve traffic flow and safety;
- Creating safer verges by the removal or protection of road side objects or creating “softer verge environments” by changing metal

posts to crash friendly posts that reduce the severity of an accident;

- Vehicle Separation Marking (Chevrons) schemes to discourage close following of other vehicles; and
- Central hatching to discourage speeding and overtaking

**3.46** The regional reports are also used to target groups and gaps in information and education on road safety that are of particular relevance to road users on the strategic network. They enable the Highways Agency to engage with local highways authorities and local safety partnerships to help raise awareness and reduce identified risks. It will continue to play a crucial role in helping to provide access to existing best practice resources as part of the work on the Better Use of Road Safety Evidence project and working with the THINK! team in DfT. The local area based teams will have an important role to play on this.

**3.47** The Highways Agency actively provides information to drivers through the use of its Variable Message Signs. These signs are used to warn of specific risks or hazards that the driver might experience on the road ahead as well as providing journey time, route and weather related messages. They are also used to reinforce Government safety messages, for example on fatigue. The Highways Agency will be taking account of the requirements to publish speed camera information and will be looking to improve the efficiency of back-offices.

**3.48** Managed motorways are being introduced on parts of the motorway network to provide more reliable journeys, to smooth the flow of traffic by preventing stop – start movements. This will reduce the likelihood of incidents and their severity. Managed motorways utilise the hard shoulder either part-time or permanently to create additional capacity when required. They use a combination of variable mandatory speed limits, automated queue protection systems and enforcement to create a compliant environment.

**3.49** Road works are an essential part of maintaining the road network. However these works can create delays for drivers and expose those that are carrying out the work to danger. As a part of its drive to reduce the risks to road workers and the risk of incidents the Highways Agency utilises reduced speed limits and average speed cameras through road works.

#### **Case Study: Motorcycle friendly crash barriers**

The Highways Agency has installed barrier add-on motorcycle protection at several sites across England that pose a particular risk to motorcyclists, such as tight bends. A biker that hits this barrier will be redirected along the smooth continuous surface of

the barrier attachment. This can reduce the severity of an injury by preventing contact with the vertical support posts of uncovered safety barriers.

Feedback from sites where these barrier add-ons have been introduced indicates that there has been a reduction in reported injuries at these specific sites.

- 3.50** In addition to the provision of engineering solutions, the Highways Agency uses its Traffic Officer Service to actively patrol the motorway network to deal with incidents and clear the carriageway to get traffic moving as quickly as possible where a problem has occurred. They work closely with police forces using technology, such as fixed, mobile and average speed cameras, to control speed on the network and Automatic Number Plate recognition to identify and tackle dangerous vehicles and drivers.

## **Winter Resilience**

- 3.51** The Government is involved in preparing and monitoring the responses to severe weather. In 2010 we commissioned David Quarmby CBE to follow up his earlier review of winter resilience with an urgent audit of how well highway authorities and transport operators in England had coped with the cold weather. We are now following up these recommendations.
- 3.52** We tend to see reduced casualty numbers during periods of adverse weather due to people undertaking fewer journeys and driving more cautiously. However there can be negative effects on road safety in the aftermath of severe winters as they can cause damage to road surfaces from pot holes and eroded road markings which require action by the responsible highway authority.

## **Setting National Driving Standards**

- 3.53** The Driving Standards Agency is responsible for setting the national standards for safe and responsible driving, and ensuring that all driving related interventions link to those standards. This includes initial training, post test development of skills and any remedial education for those who commit road traffic offences.
- 3.54** The Agency has produced The National Driving Standard (Cat B) <sup>TM</sup> and the National Riding Standard (Cat A/P) <sup>TM</sup> which set out the skills, knowledge and understanding required to be a safe and responsible driver or rider. Further work is in hand to extend this framework to cover Categories C and D.

- 3.55** Complementary DSA Driver and Rider Training Standards have been developed that specify national standards for professional instructors. These set out what instructors need to be able to do, and the knowledge they need to have, in order to deliver effective training that will help people to become and remain safe and responsible drivers.
- 3.56** Work is also underway to ensure that all of the DSA's Standards are integrated into the framework of National Occupational Standards so that they fully inform and underpin all aspects of driving related training.

### **Single Double Summer Time (UK)**

- 3.57** The evidence suggests that there would be a reduction in road casualties if we adjusted British clocks to Single Double Summer Time. This would put clocks one hour ahead of GMT in winter and two in summer. Recent TRL research, updating previous analysis, estimated that having lighter evenings and darker mornings would reduce road deaths by around 80 per year and serious injuries by around 212 per year<sup>25</sup>. The road safety benefits for Scotland, where the darker mornings are expected to have a more significant effect than in the rest of the UK, are slightly smaller but still positive. The research predicts a 0.7% decrease in KSIs for Scotland and a reduction of 0.8% for the whole of the Great Britain taken together,
- 3.58** A move to Single Double Summer Time would have wide-ranging implications because different people, industrial sectors and regions would be affected in different ways. Apart from the road casualties benefits there would be other potentially significant benefits including energy and CO<sub>2</sub> savings, economic activity and quality of life. There are other aspects which would have to be considered, for example the impact of darker mornings, particularly on people living in the far northern and western parts of the country.
- 3.59** A thorough appraisal of all the costs and benefits will be important in assessing the case for change. We will ensure that the case for road safety is considered in wider discussions on the issue.

### **Research and Information Sharing**

- 3.60** One of the key roles for Government has been in undertaking and developing research and the provision of data. Research has been central to the development of better vehicle technology, infrastructure, and education and marketing campaigns. It also provides important insights into road collision causation and road user behaviour. The wider

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<sup>25</sup> Sexton and Johnson (2009) - An evaluation of options for road safety beyond 2010. TRL Published Project Report, PPR397

research programme and data analysis have provided an understanding of the characteristics of collisions and injuries and have developed innovative and effective solutions to minimise risks. It has identified high risks groups, places and behaviours and provided insights into the relationships between behaviours and risks. This has helped to inform and evaluate policy development and delivery.

- 3.61** Research on skills, behaviours and attitudes has provided evidence to improve road user skills and given insights into how to influence different types of people to make safer decisions. For example, through the introduction of hazard perception training and testing for learner drivers and the development of practical road side training for vulnerable child pedestrians to provide an early foundation in road user skills.
- 3.62** The research programme has also contributed to information campaigns which have over time shifted the attitudes of the majority of the population and which have supported informed consumer choice, for example the campaigns and related measures which have made drink driving socially unacceptable and the SHARP safety helmet scheme to help motorcyclists select the right helmet for them.
- 3.63** The research has also identified high risk groups and behaviours and increased understanding of those groups and how they can be effectively influenced, for example through drink drive rehabilitation courses, speed awareness courses, and enabling motorcycle training to be specifically tailored to different groups.
- 3.64** At a national level, evaluations of interventions have provided valuable data on what works for whom, and in what circumstances. For example, Neighbourhood Road Safety Initiative (NRSI) successfully targeted interventions in high risk disadvantaged areas. In addition the Government is supporting local evaluation with new tools such as [www.roadsafetyevaluation.com](http://www.roadsafetyevaluation.com).
- 3.65** It is acknowledged that there is still a need for on-going research to support local delivery, for example in understanding high risk groups, behaviours and places and how to encourage people to make the right choices. There is also a need to identify what works such as effective enforcement and educational interventions through assessments of these impacts on behaviours, skills and attitudes.
- 3.66** The road safety knowledge centre, run by Road Safety Great Britain, holds many examples of local good practice and other material relevant to road safety interventions, including in the education, training and publicity fields. Likewise the Chartered Institution of Highways and Transportation holds substantial materials about road safety techniques and the UK Morse system is a repository containing information about



the safety impacts of a large number of local highway safety engineering schemes.

