

Tomorrow's roads – safer for everyone

The first three year review



The Government's road safety strategy
and casualty reduction targets for 2010

April 2004

Tomorrow's roads – safer for everyone

The first three year review

The Government's road safety strategy
and casualty reduction targets for 2010

April 2004

Department for Transport
Great Minster House
76 Marsham Street
London SW1P 4DR
Telephone 020 7944 8300

© Crown Copyright 2004

The text in this document (excluding the Royal Arms and departmental logos) may be reproduced free of charge in any format or medium providing that it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the document specified.

Any enquiries relating to the copyright in this document should be addressed to The Licensing Division, HMSO, St Clements House, 2-16 Colegate, Norwich, NR3 1BQ.

Fax: 01603 723000 or e-mail: licensing@cabinet-office.x.gsi.gov.uk

Printed in Great Britain on material containing 80% post-consumer waste and 20% TCF pulp.

April 2004

Further copies of this review are available from:
Department for Transport
Free Literature
PO Box 236
Wetherby
LS23 7NB
Telephone 0870 1226 236
Fax 0870 1226 237

34RRLG02050

Contents

Foreword	9
Chapter 1: Introduction	11
The Government's road safety strategy	11
Background to the review	12
The review process and objectives	12
Chapter 2: Progress towards the targets	14
Introduction	14
The casualty reduction targets	14
Overview of progress towards the targets:	15
• progress towards the killed or seriously injured target	16
• progress towards the child killed or seriously injured target	17
• Progress towards the slight casualty rate target	21
Levelling off in the overall number of fatalities	23
Reporting levels of casualties	25
Overall summary	26
Chapter 3: The policy review	27
Introduction	27
The policy framework	27
Reinforcing the overall strategy:	29
• Local Public Service Agreements with local authorities	29
• a road safety strategy for Wales	29
• overcoming social exclusion	29
– Dealing with Disadvantage	29
– Disadvantaged communities in Scotland	31
– Inner City Demonstration Project	31

• the road safety research programme	31
• road safety legislation	31
Progress in each of the ten themes	32
Theme 1: Safer for children	33
Key strategy commitments	33
Progress so far:	33
• improving Britain's child pedestrian record	34
– child pedestrian training schemes	34
• enhancing child road safety education	35
– road safety education in England and Wales	35
– road safety education in Scotland	36
• Improving the safety of school travel	37
– school travel plans	37
– yellow school bus pilots	38
• child Road Safety Audits	38
• improving child in-car safety.	38
Further progress expected by 2010	39
Significant points arising from the review	40
Theme 2: Safer drivers – training and testing	40
Key strategy commitments	40
Progress so far:	40
• instilling in young people the right attitudes towards road safety and safe driving	40
• guiding learner drivers to take a more structured approach to learning to preparing them for their driving career not just to pass a test	41
• raising the standard of tuition offered by driving instructors	41
• improving the driving test in the light of better understanding about what needs to be examined and effective ways to do it	42
• focusing on the immediate post test period for novice drivers	42
• enhancing the status of advanced motoring qualifications	42
• addressing the needs of professional drivers	42
• reducing work related road safety risks	43
• ban the use of hand held mobile phones while driving.	44
Further progress expected by 2010	45
Significant points arising from the review	45

Theme 3: Safer drivers – drink, drugs and drowsiness	48
Key strategy commitments	48
Progress so far:	48
• driving under the influence of alcohol and drugs	48
• carrying out research to improve understanding of drug driving	49
• strengthening and enforcing laws on driving time for lorry, bus and coach drivers	49
• driver fatigue, including making people aware how much tiredness contributes to road accidents and advising drivers and employers how to cut the risks.	49
Further progress expected by 2010	50
Significant points arising from the review	50
Theme 4: Safer infrastructure	52
Key strategy commitments	52
Progress so far:	52
• increased levels of investment	52
• safer local infrastructure	52
• safer Strategic Road Networks	54
• EuroRAP (European Road Assessment Programme).	56
Further progress expected by 2010	56
Significant points arising from the review	57
Theme 5: Safer speeds	58
Key strategy commitments	58
Progress so far:	58
• publicising widely the risks of speed and the reasons for limits	59
• developing a national framework for determining appropriate vehicle speeds on all roads and ensuring that measures are available to achieve them	
• speed management in rural areas	59
• encouraging more 20 mph zones	60
• Mixed Priority Route demonstration projects	60
• pilot schemes for development of a speed camera funding mechanism in the longer term roll out camera funding nation wide.	61
Further progress expected by 2010	63
Significant points arising from the review	63

