Department for Transport

The Road Safety Statement 2019

A Lifetime of Road Safety

Moving Britain Ahead

July 2019

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Foreword

A Lifetime of Road Safety

The need for road safety begins the moment a newborn leaves hospital and continues throughout their life into old age. In principle it covers every step walked, every bicycle or horse ride, or every mile travelled by vehicle.

The UK has some of the safest roads in the world, but the effects of every death or serious injury on our roads are devastating, for the bereaved, for families and loved ones, and for those who support the seriously injured, some of whom may have long-term life-changing injuries.

Over the past year the Department for Transport has already announced a host of road safety measures. These include the £100 million Safer Roads Fund, improving safety on the 50 most dangerous roads in England; the Cycling and Walking Safety Review; £480,000 of funding to the RAC Foundation for a new Road Collision Investigation Project - taking a different approach to learning the lessons from collision investigation; a competition to deliver a new Mobile Evidential Breath Test instrument (MEBTI) to help the Police enforce drink driving laws, and to improve the learning to drive experience we have changed legislation to allow learners to have lessons on motorways. As well as announcing many new measures and initiatives, this document also summarises what is already under way, so that the reader can get a sense of the full spectrum of the Department's work on road safety.

The majority of our work for the next two years and the respective actions in this document are focused on the Department's four priority road user groups - Young Road Users, Rural Road Users, Motorcyclists and Older Vulnerable Road Users. There are also several actions for safer vehicles, safer speed and safer infrastructure, acknowledging three other pillars of a Safe System approach.

But what we are proposing now goes further still: we want to move the UK towards an integrated approach to road safety. It is important to be clear what this means, it is not a matter of specific targets, dates or timelines. It is a commitment to the idea that road deaths and casualties are not merely the result of poor driving, centrally relevant though that is, but of a transport system as a whole, from signage to road user education, from enforcement to infrastructure design and construction. The effect of this approach should be to raise standards and improve coordination, so that avoidable road deaths and injuries are reduced to an absolute minimum.

The Government will continue to lead the way in improving road safety but this is a major national issue which also demands close coordination and team-work across government agencies, the devolved administrations, local government, enforcement authorities and a host of other public and private bodies, as well as you, the public as our road users. We cannot act effectively if we work in isolation. The Department is, accordingly, bringing together the efforts of local highway authorities as holders of the statutory duty for road safety and those who share the common aspiration to reduce road casualties, including our executive agencies, road safety charities, stakeholder groups, other Government departments, the devolved administrations and the emergency services. By working together, we can achieve safer roads. We are extremely grateful for their collaboration and support.

Michael Ellis MP

1. Executive Summary: building a culture for lifetime road safety

A new culture of road safety must last a lifetime. This Road Safety Statement sets out the actions over the next two years, building a future based on evidence, research, collaboration and consultation.

The current picture

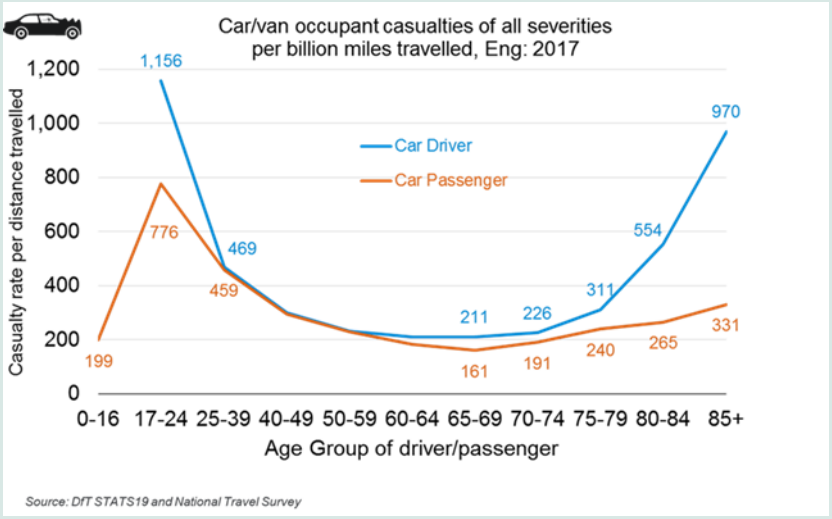
1.1 Over the last thirty years, the UK has a good record of reducing casualties. The UK ranked third in Europe and second in the European Union (EU) in terms of safety in 2017, as ranked by number of road deaths per million inhabitants. The only countries with a better rate were Norway (20 road deaths per million) and Sweden (25 road deaths per million). There were 1,793 reported fatalities in 2017. This represents 39% fewer fatalities in 2017 compared with 2007, and a 6% (170,993) decrease in casualties of all severities in 2017 compared with 2016.

1.2 We need to continue to focus on those users that still cause us concern and are disproportionately represented in our road casualty statistics such as young drivers, motorcyclists, and continue to tackle those that present a road safety problem through flouting the law. The first graph on the following page displays the 2017 car occupant casualties by age group and shows that older car drivers are as much at risk as their younger counterparts.

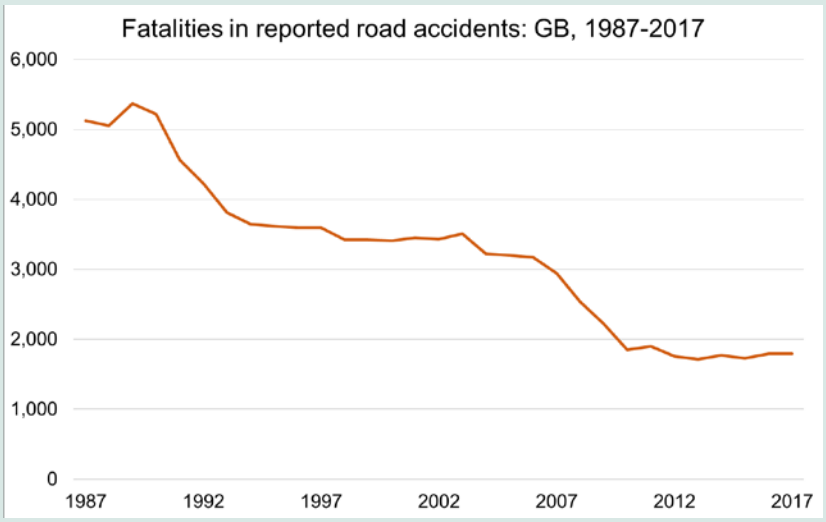
1.3 We can no longer keep doing the same things in the same way if we want to improve. The second graph on the next page highlights that since 2010 the fatality statistics have flatlined. There has been little change in the number of reported fatalities on British roads since 2010. Over the same period, the volume of traffic on roads in Great Britain has increased by 8%.

1.4 This plateauing is not specific to Great Britain; it has also occurred across the EU and other Organisation for Economic Co-operation and Development (OECD) countries since about 2013. This points to a complex phenomenon with many possible causes and interactions.

2017 casualties shown by age group



30-year trend on fatality statistics



Source: DfT STATS 19

The steps we are already taking

1.5 This document highlights the many road safety activities that we and our road safety partners already have underway.

1.6 We know that the majority of drivers and other road users are careful, considerate and use common sense. Roads engineered with safety in mind, education and occasional reminders, are enough to ensure they keep themselves and those around them safe and builds a lifetime of safety. The aim is to build on this. This document describes what we are doing for children, young adults, those who drive for work, the

environment in which we live and the roads we use, and keeping safe and mobile as we get older.

1.7 There are some who use our roads in ways that are dangerous, intimidating and inconvenient to everyone else. This document describes how we will deal with these.

1.8 Technology properly deployed and proportionately used can help in protecting us all and we see rapidly changing technology which will help. This document looks at the future of automated vehicles.

1.9 We describe a new collaboration with the Home Office, the National Police Chiefs' Council and Highways England on roads policing. We expect the membership of this project team to grow. It will review the type approval system used to provide enforcement agencies with the equipment they need to prosecute drunk or drugged drivers and other offenders. It will seek to deliver the best technologies as quickly and cost effectively as possible.

1.10 The team will also look at how roads policing is currently resourced and delivered. It has already provided £690,000 to road collision forensic investigation to train and equip police forensic collision investigators. It will review options to deliver roads policing pilots focused on casualty reduction and congestion mitigation, and we intend to call for evidence that could inform those aims. This will give us the opportunity to evaluate how effective robust enforcement is in reducing collisions when it is targeted at dangerous road user behaviour. It will also examine links between reduced dangerous behaviour and fatalities, serious injuries and congestion on our roads.

1.11 The call for evidence will run alongside our review of capability to identify and target those roads users who represent a high risk to themselves and others. Any pilot will also inform how investment in roads policing can deliver other benefits, including reduced congestion, fewer road casualties and less criminal behaviour.

1.12 The Government remains committed to reducing road casualties and supporting responsible road users by identifying and prosecuting the few who make our roads less safe for the many.

The actions for the future

1.13 What we learn, what we are exposed to and how we behave at a young age can remain with us all our lives; and bad habits and bad road behaviour once formed are hard to correct. Our goal as a nation should be to prevent these habits forming in our young people in the first place, by education, training and demonstrating what we think are the appropriate messages and behaviours through a lifelong learning approach to road safety for everyone. Understanding how to behave safely on the roads, is a life skill developed from the very early stages of our exposure to that environment.

1.14 As with any skill, road user skills will change over time due to a range of internal and external factors: these include health, technological advances, and subjective social norms. In maintaining an effective level of knowledge, understanding and skill, road

users should be encouraged to appreciate the need to sustain and develop their abilities. This concept of continuous development is accepted and expected in many professions, but road use is such an ‘every day’ activity that it is often taken for granted.

1.15 Each road situation we face is different. To help protect all road users, we need to understand what we can put in place to protect them – through skills development for safer road users, safer roads and infrastructure or technological innovation for safer vehicles. Changes in behaviour are most effective when they are progressive; we need to be receptive to new ideas, reflect, plan, act and maintain the behaviour in order to make real change. This "lifelong learning" approach at all stages of our lives is a foundation for this Road Safety Statement and provides the building blocks for future change in making our roads safer.

1.16 What does a structured lifelong learning approach amount to? It would provide guidance for road users of any age as to what they need to focus on in order to enhance their current level of ability, or what is required to move on to the next level of ability. This structure would also offer opportunity to provide a natural progression of transferrable, common skills between road user types (risk assessment, appreciation of consequence, judgement of speed etc) but also of the advanced skills that should develop with increased competence gained through greater experience (anticipation, developed and tested coping strategies etc).

1.17 This Road Safety Statement focuses on actions for the next two years. We want to move the UK to an integrated approach to road safety, focusing on both collision prevention and post collision response. Not all the building blocks are yet in place. But the actions in this document are designed to set a direction towards a new and different approach to road safety. There are several actions which will start over the next two years, which will move us closer to this approach, actions based on evidence, collaboration and learning and sharing best practice, both at home and internationally.

1.18 This Statement covers a wide range of measures and initiatives, ranging from landmark policies to more investment to large research projects and education campaigns, to smaller but nonetheless significant changes to public advice and guidance for parents, children, schools and the wider public.

1.19 The Statement is divided into three areas - safer people, safer vehicles and safer roads. Within that, each section looks at each stage of a lifetime of road safety - the first experience of road safety through to mobility in later life, from the vehicles we use on the roads we ride or drive on. The final chapter summarises how road safety remains a constant theme throughout broader strategies.

2. Safer People

a) Young road users: first steps to greater safety

Road safety skills are vital for young people, both for their own wellbeing and for that of others. As young people progress to become passengers who can influence the behaviour of drivers; it is important that they continue to develop the skills, knowledge and resilience, needed to manage and challenge dangerous situations.

2.1 It is hard for us as children and young people to question the habits and behaviour of our parents, or of other adults. As we grow as individuals and begin to understand the consequences of our behaviour, we adapt our perception of social norms and socially acceptable behaviour.

2.2 Young road users are influenced greatly by their friends, but also by the example of their parents and significant adults. The vast majority of road users want to 'do the right thing' and generally most know what the 'right thing' is, but they may not possess the confidence to know they are 'right'; this can be particularly true for parents when considering how to support their child's development properly. The solution here is to set public norms that reinforce the 'right behaviour', that discourage bad behaviour and that empower those acting 'in the right way' to be resilient to external pressure to act differently.

2.3 Enabling children to walk or cycle to school in a safe and healthy environment is good for their health, good for the environment, good for air quality and good for social inclusion. As stated in the Cycling and Walking Safety Review, by 2040 the Government aims to have a world where a 12-year-old can cycle and walk safely on our streets; this Statement further reinforces that commitment. But that in turn underlines the need to create both the right infrastructure and the right culture of road safety.

Existing work

Building school resources

2.4 Many people today grew up learning how to cross the road safely through the Green Cross Code, one of the UK's most memorable safety campaigns. We want to bring the same level of understanding to our school-aged children today. Last year the DfT THINK! team published a new suite of educational resources designed for 3-6, 7-12 and 13-16 year-olds. Some of the resources are designed to be used by teachers

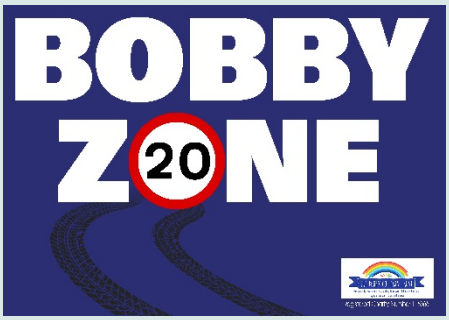
during formal lessons in the classroom; but to ensure these resources apply to all learning styles there are also ideas for practical outdoor activities, songs, games and online challenges, ranging from 10-minute activities to some in-depth activities over 30 minutes long. There are also recommendations on how to gain parental engagement in these activities, this is particularly essential for those children in Key Stage 2 who may be starting out their journeys to school on their own for the first time.