**3.67** A key element of this framework is to support the sharing of evidence and data to support better informed decision making at the local level and encourage an evidence based approach to interventions. This requires the DfT, road safety professionals and the wider road safety and research community to work together. DfT will support this by:

- Improving access to high quality research by producing research syntheses on key areas;
- Evalu-it toolkit to increase and improve the measures of effectiveness of road safety education, training and publicity;
- Working with all groups to deliver high quality, practitioner focused evidence;
- Developing better predictive and risk based modelling, to provide a better understanding of the impact of interventions, firmer conclusions on the causes of recent casualty reductions and more robust casualty projections and better investment appraisal tools.

**3.68** Maintaining and continuously improving core data sources is also important, particularly the police road accidents database (STATS19). From 2011, a new electronic system for police reporting (CRASH) will be rolled out to provide improvements in consistency and timeliness of data as well as minimising police time and effort. DfT will continue to improve the range and accessibility of road safety data, including through the Road Casualties Online website which allows road safety professionals and the public to access and analyse the data.

**3.69** We will continue work to make better use of a wider range of data on road casualties where they add value, particularly hospital data, exploiting links between sources where possible and developing better predictive and risk based modelling to provide deeper understanding of factors associated with accident involvement.

**3.70** Expanding our understanding of the links between road casualties and criminal activity will remain a key research theme. We intend to work closely with the local authorities and police in South Yorkshire on their pioneering research into the links between casualties and drivers' offending backgrounds, to strengthen the understanding of the correlation between criminal behaviour and being involved in road casualties, as well as the scope for targeted interventions in light of the initial analysis and findings.

**3.71** The research programme in the future will continue to monitor value for money on investment, and look to work across other agendas to assess

the wider impacts and benefits, e.g. public health and sustainable travel. We will also continue to learn from international experience.

## **The Role of the European Union and International Bodies**

- 3.72** Road safety is considered by the European Union when it sets standards for vehicles and in the EU Road Safety Action Plan. Assessing the costs and benefits to the UK is the key consideration for deciding on our approach to individual pieces of legislation. In many cases we work to develop non-regulatory solutions or apply for derogations where the expected costs would outweigh the benefits if the legislation was imposed.
- 3.73** For vehicle standards there can be a benefit to business from standards that are common across the EU. This opens up markets to vehicle manufacturers and suppliers without the need for separate type approval processes.
- 3.74** At the international level there is interest in road safety from the World Health Organization, the United Nations (UN) and the Organisation for Economic Co-operation and Development (OECD). 2011 to 2020 will be the UN Decade of Action on Road Safety which aims to raise awareness of this issue internationally. We support this as significant progress would be made on global road casualty reduction if other countries were to make progress towards achieving the results of the world leaders, including the UK. We would also expect that the leading countries can all make further positive progress and the UN initiative should help build support for achieving this.
- 3.75** It is important for global and EU initiatives to recognise the different starting points between countries on road safety. For example it is likely to be much less cost effective for the UK to achieve a given percentage casualty reduction compared to a country that has not prioritised road safety in the way that we have over the previous few decades and is starting from a much higher casualty rate.



# 4. Education

## Developing Skills and Attitudes

**4.1** Developing the necessary skills and attitudes to stay safe on our roads is not a one off process. From resources to help children learn about road safety, to the point where people invest a lot of time and money to initially learn to drive and ride motor vehicles, to offering advice to older drivers, there are multiple points at which we can influence and educate road users to act safely on our roads. Road user behaviour is responsible for, or a major factor in, 95%<sup>26</sup> of collisions. We have three key priorities in this area:

- To improve the value gained from that major initial personal investment in training in terms of road safety;
- To encourage continuous development of skills, particularly when people are at their most vulnerable – such as children when they start to make independent walking and cycling journeys, drivers and motorcyclists soon after passing the practical driving tests and later on adapting to ageing; and
- To provide training to drivers and riders who have broken road traffic laws to reduce the hazards to them and others.

## Starting Well

**4.2** Road safety education for children and teenagers provides a foundation for their knowledge, understanding and behaviour as adults and so underpins all of our efforts on road safety. We will continue to support the development of educational awards in safe road use, which help to ensure that young people aged 14 and over obtain a solid grounding in the safe and responsible use of the highway. We will continue to evaluate and support Think Education, the set of learning resources from pre-school to 16+ which we have made available to all schools, to ensure

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<sup>26</sup> Department for Transport Road Safety Research Report No. 105, Road Safety Strategy Beyond 2010: A Scoping Study, J. Broughton, B. Johnson, I. Knight, B. Lawton, D. Lynam, P. Whitfield, O. Carsten and R. Allsop, April 2009

that they have good quality materials that they will want to teach. This includes materials for teachers, pupils and parents and can also be used by out of school groups. They cover all aspects of road safety, from car seats for young children to pre-driver attitudes for secondary schools.

#### **Case Study: Kerbcraft**

Kerbcraft is a practical child pedestrian training scheme, developed in Drumchapel, Glasgow, by Professor James Thomson at the University of Strathclyde.

It is designed to teach pedestrian skills to 5 to 7 year olds, by means of practical road-side training rather than teaching in the classroom.

It is built around teaching three skills: - choosing safe places and routes; crossing safely at parked cars and crossing safely near junctions. These skills are taught over the course of at least 12 roadside sessions. Children are taught in the road environment near their schools, in pairs or groups of three children, by trained volunteers.

- 4.3** The Kerbcraft scheme remains the basis for children's practical road safety training. It is a roadside pedestrian training scheme which has been proven to deliver a lasting improvement in road crossing skills. We encourage Local Authorities to adopt Kerbcraft or similar child pedestrian training schemes, rather than anything that is watered down or less effective, and target it on high risk areas and groups.
- 4.4** Bikeability training delivers the National Standard Cycle Training in England and replaces the old cycle proficiency test. There are three levels of Bikeability training. The Department for Transport has committed to fund level 2 training which is aimed at 10-11 year olds for the period of this Parliament. It teaches pupils to cycle on the road, providing a real cycling experience so that pupils are able to deal with traffic on short journeys such as cycling to schools in areas where roads are not too busy. Each level 2 training place currently receives a maximum of a £40 grant from the Department for Transport. The £11m available for training in 2010/11 will fund 275,000 Level 2 training places – over half the year 6 pupils in England outside London. In London, Transport for London and London boroughs fund and deliver Bikeability.