Theme 6: Safer vehicles	64
Key strategy commitments	64
Progress so far:	64
• improved vehicle design	64
• better information for consumers, helping them to chose safer vehicles.	65
Further progress expected by 2010	65
Significant points arising from the review	65
Theme 7: Safer motorcycling	66
Key strategy commitments	66
Progress so far:	66
• working with representatives of interested organisations, in an advisory group, to look at issues of concern	66
• improving training and testing for all learner riders	67
• publishing advice for people returning to motorcycling after a break, and people riding as part of their work	68
• helping drivers become more aware of how vulnerable motorcyclists are	68
Further progress expected by 2010	68
Significant points arising from the review	69
Theme 8: Safer for pedestrians, cyclists and horseriders	70
Key strategy commitments	70
Progress so far:	70
• encouraging local authority to develop Local Transport Plans which include (i) measures to increase cycling and walking, and (ii) a range of measures to improve safety	70
• monitoring and developing Home Zones	71
• working with voluntary bodies to improve training for cyclists and horseriders and to promote use of protective clothing, including cycle helmets	72
• helping drivers become more aware of just how vulnerable these groups can be	73
Further progress expected by 2010	73
Significant points arising from the review	73

Theme 9: Better enforcement	74
Key strategy commitments	74
Progress so far:	74
• more effective road traffic law and enforcement	74
– enforcement in the commercial sector	76
– uninsured and unlicensed driving	76
• penalties more appropriate and proportionate to the seriousness of offences	77
• more emphasis on education and retraining	78
• maximum use of technology	78
Further progress expected by 2010	78
Significant points arising from the review	79
Theme 10: Promoting safer road use	79
Key strategy commitments	79
Progress so far:	79
• a programme of high quality, well researched and evaluated advertising and promotion	79
• building partnerships to carry through a wide, co ordinated and sustained road safety 'crusade'	81
Going forward	82
Chapter 4: Conclusions and next steps	83
Introduction	83
Overall conclusions:	83
• casualty reductions	83
• policy implementation	85
• overall conclusions of the review	86
Developing the strategy	87
• further reinforcing the strategy	88
• reducing the level of road crash fatalities	89
• improving the safety of motorcycling	89
• encouraging more drivers to value driving as a life skill	89
• reducing child casualties	90
• reducing work related casualties	91
• more effective speed management	91
• more effective enforcement of traffic law	92
• tackling driving under the influence of alcohol or drugs	93
• alleviating local authority staff shortages	94

Chapter 5: Beyond 2010	95
Introduction	95
Existing measures	95
Technological advances	96
Appendix 1 Underlying casualty data	
Table 1 Number of people killed or seriously injured by road user group	98
Table 2 Number of people killed or seriously injured by road type	99
Table 3 Number of children killed or seriously injured by road user group	99
Table 4 Number of slight casualties by road user group	100
Table 5 Slight casualty rate by road user groups	100
Table 6 Slight casualty rate by road type	101
Table 7 Fatalities by road user group	101
Appendix 2 Summary of statistical analysis	102
Appendix 3 Indicative time line for implementing measures	113
Appendix 4 Overview of the first three yearly review of the Government's road safety strategy	126

Foreword

The designation of road safety as the theme for World Health Day 2004 is a reminder of the often neglected, and often avoidable, levels of death, injury and suffering caused by road collisions and crashes.

Britain has one of the best road safety records in the world. It is one that many others strive to match. But we have never been complacent. In March 2000 the road safety strategy *Tomorrow's roads – safer for everyone*, published jointly by the UK Government, the Scottish Executive and the National Assembly for Wales, established challenging casualty reduction targets to be achieved by 2010.

We are making very good progress.

In 2002 the overall number of people killed or seriously injured on Britain's roads was 17% lower than the 1994-1998 average. The number of serious injuries each day has dropped below 100 for the first time. We are making even better progress on child casualties. The number of children killed or seriously injured has reduced by 33% compared with the 1994-1998 average. Our improved child pedestrian fatality rate per 100,000 population of 0.7 confirms that progress is being made.

But there is still a long way to go.

Most importantly this first review of the strategy has confirmed that the 2010 targets remain appropriate and that we are on track to achieve the significant casualty reductions that they would deliver. But it also proves that the strategy has to develop continuously as latest casualty figures become available, and new ideas and technology emerge.

The review has highlighted both notable successes and areas in which we could do more. We see both of these as equally providing opportunities to improve further upon the good start that has been made.

But we are particularly concerned that the number of fatalities on our roads each year has not continued to fall since 1998. It is understood that this is a problem across Europe. But every life lost is one too many. In 2002 there were on average six car occupant or

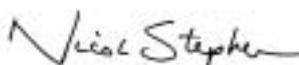
motorcyclist fatalities each day. We will take appropriate steps to return us to the previous downward trend.

The review has helped to identify a number of new measures or actions. Many rightly focus on getting an even better understanding of the underlying causes of fatal accidents and making **all** road users more aware of how their behaviour can put themselves, and others, at risk. But the strategy retains its overall focus on tackling the causes of **all types and severity of road casualties** so that Britain's roads are **safer for everyone**.