2.5 The Department also provides Modeshift STARS with funding to run the national awards scheme that recognises schools that have shown excellence in supporting cycling, walking and other forms of sustainable travel. Further funding of £60,000 has been agreed per year for the next three years, with an aim to get 1500 accredited schools in 2019.

2.6 The Modeshift STARS scheme has a strong focus on encouraging cycling to school and contributes to the DfT current target to increase cycling, make cycling and walking safer, whilst also making the environment around school much safer. The aim is to reduce car use and increase levels of sustainable and active travel. This will lead to a cleaner environment for pupils that choose to cycle becoming much safer through the reduction in congestion outside schools, and increasing others' awareness of cyclists with an increase in the number of cyclists.

2.7 Whilst some pupils are not walking the full distance to school, they are at least parking further away and getting some physical activity on their journeys whilst also making the environment around school much safer and healthier. Modeshift STARS work in close partnership with Living Streets and local authorities to deliver these objectives.

Community led initiatives



There is also a growing body of community best practice in limiting speed around schools with "Bobby Zones". Bobby Zones are part of the 'Slow Down for Bobby' campaign promoted by the Bobby Colleran Trust. They are a bottom-up, community-led approach to improving road safety. Bobby Colleran, aged six, died after being knocked down by a van on his way home from school in Liverpool in October 2014. Bobby Zones are safety zones around a school: the campaign includes a series of measures aimed at encouraging children and their families to walk and cycle safely and confidently to school, without the fear of being in a collision.

The Trust has worked with schools and produced posters and other materials aimed at encouraging drivers in the zone:

- To stay below 20mph;
- Not to stop, drop off or pick up even in stationary traffic;
- Not to park on the pavement or on side streets; and
- To be extra vigilant and aware of children.

While Bobby Zones are a community-led initiative, the Trust provides advice and support to schools and parents to work with local councils to implement infrastructure and legal changes where possible. Bobby Zones have been brought in outside all primary schools in Liverpool.

Over the next two years

Safe Fitting of Child Seats

2.8 The adverse effects of misunderstanding safety can begin early in life. A baby's first journey is often that exciting car journey home from hospital. Many parents will have researched and purchased a child seat or child restraint (approved to either UNECE Regulation 44 or Regulation 129 that is the most suitable for their needs. It must fit their vehicle and may need to meet other mobility needs, for example, it may also fit onto buggy fixings. But, alarmingly, 70% of parents do not know how to fit that seat correctly.

2.9 To address this, we are funding £225,000 to Good Egg Safety to develop and deliver a nationally accredited child seat safety training programme for retailers. This programme will deliver specialist training to retail staff so that they can help parents install child seats correctly and raise the awareness of child seat safety amongst parents and carers.

A   

Source: Good Egg Safety CIC

Building school resources

2.10 We want to embed a deeper understanding of road danger in school age children. So, we have awarded funding of £200,000 to Road Safety GB and a portion of this funding is to roll out an augmented reality (AR) road safety resource in primary schools across the UK designed to develop children's road safety knowledge and skills. Road Safety GB will also undertake a research and evaluation programme which addresses the needs of children aged 4-11 years old.

2.11 We are also funding BRAKE £45,000 to develop an educational resource to inform the effective teaching of safe and healthy mobility in schools.

2.12 The Department continues to support the Child Accident Prevention Trust's (CAPT) annual Child Safety Week. Child Safety Week raises awareness of child road safety at community level and was held on the 3 to 6 June 2019. We provided £30,000 to support this event.

"Smartphone Zombies"

2.13 Children naturally value their growing independence. Walking to school is great exercise, and can help parents and carers with more flexible working patterns when they are reassured that their children are safe when walking to school independently. But we need to be sure that they are travelling safely.

2.14 The Department's THINK! team analysed the Great Britain 2016 reported road casualties to understand the main contributory factors for child pedestrian casualties. The top contributory factor for agers 7-16 was that they 'failed to look (e.g. mobile phones and listening to music)' and in fifth position for both groups 'dangerous action in the carriageway (e.g. playing)'.

2.15 As a result of this analysis the THINK! team added 'Stop, Look, Listen, Think' and 'Dangerous Habits (distraction)' to their suite of educational resources and these have been promoted over the last year to teachers and local road safety officers. An evaluation of the impact of these resources is currently under way and expected to report in the summer. Interim success measures have indicated that there has been a 93% increase in teachers claiming safer road safety behaviour among children and young people (June 2017 to June 2018).

2.16 There is growing concern about children walking to school while deeply engrossed in their mobile phones - surfing, texting or listening to music - and potentially putting themselves at higher risk of harm (mimicking adults as the term smartphone zombies or ‘Smombies’ illustrates) with some evidence that mobile phone use contributes to pedestrian collisions. The evidence from Stats 19 suggests that mobile phone use contributes to pedestrian collisions. The Stats 19 contributory factors are based on police officer judgement not hard evidence.

2.17 We will commission research to understand whether significant distraction from mobile phone use leads to increased risk of road collisions for child pedestrians. We need to fully understand the 'failed to look factor' to understand if this is really driven by mobile phone use and we need to consider the drivers of pedestrian mobile phone use and how we could influence this behaviour further.

Road Safety Support for SEN Children

2.18 Finally, while the misperception of speed is common among young people, some children may need specific extra help understanding the dangers near roads. Children with certain cognitive disabilities or Special Educational Needs (SEN) may not recognise and understand the dangers as readily as other children of their age. So, the Department is funding University College London £68,000 to conduct research into road safety support for SEN children, focusing on 7-18 year olds diagnosed with autism, Attention Deficit Hyperactivity Disorder (ADHD) or learning disabilities living in urban areas. This will help us to develop still greater inclusivity in our future road safety strategy.

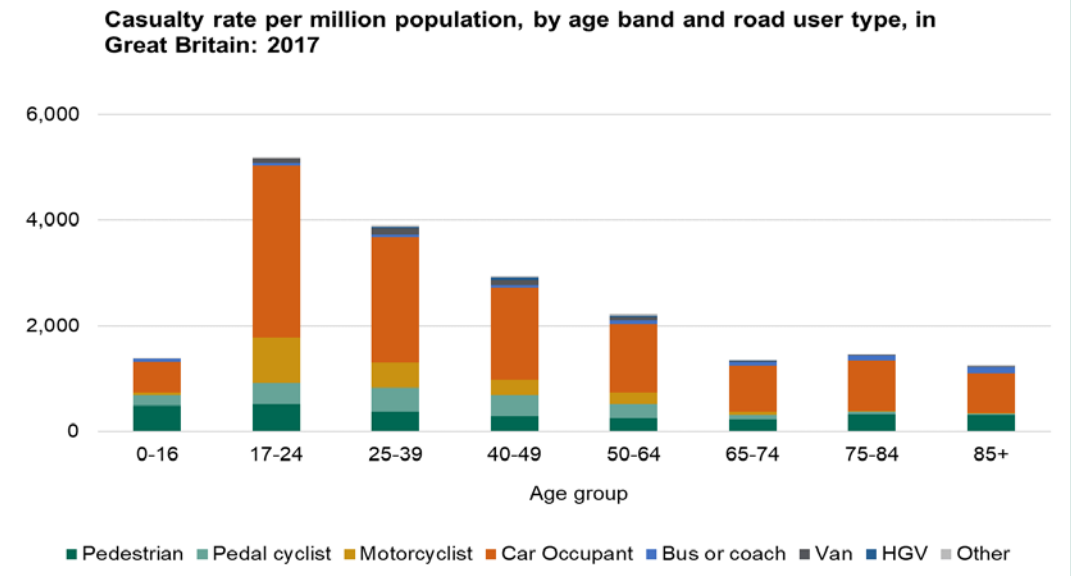
	Summary of actions for young road users
1	Funding Good Egg Safety to train retailers in correct child seat fitment
2	Funding Road Safety GB for augmented reality road safety resources in primary schools
3	Funding BRAKE to develop an educational resource to inform the effective teaching of safe and healthy mobility in schools
4	Continue to support the Child Accident Prevention Trust's (CAPT) annual Child Safety Week
5	Research into mobile phone distraction for school age pedestrians
6	Funding road safety research by UCL for children aged 7-18 years with Special Educational Needs (SEN)

b) Young adults: dealing with growing independence

Once children reach young adulthood with greater mobility and freedom, their exposure to risk, coupled with an under-developed capacity to judge danger and consequence, and a higher susceptibility to acting on impulse and peer pressure, makes their early years behind the wheel the riskiest.

Young drivers and passengers are overrepresented in crash and casualty statistics, but as passengers, they also have great potential to influence driver behaviour.

Casualty rates by age

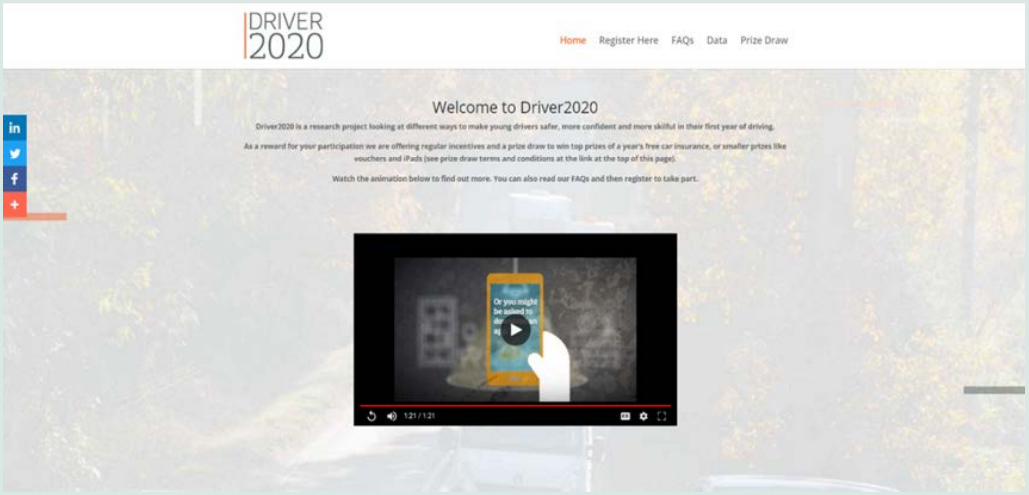


Source: Department for Transport Stats19

Existing Work

2.19 We want to ensure that learner drivers gain broad experience, not just the basic skills of learning to drive, and have already made important steps forward in this area. In January 2019, participant recruitment on our £2 million research project Driver 2020 began. The three-year project designed to help both learner and novice drivers, aims to recruit up to 14,000 individuals who will each have an opportunity to be assigned to one of five different interventions designed to improve their driving behaviour. These include training, education and technology-based approaches.

Driver 2020



https://driver2020.co.uk

The project includes interventions which encourage learners to have higher levels and a greater variety of pre-test practice. The project will help us to understand whether such interventions reduce the likelihood of a collision post-test qualification.

Over the next two years

Driver 2020

2.20 Interim findings from learner driver participants in the qualitative evaluation part of the Driver 2020 project will be available at the end of 2020. This will further inform our view on changes to the driver licensing process. This research is based on the Medical Research Council guidance on the evaluation of complex interventions and will explore how the interventions we are trialling in Driver 2020 are working to change behaviour, what barriers and facilitators are important, how the interventions are working in practice and any unintended consequences via in-depth interviews with a sub set of participants and those delivering the interventions. This part of the project will help us explain:

- which element of the interventions were seen as most important
- what delivery mechanisms might act as barriers or facilitators if the interventions were rolled out or made part of a graduated licensing scheme
- how the interventions can be improved
- how interventions recommended for roll out should be delivered to ensure maximum engagement

The Driver and Vehicle Standards Agency (DVSA) behaviour change to broaden learning

2.21 In parallel, DVSA are developing a behavioural change campaign designed to encourage learners to broaden the range of roads they practice and learn on. The overarching objective for this campaign is to Increase the amount of practice learners have on rural roads, driving independently and driving in the dark before they take their test for the first time.

2.22 DVSA plan to support this with a series of more specific objectives. These will be developed using insight and will look to increase the amount of practice learners have in the areas they face the biggest risk once they've passed their test. DVSA have used insight from the road casualty statistics and the new driving test research to identify the main areas in which improving novice drivers' knowledge, skills and experience will help to improve road safety. These include increasing learner drivers practice on:

- **driving on rural roads** - increase the number of learner drivers who have spent 2 or more hours practising on country roads before they take their test from 70.3% to 74.3% by 30 September 2020.
- **driving independently** - increase the number of learner drivers who have spent more than 4 hours practice driving independently before they take their test from 55.3% to TBC% by 30 September 2020.
- **driving in the dark** - increase the number of learner drivers who have spent some time practicing in the dark before they take their test by 9% by 30 September 2020 from 82.5% to 91.5%.

Graduated Driving Licensing (GDL)

2.23 Graduated Driver Licensing schemes involve meeting certain requirements around the learning period to ensure that new drivers do not start to drive without supervision before they are ready and restrictions on the type of driving that can be done after the learner has passed their practical driving test. We have a form of restricting novice drivers though the New Drivers Act which means that new drivers can only accrue 6 penalty points in the first two years of driving or face disqualification.

2.24 At present we do not have GDL in Great Britain. These post-test licence restrictions often include controls as to the time of day the restricted licence holder can drive unsupervised or restrictions on the passengers they can carry and come in addition to any tougher penalties new drivers incur for traffic violations (such as in the UK). In some countries, particularly the USA, these restrictions are only in place for drivers under a certain age. Key features of examples of graduated licensing schemes around the English-speaking world are described in the detailed table in Annex A.