#### **Case Study: Partnership delivery of Bikeability in Lincolnshire**

Spalding High School in Lincolnshire was the first to deliver the Bikeability scheme and it was also the first school sports partnership (SSP) to deliver it in the country. Since it started in 2007 with 300 trainees it has increased the numbers to over 1200 in 3 years, of which a quarter are high school pupils. The SSP was given a national Bikeability award in 2010 as following its lead both the local authority and other SSPs have joined in. Bikeability is now seen as a key step in building the confidence

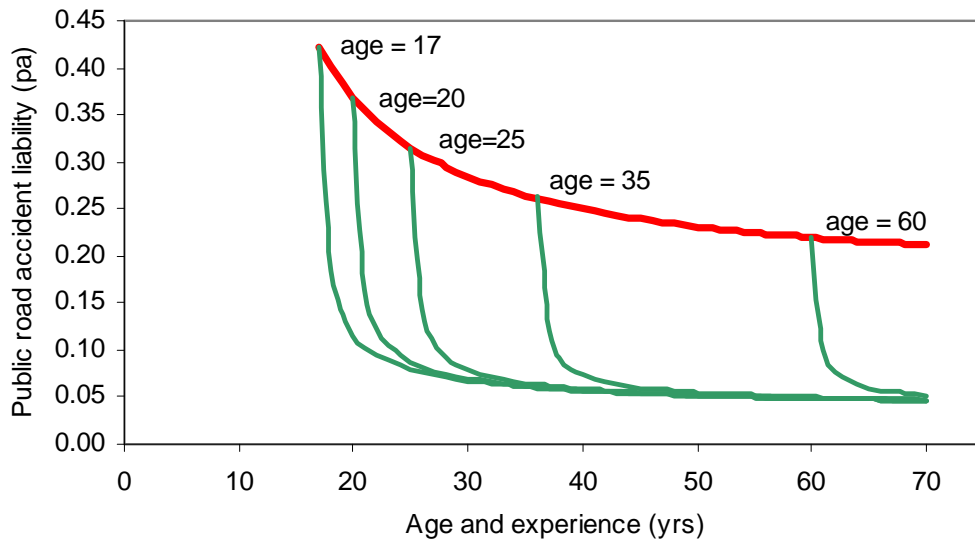
of the increasing numbers cycling to school and to sports practice. The majority of the training is conducted during curriculum time but there are also very successful holiday courses which are often attended by whole families.

The Bikeability training has been funded through the Department for Transport's grant funding and their work with the Youth Sport Trust. The funding of SSPs for Bikeability accounts for about a third of the total with the remainder being channelled through local authorities. The partnership working between SSPs and local authorities has increased the uptake of training both in the numbers of schools and the numbers of children receiving training nationally.

## Learning to Drive and Ride

- 4.5** Despite improvements in recent years, novice (predominantly young) drivers and motorcycle riders are still disproportionately represented in the accident record (figure 4.1). This results in higher insurance costs for all drivers and particularly young drivers and also deters some employers from allowing the newly qualified to drive for work. Some of the problems are associated with young drivers who are reckless some or all of the time, but the great majority of young people want to drive safely and responsibly – and so they need to be taught the right skills and attitudes before starting to drive on their own.

Figure 4.1 The effects of age (maturation) and experience on accident liability<sup>27</sup>



This graph shows that the age of a driver is a less significant factor in accidents involving new drivers than the amount of experience. The red line shows the initial accident risk for a driver between the ages of 17 and 60, immediately after passing their test. The green lines show how this accident risk lowers with experience for each age group after they have passed their test.

**4.6** The Driving Standards Agency has recently taken a number of steps to ensure that newly qualified drivers are better prepared to drive safely and responsibly unsupervised after passing the driving tests. These include:

- the introduction of independent driving into the practical test, together with withdrawal of test routes from the public domain;
- further encouragement of the instructor accompanying the candidate on the practical test so that they are better placed to offer tailored advice or remedial action;
- the introduction of case studies in the theory test; and
- the withdrawal of live items in the theory test question banks from January 2012

**4.7** Working with the driver training and insurance industries, the Agency is also currently running a trial to test a new approach to learning to drive. Using a new learning syllabus linked to the safe and responsible driving

<sup>27</sup> Learning to Drive: The Evidence (Road Safety Research Report 87, Department for Transport, May 2008). The data presented are for respondents with an average of 7,500 miles per annum.

standard, participants in the trial are being encouraged to adopt a more active approach and take responsibility for their own learning. We will assess the outcome of that trial before making decisions on next steps.

**4.8** Building upon these improvements we propose to make further progress in reducing novice driver and rider collisions using an approach based on:

- education first – we will continue to explore further ways to ensure that young people acquire the appropriate skills and attitudes;
- developing a new post test vocational qualification – we will work with trainers, insurers and young drivers on an effective successor to the Pass Plus scheme. This will help newly qualified drivers to gain the necessary attitudes and experience to be safe and responsible road users, with appropriate accreditation and assessment built into the process to ensure market confidence in the new qualification.
- including safety messages in the theory test;
- modernisation of the driver training industry so that instructors can offer the range and standards of service that consumers need, and consumers can make an informed choice as to which instructor best meets their individual needs; and
- improving the content and delivery of motorcycle training so that it meets the needs of modern day riding

**4.9** The Government initiated a review of the motorcycle test in June 2010 to address the criticisms of the test changes introduced in 2009. On 20 December 2010, we announced the findings of the review and next steps. While there is more work to be done on the detail, the review has suggested potential changes to the practical motorcycle test which have the potential to deliver the Government's objectives. These are to see the practical test conducted as a single on-road event in a way which will maintain riding standards, protect safety and increase accessibility of the test to all candidates.

**4.10** The next step for the review will be to hold wider trials, with test-level candidates, to verify the standards, suitability and safety of the new manoeuvres. This will include a number of on road sites, to establish the criteria for safe on road testing. This will take place in 2011 and be followed by public consultation on the proposed changes. We will aim to implement a new test by the end of 2011 or early 2012, and will prioritise areas which are poorly served by the current network of off road test centres. Any changes to the manoeuvres will be implemented for all tests at all locations. Subject to further work on safety, cost and value for money, there will be a phased introduction of on-road testing moving to

general adoption as soon as possible. Changes to the test will need to be monitored and kept under review to ensure that the objectives are delivered.

- 4.11** We would like to develop greater awareness of heavy goods vehicles (HGVs) on the roads. Since 2009 HGV drivers must hold a Certificate of Professional Competence and must receive at least 35 hours of formal training every five years. However, other road users such as car drivers and cyclists may not always be aware that HGVs have blind spots and have longer stopping distances than smaller vehicles. There may be scope for incorporating an HGV awareness element into the learning to drive and ride process, for example through developing an HGV section in the Highway Code or including an element of HGV awareness in post test training or the theory test.