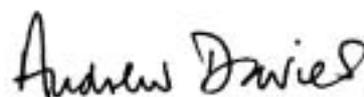
The good start that has been made is very much down to the dedication of many organisations both within and outside Government. We would very much like to express our thanks to all involved, in particular the Road Safety Advisory Panel, for their help and support over the last four years and with this review. The appetite for achieving the targets is stronger than ever. Together we will strive to ensure that all casualties fatal, serious and slight continue to fall and that Britain maintains its place as a leading player in the road safety world.



David Jamieson,
Parliamentary
Under-Secretary of State,
Department for Transport



Nicol Stephen,
Minister for Transport,
Scottish Executive



Andrew Davies, Minister for
Economic Development
and Transport, Welsh
Assembly Government

Chapter 1: Introduction

The Government's road safety strategy

1. The Government's road safety strategy *Tomorrow's roads – safer for everyone*¹ (the strategy) published in March 2000 set out a framework for delivering further improvements in road safety over the next decade and established new long term 10 year casualty reduction targets to be achieved by 2010.
2. The strategy contained more than 150 measures across ten key themes:
 - Theme 1 Safer for children
 - Theme 2 Safer drivers – training and testing
 - Theme 3 Safer drivers – drink, drugs and drowsiness
 - Theme 4 Safer infrastructure
 - Theme 5 Safer speeds
 - Theme 6 Safer vehicles
 - Theme 7 Safer motorcycling
 - Theme 8 Safety for pedestrians, cyclists and horseriders
 - Theme 9 Better enforcement
 - Theme 10 Promoting safer road use.
3. The Department for Transport (the Department) has the overall lead responsibility for implementing the strategy. However, many others both within and beyond Government either play an active role in its delivery, or have a major interest in the outcome. The main stakeholders include:
 - Government, its agencies and the devolved administrations in Scotland and Wales
 - local authorities
 - police forces
 - voluntary groups and road user associations

¹ Tomorrow's roads – safer for everyone, The Government's road safety strategy and casualty reduction targets for 2010

- motor manufacturers
 - individual road users – drivers, motorcyclists, cyclists and pedestrians.
4. In July 2000 the Department established the Road Safety Advisory Panel which includes representatives of the main stakeholders. The Panel's role is to help government in taking forward the strategy and to review progress.

Background to the review

5. Given the long term nature of the targets, it was always envisaged that the strategy would evolve as new evidence, ideas and technology emerged. In addition to regular monitoring, *Tomorrow's roads – safer for everyone* therefore included a commitment to evaluate every three years progress in delivering the strategy and achieving the casualty reduction targets.
6. This document is the conclusion of the first review:
- chapter 2 demonstrates progress towards the casualty reduction targets so far. The more detailed underlying casualty data is at Appendix 1
 - chapter 3 looks at implementation of the strategy by theme, including progress so far, progress expected by 2010 and any significant points arising from the review
 - chapter 4 sets out the overall conclusions on progress and identifies the steps being taken to help ensure that the targets are achieved
 - chapter 5 starts to look beyond the 2010 horizon by which time technological advances have the potential to deliver further significant casualty reductions.

The review process and objectives

7. The primary objective of the review was to provide a realistic evaluation of the effectiveness of the strategy (and its implementation) and of the likelihood of delivering the 2010 targets.
8. The review therefore:
- focused on implementation of the original strategy taking into account latest casualty trends
 - took account of new initiatives, including *Dealing with Disadvantage*, and other policy modifications post strategy
 - assessed new problems and constraints that have emerged since 1998-2000
 - re-assessed potential risks to delivery and considered the latest traffic projections for 2010.
9. Many of the stakeholders have been involved in the review either individually or through their role as members of the Road Safety Advisory Panel.

10. The review has been supported by detailed analysis of the underlying casualty data by the Transport Research Laboratory (TRL). A summary of this analysis is at Appendix 2. The review has also drawn upon separate work commissioned by the Motorists' Forum Road Safety Advisory Panel.

Chapter 2:

Progress towards the targets

Introduction

This chapter:

- demonstrates progress towards the 2010 casualty reduction targets for Great Britain
- shows road accident casualty trends compared with the 1994-1998 baseline average
- highlights work underway to investigate a levelling off in the rate at which the number of road accident fatalities has been declining since 1998 and to establish whether there has been a change in the level of under reporting of casualty numbers.

The casualty reduction targets

11. Britain has one of the best road safety records in the world. Nevertheless the Government's road safety strategy *Tomorrow's roads – safer for everyone* reported how road accidents still result in some 300,000 road casualties on Britain's road each year, including 3,500 fatalities and 40,000 serious injuries.
12. The strategy therefore set challenging casualty reduction targets to help achieve a further substantial improvement in road safety across Britain over the 10 years to 2010.