2.25 We will explore how we can ensure that new drivers acquire the competencies to be safe and responsible from the outset. This will include more structured approaches to learning in other fields, such as motorcyclists undertake, to understand if these could be effective. We will also evaluate the graduated pre-test learning (GLS) in other

countries to ensure that new drivers acquire the competencies to be safe and responsible from the outset.

2.26 The following research studies: 'Novice drivers: Evidence Review and Evaluation' (2013); 'The experiences of novice drivers in an enhanced graduated driver licenisng program in Queensland, Australia' (2012); 'A review of interventions which seek to increase the safety of young and novice drivers' (2017) and 'Further analyses of accident data from the Cohort II Study: When do drivers have their first accident and does it have an impact on their subsequent driving?' (2010) have shown that increasing the amount (and breadth) of pre-test on-road experience can decrease the risk of collision post-test. Therefore, many countries around the world have implemented measures to encourage more pre-test practice to improve novice driver safety.

2.27 In other parts of the world some GDL schemes which place restrictions on new novice drivers' post-test driving, have proved very effective at improving the safety of young drivers. However, against this, such schemes have the potential to restrict young people's access to education and employment as shown in the following research reports: 'Lack of driving experience: European Road Safety Decision Support System, developed by the H2020 project SafetyCube' (2018), 'Young Drivers Evidence Synthesis' (2012 (revised 2018) and 'Novice drivers: Evidence Review and Evaluation' (2013). Our goal is to discover more and conduct research on what effect different forms of GDL would have in the UK to help young people deal with any restrictions, and keep them, their passengers and other road users safe.

Improving Driver Instruction

2.28 At an operational level the Driver and Vehicle Standards Agency (DVSA) is leading the way by ensuring that the process of learning to drive and the driving test itself continue to be fit for purpose. DVSA will review its underpinning national standards to ensure they continue to reflect current evidence of the skills, knowledge and understanding required of safe and responsible drivers and riders.

2.29 Parents play a crucial role in helping their children to learn to drive. It is important that they have access to the required information to do this effectively. DVSA will refresh their 'Learning to Drive' publication and publish an online driver record so that learner drivers can record their driving history experience and understand their progress better against the 'Learning to Drive' syllabus.

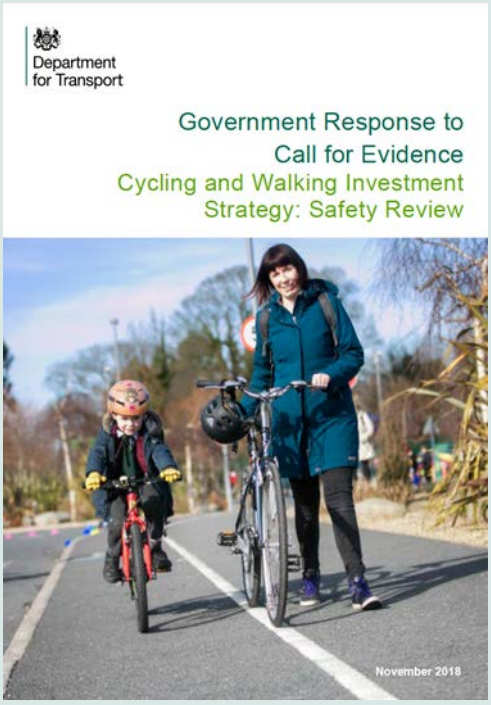
2.30 In addition, DVSA will update its guidance for Approved Driving Instructors (ADI) on conducting mock tests ahead of their learner applying for the real thing. They will also increase the number of third party education and training interventions it recognises with the view to improving awareness and participation.

A Better Driving Test

2.31 As vehicles, technology and driving conditions change, the driving test itself also needs to evolve. DVSA keeps the practical driving test up to date with technological changes and ensures that the test routes allow assessment of a candidate's ability to drive safely and responsibly in a range of road and traffic conditions.

2.32 The theory test is also important in assessing knowledge and understanding, and some of the higher risk situations that learners may not encounter during the learning period. DVSA, who are currently collaborating on research on hazard perception with the RAC foundation and Nottingham Trent University, will continue to broaden the scope of clips in the hazard perception element of the test. These will include interaction with vulnerable road users, particularly cyclists, pedestrians and horse riders, supporting the work of the Cycling and Walking Safety Review. However, DVSA are also progressing plans that will transform its delivery of the theory test and allow some of the content to be used across a wider range of media and platform. This will open up opportunities for other drivers and road users to also benefit from this investment.

The Cycling and Walking Safety Review



The Cycling and Walking Safety Review included a number of actions for the DVSA and DVLA addressed at improving the safety of cyclists, walkers and horse riders

Action 23 - Review the content of DVSA's Safe Road User Award qualification, exploring the addition of Bikeability training

Action 24 - DVSA to refresh the content of its official learning materials for all road users and instructors giving greater importance to cycle safety

Action 25 - DVSA to continue to broaden the scope of vulnerable road user clips in the Hazard Perception test

Action 26 - DVLA to use nudge techniques to encourage drivers to check eyesight and consider the needs of vulnerable road users

Evaluating Learners on Motorways

2.33 We will evaluate the effectiveness of our recent policy of allowing learner drivers to take lessons with an ADI on the motorway, introduced in June 2018. The intended effect was to boost skills and confidence for learners so that they are not overwhelmed by driving unsupervised on these roads once they have passed their test.

2.34 The approach will involve a rolling programme of online surveys sent to recent test takers, via the DVSA, to ask people about their learning experience. Responders to these surveys will also be invited to take part in follow up surveys six and twelve months after passing their practical driving test, so we can see how their independent driving is going. In parallel we will also conduct an online survey of ADIs to understand whether they are taking learners out on motorways and include questions about awareness of learner drivers on motorways in Highways England's customer surveys so we can understand the awareness of the law change amongst the general driving public.

Safe and Efficient Driving

2.35 As well as being safe, we also want new drivers to drive responsibly and understand the impact that the way they drive has on the environment. In a collaboration between the Department's Road Safety team and its Efficient Motoring Steering Group, we will explore the feasibility of combining telematics data for young drivers to understand whether safer driving can facilitate improvements in efficient driving and vice versa. This will be considered in conjunction with the commitments under the Road to Zero strategy, the Government's strategy for reducing emissions from road transport. This includes working with the driver training sector, exploring the role of in-vehicle technology in supporting fuel efficient driving and addressing barriers to wider roll-out. In parallel, DVSA will increase awareness of fuel efficient driving techniques as part of its refresh of learning materials, starting with the 'Learning to Drive Publication'.

Changing Public Norms by Communication

2.36 Road casualty statistics show that young men aged 17-24 are the highest risk group of all car drivers. The Department's current educational focus is for friends to look out for each other and help each other to reduce risky behaviour behind the wheel. Peer dynamics are central to young men's decision making. An RAC Foundation report (2017) highlights that following the herd "is very frequently seen with young drivers, who can be reluctant to speak out if they feel unsafe, for fear of being judged negatively by their friends". The highly successful THINK! 2018-19 ‘Mates Matter’ drink drive campaign, which saw the most significant attitudinal shift in the unacceptability of drink driving among young men in over a decade, used the power of friendships to turn peers from a negative facilitator into a positive influencer. The campaign was built on the premise that many forms of risky behaviours are largely driven by context (i.e. the environment, circumstances, people around you) and do

not necessarily reflect a conscious decision to drive recklessly. The 2018 THINK! campaign was designed to change the norms among groups of male friends by tapping into the dynamics of "mateship".

2.37 More recently the Department launched another THINK! campaign, focusing specifically on new male drivers aged 17-30. It was developed through analysis of road casualty data, engagement with road safety stakeholders and research with the target audience and continues to address one of the most at-risk driver groups. Fronted by the 'Road Whisperer', the campaign delivers tips around situations where there are a high number of road casualties or where new drivers feel most vulnerable, including driving at night, on country roads and motorways. The campaign also provides general road safety advice on looking out for vulnerable road users and tyre safety, supporting existing work done by the Department in these areas.

2.38 Further planned activity will continue to target young male drivers to raise awareness of specific behaviours and reinforce vital road safety messages. There will be a continuous communications approach over the next two years that will highlight four major road safety hazards: drink-driving, the use of hand-held mobile phones while driving, the danger associated with passenger distraction, and speeding. Ongoing evaluation of the THINK! campaign will continue to be undertaken by an independent research agency to review the effect of communications activity on people's attitude and claimed behaviour.

	Summary of actions for young adults
7	Deliver interim qualitative findings from the Driver 2020 research programme
8	Commission research to explore the potential of a Graduated Learner Scheme (GLS)
9	Commission research to explore the social and economic consequences of introducing Graduated Driving Licence (GDL)
10	Ensure that practical driving test routes allow assessment of the candidate's ability to drive safely and responsibly in a range of road and traffic situations
11	Review DVSA's national standards to ensure they continue to reflect current evidence of what is required of safer and responsible drivers and riders
12	Refresh DVSA's Learning to Drive publication and publish an online driver record
13	Refresh the DVSA guidance to help ADIs to conduct mock tests
14	DVSA to improve consumer awareness and participation by increasing the number of road safety initiatives, education and training interventions it recognises
15	Keep the driving tests up to date with technological changes
16	Continue to develop the hazard perception test and visual media clips with vulnerable users as a key element
17	Develop research to assess whether legislative changes allowing learner drivers on motorways with an ADI resulted in changes to the way people learn to drive

	Summary of actions for young adults
18	Conduct a feasibility study on combining telematics data for young drivers to understand if safe driving can improve efficient driving
19	DVSA will continue to promote fuel efficient driving as part of their publications and communications
20	THINK! will provide targeted safety communication materials to new drivers and their parents
21	Evaluation of the THINK! campaigns on influencing attitudes

c) Adults: staying within the law

As adults we need to put all the "road safe" learning from our younger years into practice, wherever we are and whatever the mode of transport. We must be open to learning, continue to improve our skills and act as role models to others in staying legal and safe on the road. There are a small number of people who represent a threat to themselves and others around them. High harm road users are at the top end of this group.

2.39 It is important to consider how the road safety skills and understanding people have acquired by the time they enter adulthood can be supported and reinforced in practice. Empathy for other road users can be a strong shaper of individual behaviour. But so is the simple fear of detection when it is clear what actions are legal or illegal.

Existing work

Drink-Driving and Mobile Breathalysers

2.40 Over the years drink-driving has become socially unacceptable for the vast majority of the population, but there is still a minority of people that believe it is acceptable to drive under the influence of alcohol and drugs.

2.41 Enforcement by the Police has been a key factor in tackling drink-driving, and last summer we launched a competition, run by the Parliamentary Advisory Council for Transport Safety (PACTS), for manufacturers to develop a Mobile Evidential Breath Test Instrument (MEBTI) - a device that enables the Police to obtain a breath sample of suitable accuracy that it can be used in court. This will free up vital Police resources for other enforcement activity. In December we were pleased to announce that two manufacturers submitted suitable bids and intend to submit devices for type approval to the Defence Science and Technology Laboratory (DSTL) later this year.

2.42 Alongside this, we launched a second stage competition for manufacturers who may have more innovative portable devices that are at a lower level of technological readiness, to invite them to submit these devices for trial with Police forces. This will establish whether they are suitable for use at the roadside before being submitted for type approval. All details for this competition can be found at the PACTS website: it closed for bids at the end of June 2019.

Improving Digital Enforcement

2.43 We also want to protect the most vulnerable road users, especially in the face of aggressive driving behaviour on our roads. An important development in this area lies in the growing use of digital and still video photography. Camera footage increases the chances of identifying careless and dangerous drivers and their vehicles, and with supporting evidence, allows enforcement and potential prosecution through new

initiatives such as Operation Snap or the National Dash Cam Portal (which provides a web based platform to submit footage).

'Operation Snap'

Operation SNAP was devised in response to requests from the public for police to deal with traffic offences detected by media such as dashcam, helmet cameras or personal video that do not involve a collision. It was the first project of this kind in the UK.

This was rolled out across Wales in April 2017 following a successful pilot in October 2016 in North Wales police force area. Subsequently, this project has been replicated in a number of police forces in England and is seen as an example of good practice.

Previous processes for dealing with digital media from the public involved allocating an officer to visit the reporting person and collect evidence – which was a 28-point process and would take an average of 16 hours. The operation now means that the police can receive a completed witness statement, the corroboration and make a decision on the offence in less than 30 minutes.

From November 2017, Operation SNAP became business as usual for all Welsh Police Forces. The following statistics have been gathered since this time (November 2017 - March 2019): 3,274 submissions received, 1,606 offences processed and 1,668 submissions resulted in No Further Action. These figures represent a 49% success rate. The offences recorded above can be broken down further as follows:

- 106 Written Warnings (Close pass, cyclists)
- 705 Due Care/Reasonable Consideration
- 131 Not in proper control (Mobile phone)
- 56 Contravening a Traffic Sign
- 88 Crossing White Line
- 58 Dangerous Driving
- 2 Insecure Load
- 165 Contravening Red Light
- 181 Written Warnings
- 110 Other offences

Last November as part of the of the Cycling and Walking Investment Strategy Safety Review we announced funding of £100,000 in support of the wider adoption of this camera footage capture approach. We will continue to empower witnesses and protect the public by working with decision makers such as the police, CPS, and courts to ensure that individuals responsible are caught and sentenced making the roads safer for everyone.

Over the next two years

Roads Policing

2.44 The majority of drivers and other road users are careful, considerate and use common sense. Roads engineered with safety in mind, and with occasional reminders, are enough to ensure they keep themselves and those around them safe. However, there are some road users who insist on using our roads in ways that are dangerous, intimidating and antisocial to everyone else.