## Advice to Road Users

- 4.12** Over 40 years experience in Britain has demonstrated that public information campaigns on road safety have a major role to play in creating consent for legislation and enforcement measures. This 'buy-in' creates behavioural norms which in turn mean that individuals feel compelled to conform or risk social stigma, alongside the potential legal sanctions of law breaking. A good example of this is drink driving which is now widely regarded as socially unacceptable. Information campaigns and strong enforcement have both helped to substantially reduce casualties caused by drivers who are over the legal alcohol limit. However, the problem is far from solved, as drink driving continues to contribute to casualties on our roads.
- 4.13** Future behaviour change campaigns will focus on those road users who are most at risk of injuring themselves or of being responsible for other deaths and injuries on our roads. Important audiences will include young male drivers, particularly those who are new to driving, motorcyclists and child pedestrians. We will continue to monitor the changing media landscape to ensure we take full advantage of the opportunities to reach and influence our audiences that both traditional and new media offer. Ensuring the best value for money will always be a key consideration. Where we are able to effectively focus messages at a particular group we expect to be able to reduce costs and increase the impact of an educational campaign.
- 4.14** We will continue to run campaigns under the THINK! banner as there is high awareness and trust in the brand amongst the public. Our research shows that it is seen as the voice of the road user's conscience and it helps them to make informed decisions about their behaviour, rather than dictating to them. We expect the campaign to continue to focus on

helping individuals to make safe choices and raising awareness of the consequences of not doing so.

- 4.15** The success of THINK! is partly due to professionals on the front line supporting its aims and ambitions. We aim to give a far greater level of support to our partners in local areas by working with them to develop relevant material that covers the issues that most affect them. This will help to ensure that the road safety marketing material used in local areas is fully evidence based and evaluated and will reduce the need for a multitude of campaigns being developed for individual areas. The material will be available on the THINK! website.
- 4.16** We will continue to involve the private sector in the THINK! brand. This means that the value of the investment that the Government makes is increased and allows us to get our messages into places where it is not normally possible to place them on a commercial basis. For example we have worked with soft drink manufacturers Coca Cola who offer rewards of free soft drinks to designated drivers and last year we piloted a child road safety initiative with football clubs.
- 4.17** We intend to introduce an annual Road Safety Day to maintain the profile of road safety amongst the public. The day will add momentum to some of our key messages and allow community and voluntary groups to link their local activity to a wider message, enhancing the profile of their work and causes.

#### **Case Study: Drink Drive 'Moment of Doubt' campaign**

Until 'Moment of Doubt', launched in 2007, drink drive communications invariably used extreme depictions of the effect of drink driving on innocent bystanders. However, an extensive programme of qualitative research and semiotic analysis highlighted that people were becoming increasingly desensitized to this 'crash' approach - they refused to believe that their personal 'low level' drink driving behaviour could lead to such extreme consequences. What they did fear, however, was the consequences of failing a breath test and getting a drink drive conviction.

Male drivers under the age of 30 were significantly over-represented in drink drive KSIs and were attitudinally the most likely to deny the risks associated with drink driving. This group became the key target for the campaign, whilst a secondary target of older drivers and an 'overheard audience' of all adults became a further consideration.

The campaign has performed well against many of the key performance indicators identified prior to the strategy being introduced. Against the core target audience of young male drivers, highlights include:

- If I were to drink and drive I would be likely to be caught by the Police - 58% in July 2007 vs. 72% in January 2010 (+14 pts)



- Being caught drink driving would change my lifestyle dramatically – 72% in July 2007 vs. 85% in January 2010 (+13 pts)
- It is extremely unacceptable to drive after drinking two pints - 49% in July 2007 vs. 54% in January 2010 (+5 pts)<sup>28</sup>

Over the campaign period we have not only seen a reduction in drink related casualties but have also seen a decline in the breath test failures from 17.2% in 2006 to 12.9%<sup>29</sup> in 2008.

## Educational Interventions for Offenders

**4.18** Road traffic laws can be broken by mistake and there are degrees of seriousness in infringements. Besides recognising this in the sanctions and sentences for offences, our approach is that education, training or rehabilitation should be widely available for more of the lower level offences. This proportionate approach also means that enforcement and sanctions should be applied most towards serious, deliberate and repeat offenders.

**4.19** Education can be more effective than punishments in avoiding reoffending for some lower level violations that have taken place through mistakes or a lack of awareness. Our priorities are:

- To divert more people guilty of minor road traffic infractions into remedial training, as an alternative to prosecution, by increasing the range of offences that have an educational alternative;
- To work with the police and other agencies to develop effective national models for remedial courses that can be taken locally and are linked to the national standards for safe and responsible driving;
- To prioritise training for newly-qualified offenders as a constructive alternative to licence revocation;
- To reform - and possibly extend – the provision of the post-Court training that offenders can be offered to reduce their penalties;
- To work with the courts to enable use of the existing powers for courts to order remedial training and to develop the right training courses for this;

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<sup>28</sup> BMRB campaign tracking studies July 2008 vs. Jan 2010

<sup>29</sup> TSGB 2010: Motor Vehicle Offences - data tables

<http://www.dft.gov.uk/pgr/statistics/datatablespublications/accidents/tsgb0899.xls>



- To reform the regime for re-testing disqualified drivers - including extending, and potentially mandating, the requirement for disqualified drivers to re-test before regaining their licence and developing special tests linked to remedial training. This will build on the current arrangements for drink-drivers.

## Advice, Choices and Training for Older Drivers

**4.20** We know many older drivers are able to self regulate their driving behaviour by driving shorter distances and avoiding driving in adverse weather conditions. Many give up driving when they can no longer do so safely. But with an increasingly ageing population, many of whom will be continuing to drive for many years after retirement, it is important that drivers are able to maintain and adapt their skills to ensure continued safe mobility as they age.

**4.21** We do not believe that mandatory re-testing is the best way forward. Instead we favour an approach which helps aging drivers to retain their skills. We know there are some good examples of driver education schemes offered by local authorities and the training industry which address the needs of elderly drivers:

- SAGE (Safer Driving with Age) is a programme run by Gloucestershire County Council that provides guidance and coaching for older drivers. It is a three-stage process incorporating a medical and health review, an eye examination and a driving assessment;
- The AA's Drive Confident scheme, which is free for qualified drivers, provides an in-car training session geared around meeting the needs of the driver; and
- The Institute of Advanced Motorist's DriveCheck55 offers an in-car training session designed to develop good driving practices and identify any bad habits.

**4.22** We would like to work with the voluntary sector representing the elderly and the training industry to develop further training scheme for older drivers.