The strategy targets²

By 2010, the aim is to achieve, compared with the baseline average for 1994-1998:

- a 40% reduction in the number of people killed or seriously injured (KSI) in road accidents
- a 50% reduction in the number of children³ killed or seriously injured (Child KSI) in road accidents
- a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

13. The KSI and Child KSI casualty reduction targets form the Department's road safety Public Service Agreement (PSA) objective, against which its performance in delivering improved public services is monitored. **In July 2002 this PSA target was enhanced to address the significantly higher number of road accident casualties that occur in disadvantaged areas⁴.**

Overview of progress towards the targets

14. Full annual road casualty statistics indicating progress against the 2010 targets are published each year in the *Road Casualties Great Britain* document series (previously *Road Accidents Great Britain*). The definitions and statistics used in this report are those used in these documents unless otherwise stated.
15. This review has primarily considered the full year casualty data available for the four years 1999, 2000, 2001 and 2002. The principal underlying casualty data is summarised at Appendix 1. The review has, however, also considered the published provisional estimates of casualties for 2003⁵, which enable emerging trends to be identified throughout the year, to ensure that these do not indicate a change in long term or underlying trends which would need to be taken into account in the conclusions. There is no evidence to suggest that they do.

² The two killed or seriously injured targets represent reductions in absolute *overall* casualty numbers. Targets were not set for individual road user groups.

³ In Britain children are defined as being those under the age of 16.

⁴ The target is to secure a greater reduction in the overall number of road casualties in the 88 Neighbourhood Renewal Fund Areas in England designated by the Office of the Deputy Prime Minister, than for England as a whole, comparing the figure for 2005 with the average for 1999 to 2001.

⁵ The Department published provisional estimates of numbers of killed or seriously injured casualties and total casualties up to the third quarter of 2003 on 5 February 2004.

16. The table below summarises the casualty data up to 2002 in relation to the targets.

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average	2010 levels based upon the target
KSI casualties	47,656	42,545	41,564	40,560	39,407	-17%	28,594
Child KSI casualties	6,860	5,699	5,202	4,988	4,596	-33%	3,430
Slight casualty rate	61	59	59	57	54	-12%	55

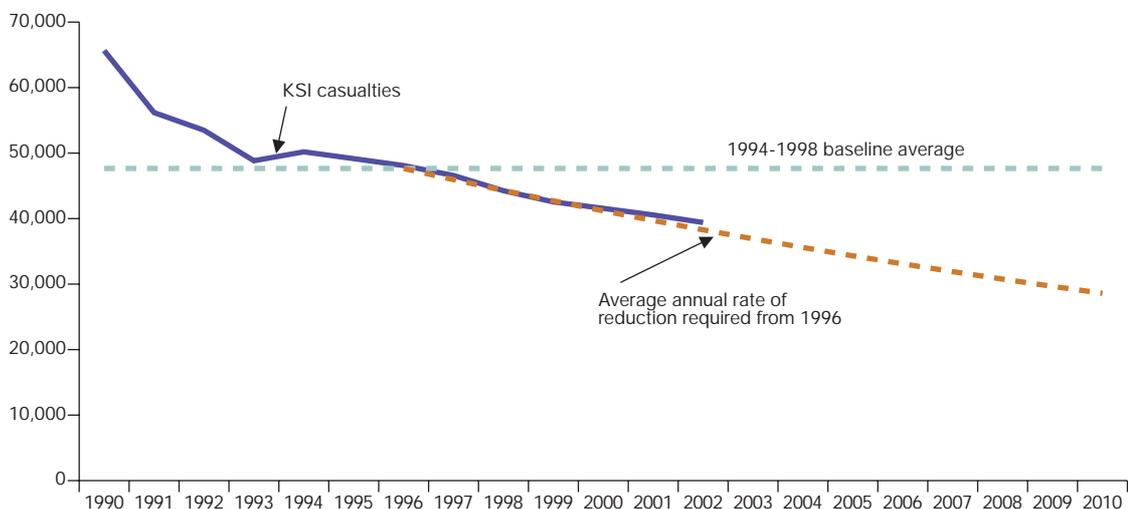
17. This indicates that good progress is being made towards the two KSI targets. It also indicates that the slight casualty rate target has already been achieved, although as paragraphs 38 and 39 explain we are cautious as to whether the latter has been achieved due to genuine improvements in safety. **The latest provisional estimates of casualties for 2003 published on 5 February 2004 indicate further progress with KSIs, child KSIs and the slight casualty rate per 100 million vehicle kilometres being 20%, 35% and 15% below the baseline respectively.** It is too early to make an evaluation of the *Dealing with Disadvantage* element.