2.45 This small number of people represent a threat to themselves and others around them. Road users at the top end of this group represent the highest levels of harm. These are people who fail to comply with traffic signals, drive dangerously, use our roads whilst unfit through drink or drugs, or have vehicles in a dangerous condition, or which are dangerously overloaded.

2.46 Technology properly deployed and proportionately used can help prosecute some of these people but it has its limitations. A number of surveys have indicated strong public concern about such road users and have revealed a perception that these offenders are less likely to be caught than communities would expect.

2.47 To begin to address this we have established a combined roads policing project team with the Home Office and the National Police Chiefs Council (NPCC). This is the first time a team of this nature has been established to review these issues. The NPCC secondment has been funded for 2 years, by the Department for Transport and Highways England. Working with other agencies the aims of the project are to:

- Identify and quantify current working practices and resourcing across enforcement agencies, enabling organisations and agencies;
- Spotlight both good practice and gaps in service delivery;
- Review how different agencies and the police work, share information and co-operate looking to see how improvements might increase capability and capacity;
- Propose changes that will spread good practice and address potential gaps in service;
- Pilot or otherwise testing new ways of working or initiatives that focus on enforcement, exploring what works best and how it impacts on casualty and congestion reduction; and
- Consider all the above in terms of rural roads, the strategic road network (SRN) and roads in the urban environment.

2.48 In order to achieve this the project team will work with the police and other agencies to develop a baseline of current activity, resources and working practices. We will seek to gather more evidence on the current position for roads policing and other enforcement and how this links to collisions, congestion and crime, including environmental crime. This work will run alongside a call for evidence which will be published by the Department this autumn.

2.49 We will consider the responses to the Call for Evidence and the results of the baselining activity producing its findings and recommendations in early 2020. We will then work with the police and other agencies to explore how those findings can best be incorporated into working practices across the organisations responsible for enforcement activity.

2.50 It is expected that this will deliver an evidence base capable of informing any decision to pilot operational measures from Spring 2020 onwards. As part of this work we will seek to establish a stronger evidence base on how the cost of these measures might be offset by identifying any potential economic gains arising from any reduction in casualties and congestion.

2.51 This initiative is about enabling those with a role in enforcement to deliver the services to which they are committed and not imposing different systems of working.

Drink-driving and alcohol interlocks ("alcolocks")

2.52 There is international evidence that alcohol ignition interlocks (devices installed in vehicles that measure the alcohol in a driver's breath and can prohibit the ignition activation if the alcohol level is too high) can reduce drink-driving reoffending when they are used in conjunction with other interventions. We will investigate the feasibility of using these devices as part of drink-drive offender rehabilitation programmes in the UK. This will explore how they can be used in combination with existing interventions (such as the drink-driver rehabilitation course and the high-risk offender scheme) and how we can ensure that the technology is both accessible and reliable.

2.53 We have also awarded £50,000 funding to PACTS to support a multi-disciplinary review of recent drink driving trends, practice and interventions in the UK. This project will be completed in early 2020 and will strengthen our understanding of the incidence of drink driving and support the Department's continuing efforts to improve drink driving behaviours.

Drug-Driving

2.54 In 2015, new legislation to tackle drug-driving was laid for England and Wales setting drug-driving limits at a level where a road safety risk is likely. Levels for prescription medications are above normal therapeutic ranges, while levels for seven illegal drugs, such as Tetrahydrocannabinol (THC), commonly known as Cannabis, are based on a ‘zero tolerance approach’ and limits are set above levels of accidental exposure.

2.55 In 2017 ‘driver/rider impaired by drugs (illicit or medicinal)' was recorded in 7% of fatal collisions and 1% of all collisions by the Police in Great Britain, highlighting the growing danger of drug driving on our roads. We need to address this errant driver behaviour to ensure this does not become a structurally upward trend, learning lessons where possible from how we have historically tackled drink-drivers. The rehabilitation scheme for drink-drivers is currently under review and is planned to

report in the autumn of 2019. Once the findings from this exercise are complete we will consider a combined rehabilitation scheme covering both drink and drugs.

2.56 We already have a High-Risk Offenders scheme for the worst drink-drive offenders and we are now considering a proposal for a similar scheme for drug-driving offenders. The Driver and Vehicle Licensing Agency (DVLA) facilitates the Secretary of State's Alcohol and Drugs panel and some of the medical experts who sit on this panel, alongside other experts recommended by the panel as subject specific experts, will explore an equivalent High-Risk Offenders scheme.

Seat Belts

2.57 The vast majority of drivers on our roads drive safely and stay within the law, but some do not, and there is constant potential for good behaviour to degrade, especially as constraints become familiar and distractions increase.

2.58 On seat belts, rates of usage are generally high, but for the past few years the proportion of car occupant fatalities not wearing a seat belt (where the seat belt use was known and recorded by the Police) has been over 20% and in 2017 the proportion rose to 27%. We take this problem extremely seriously, and are considering the practicality of imposing penalty points on the driving licence if drivers or passengers flout the law on wearing seat belts. We are considering the report published by PACTS to help us understand which kind of drivers and passengers do not wear seat belts, what prompts their risky behaviour and what interventions might best be implemented in order to reduce these fatalities. We would, of course, consult if we take this forward.

New cycle offences

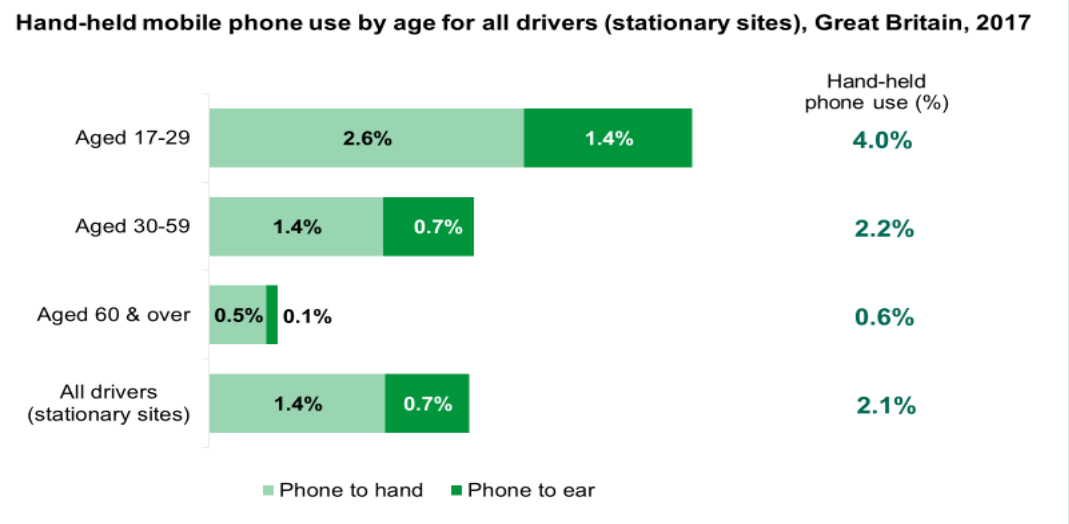
2.59 Keeping the most vulnerable road users safe is important. In 2018 as part of the CWIS Safety Review, a consultation was conducted on legislating new cycling offences, so that if people using bicycles were to cause serious harm because of their cycling behaviour, they would be subject to penalties which are broadly equivalent to those already in place if the same level of harm is caused by drivers. We have completed the analysis of the consultation, and recognise that this is a complex area. We are considering bringing forward legislation to deal with this, and we will work with stakeholders to address this area.

Mobile phone use

2.60 Alongside the failure to wear a seat belt, the use of a hand-held mobile phone is another major source of road death and injury. 'Driver using mobile phone' was recorded as a contributory factor in 2% of fatal collisions in 2017. In March 2017 the penalties for using a mobile at the wheel were doubled; they are now a £200 fixed penalty and six penalty points. Offending twice risks disqualification. Even with this extra risk of loss of licence if caught, this behaviour is still seen as acceptable by

some drivers. We are carrying out analysis of existing data to gain a deeper understanding of the why, how and in what contexts mobile phones are used whilst driving and we will publish the results in the summer of 2019. The results will add to our evidence base to help us decide what more needs to be done to stop it.

Hand-held mobile phone usage



Source: Department for Transport Stats 19

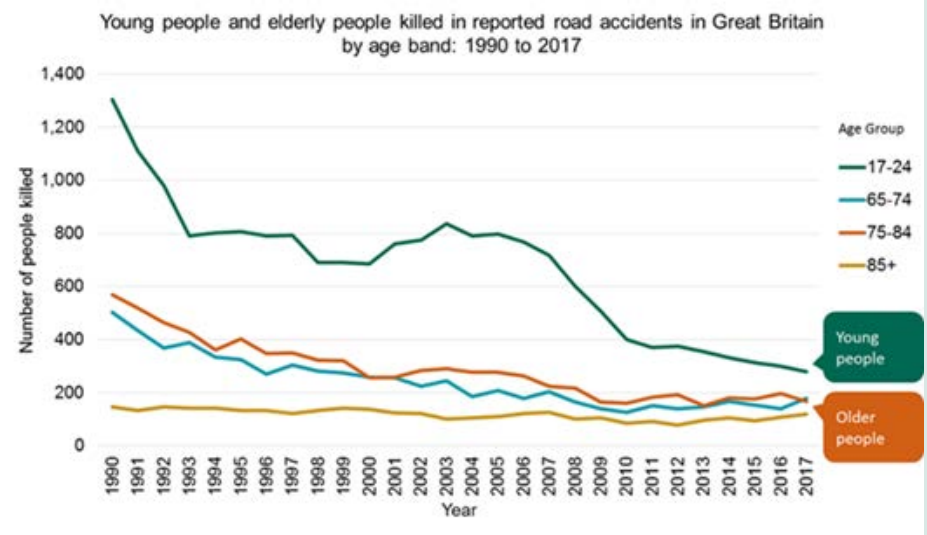
	Summary of actions for adults staying within the law
22	Support the DfT/PACTS Mobile Evidential Breath Testing Instrument (MEBTI) competition
23	Commission research into the effectiveness of alcolocks to understand the feasibility of introducing them in the UK
24	Funding PACTS to support a multi-disciplinary review of recent drink driving trends, practice and interventions in the UK
25	Consult on options for a drug driver rehabilitation scheme
26	Explore options for a Drug Driver High Risk Offender scheme with medical experts on the DVLA Alcohol and Drugs panel
27	Consider launching a consultation about making the offence of not wearing a seat belt attracting penalty points and not just a fine if the research indicates that it is necessary
28	Work with road safety groups to understand who are the car occupants that are not wearing seat belts
29	Commission an analysis of existing data to understand why, when and in what context mobile phone are used while driving

d) Third-age adults: safety as you get older

Road users' knowledge, experience and skills develop with experience over time. But they can also deteriorate based on age, experience and declining cognitive and physical capability. As the UK's population ages, it is crucial that older people are able to maintain the skills and confidence required to remain safe and effective drivers.

2.61 It is important that people live an active and healthy life into older age. For that, people of all ages need the knowledge, skills and confidence to use a wide range of travel options safely. Age should not be a barrier to any mode of transport, be it driving, riding a bicycle or horse, or walking. And age itself does not give an indicator of how fit a person is to drive. There are many older drivers who self-regulate and drive only when they feel comfortable to do so, for example, they may only drive on roads they are familiar with, and/or restrict themselves to daytime driving only.

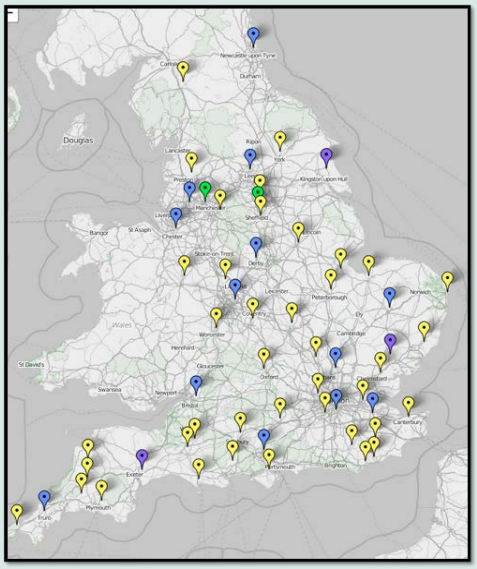
Fatality statistics of young and old road users



Source: *DfT Reported road casualties in Great Britain STATS 19*

2.62 Yet while the number of young road user deaths has continued to fall, over the past ten years the number of deaths of those aged 65-74, 75-84 and 85+ has remained flat. This chapter outlines ideas and proposals designed to get those numbers falling again.

Existing work - Mobility Centres in England



There are 13 Mobility Centres in England:

46 Outreach centres – operating on various part-time basis – i.e. once a week, 3 days a week. The outreach centres increase the centre's capacity and help with their goal of being within 30 mins journey for a client.

Main Centres Blue buttons,

Outreach Centres Yellow buttons, and

Newest Outreach Centres Green buttons.

Source: Department for Transport

In 2018-19 the Department awarded £5.42m to the centres and for 2019-20 £5.92m. The Department provides around 70% of the funding for the Mobility Centres and their associated outreach centres. This year the Department has supplemented the current funding with an extra £40,000 for further assessment services offered by the centres which are suitable for both elderly and disabled motorists. The centres were established to assist disabled ex-servicemen but now 57% of their customers are over 65.

The centres contribute to the goal of better road safety by advising unsafe drivers to no longer drive but their primary purpose is to promote greater equality of opportunity for disabled and older people through finding solutions to enable more people to keep driving or retain mobility. The centres also conduct passenger assessments to assist people to continue to be able to travel as passengers and Wheelchair and Scooter Assessments.