## 5. Targeted Enforcement and Sanctions

- 5.1** More than half of road deaths are associated with one or more of drink driving, driving whilst impaired by drugs, speeding, careless driving (including dangerous driving, driving with a distraction and not wearing seatbelts). Driving without insurance or a licence is also associated with a disproportionate level of death and injury.
- 5.2** Tackling the road safety problems associated with these behaviours involves not only increasing awareness of their consequences, but also enforcing against serial offenders and the worst offences.
- 5.3** The criminal justice system already handles a large number of cases related to road traffic offences. Our intention is that overall the changes to road traffic enforcement practices and penalties will not lead to more court cases or a greater use of prison places. Our intention is to target enforcement and sanctions better. With an increased focus on educational courses for low level offenders we hope to be able to remove people from the criminal justice system to counter the people that our increased penalties will put in. As this will depend on the decisions of individual police forces and the Crown Prosecution Service we are not yet able to accurately assess the full effects of the proposed changes but they will be carefully analysed before being allowed to progress and then monitored.
- 5.4** Our priorities include:
- Action on drink-driving and driving whilst impaired by drugs that allows greater enforcement of the current offences;
  - Introducing a fixed penalty notice for careless driving to allow the police to tackle the offence more efficiently;
  - Increasing the level of certain fixed penalty motoring offences so they are more proportionate to non-motoring offences of a similar severity;
  - Increasing the forfeiture of vehicles as part of the punishment for motoring offences such as unlicensed driving; and

- Encouraging compliance by HGV operators and drivers by using and developing risk based enforcement.

## Drink and Drug Driving

- 5.5** The Government recently published its response<sup>30</sup> to the report by Sir Peter North CBE QC on drink and drug driving law<sup>31</sup>. This was also the response to the Transport Select Committee who had produced recommendations<sup>32</sup> from Sir Peter's report. The actions set out below on drink and drug driving take both reports' recommendations in to account.
- 5.6** On drink and drug driving our priority is to deter driving when unfit through drugs or alcohol, and to ensure that those who persist in this dangerous behaviour are detected and punished effectively. Considerable progress has been made in the abatement of drink-driving, but we now aim to achieve similar results with drivers who are impaired through the use of drugs. The prospect of an effective means of detecting and deterring drug-driving will – for the first time – allow a serious enforcement effort against this dangerous behaviour. That is our first priority, which we believe is shared by the police.
- 5.7** It can be just as dangerous for people to drive impaired by alcohol or drugs, and it is currently unbalanced that it is easier to get away with one than the other. We want to give the police the means to identify drug-drivers and allow them to request evidential samples for testing. There needs to be a clear message that drug-drivers are as likely to be caught and punished as drink-drivers.
- 5.8** Our strategy is to focus resources and any legislative changes on measures which will have the most impact in reducing dangerous behaviours. There are therefore two main priorities to continue the successful abatement of drink-driving and achieve similar success against drug-driving;
- To give the police effective tools to identify and proceed against drug-drivers;
  - To streamline the enforcement process for drink and drug driving to relieve pressure on police and other enforcement resources, and enable these to be targeted better.
- 5.9** We have issued a specification to manufacturers for drug testing technology that will be able to be used in police stations. It is for

<sup>30</sup> <http://www.dft.gov.uk/pgr/roadsafety/drivinglaws/>

<sup>31</sup> <http://webarchive.nationalarchives.gov.uk/20100921035225/http://northreview.independent.gov.uk/>

<sup>32</sup> <http://www.publications.parliament.uk/pa/cm201011/cmselect/cmtran/460/46002.htm>

manufacturers to supply, and police forces to obtain, approved devices and put them to use. We are also finalising the additional requirements for type approving such devices for use at the roadside.

- 5.10** We will explore the case for introducing an offence of having a specified drug in the body while driving in addition to the current offence of driving while impaired by drugs. An objective measure of whether a drug driving offence has been committed should deliver a significant improvement in the enforcement of drug driving.
- 5.11** This is a complex issue and so we will continue the research and other work that is necessary before any decisions can be made. We cannot at this stage pre-empt that work by describing any additional offence, or give a firm date for its potential introduction. Any proposals will be subject to further consultation, regulatory clearance and other impact assessments in the usual way.
- 5.12** On drink-driving we intend to remove the option for drivers who provide a breath sample that is within 40% of the prescribed alcohol limit to request a blood or urine test. This was recommended by the North report<sup>33</sup> as a way to increase the effectiveness of police enforcement activity on drink-driving. We believe that the current arrangement where some drink drivers are able to escape prosecution due to the time delay in receiving a blood test is unfair and undermines the enforcement efforts of the police. We also aim to type approve portable evidential breath testing equipment to increase the efficiency of police work against drink drivers.
- 5.13** We have concluded that improving enforcement is likely to have more impact on the most dangerous drink drivers than lowering the prescribed alcohol limit for driving. This is because 40% of those who are detected are at least 2.5 times the present limit and we believe it is a better use of resources to prioritise enforcement efforts on these most dangerous drivers.

## Careless Driving

- 5.14** In recent years convictions for careless driving have fallen significantly without evidence of a corresponding improvement in driver behaviour<sup>34</sup>. To address this we intend to introduce a fixed penalty notice for careless driving to make it more efficient and less time consuming for the police to

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<sup>33</sup> Report of the Review of Drink and Drug Driving Law, Sir Peter North CBE QC, June 2009

<sup>34</sup> Convictions for offences related to bad driving have fallen from 125,000 in 1985 to 28,900 in 2006 with about 25,000 further suspects opting for courses. Of these approximately 500 convictions per year are related to causing death by dangerous or careless driving. About 4,000 convictions per year are for dangerous driving.

enforce. Providing the option of a fixed penalty notice for the offence would enable more people to be offered rehabilitative education to combat behaviour such as ‘tail-gating’ or ‘undertaking’. Some offenders would continue to be summoned to appear in court and we are not proposing to change the boundary between careless and dangerous driving. The latter will continue to always be dealt with by a court appearance. We will develop robust guidelines to ensure that the circumstances in which a fixed penalty notice is appropriate are clearly defined.

## Fixed Penalty Levels

**5.15** The levels of payment attached to fixed penalty notices for motoring offences have fallen behind those in other areas, such as disorder. This risks trivialising the offences. Additionally where an educational course is available as an alternative to accepting the fixed penalty notice we believe that increasing the payment level will encourage more people to accept the course, rather than accepting the fixed penalty notice but then not paying the fine as their decision will not depend on the financial difference between the options. We propose to increase the payment levels for offences related to speed, the requirement to control a vehicle (including mobile phone use), pedestrian crossings and wearing a seatbelt to between £80 and £100 from the current level of £60. The exact amount will depend on a detailed assessment of what effect the increases would have on payment rates.

## Forfeiture of Vehicles

**5.16** The police and the courts have the power to seize vehicles in certain circumstances but we intend to explore if it would be sensible to make greater use of this to keep the most dangerous drivers off the roads.

**5.17** The Continuous Insurance Enforcement legislation requires all vehicles to be insured unless they have been declared as off the road. After a warning, offenders will receive a fixed penalty notice and will risk having their vehicle seized by the Driver and Vehicle Licensing Agency (DVLA).

## HGV and Foreign Vehicle Compliance

**5.18** On enforcement for HGV drivers and vehicles the Vehicle and Operator Services Agency (VOSA) has developed a risk scoring system, which uses roadside encounter data and vehicle roadworthiness test results to identify HGV operators most likely to be non-compliant (i.e. to be

operating overloaded vehicles, vehicles with safety defects, or whose drivers are infringing drivers' hours rules). VOSA targets these operators for more frequent roadside inspections and can immobilise non-compliant vehicles until defects are remedied. Serious offenders can be referred to the Traffic Commissioners for further enforcement action such as imposing conditions on the operating licence, withdrawing the operating licence or prosecution in court.