18. The following sections look at progress towards the targets in more detail, including comparison against a notional trajectory, which represents the average rate of reduction required each year from 1996 for the 2010 targets to be achieved. **Comparisons are between 2002 casualty data and the 1994-1998 baseline unless otherwise stated.**

Progress towards the killed or seriously injured target

19. The chart below shows progress against the KSI notional trajectory.

Killed or seriously injured casualties: 1990-2002

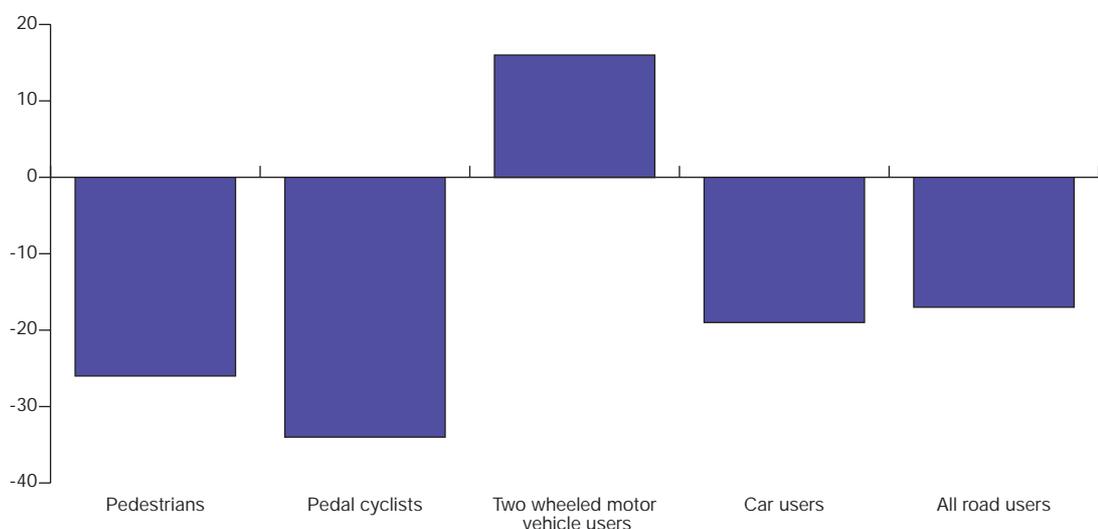


20. The main points are:

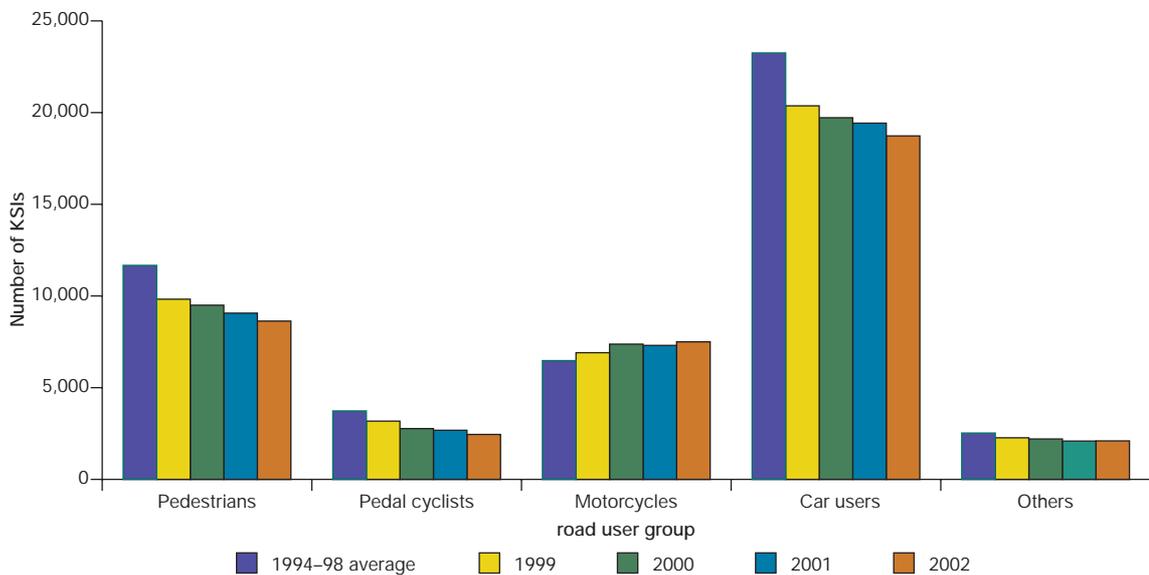
- KSI casualties are on a downward trend, and although slightly above, are in sight of the notional trajectory. **It is estimated that the reduction in the number of KSIs in 2002 was 2.4% less than is needed to be on the notional trajectory. TRL forecast that new measures will collectively have to contribute a 10% reduction in KSIs between now and 2010. In this context it should be noted that much of the new work undertaken to implement the strategy has not yet had time to materialise in casualty reduction**
- the average annual reduction in the number of KSIs over the last five years is 3.3%
- the number of pedestrian KSIs has reduced year on year and is 26% below the baseline
- the number of pedal cyclist KSIs has reduced substantially and is 34% below the baseline
- the number of two-wheeled motor vehicle user KSIs has risen 16% above the baseline
- the number of car user KSIs has reduced year on year and is 19% below the baseline
- the number of KSIs on urban roads has reduced year on year and is 20% below the baseline
- the number of KSIs on rural roads has reduced year on year and is 15% below the baseline.