Their unique role is providing the clinical expertise necessary to understand the impact of a disability or medical condition on driving and aim to find a solution to enable more people to either take up driving or keep driving safely and for as long as possible – such as by using in-car adaptations - to meet the needs of people with wide ranging illnesses/disabilities wishing to drive or travel as passengers.

The driving assessment conducted looks at the impact of a medical condition or disability on the driving task. A driving ability assessment includes - an interview with the assessor with a physical ability assessment, visual assessment, cognitive assessment and a practical on-road assessment. These are carried out by Specialising Occupational Therapists integrated with Advanced Driving Instructors, all of whom will have completed mandatory specialist courses through Chester University.

Over the next two years

Mobility Centres

2.63 This year, seven of the centres will be piloting a 'HUBS' project where they will be extending their services ranging from giving advice on other forms of travel for those thinking of giving up driving or do not drive, to building confidence and sharing learning about travelling independently.

The recognition of older occupants in safety testing

2.64 Both regulators and consumer information providers, such as Euro NCAP, recognise the need for safety diversity, and this means encouraging vehicle manufacturers to deliver safer vehicles for all occupants, irrespective of gender, age or stature.

2.65 Regulators and consumer organisations carry out physical crash testing of road vehicles to provide a benchmark for the safety performance of vehicles under a limited, but frequently occurring selection of collision scenarios. This generally means standardising on the type and speed of impact together with the type of dummies used, so as to limit the number of tests needed.

2.66 Historically, this has led to the common use of crash test dummies which are representative of the average male occupant. While it is undeniable that these tests have driven forward safety for all occupants, regulators recently agreed changes to the UN frontal impact requirements in recognition of the safety diversity need. In due course, this will lead to the use of crash test dummies representative of a small female occupant and injury threshold values reflective of older occupants. Euro NCAP has already adopted similar provisions for its current vehicle ratings.

The Importance of Good Eyesight

2.67 Regardless of age drivers have a legal duty to ensure that they are medically fit to drive, to make sure that they have good eyesight to enable them to do so, and to notify DVLA of the onset or worsening of a medical condition affecting their capability to drive. While we know that visual abilities and cognitive functions which impact on reaction times decline with age, the relationship between age and functional decline is not linear. The process of licence renewal at age 70, and then every three years thereafter, serves as a timely reminder for older people to consider their driving choices. However, further research is required to understand the extent to which vision issues pose a risk to road safety for drivers of all ages.

2.68 The fitness required for driving is not just about good eyesight - manoeuvrability and reaction time are also essential. But good eyesight is important. We are minded to consider that there may be a case for mandatory eyesight tests at 70 and at three-year intervals thereafter, to coincide with licence renewal. We are launching a research programme and literature review, in partnership with DVLA, to assess how far poor vision is or may itself become a road safety problem in the UK, and if there is a requirement for a new vision test to identify drivers who pose a collision risk. In

parallel, older drivers will be a permanent agenda item on the appropriate Secretary of State's Medical Advisory Panel, facilitated by DVLA, to ensure expert advice feeds into the research.

2.69 These steps meet one of the key challenges of the Older Drivers Task Force, established by the Road Safety Foundation and supported by insurers AGEAS, which provides practical support for older drivers, their families and medical professionals. The Task Force's report, published in 2016, contained seven recommendations in total. One of these was to collect data on catastrophic claims involving older drivers to carry out research to understand the causes of these most serious collisions involving older drivers and how to prevent them. We will work with the insurance industry to take forward this recommendation too.

Better Information and Education for Older Drivers

2.70 Information and education are just as important for the old as they are for the young, and sometimes it can be a lack of confidence that inhibits older people from driving. To support this, we have grant funded three organisations to provide support to older drivers:

- The Royal Society for the Prevention of Accidents (RoSPA), as part of their £208,000 grant funding described in 4.27, will provide older driver support via a dedicated website and by placing information in GPs surgeries;
- Road Safety GB have received £200,000 to develop an Approved Driving Instructor (ADI) training course that is specific to the needs of older drivers; and
- BRAKE, the road safety charity, have received £215,000 to develop the LED (Leadership Enabled through Digital) project which will research, test, build and evaluate a digital and visible community of champions with road safety and sustainable mobility concerns and interests, underpinned by accompanying modern and accessible digital tools. These champions will advocate the Government's road safety actions within their spheres of influence, supporting the Government's objectives in relation to civil society engagement. It is expected that this project will achieve a wide reach through Brake's large network and partnerships with road safety professionals, academia, local government and other NGOs in the road safety and sustainable mobility field.

Active Travel for Older People

2.71 From a wider perspective, active travel has a huge potential impact on the health and wellbeing of older people, and in turn can keep them mobile. As concluded in the recently published Public Heath England rapid evidence review:

- Overall, there are benefits of walking and cycling throughout people's lives;
- It is likely that walking and cycling may be of particular benefit for some health outcomes in older adults. It should be noted that for most diseases risk increases

with age, so the same relative risk reduction in disease risk has a much greater absolute risk reduction at older ages;

- A systematic review of 30 modelling studies estimated that middle-aged and older adults (>45 years) would benefit more by shifting to active travel than younger people;
- For musculoskeletal health, there is some indication from systematic reviews that walking could be particularly beneficial for older adults or adults with impaired musculoskeletal health, with evidence for improvements in postmenopausal women and adults with chronic back pain, but not in healthy adults.

2.72 We have awarded £50,000 grant funding to RoadSafe to deliver a digital platform which shares a best practice review of road safety risks for older road users.

2.73 More than 10 million people in the UK today can expect to see their 100th birthday, compared to the 15,000 people in today's society who have celebrated their 100th birthday. In March 2018 the Government launched the Healthy Ageing Grand Challenge, a £300 million project to ensure the UK leads the world in healthy ageing. We will explore opportunities to support the Healthy Ageing Grand Challenge through developing a research programme on the safety needs of older road users. We expect our work to explore the feasibility of evaluating the effectiveness of interventions designed at increasing the safety of older drivers, including appraisal courses.

2.74 Active travel is vital for health and perceptions of safety are key to encouraging people, especially older people to take up more active forms of travel.

	Summary of actions for older adults
30	Continue to fund and support Mobility Centres to provide driving advice to the elderly and disabled motorists
31	Commission research to understand the extent to which driver vision issues pose a road safety risk
32	DVLA to add older drivers as a permanent item to the appropriate Secretary of State's Medical Advisory Panel
33	Assess the recommendations from the Older Drivers Task Force
34	Funding RoSPA to deliver older driver support for a dedicated website and information in doctors' surgeries
35	Funding Road Safety GB to will develop an Approved Driving Instructor training course that is specific to the needs of older drivers
36	Funding BRAKE to develop a new community of champions with road safety and sustainable mobility concerns and interests
37	Funding to RoadSafe to deliver a digital platform which shares a best practice review of road safety risks for older road users
38	Explore opportunities to support the Healthy Ageing Grand Challenge including developing a research programme with the DfT Chief Scientific Adviser

3. Safer Vehicles

a) Fleets and people who drive for work

3.1 The need to improve road safety does not end with the driving test; nor does it exclude those who drive or ride professionally or as part of their job. Employers have a major potential role to play in improving safety on the roads through ensuring that their staff are properly prepared and motivated to drive and ride safely, and that they are using safe vehicles. Around one in three of all injury collisions on the road involve people 'at work' at the time, which underlines the scope for improvement. And safer driving and riding is likely to have valuable spillover effects on driver and rider behaviour outside the workplace as well, through impacting the behaviour of friends and family too.

Existing work

Certificate of Professional Competence

New questions were added to Module 4 of the driver Certificate of Professional Competence (CPC) on 4 March 2019.

Some of the new questions cover bridge strikes, to remind drivers of their responsibility to know the height of their vehicle. The other new questions cover disability confidence, so drivers can manage any situations involving passengers with disabilities in a professional manner.

The daily walk round check section has also been refreshed to keep it in line with the industry standard and DVSA's guide to maintaining roadworthiness.

Image courtesy of Network Rail

3.2 The National ANPR (Automatic Number Plate Recognition) Service (NAS) is new technology that will replace the existing national and local ANPR systems across the

UK. The NAS will enable the transformation of how ANPR contributes towards law enforcement outcomes. DVSA has just joined this scheme and this will extensively increase the number of ANPR cameras to which the Agency has access. It thus has the potential to transform its targeted enforcement activities against transport operators who disobey the rules of the road.

Over the two years

3.3 The Department for Transport's Work-Related Road Safety (WRRS) team in conjunction with its partners PACTS and Highways England, with the public sector, commercial fleets, employers' organisations and drivers continues to identify and promote good practice in work related road safety including through Highways England's Driving for Better Business (DfBB) programme.

3.4 The Department is also working alongside colleagues in the Health and Safety Executive to improve the safety of those working in difficult off-road working conditions where the safety of drivers and those around them is vital.

	Summary of actions for fleets and people who drive for work
39	Work with commercial fleets, employers' organisations and drivers to identify and promote good practice in work related road safety, including supporting the Driving (and Riding) for Better Business
40	Work with the Health and Safety Executive to review work related road safety and the prevention of collisions at workplaces with a rural land focus

b) Safer Heavy Goods Vehicles

Existing work

3.5 The vehicle standards and new technology which can support professional drivers and protect our vulnerable road users is vital. The United Kingdom is an active participant in the international negotiations on vehicle standards. We chair the United Nations expert group on standards for automated vehicles - the Working Party for Automated/Autonomous and Connected Vehicles (GRVA).

Improving Tyre Safety: the Tyred Campaign

The Department and its agencies continue to work together with stakeholders to ensure vehicle operators better maintain the safety and road worthiness of their vehicles, including their tyres, and to enforce against any non-compliance.

Most recently, the Department has worked hard to address public concerns in relation to ageing tyres. Following the tragic death of her son Michael Molloy in 2012, Mrs Frances Molloy set up the Tyred campaign to press for a ban on tyres ten years or older on buses and coaches.

The Department first responded by issuing guidance against the use of such tyres on the front axles of these vehicles. This reduced the reported misuse to less than one percent of the vehicles inspected. It then commissioned pioneering new research into the effects of ageing on tyres. Finally, we have proposed a ban, subject to consultation, on tyres ten years and older, not merely on buses and coaches but on Heavy Goods Vehicles (HGVs), minibuses and, potentially, private hire vehicles.

Over the next two years

Safer Heavy Goods Vehicles and Trailers

3.6 One of our current workstreams is to improve the safety of Heavy Goods Vehicles to reduce collision involvement with vulnerable road users, predominantly cyclists and pedestrians. We are working to ensure that changes to HGV design for improved driver vision, their "direct vision", will deliver the expected safety improvements for vulnerable road users. Changes to the technical requirements for new vehicles are currently being developed and we will consider ways of increasing the uptake of these improved designs.

3.7 We will also consult on legislative changes on HGV sideguards. Sideguards generally consist of one or two lightweight aluminium rails which are fitted horizontally in the space between the front and rear axle of heavy goods vehicles. They are considered to be beneficial in protecting vulnerable road users in the event of a collision with the side of an HGV. Their purpose is to deflect a vulnerable road user such as a cyclist or

a pedestrian who gets too close to the side of the vehicle. They are generally of benefit for cyclists when both are moving in parallel and one changes direction, veering into the side of the other.

3.8 Under EU legislation which has been in place since 2014 most new HGVs are required to be fitted with sideguards. However, historic exemptions in the current Construction and Use Regulations 1986 (C & U) permit the removal of these sideguards from certain vehicle types such as tippers, car transporters and refuse vehicles. The legislative changes are intended to ensure that sideguards fitted as part of the new vehicle approval process remain fitted to the vehicle, and to enforce against that goal.

3.9 We are also preparing a report regarding trailer safety, as required by the Haulage Permits and Trailer Registration Act 2018. Trailers of all kinds, from works trailers and car transporters to caravans, have a significant impact on road safety and there are specific issues relating to their use. The report will include an assessment of the number and causes of road traffic accidents occurring in England, Wales, or Scotland involving trailers, and contain recommendations as to whether there should be mandatory testing and/or registration of trailers over 750 kilograms. Significant work has already been undertaken, including engagement with key stakeholders. The Department will continue to work positively to improve trailer safety across all sectors.

	Summary of actions for Heavy Goods Vehicles
41	Consult on possible legislative options to ban the use of tyres ten years and older on a range of vehicle types
42	Ensure that changes to HGV design for improved driver vision will deliver safety improvements for VRUs
43	Consult on legislative changes on HGV sideguards

c) Safer Motorcycles

3.10 For road users who choose to travel by motorcycle, we are committed to ensuring that they are equipped with the specialist skills necessary in order to stay safe on the road. Given that motorcyclists are one of the highest risk user groups on the road, we propose a range of specific actions and research initiatives, designed to understand the risks, increase protection and improve behaviour.

Existing work

Better Helmets

3.11 Appropriate equipment is vital to greater rider safety. The Department's award-winning Safety Helmet Assessment and Rating Programme (SHARP) promotes the importance of helmets and their correct usage. Information on fitting, ratings of tested helmets and helmet care - no less important - can be found at the SHARP website (https://sharp.dft.gov.uk/). The Department often has a presence at the larger motorcycle shows to advise riders in person and gain essential feedback on the programme, and what riders themselves think of the helmets they are purchasing.