- 5.19** When foreign vehicles are involved in road traffic offences it can be more difficult to track down the driver as we do not have access to the same databases of information that we have for vehicles registered in the UK. It is important that all drivers are treated equally and that enforcement efforts are as effective at targeting any drivers who engages in risky behaviour. It is also important that enforcement acts as a deterrent for all drivers. The graduated fixed penalty and deposit scheme which has been operational for two years has created an effective means to penalise foreign drivers for traffic and other vehicle-related offences and is used routinely by the Department's Vehicle and Operator Services Agency (VOSA) and the police.
- 5.20** The Department is also actively involved (with VOSA) with the development of the GB element of an EU-wide electronic record of offences by commercial vehicle operators. Under this system details of various serious infringements will be sent electronically to the 'home' member state of an operator - which is then required by EU law to carry out an appropriate investigation. The outcome of that investigation and the decision on what action was taken against the operator then has to be relayed back to the member state of notification. The scheme is due for implementation in 2015 and will provide an additional level of deterrence against offending by foreign operators.
- 5.21** We are aware that the current systems mean that foreign drivers are less likely to face the consequences of dangerous road use and this is unacceptable. We are considering ways to address this and improve enforcement where we do not have the details of the driver who committed the offence. We will review enforcing against vehicles, where the driver can not be traced, and we are considering innovative approaches to fine collection by using third parties to improve enforcement.

## Uninsured and Unlicensed Driving

- 5.22** Reducing uninsured driving is a priority. We are aware that the costs of insurance premiums may lead some people to drive without insurance cover which then increases the cost of all premiums. This is completely unacceptable and we will work to reduce it. Targeting uninsured and

unlicensed driving will make a huge contribution to the safety of our roads.

- 5.23** Increases in road safety should lead to lower insurance costs as this will decrease the number of collisions and therefore the number of claims that insurers pay out. It should also reduce the numbers of people who are driving without insurance due to its price.
- 5.24** We expect the introduction of Continuous Insurance Enforcement, in June 2011, to reduce uninsured driving as fines will be issued where a vehicle is not insured, followed by seizure of the vehicle. However this will only detect when a vehicle is uninsured, rather than whether the current driver is insured to drive it. Police vehicle and driver checks will continue to be extremely important in detecting unlicensed drivers.
- 5.25** A roadside police survey found that there had been a fall from 1.9% to 1.2% of kilometres driven without insurance between 2008 and 2006<sup>35</sup>. Automatic Number Plate Recognition cameras are believed to have contributed to this reduction and continue to help identify vehicles that are being driven without insurance.
- 5.26** We are also working with the insurance industry on allowing them to access the DVLA drivers' database. This will allow a more accurate assessment of a drivers' risk which is based on an actual, rather than a self reported, driving record. We expect this to lead to lower premiums for some drivers with the overall savings estimated at over £300m. This will be especially important following the European Court of Justice ruling that premiums can no longer be based on gender.
- 5.27** We expect the educational measures, the changes to enforcement and the remedial courses discussed in this document to all help to address the issue of illegal driving but we are aware that we do not yet have a comprehensive solution. The challenge remains that we have limited options for dealing with the individuals who indulge in this behaviour without regard for the consequences. If revocation of a licence is not a deterrent and fines are left unpaid then aside from detention, which can be prohibitively expensive and may only prevent illegal driving during the duration of the sentence, it presents difficulties in how to influence the behaviour of this dangerous minority. We are concerned that wilful and repeated acts of non-compliance by this group will reduce the faith that the responsible majority have in enforcement and it may erode their own will to comply. The measures set out above will help but this is an area where we are aware that we need to make significant progress and we will continue to work on it across Government.

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<sup>35</sup>Operation V79 - 2008, Tuesday 18th March 2008, Department for Transport



# 6. Casualty Forecasts

## Baseline forecasts

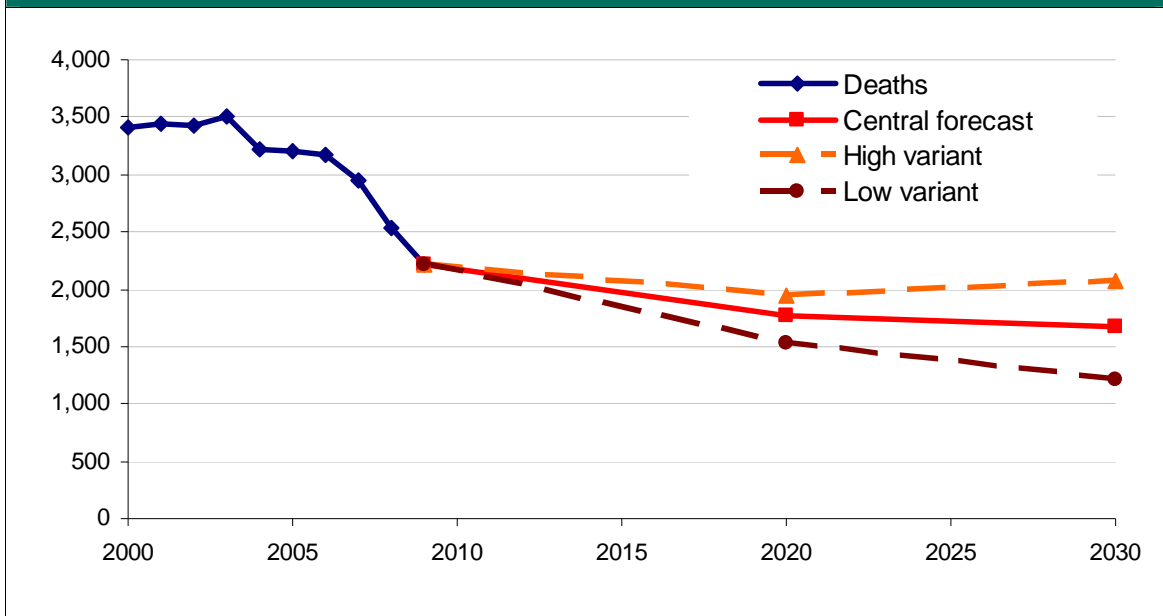
- 6.1** Accurately predicting future levels of road deaths and injuries is not straightforward. It is, however, possible to make broad forecasts of casualties based upon past casualty rates and trends, the expected effect of current measures in areas particularly where these can be estimated robustly (for drink-driving, engineering and car secondary safety – the ‘DESS’ measures) and projections of traffic growth. We commissioned the Transport Research Laboratory to produce such forecasts<sup>36</sup>.
- 6.2** Figure 6.1 shows the forecasts for road fatalities. The central projection illustrates the reduction in deaths we might expect to make in the absence of any significant new measures but where the existing, core road safety programme continues to have broadly the same level of effect as in the past, and traffic grows in line with DfT forecasts. As discussed in Chapter 2 we believe that the recession was a significant contributor to the recent fall in casualties. It then follows that as the economy recovers we will see a slow down in the reductions that we experienced during that period. The forecasts therefore show the continued improvements in road safety which we expect to be partially offset against economic growth.