21. The charts below demonstrate the changes across road user groups.

Percentage change in killed or seriously injured casualties between the 1994-1998 average and 2002



Killed or seriously injured trends by road user group



22. In addition to the absolute numbers of KSIs, it is also helpful to look at *casualty rates per kilometre travelled* which indicate how the risk of death or serious injury on the roads has changed. The table below shows that the KSI casualty rate per 100 million vehicle kilometres has improved for each of the road user groups compared with the 1994-1998 baseline, including motorcyclists, and notably that there has been year on year improvement in the pedestrian and pedal cyclist rates.

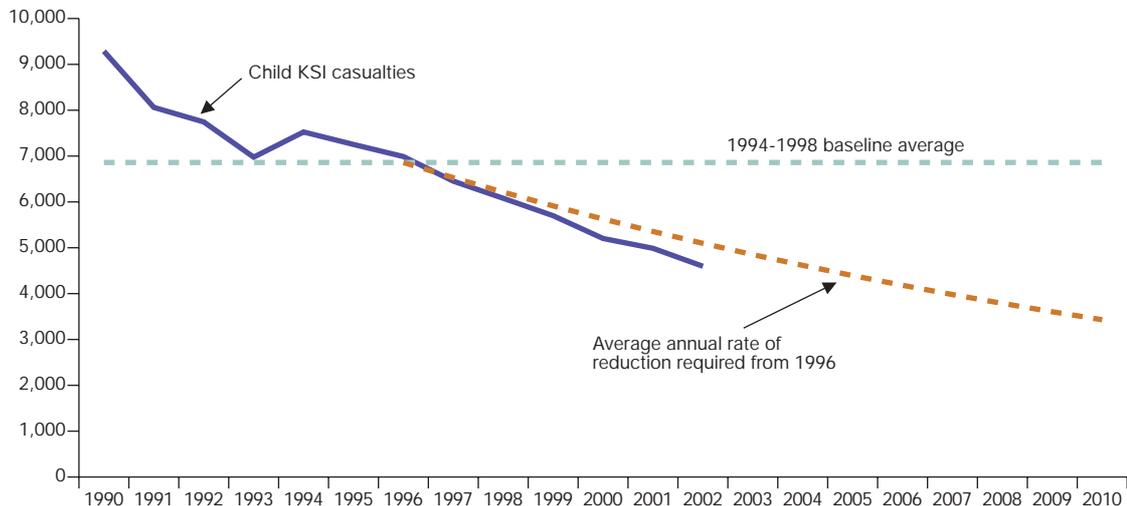
Killed or seriously injured casualty rates per 100 million vehicle kilometres

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	65	57	55	52	50	-24%
Pedal cyclists	92	83	68	64	56	-40%
Two wheeled motor vehicle users	167	153	160	152	147	-12%
Car users	6	5	5	5	5	-26%
All road users	11	9	9	8	8	-25%

Progress towards the child killed or seriously injured target

23. The chart below shows progress against the child KSI notional trajectory.

Killed or seriously injured child casualties: 1990-2002

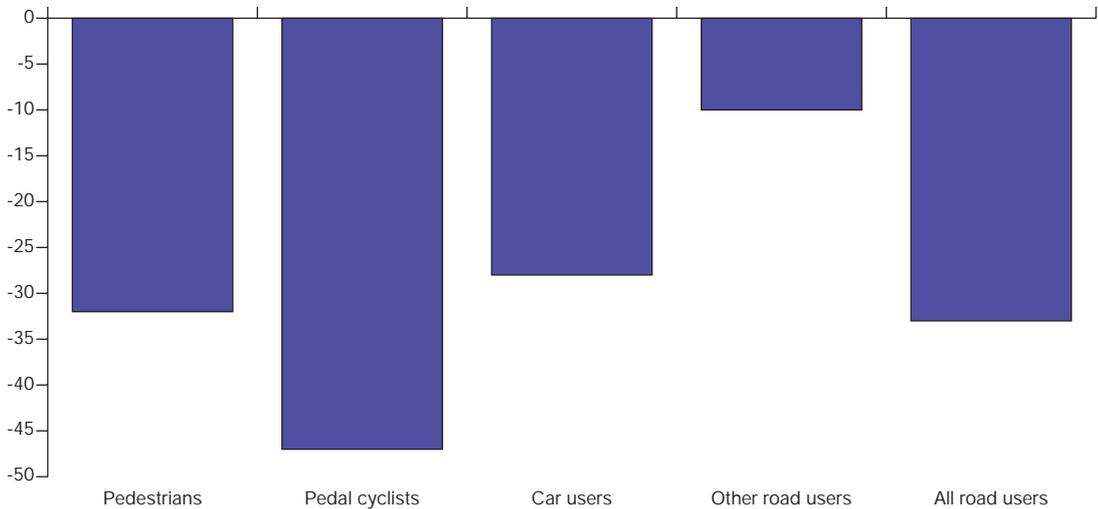


The main points are:

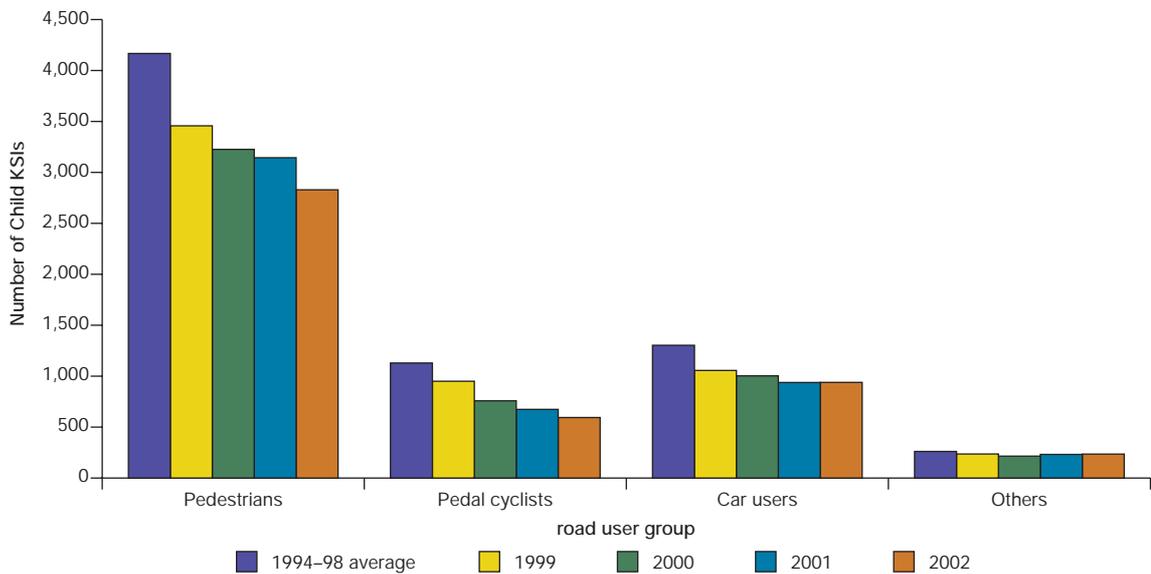
- the overall number of child KSIs has fallen year on year and is 33% below the baseline. **This is well below the notional trajectory and two-thirds towards the target. TRL forecast that if current trends continue then, even without the impact of new measures, the number of child KSI's would have fallen by 59% – beyond the 50% target – by 2010**
- the number of child pedestrian KSIs has reduced year on year and is 32% below the baseline
- the number of child pedal cyclist KSIs has reduced year on year and is 47% below the baseline
- the number of child KSIs as car passengers has reduced by 28%. However, after reducing for several years, there was no change between 2001 and 2002
- the number of child KSIs in other road user groups (e.g. coach, bus) has reduced by 10%. However, a reduction was seen only in 2000. The number of casualties slightly increased in 2001 and 2002
- there are consistently more male than female child pedestrian and child pedal cyclist KSIs. By contrast, the numbers are about the same as child car occupants.

24. The charts below demonstrate the changes across road user groups.

Percentage change in child killed or seriously injured casualties between the 1994-1998 average and 2002



Child killed or seriously injured trends by road user group



25. For children the casualty rate is best calculated using the number of child KSI casualties as a proportion of the child population. The table below shows that the child KSI casualty rate per 100,000 population has improved for each of the road user groups compared with the 1994-1998 baseline, and notably that, once again, there has been year on year improvement in the pedestrian and pedal cyclist rates. Nonetheless there is still a need to improve our child pedestrian fatality rate (paragraphs 71 and 72 refer).