Further training

3.12 There is a continued focus on experienced riders as well as novices. The DVSA has recently refreshed and continue to promote its Enhanced Rider Scheme (ERS). This scheme is for riders who have passed their motorcycle test and want to do some extra training to brush up on their skills. It is also for experienced riders who want to refresh their skills, or those returning to biking after a break. There is now a new syllabus made up of seven core modules, and twelve additional optional modules that riders can go on to take if they choose. Since the re-launch there are now 205 instructors delivering the ERS training and 561 riders (figure correct up to the end of March 2019) who have taken additional training, and feedback from the training industry is positive.

SHARP - "Fit, Comfort and Safety"

Motorcyclists represent one of the most vulnerable road user groups. Typically, in the UK they represent 1% of traffic but 19% of the casualties.

Around 80% of all motorcyclist fatalities and 70% of those with serious injuries, sustain head injuries.

Research highlighted that helmet detachment can occur during the accident sequence with reports indicating a frequency varying from 10% to 14% of casualties.

The SHARP tests showed that the safety performance of helmets can vary by as much as 70%.

Ensuring a good fit is the most important aspect of buying a helmet. Whatever SHARP rating a helmet has, it will not protect in an accident if it doesn't fit the rider properly. The SHARP website has a guide to understand fitting requirements.

SHARP assesses helmets over three impact velocities, over a wider range of impact scenarios, based on 32 individual impacts in order to rate a helmet model.

SHARP publishes safety ratings for about 30 helmets a year and has published over 450 ratings in total – that's almost 15,000 individual impact tests.

Market survey research suggests that 25% of UK motorcyclists use SHARP when buying new helmets.

The SHARP website has about 1 million visits per year.

Source: Department for Transport

In recognition of its contribution to motorcycle safety, SHARP received two awards in 2013 – The Prince Michael International Road Safety Award and the FIM (Fédération Internationale de Motocyclisme) annual road safety award.

Over the next two years

Better Training

3.13 Good training is one of the key elements to safe motorcycle riding. Following responses from an earlier public consultation, and the subsequent response, DVSA will develop a package of measures, subject to Parliamentary time, to improve the training regime. These include:

- strengthened standards of training for motorcycle instructors and how they are quality assured - this means quality assuring all approved motorcycle training courses (including CBT, DAS and any future Progressive Access Training courses);
- updating the Compulsory Basic Training (CBT) syllabus including a new requirement for a theory test;
- restricting learner riders to automatic motorcycles only, if that is what was used during CBT - and how this information may be recorded;
- consulting on how riders with an automatic only CBT could upgrade their entitlement;
- introducing a system for motorcycle training schools to be given recognition for consistently high standards - this will develop criteria for earned recognition with the training industry; and
- developing the functionality of the Find Your Nearest service on Gov.UK.

3.14 The DVSA will also improve training through developing a framework/syllabus to encourage riders who complete CBT but do not go on to take full test training, to undertake further training aligning with the Wheels to Work scheme and Riding for Better Business initiatives.

Better Protective Equipment

3.15 As with correctly fitted helmets, protective clothing is essential to protect riders from serious injury. The RAC Foundation has recently published a review of protective clothing in Australia and New Zealand. The Department will work with UK industry and motorcycling groups to understand how to encourage riders to wear the best protective equipment for their needs and what if any improvements need to be made to protective equipment.

Powered Two Wheelers

3.16 Independent research conducted by University College London's Centre for Transport Studies includes evidence that those working in the "Gig Economy" (people who are self-employed and choose the hours they work rather than work set contracted hours) increasingly use powered two-wheelers (PTWs), such as mopeds or e-bikes. There is an increasing demand for couriers and delivery drivers to use PTWs especially in cities, where their size allows them to navigate congested streets efficiently compared to vans and heavy goods vehicles. The UCL research also highlights growing risks such as little or no road safety worthiness checks or training, driver distraction, and driver fatigue.

3.17 The independent UCL research is primarily based on qualitative information (interviews and online surveys) rather than quantitative historical data. One of its recommendations is that further research is commissioned to form a stronger evidence base to inform Government policy thinking. The Department will

commission additional research into the use of these PTWs and other vehicles in the Gig Economy in order to understand better how we can reduce the safety risks encountered by these drivers and riders.

3.18 We also recognise that there is an increasing need for the use of e-cargo bikes in the Gig Economy and we have developed a good practice guide for the e-cargo bike grant programme with the Bicycle Association and UK Cycle Logistics Federation. We have specified training to Bikeability level three or equivalent where in-house training takes place.

Biker Safety

3.19 How to stay safer when riding for leisure is also an important area of focus. Highways England in collaboration with the DfT THINK! team and DVSA, will deliver a Biker Safety Campaign delivering safety advice to leisure and young motorcyclists, with particular emphasis on Southern England. In addition, we are funding RoSPA £208,000 some of which will be used for an online guide on how to organise safe but enjoyable ride-outs.

	Summary of actions for Motorcycles
44	Continue to promote the importance of helmets and their correct usage through the DfT SHARP programme
45	In response to a consultation DVSA will explore the possibility of developing a package of measures to improve the motorcycle training regime once Parliamentary time allows
46	Promote DVSA's Enhanced Rider Scheme and increase the uptake of post-test motorcycle training
47	Develop a training framework/syllabus to encourage riders who complete CBT but do not go on to take full test training to undertake further training
48	Work with the motorcycle industry to explore how to encourage the use of protective equipment and furthermore explore the scope for new protective equipment for vulnerable road users that can reduce post-crash collision severity
49	Commission a review of the behaviour of drivers and riders in The Gig Economy
50	Highways England to deliver safety advice to leisure riders
51	Funding RoSPA to deliver an online guide on how to organise and conduct group motorcycle ride outs

d) Emissions and Air Quality

Existing work

3.20 The Government itself and its agencies have numerous fleets of vehicles, from cars used by community nurses to high specification emergency services incident response vehicles. Many of these vehicles are procured via the Government Buying Standards for transport (GBS-t). Last year the Department for the Environment, Food and Rural Affairs (Defra) took the first step in raising these standards, by mandating Government fleets to meet stricter emissions requirements to tackle air quality problems. This leads the way in procuring the cleanest vehicles and delivering a Government commitment for almost all cars and vans to be zero emission by 2050; we will continue to work across Government to meet this commitment.

3.21 Vehicle noise has a major effect on public health, and has been identified as the second biggest environmental problem after air pollution. The Department for Transport takes the impacts of vehicle noise seriously and has commissioned research into the enforcement of excessively noisy vehicles. Based on the findings, recommendations for a further phase of research have been made which will involve trialling a noise camera to assess its suitability for use in vehicle noise enforcement.

Over the next two years

Improving safety and air quality together

3.22 In partnership with Euro NCAP, the Driving for Better Business programme, PACTS and road safety charities such as BRAKE, we will engage with private fleet buyers and leasing agencies through a series of outreach events to get them to improve the safety of the private sector fleet. Euro NCAP has its own social media sites and we will work with its communications team to assist in further raising the profile of the scheme.

3.23 We are reviewing the penalty levels for idling offences and are considering raising them, to better reflect the damaging health impact air pollution can have. Following feedback from Local Authorities, we are also considering how to target repeat offenders, with tougher penalties.

Euro NCAP

Euro NCAP is widely recognised by industry and road safety professionals alike but there is more to be done to raise awareness of the scheme amongst the car buying public. The website (www.euroncap.com) has comprehensive information on all the cars tested together with their relative safety ratings.

20 years of Euro NCAP - testing an old car (left) against a new one (right), the improvements in vehicle design are immediately apparent in the retained integrity of the passenger compartment on the new vehicle.

Left: The new Jaguar i-Pace: the latest UK car to be tested, and an electric vehicle. The car achieved a 5-star rating.

Source: all photos Euro NCAP

	Summary of actions for Emissions and Air Quality
52	Engage with fleet buyers and leasing agencies to encourage safer private sector vehicle equipment
53	Increase consumer awareness of the Euro NCAP star rating system for vehicle safety and explore options for incentivising the consumer uptake of safer vehicles

e) Automated Vehicles

Existing work

3.24 Society is rapidly changing. Over a very short time we have changed how we communicate, shop and watch television. Our habits are very different from those just one generation ago. We can expect this shift in change in our vehicles too. We have become used to the fitment of anti-lock braking systems (ABS), Electronic Stability Control (ESC) and adaptive cruise control (ACC) all of which support the driver but does not replace them.

3.25 Some Advanced Driver Assistance Systems have been developed by industry under the watchful eye of the United Nations GRVA (see para 3.5), and these systems will make more advanced decisions for the driver, reducing driver workload. We will support the safe use of ADAS, for example, in 2018 we changed regulations and the Highway Code for the safe use of remote-control parking and motorway assist technologies.

3.26 The development of safer vehicles has had a significant, positive impact on crash survivability, and we are demonstrating our commitment for safety technology and encourage others to do the same. Whilst road user behaviour accounts for the majority of crash causation, the Safe System ethos identifies the need to make crashes survivable.

3.27 Automated vehicles will go beyond ADAS and undertake the driving task for the driver, promising to make road transport safer and more accessible, as well as provide the UK with productivity and industrial opportunities. Various teams across the Department, including those responsible for road user safety and vehicle standards, in conjunction with the Centre for Connected and Autonomous Vehicles (CCAV) will undertake ongoing activity to support the safe testing, sale and use of connected and automated vehicles.

3.28 In 2018, we asked the Law Commission of England and Wales, working with the Scottish Law Commission, to undertake a project on the use of automated vehicles to identify where in the UK motoring laws may need to be changed to support the safe use of automated vehicles and provide potential solutions.

Over the next two years

3.29 We recently updated the Code of Practice to support safe and responsible trialling of automated vehicle technologies. We are providing support and technical expertise to successfully implement the insurance provisions within the Automated and Electric Vehicles (AEV) Act 2018.

	Summary of actions for Automated Vehicles
54	Undertake activity to support the sae testing, sale and use of connected and automated vehicles
55	Provide support and technical expertise to implement the insurance provisions of the AEV Act 2018

4. Safer Roads

a) Rural Roads

4.1 The highest number of fatalities on our roads occur on rural roads, particularly among young car drivers aged 17-24. These roads carry 44% of all traffic but are where 33% of all casualties and 60% of all fatalities occur.

Existing work

4.2 One of the key problems with rural roads is the inherent danger presented by their often twisting and unpredictable configuration. In June 2018 the Department announced £100 million of funding for the Top 50 most dangerous roads as defined by analysis conducted by the Road Safety Foundation, following the RAC Foundation and Road Safety Foundation pathfinder project. This funding will be allocated between 2017 and 2020 with the improvements to be completed by 2022.

4.3 As part of the earlier mentioned THINK! activity, the 'Mates Matter' campaign will specifically focus on young drivers and address the risks of driving on rural roads.

Over the next two years

4.4 We need to understand how the Safer Roads Fund is being administered and whether it is encouraging local authorities to adopt safe systems principles. We will conduct a qualitative process evaluation of the Safer Roads Fund which will inform future targeted funding for roads investment and other interventions to encourage use of the safe systems approach.

Safer Roads Fund - Completed Schemes

One of the first schemes to be funded in 2017/18 was improvements to the A1290 in Sunderland, a stretch of road near the Nissan car production facility.

The works that have been completed so far are part of a larger overall scheme that will deliver accident reductions at identified sites along the 6.4km stretch of the A1290. Phase 1 of the scheme, situated to the west of the existing Nissan Motor Manufacturing (UK) automotive manufacturing facility and associated automotive supply chain and logistics partners, is designed to deliver accident reductions by connecting existing cycling infrastructure and improvements to a sub-standard roundabout facility at an intersection, along with new pedestrian facilities connecting local housing and new employment centres.

The estimated costs for these works including design fees and a contingency for risk was initially £210,000. However, by using the same contractors who had been carrying out highway works for the Low Carbon Enterprise Zone in the area and utilising the same traffic management etc, this figure was able to be reduced to around £130,000. The remaining amount of the award is now being used for the design fees for the Phase 2 elements of the scheme.

The works were completed and opened to pedestrians and cyclists in June 2018.

Before

After

Source: Sunderland City Council

4.5 There is still a lack of information about rural roads, rural road users and the factors that put them at risk of death or injury. This requires us to develop specialist expertise and knowledge beyond that of the Department and its current road safety stakeholders.

4.6 Accordingly, we plan to set up a Rural Road Users Advisory Panel, with membership from a diverse range of people and institutions affected by road safety in rural communities including local authorities, rural businesses, farmers, horse riders, cyclists and ramblers. We expect the panel to develop an outline agenda for rural road safety and report back to the Department with recommendations. Key issues might include: how to make it easier and quicker to make local improvements on country roads to traffic signs, the issue of rural speeding and speed limits, and rural safety enforcement.

4.7 The Department is also grant funding RoSPA (as part of its grant) to deliver an educational film targeting rural motorcyclists. The film will address the requirements for negotiating high risk bends on rural high-speed roads.

4.8 We are well aware that in rural areas, there are concentrations of small wild animals on the road, which can be a road safety issue. Our new small mammal sign is intended to improve road safety by alerting road users to the presence of these animals. We have been exploring the options for a traffic sign to make drivers aware of the presence of hedgehogs and other small animals (e.g. squirrels, otters) in the road ahead. It may also have a positive impact on the preservation of wildlife. The new design for the small mammal sign is launched as part of this statement and can be seen below. It is not a compulsory sign, it will be at the judgement of the Local Authority to decide whether it is necessary to warn drivers and riders of any road safety risks as appropriate.

	Summary of actions for Rural Roads
56	Complete a review of the Safer Roads Fund to understand the effectiveness of the improvements, support lessons learned, capacity building and knowledge sharing amongst local authorities
57	Establish a rural roads advisory committee to share experience on improving rural road safety
58	Grant funding RoSPA to provide rural road advice to motorcyclists
59	Introduce a new traffic sign to alert motorists to the presence of small wild animals in the road and to drive carefully

b) The Strategic Road Network

4.9 Although England's Strategic Road Network (SRN) has some of the safest of all roads, we recognise the need to continue to improve safety on them.