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<sup>36</sup> TRL - PPR552, 2011



Figure 6.1 Forecast road fatalities: GB 1990 to 2030



**6.3** The TRL modelling suggests that improved car secondary safety is the single development which has had the most significant effect on national casualty totals, but that until recently improvements due to safer vehicles have been partly offset by increasing car occupant fatality rates – possibly due to changes in the mix, experience and behaviour of drivers. The central forecast assumes that car secondary safety will continue to develop (though at slower rate than in the past), with the resulting casualty savings partially offset by an assumed increase in the fatality rate for car occupants.

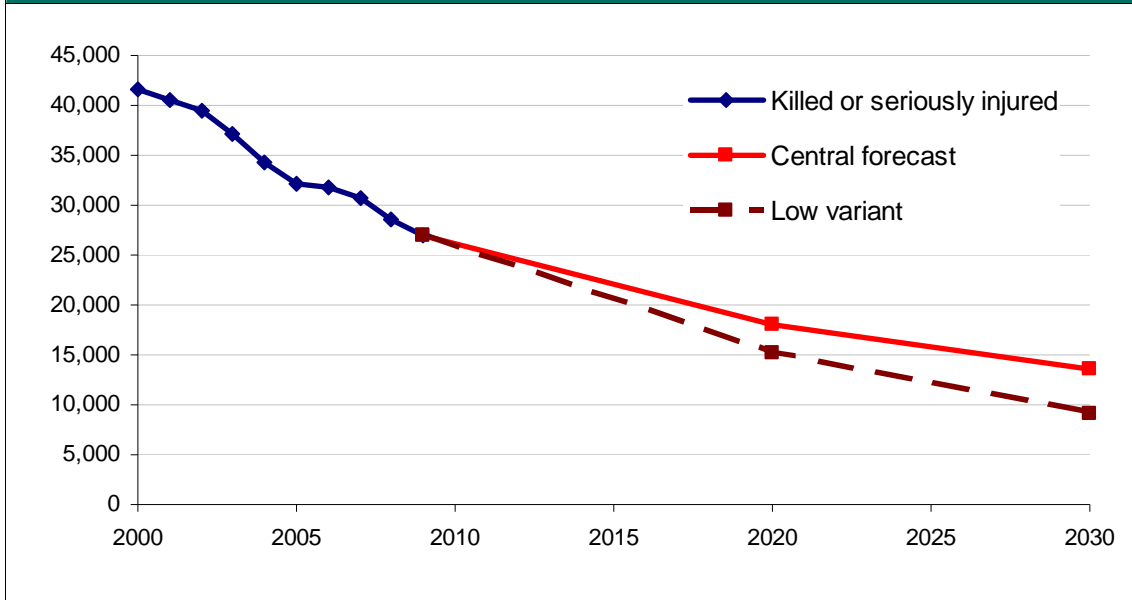
**6.4** The two variants shown illustrate the sensitivity of this forecast to the key assumptions. The high variant reflects a cautious scenario, including no further secondary safety developments. The low variant represents a situation where the car occupant fatality rate remains at the current (historically low) level.

**6.5** Figure 6.2 shows the equivalent forecasts for killed and seriously injured casualties<sup>37</sup>. In this case, past trends are more consistent. The central projection represents extrapolation of past trends applied to forecast traffic; the low variant broadly illustrates the additional progress that

<sup>37</sup> Killed and seriously injured casualties are forecast separately and then aggregated

could be made if lower performing authorities make stronger progress in terms of reducing casualty rates<sup>38</sup>.

Figure 6.2 Forecast killed or seriously injured: GB 2000 to 2030



## Impact of New Measures

- 6.6** The above central forecasts are based on the assumption that the existing road safety programme and DESS measures continue to develop, but do not include the effects of any new measures. As TRL note, some existing measures are likely to lose effectiveness in future so these forecasts may be optimistic.
- 6.7** However, any effects of the new measures set out in this framework might be expected to contribute to further reductions below the central forecast shown. Assessing the extent of these reliably is difficult, particularly as local authorities will be left to set their own priorities in many areas.
- 6.8** As a broad indication, if the package of proposed new measures is successful, we would expect to see a reduction in fatalities similar to that shown by the low variant in figure 4 – this would represent a case where new measures might be successful in changing behaviour and improving skills and attitudes, particularly among car drivers, so that the car occupant fatality rate remains at the current low level.

<sup>38</sup> An illustrative reduction of one-sixth for 2020 and one-third for 2030, based on analysis of casualty data for 2007-09 which suggests that if all authorities had achieved casualty rates per billion vehicle miles of no higher than the median, the number of KSIs would have been 14 per cent lower than observed.

**6.9** For KSIs, we might expect that new measures would at least offset any reduction in the effectiveness of current measures so that the reduction indicated by the central projection is achieved. The low scenario represents lower performing authorities making stronger progress and moving towards the average. Progress is unlikely to be uniform – given the relatively small number of deaths it would not be surprising to see increases in some years, within the context of a long term downward trend. The table below shows projected reductions both in terms of casualty numbers and percentage reduction compared with the 2005-09 average.

<b>Table 6.1 Casualty reduction forecasts to 2030</b>				
	<b>2005-09 average</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Killed</b>				
Central projection	2,816	1,770	1,720	1,670
Change on 05-09 average		-37%	-39%	-41%
Low projection		1,530	1,370	1,220
Change on 05-09 average		-46%	-51%	-57%
<b>Killed or seriously injured</b>				
Central projection	30,040	18,070	15,820	13,570
Change on 05-09 average		-40%	-47%	-55%
Low projection		15,110	12,130	9,150
Change on 05-09 average		-50%	-60%	-70%

**6.10** We will monitor our performance against the indicators in the Road Safety Outcomes Framework at Annex B. We expect that the Government’s actions, along with the key contributions from local authorities, service deliverers and local communities, will continue to deliver a downward trend and address the differential risks.

**6.11** If the impacts are what we expect then we will see fatalities falling by around 37% to 1,770 by 2020 if we use the central projection. If from 2020 we assume that the low projection can be achieved with the variation in performances at the local authority level narrowing and moving towards the level of the top performers then we would see deaths reducing by 57% to around 1,200 and KSIs falling below 10,000 with a reduction of 70% by 2030. This is neither a target nor a definitive

forecast, but we are confident this can be realised if everyone plays their part.

# Annex A. Road Safety Action Plan

Measure	Description	Action (e.g. legislation, type approval)	Expected start date	Dependencies (where legislation is required)
Introduce a fixed penalty offence for careless driving	This will allow the police to tackle offences that are currently unenforced more efficiently.	We will introduce a statutory instrument that will enable this. This power is available in the 1988 Road Traffic Offenders Act	2012	Thorough assessment of impacts and regulatory clearance.
Increasing penalty fines	We propose to raise the fines for road traffic fixed penalty notices which are currently at £60 to £80-100 to bring them into line with other fixed penalty notices.	We will review the fine levels and change the regulations to increase the fine levels.	2012	Thorough assessment of impacts and regulatory clearance.
Withdrawal of statutory option for drink drivers	This will remove the right of drivers who fail an evidential breath test by 40% or less to request a blood or urine test.	We will amend Section 8 of the Road Traffic Act 1988.	2013	Thorough assessment of impacts, regulatory clearance and parliamentary time.
New drug offence	This would create an offence of driving with a specified drug in the body. Significant further work is needed before we will be able to decide whether to proceed.	This would require new primary legislation.	2015 – at the earliest, although no decision has been taken on whether to proceed.	Policy development, thorough assessment of impacts, regulatory clearance and parliamentary time.