Existing work

4.10 Highways England will continue with their communication activity on the SRN, concentrating on driver behaviour changes with campaigns around – vehicle checks, tailgating, motorcycling and commercial vehicles. To continue to raise levels of awareness, a new campaign for driving on motorways has been launched, which will cover four areas; the Red X signs used on Smart Motorways, variable speed limits, the need to keep left and what to do in a breakdown.

4.11 These activities are particularly relevant to smart motorways. Smart motorways are delivering important additional capacity and reducing congestion. Where they have been operating for three years on the M25 they have demonstrated a 27% improvement in safety performance. Highways England continuously evaluate schemes to add to the evidence base. Early indications suggest that the more recent all lane running smart motorway schemes are also delivering a safety benefit. The M25 all lane running smart motorway is giving motorway access to over 11,000 more vehicles every day, whilst improving reliability and maintaining journey times. This means that more people are driving on safer roads.

4.12 Highways England works closely with the emergency services, recovery operators and other operational stakeholders to maintain safe, effective procedures and a consistent approach to incident management. This has included publishing updated guidance on vehicle recovery procedures. Vehicle recovery operators should not work in a live lane on any road, and emergency areas on smart motorways provide a safer facility to work in than a hard shoulder. An All Party Parliamentary Group (APPG) has recently been established to support the work of this industry.

4.13 Highways England have also recently published a new design standard that will provide the foundation for delivering a consistent improvement in safety performance on A roads, which historically are less safe than motorways. The new standard will support upgrading our busiest A roads to modern standards, in the same way that smart motorways are upgrades to our busiest motorways.

4.14 As part of the first Road Investment Strategy (RIS1), Highways England have a £250 million ring-fenced fund for Cycling, Safety and Integration. The Department will continue to monitor Highways England's delivery against the RIS.

Over the next two years

4.15 Safety is not just about statistics – it is about people, families and communities. This underpins the drive to improve both actual safety and customer feelings of safety.

Highways England is delivering a package of measures to enhance the user experience of smart motorways. This includes:

- improved and more frequent emergency area signs and high visibility orange surfacing, to give these important safety features a clearer identity and make them easier to find in an emergency;
- installing additional emergency areas on the M25 in targeted locations; and from 2020 reducing the maximum spacing of emergency areas from 1.5 miles to 1 mile.

4.16 New technology is also being introduced on smart motorways to mitigate risks to road users. A stopped vehicle detection system is operational on the M25, providing quicker detection and response to live lane breakdowns. Highways England will be installing the same technology on the M3 and are considering how this capability can be most effectively achieved across the rest of the smart motorway network. The Department has introduced a change in legislation which allows the automated detection of Red X offences using camera equipment, which will enable the Police to prosecute any such offences, it is expected that this automatic detection of offences will begin later in 2019.

4.17 Tragically, some people use the strategic roads as a means of ending their lives, particularly using bridges over the roads. Highways England will continue to deliver their Suicide Prevention Programme which looks to reduce the number of suicides and attempted suicides, as well as supporting those people affected by suicide on the strategic road network.

	Summary of actions for the Strategic Road Network
60	Highways England continued communication activity focusing on driver behaviour on the Strategic Road Network
61	Continue to monitor Highways England's delivery against the Road Investment Strategy for their Cycling, Safety and Integration Fund
62	Highways England to introduce a package of measures to enhance the user experience of smart motorways and to introduce new technology to mitigate risks to road users
63	Highways England to continue their suicide prevention scheme

c) Urban areas and the environment

Existing work

The Importance of Speed Awareness

4.18 Speed is an important factor in causing road deaths and casualties, and there is a particular public concern about safety and the effects of speed around schools. In 2018, the Department published in-depth long-term research into 20 mph (signed-only) limits, carried out on behalf of the Department by the engineering consultancy Atkins.

4.19 The study looked at the enablers and barriers to implementing a successful scheme and found that three factors were crucial to a scheme being accepted by the public and delivered to the anticipated quality, programme and cost:

- early engagement and buy-in from other stakeholders, including cross-party support from local councillors;
- clear articulation of the scheme's rationale, objectives and outcomes; and
- tailoring of schemes to local circumstances.

4.20 Overall the introduction of 20 mph limits led to a small reduction in median speed (less than 1mph), but vehicles travelling at higher speeds before the change of speed limit reduced their speed more than those already travelling at lower speeds. The study found insufficient evidence to conclude that in residential areas the introduction of 20 mph limits had led to a significant change in collisions and casualties. However, one city centre case study did show a significant reduction in collisions and casualties. Overall, there was a small but statistically significant improvement in reported levels of cycling and walking.

4.21 In all, twelve case study schemes were studied, comprising a variety of area types, road types and scale. A further three case studies covered local authorities that had chosen not to implement a 20 mph scheme.

4.22 The findings of the study support the advice already set out in the Department's guidance 'Setting Local Speed Limits'. Important benefits of 20 mph schemes include quality of life and community benefits, and encouragement of healthier and more sustainable transport modes such as walking and cycling. The guidance emphasises that traffic authorities have the power to introduce 20 mph speed limits or zones on:

- Major streets where there are – or could be - significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic.
- Residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable.

4.23 The Department has funded RoSPA to write a guide for local authorities, 'Introducing 20mph Limits', as well as to update the RoSPA guides 'Road Safety: A Guide for Local Councillors in England' and 'Road Safety and Public Health' in the light of this new research. Empowering local authorities to help deliver road safety measures - including appropriate speed limits is important and we will continue to work with them on how this can be best achieved.

Over the next two years

Pavement parking

4.24 The Department for Transport is aware that vehicles parking on pavements can cause serious problems for pedestrians, and particularly for people in wheelchairs or with visual impairments, and those with prams or pushchairs.

4.25 It is important to make the local environment convenient, safe and attractive to walk in, and to keep pavements in good order. However, in some streets pavement parking may in practice be inevitable to maintain the free passage of traffic and access for emergency services. So, it is important that local authorities are able to decide on local parking restrictions themselves and they do of course need to consider all road users, including vulnerable pedestrians, when taking such decisions.

4.26 In London there is in general a ban on parking on the pavement. Outside London, local authorities may choose to prohibit pavement parking by introducing Traffic Regulation Orders.

4.27 Some organisations and members of the public have told the Department that they believe that a new law is needed to tackle pavement parking more effectively, and this is something we are considering. Over the last year, the Department has carried out a review of the laws on pavement parking, gathering evidence on the effectiveness of current legislation and the case for changing the law. We will evaluate the findings of this work and consider what further action may be taken.

	Summary of actions for urban roads
64	Evaluate the findings from the review on the laws on pavement parking

Operation Zig-Zag

Source: West Midlands Police

Excessive or inappropriate speed is recognised as a serious threat to the safety of road users. For that reason, it remains one of the offences against which the enforcement effort is prioritised, and there are some drivers whose use of excessive speed combines with other factors to increase the danger they represent to the safety of themselves and other road uses.

Controlled Zones are put outside schools because it is recognised that numbers of children coming out of school can be more vulnerable than at other times. Similarly, the areas on the approach to and exit from pedestrian crossings are subject to controls because pedestrians are stepping into the carriageway. Drivers should rightly pay due regard to the additional likelihood of pedestrians stepping into the road here or perhaps being slower to cross than they might anticipate.

West Midlands Police and the West Midlands Police Lead Prosecutions Department have recognised this increased threat posed to other road users by drivers speeding in such locations and initiated **Operation Zig Zag**. This operation uses police personnel in high visibility uniform at locations such as pedestrian crossings. One of the officers will be at the crossing to advise pedestrians about safe crossing. The other will be about 50 meters beyond the crossing with a video equipped speed detection device. Motorists who are detected speeding in the parameters of the crossing or controlled zone are prosecuted for careless driving and if the speed is very much more than the limit for dangerous driving.

Drivers who have been prosecuted to date have received between 7 points and disqualification depending on their speeds and the impact of any totting up of existing points on their driving licence. These penalties are reflective of the danger speeding in these environments represents. This approach raises the awareness of drivers not just about the dangers of speeding but of doing so in particular environments where collisions are potentially more likely. It is a proportionate response to offending with the potential to cause higher harm to other road users.

d) Understanding Road Collisions

Existing work

Developing the evidence base

4.28 We have spent the last thirty years collecting road accident data for everyone to use. Over the past thirty years, the Department has funded several internationally respected in-depth collision investigations studies and in 2012 the Department restarted data collection, with the RAIDS (Road Accident In-Depth Study) programme. Since 2012 RAIDS has investigated 1,856 collisions of which 204 involved a fatality and 632 resulted in seriously injuries. Over 40 research studies and 130 unique research users have accessed the RAIDS database for a variety of different road safety research projects. Database access has been granted to universities, car manufacturers, insurers and road safety organisations. Recently the detailed UK evidence in the RAIDS database has been used extensively alongside French and German data to inform the European Commission's general and pedestrian safety proposals, ensuring that the expected step change in vehicle safety will address UK concerns.

4.29 Vital to any research we do are the road casualty statistics that underpin these decisions. These statistics are collated from the information collected by the Police officers on road collisions. This dataset is known as Stats 19, after the number of the form that Police officers fill in. Stats 19 gives us a wealth of information on the types of collisions on our roads and allows us to establish casualty and behaviour trends over time. We are going to conduct a review of Stats 19 to ensure that the data we collect on road casualties remains relevant for our future needs.

4.30 In November 2018 a new system for collision and casualty data collection was provided by the Department to Police forces, the Collison Reporting and Sharing System (CRASH 7). All existing users have now migrated to CRASH 7. Police Scotland and a number of other English and Welsh forces are planning to go live with the system in 2019. We will continue encouraging more forces to use this system and following the Stats 19 review ensure that CRASH is updated accordingly for those already using the system.

Over the next two years

Targets

4.31 Many other countries who have committed to this have a road safety performance framework - targets for road casualty reduction alongside safety performance indicators – to act as a pathway to achieve the ultimate ambition of eradicating death and serious injury.

4.32 We need to consider whether such a performance framework should be adopted in the UK. We know that some countries with targets are reducing their casualties but we know conversely others with targets are showing similar trends to us, in that casualties are remaining at the same levels. We need to understand this in detail, so

we are going to conduct a review of research on road safety performance indicators and targets to establish if there is any evidence to support their effectiveness in road safety improvements.

Collision investigation

4.33 Although we have Stats 19 and RAIDS in place, we know there is a need to conduct new research to understand collision causation factors and the impact of road traffic collisions better, so as to provide a new body of evidence on causes of collisions.

4.34 The Road Collison Investigation Project was launched in the Autumn of 2018 to examine the causes of road traffic collisions and their impact as well as examining if there is a business case for a Road Collison Investigation Branch. This project, funded by DfT and Highways England, is a partnership with Devon and Cornwall, Dorset, Humberside and West Midlands Police forces.

4.35 The research element of the project will run for two years and we will be investing in skilled people in those forces to identify key issues, inform local partnerships and policing and, by working with the National Roads Policing Intelligence Forum (NRPIF), inform the national policing and road safety effort. This project is being led and managed by the RAC Foundation on behalf of DfT and is another example of us bringing parties together in collaboration. We will not wait until the end of the two years to deliver our findings but will share learning as it is uncovered and look to implement responses in the police forces we are working with.

4.36 We cannot work in isolation, and others in academia and research consultancies are also conducting their own research. We will work with other organisations from across the public and third sectors as well as the private sector to ensure we are using existing data sets.

Collaborations with others on research

The Department will work with:

- NHS England to ensure that we are sharing the lessons learnt from hospital data on road traffic collisions by analysing Stats 19 data matched with Hospital Episodes Statistics.
- DVLA (Driver and Vehicle Licensing Agency) to analyse vehicle and driver licence data and telematics held by insurers and telematics providers.

	Summary of actions to understand road collisions
65	Develop and maintain the 'Road Accident In Depth Study' (RAIDS), promoting its use amongst the international research community
66	Carry out a review of Stats 19 to ensure the data collection on reported road casualties remains relevant for future needs
67	Encourage more Police Forces to adopt CRASH 7
68	Commission a review of research on road safety targets and their effectiveness
69	Develop new work with external stakeholders to maximise opportunities for existing road safety data sets and developments of new data sets
70	Work with NHS England to ensure that we are sharing the lessons learnt from hospital data on road traffic collisions by analysing Stats 19 data matched with Hospital Episodes Statistics

5. Conclusion: building foundations for the future

Future road safety must look beyond road users and interventions which support changes in behaviour. Future investment in vehicle technology, in infrastructure, and in our evidence base are all part of the building blocks of future success.

5.1 The world is changing and advances in technology can make us safer, particularly for road users. The Department is stepping up to this challenge and the actions in this document lead the way over the next two years in laying the foundations and a different approach to road safety.

5.2 There are several actions which will start over the next two years which will move us closer to this approach, actions based on evidence, collaboration, learning, and sharing best practice both at home and internationally.

The Future of mobility

5.3 Earlier in this document we described our work for the Healthy Ageing Grand Challenge and we are also considering how we can also support the Future of Mobility Grand Challenge. We will explore the comments received from the Call for Evidence launched last year and identify if there are any potential candidate areas for a future road safety mission.

5.4 When considering whether or not to support urban mobility innovations, including emerging services, modes, technologies and platforms for the movement of people and goods, the Government will apply a range of tests, including" Will it be safe and secure by design?".

Collaborating and learning with road safety stakeholders

5.5 We continue to support the vital work of road safety organisations who make an enormous contribution in helping to cut the number of deaths and injuries on our roads and raising the standards of road safety practice in this country.