Measure	Description	Action (e.g. legislation, type approval)	Expected start date	Dependencies (where legislation is required)
Forfeiture of vehicles	We will explore how we can make greater use of existing powers to seize vehicles. This will be delivered by courts.	We will work across Government to encourage greater use of these powers.	2013	
Portable evidential breath testing equipment	This will allow police to collect evidential breath samples at locations other than special facilities in police stations.  It is expected to be more useful if the statutory option is removed.	Type approval – the specification is expected to be issued in summer 2011.	2011	
Drug screening devices	This will allow the police to confirm that a suspect has drugs in their system before they proceed with obtaining evidential blood samples, without having to rely, as now, on forensic medical examiners' interventions.	Type approval of devices – the specification has been issued.	2011	
Safety messages in theory tests	This will place safety messages and video clips into theory test centres to reinforce safe behaviours and attitudes at the point where candidates are considering independent driving and preparing for their practical driving test.	We will develop video clips to be shown to candidates and pilot them in test centres	2011	

Measure	Description	Action (e.g. legislation, type approval)	Expected start date	Dependencies (where legislation is required)
Increased educational offerings to offenders	We will increase the educational courses that can be offered in the place of fixed penalty notices to teach safer driving behaviour.	We will develop courses by working with the police and the Driving Standards Agency	Ongoing	
	We will develop courses that courts can offer in the place of losing a licence	We will develop a course	2013	
	This will require offenders to take a course and assessment to regain a licence after a serious disqualification (expected to be 12 months or more)	We will develop a suitable course and an assessment	2013	
A new post test qualification	This will replace Pass Plus and will provide candidates with an improved way to develop their driving skills after passing their driving test.	We will work with the Driving Standards Agency and the insurance industry to develop a course that improves the skills of inexperienced drivers.	2014	
A new website for the comparison of local performance information	This will allow local citizens to easily compare the performance of their area, on road safety, against other similar areas and to compare improvement rates.	Internal development	2012	
Develop portal for road safety professionals	This will signpost key information and repositories on road safety that can be used by the professionals and public alike.	Internal development	2012	

# Annex B. Road Safety Outcomes Framework

- B.1** The Outcomes Framework is designed to help Government, local organisations and citizens to monitor the progress towards improving road safety and decreasing the number of fatalities and seriously injured casualties on Great British roads. We expect it to be used against the figures for individual local authorities so that their progress can be compared against the national picture.
- B.2** The following are proposed indicators for the strategic framework for road safety. The progress will be reported annually, with details published in Reported Road Casualties Great Britain. The form of presentation has yet to be decided but it is likely that this will include, where appropriate, use of rolling averages and percentage changes to monitor progress.
- B.3** We have identified 6 key indicators which relate to road deaths and will measure the key outcomes of the strategy at national level. These are:
- Number of road deaths (and rate per billion vehicle miles)
  - Rate of motorcyclist deaths per billion vehicle miles
  - Rate of car occupant deaths per billion vehicle miles
  - Rate of pedal cyclist deaths per billion vehicle miles
  - Rate of pedestrian deaths per billion miles walked
  - Number of deaths resulting from collisions involving drivers under 25
- B.4** At the local level, the number of road deaths is small and subject to fluctuation. For this reason we propose the following as key indicators:
- Number of killed or seriously injured casualties
  - Rate of killed or seriously injured casualties per million people
  - Rate of killed or seriously injured casualties per billion vehicle miles



**B.5** Alongside this we propose a more comprehensive list of indicators, related to the key themes of the strategy – these are shown in the table. These are intended to monitor trends and patterns at the national level. This does not preclude monitoring at the local level, though this is not expected and in many cases will not be possible where local data are not available.

**B.6** This is a long term strategy; where data required to monitor progress is not yet available but likely to be in the short-medium term, or the form of the indicator needs further consideration, the relevant indicator is marked as ‘under development’.

Indicators for the Road Safety Framework			
Area	Indicator	Sub groups/splits	Data source and issues
Casualties	Number of fatalities	- Age (children, young, other, elderly)	STATS19, including Index of Multiple Deprivation (10% most and 10% least deprived areas) to measure disadvantage.
	Number of serious injuries	- Car occupants - HGV and LGV involvement (including left hand drive) - Motorcyclists - Pedal cyclists - Pedestrians - Disadvantage	
	Fatality rate per billion vehicle miles	- Car occupants - Motorcyclists - Pedal cyclists - Pedestrians (based on distance walked)	STATS19 and traffic data. Distance walked (for pedestrians) from National Travel Survey
	Fatality rate per million population	- Age - Road user groups (as above)	STATS19 and population data.

Indicators for the Road Safety Framework (continued)			
Area	Indicator	Sub groups/splits	Data source and issues
	Number fatalities and KSI on the English trunk road network		STATS19
	Road deaths as percentage of all accidental deaths		STATS19 and mortality data
	Cost of road traffic casualties		DfT estimates (based on STATS19 data)
	Road casualties admitted to hospital	- all admissions - admissions for 2+ days	Hospital Episode Statistics (England only)
<b>Learning to drive</b>	Number of fatalities and KSIs in collisions involving drivers under the age of 25.		STATS19
	Number of fatal and KSI single vehicle collisions involving a young driver (aged 17-24)		STATS19
	Number and proportion of new drivers that pass their driving test on the first attempt		Indicator under development; DSA data
	Number and proportion of new car drivers taking enhanced training within 1 year of taking test (once new post test qualification available)		Indicator under development; DSA data
<b>Remedial education</b>	Number of people taking courses		NDORS data
<b>Enforcement</b>	Number and percentage of people killed and KSI in collisions with a driver over the legal blood alcohol limit		STATS19 data
	Proportion of drivers tested failing a breath test		Breath test results provided by police

brerIndicators for the Road Safety Framework (continued)			
Area	Indicator	Sub groups/splits	Data source and issues
	Prevalence of drug-drive incidents/collisions		Indicator under development
	Percentage of fatalities and KSIs in collisions with excessive speed as a contributory factor		STATS19
	Proportion of vehicles exceeding speed limits	- vehicle type - road type	Vehicle speed data derived from automatic traffic counts
	Percentage of car occupants killed who were not wearing a seat belt		Indicator under development
	Number of motoring offences	- type of offence	Home Office/Ministry of Justice data
<b>Vehicle Safety</b>	Proportion of drivers injured among those involved in collisions by age of car (precise indicator to be developed)		Indicator under development
<b>Perceptions of road safety</b>	Whether people feel safe walking and cycling		Indicator under development; question to be include on attitudinal survey (e.g. Think! tracking)