5.6 We have awarded £59,000 funding to BRAKE to deliver the 23rd Road Safety Week which will be held 18 to 24 November 2019 and £23,000 to Road Safety GB to deliver national frameworks for professional training and standards in road safety.

5.7 These final grant funding actions bring the total funding for road safety organisations described in the different sections of this document, in 2018/19 and 2019/20, to a total of £1.8million.

5.8 Our pinnacle of learning and sharing knowledge will come at the end of this year when the Department for Transport will host an International Road Safety Summit in London. We are going to bring road safety professionals from around the world together and we will achieve our common goal - of improving road safety for everyone, of every age, however they travel and wherever they are on our roads.

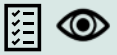
	Summary of actions for building foundations for the future
71	Explore whether the responses to the Future of Mobility Grand Challenge have potential for a future road safety mission
72	Funding BRAKE to deliver the 23rd Road Safety Week
73	Funding Road Safety GB to deliver national frameworks for professional training and standards in road safety.
74	Deliver an international Road Safety Summit

Annex A: Graduated Driving Licensing: a summary of restrictions in overseas countries

Key to the symbols used in the tables on the following pages

Knowledge test	Vision test	Night time driving	In traffic
			

Graduated Driver Licensing around the world: Learner requirements

	New York, USA	California, USA	Ontario, Canada	British Columbia, Canada	New South Wales, Australia	Victoria, Australia	New Zealand	Sweden
Minimum learner age	16	15.5 if completed 26-hour driver education course (17.5 if not)	16	16	16	16	16	16
Tests before L plate								
Minimum L period	If aged under 18, 6 months	If aged under 18, 6 months	12 months (or 8 months if complete education course)	12 months (but extended if given penalty)	12 months	If aged under 21, 12 months	6 months	No set minimum, but rules require 24 months learning for those who begin at 16 years
Minimum supervised driving	50 hours, including 15  10 	Under 18: 50 hours, 6 with a professional instructor	No requirement	No requirement	120 hours, including 10 	Under 21: 120 hours, including 10 	No requirement	No requirement
Other learning tasks before taking practical test	Must complete driver education course		Can complete driver education course to be able to take driving test sooner		Must pass hazard perception test	Must pass hazard perception test		Must complete on and off-road risk training and pass theory test

Graduated Driver Licensing around the world: Post-test requirements

	New York, USA	California, USA	Ontario, Canada	British Columbia, Canada	New South Wales, Australia	Victoria, Australia	New Zealand	Sweden
Minimum age	16.5	16	16 years 8 months	17	17	18	16.5	18 (not restricted)
Which new drivers are restricted	Under 18s only	Under 18s only	All (plus additional rules for under 19s)	All	All (plus additional rules for under 25s)	All (plus additional rules for under 21s)	All (plus additional rules for under 25s)	No new drivers are restricted
Length of restricted licence period	Until aged 18, or 17 if traffic safety course is completed	Until aged 18	12 months minimum	24 months	3 years 12 months at P1 24 months at P2	4 years 12 months at P1 (under 21s only) 24 months at P2	6 months	No restricted period
Route to full licence	Turn 18 or compete traffic safety course	Turn 18	Pass second practical driving test	Pass second practical driving test	Apply for P2 and full licence after minimum time has elapsed	Apply for P2 and full licence after minimum time has elapsed	Pass second practical driving test	Not applicable
Night time driving restrictions	Yes: Unsupervised at night only, allowed in certain areas for journeys between home and work	Yes: Cannot drive unsupervised at night	✗	✗	Only for P1 holders carrying passengers	✗	Yes: Cannot drive unsupervised at night	Not applicable

Graduated Driver Licensing around the world - Post-test requirements continued

	New York, USA	California, USA	Ontario, Canada	British Columbia, Canada	New South Wales, Australia	Victoria, Australia	New Zealand	Sweden
Passenger restrictions	Only one aged under 21	None under 20 unless supervised	Only one under 19 at night for the first 6 months	One unless supervised or passengers are family members	P1 holders under 25 cannot carry more than one aged under 21 at night	P1 holders can only have one passenger aged 16-22	No passengers unless supervised	Not applicable
Lower alcohol limit for restricted licence holders	X	X	BAC limit of 0 for 'G2' novice licence holders - BAC limit of 0.08 for fully licensed drivers	BAC limit of 0 for novice licence holders - BAC limit of 0.08 for fully licensed drivers	BAC limit of 0 for P1 and P2 licence holders - BAC limit of 0.05 for fully licensed drivers	BAC limit of 0 for P1 and P2 licence holders - BAC limit of 0.05 for fully licensed drivers	BAC limit of 0 for those under 20 - BAC limit of 0.05 for all drivers aged over 20	Not applicable
Different mobile phone rules for restricted licence holders	No use rules but tougher penalties for illegal hand-held phone use for junior license holders	Restricted licence holders are not allowed to use mobile phones (including hands free) while driving	X	X	Restricted licence holders are not allowed to use mobile phones (including hands free) while driving	Restricted licence holders are not allowed to use mobile phones (including hands free) while driving		Not applicable

Other	Junior licence holders cannot drive at all in New York City and only in Long Island between 5am and 9pm for journeys between home and school/work	Tougher penalties for intermediate licence holders - more than 2 points within 6 months = licence suspended	G2 licence holders can drive on all Ontario roads, including high speed roads that learners cannot drive on	Must display Green N sign	Must display red P plates for P1 and green for P2; max speed of 90km/hr for P1 and 100km/h for P2	Must display red P plates for P1 and green for P2; cannot drive vehicles with a power to mass ratio greater than 130kW/tonne	Not applicable

Annex B: Two Year Action Plan

	Action Number and Description	Chapter Reference
	Young road users: first steps to greater safety	
1	Funding Good Egg Safety to train retailers in correct child seat fitment	2.9
2	Funding Road Safety GB for Augmented reality road safety resources in primary schools	2.10
3	Funding BRAKE to develop an educational resource to inform the effective teaching of safe and healthy mobility in schools.	2.11
4	Continue to support the Child Accident Prevention Trust's (CAPT) annual Child Safety Week	2.12
5	Research into mobile phone distraction for school age pedestrians	2.17
6	Funding road safety research by UCL for children aged 7-18 years with Special Educational Needs (SEN)	2.18
	Young adults: dealing with growing independence	
7	Deliver interim qualitative findings from the Driver 2020 research programme	2.20
8	Commission research to explore the potential of a Graduated Learner Scheme (GLS)	2.25
9	Commission research to explore the social and economic consequences of Graduated Driving Licence (GDL)	2.27
10	Ensure that practical driving test routes allow assessment of the candidate's ability to drive safely and responsibly in a range of road and traffic situations	2.28

	Action Number and Description	Chapter Reference
11	Review DVSA's national standards to ensure they continue to reflect current evidence of what is required of safer and responsible drivers and riders	2.28
12	Refresh DVSA's Learning to Drive publication and publish an online driver record	2.29
13	Refresh the DVSA guidance to help ADIs to conduct mock tests	2.30
14	DVSA to improve consumer awareness and participation by increasing the number of road safety initiatives, education and training interventions it recognises	2.30
15	Keep the driving tests up to date with technological changes	2.31
16	Continue to develop the hazard perception test and visual media clips with vulnerable users as a key element	2.32
17	Develop research to assess whether legislative changes allowing learner drivers on motorways with an ADI resulted in changes to the way people learn to drive	2.33
18	Conduct a feasibility study on combining telematics data for young drivers to understand if safe driving can improve efficient driving	2.35
19	DVSA will continue to promote fuel efficient driving as part of their publications and communications	2.35
20	THINK! will provide targeted safety communication materials to new drivers and their parents	2.38
21	Evaluation of the THINK! campaigns on influencing attitudes	2.38
	Adults: staying within the law	
22	Support the DfT/PACTS Mobile Evidential Breath Testing Instrument (MEBTI) competition	2.42
23	Commission research into the effectiveness of alcolocks to understand the feasibility of introducing them in the UK	2.52
24	Funding PACTS to support a multi-disciplinary review of recent drink driving trends, practice and interventions in the UK	2.53
25	Consult on options for a drug driver rehabilitation scheme	2.55
26	Explore options for a Drug Driver High Risk Offender scheme with medical experts on the DVLA Alcohol and Drugs panel	2.56

	Action Number and Description	Chapter Reference
27	Consider launching a consultation about making the offence of not wearing a seat belt attracting penalty points and not just a fine if research indicates that it is necessary	2.58
28	Work with road safety groups to understand who are the car occupants that are not wearing seat belts	2.58
29	Commission an analysis of existing data to understand why, when and in what context mobile phone are used while driving	2.60
	Third-age adults: safety as you get older	
30	Continue to fund and support Mobility Centres to provide driving advice to elderly and disabled motorists	Page 31
31	Commission research to understand the extent to which driver vision issues pose a road safety risk	2.67
32	DVLA to add older drivers as a permanent item to the appropriate Secretary of State's Medical Advisory Panel	2.68
33	Assess the recommendations from the Older Drivers Task Force	2.69
34	Funding RoSPA to deliver older driver support for a dedicated website and information in doctors' surgeries	2.70
35	Funding Road Safety GB to develop an Approved Driving Instructor training course that is specific to the needs of older drivers	2.70
36	Funding BRAKE to develop a new community of champions with road safety and sustainable mobility concerns and interests	2.70
37	Funding RoadSafe to deliver a digital platform which shares a best practice review of road safety risks for older road users	2.72
38	Explore opportunities to support the Healthy Ageing Grand Challenge including developing a research programme with the DfT Chief Scientific Adviser	2.73
	Fleets and people who drive for work	
39	Work with commercial fleets, employers' organisations and drivers to identify and promote good practice in work related rad safety, including supporting the Driving (and Riding) for Better Business	3.3

	Action Number and Description	Chapter Reference
40	Work with the Health and Safety Executive to review work related road safety and the prevention of collisions at workplaces with a rural land focus	3.4
	Safer Heavy Goods Vehicles	
41	Consult on possible legislative options to ban the use of tyres ten years and older on a range of vehicle types	Page 38
42	Ensure that changes to HGV design for improved driver vision will deliver safety improvements for VRUs	3.6
43	Consult on legislative changes on HGV sideguards	3.7
	Safer Motorcycles	
44	Promote DVSA's Enhanced Rider Scheme and increase the uptake of post-test motorcycle training	3.12
45	Continue to promote the importance of helmets and their correct usage through the DfT SHARP programme	Page 41
46	In response to a consultation DVSA will explore the possibility of developing a package of measures to improve the motorcycle training regime once Parliamentary time allows	3.12
47	Develop a training framework/syllabus to encourage riders who complete CBT but do not go on to take full test training	3.14
48	Work with the motorcycle industry to explore how to encourage the use of protective clothing and furthermore explore the scope for new protective equipment for vulnerable road users that can reduce post-crash collision severity	3.15
49	Commission a review of the use of motorcycles and mopeds in The Gig Economy and the behaviour of these riders	3.17
50	Highways England to deliver safety advice to leisure riders	3.19
51	Funding RoSPA to deliver an online guide on how to organise and conduct group motorcycle ride outs	3.19

	Action Number and Description	Chapter Reference
	Emissions and Air Quality	
52	Engage with fleet buyers and leasing agencies to encourage safer private sector vehicle equipment	3.22
53	Increase consumer awareness of the Euro NCAP star rating system for vehicle safety and explore options for incentivising the consumer uptake of safer vehicles	3.22
	Automated vehicles	
54	Undertake activity to support the safe testing, sale and use of connected and automated vehicles	3.29
55	Provide support and technical expertise to implement the insurance provisions of the AEV Act 2018	3.29
	Rural Roads	
56	Complete a review of the Safer Roads Fund to understand the effectiveness of the improvements, support lessons learned, capacity building and knowledge sharing amongst local authorities	4.4
57	Establish a rural roads advisory committee to share experience on improving rural road safety	4.6
58	Grant funding RoSPA to provide rural road advice to motorcyclists	4.7
59	Introduce a new traffic sign to alert motorists to the presence of small wild animals in the road and to drive carefully	4.8
	The Strategic Road Network	
60	Highways England continued communication activity focusing on driver behaviour on the Strategic Road Network	4.10
61	Continue to monitor Highways England's delivery against the Road Investment Strategy for their Cycling, Safety and Integration Fund.	4.14
62	Highways England to introduce a package of measures to enhance the user experience of smart motorways and to introduce new technology to mitigate risks to road users	4.16
6**3**	Highways England to continue their suicide prevention scheme	4.17

	Action Number and Description	Chapter Reference
	Urban Areas and the Environment	
64	Evaluate the findings from the review on the laws on pavement parking	4.28
	Road Collisions	
65	Develop and maintain the 'Road Accident In Depth Study' (RAIDS), promoting its use amongst the international research community	4.28
66	Carry out a review of Stats 19 to ensure the data collection on reported road casualties remains relevant for future needs	4.29
67	Encourage more Police Forces to adopt CRASH 7	4.30
68	Commission a review of research on road safety targets and their effectiveness	4.32
69	Develop new work with external stakeholders to maximise opportunities for existing road safety data sets and developments of new data sets	4.36
70	Work with NHS England to ensure that we are sharing the lessons learnt from hospital data on road traffic collisions by analysing Stats 19 data matched with Hospital Episodes Statistics	4.36
	Building foundations for the future	
71	Explore whether the responses to the Future of Mobility Grand Challenge have potential for a future road safety mission	5.3
72	Funding BRAKE to deliver the 23rd Road Safety Week	5.6
73	Funding Road Safety GB to deliver national frameworks for professional training and standards in road safety.	5.6
74	Deliver an international Road Safety Summit	5.8