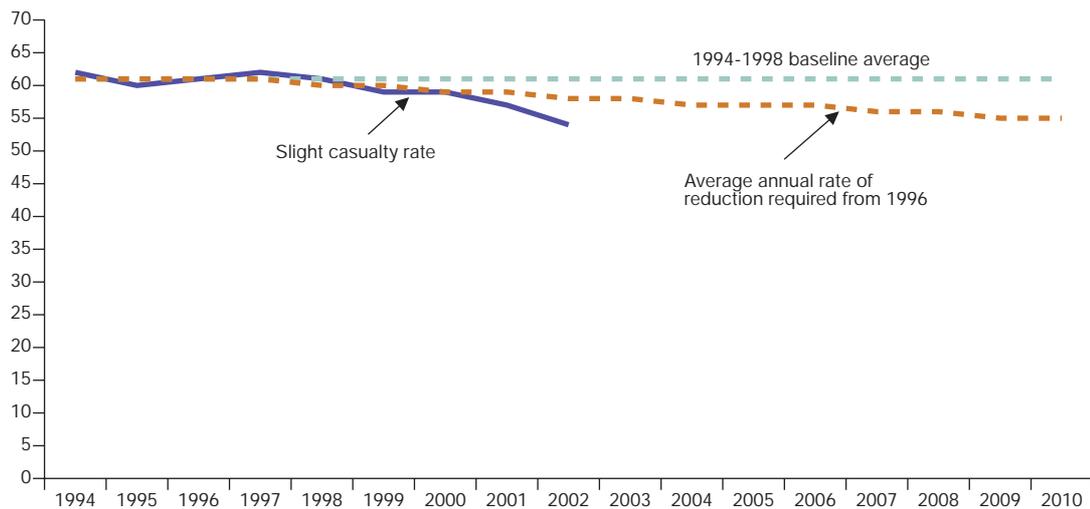
Child killed or seriously injured casualty rates per 100,000 population

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	36	30	28	27	25	-31%
Pedal cyclists	10	8	7	6	5	-46%
Car users	11	9	9	8	8	-27%
Other	2	2	2	2	2	-8%
All road users	59	49	45	44	40	-32%

Progress towards the slight casualty rate target

- 26. When the target was set the expectation was that slight car occupant casualties, which represent the largest group, would continue to follow the trend in traffic growth, or at best stabilise. Therefore the target for slight casualties was set in terms of a reduction in the slight casualty rate that would represent a real safety improvement even if absolute numbers did not fall.
- 27. The chart below shows progress against the slight casualty rate notional trajectory.

Rate of slight casualties per 100 million vehicle kilometres: 1994-2002

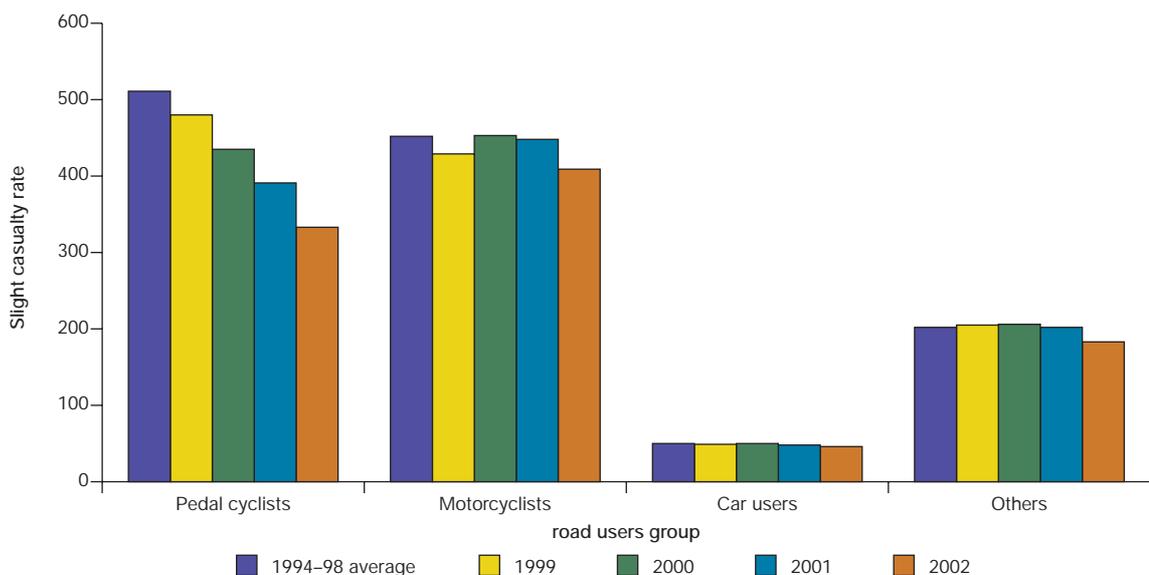


28. The main points are:

- the overall number of slight casualties has reduced by 3% compared to the 1994-1998 average. Overall traffic has increased by 10.4% over this period. The slight casualty rate has therefore improved by 12%. This means that the 2010 target has already been exceeded. However, the number of slight casualties declined by 6% between 2000 and 2002. As explained at paragraph 38 and 39 the Government is therefore cautious as to whether the target has genuinely already been achieved
- the number of pedestrian slight casualties has reduced year on year and is 14% below the 1994-1998 baseline
- the number of pedal cyclist slight casualties has reduced year on year and is 29% below the baseline. The slight casualty rate has improved by 35%
- the number of slight casualties among two-wheeled motor vehicle users has risen 19% above the baseline. However, as motorcycle traffic has increased by 31%, the slight casualty rate has improved by 10%
- the number of slight casualties among car users has reduced by 1%. But car traffic has increased by 9.4% so the slight casualty rate has improved by 9%
- the slight injury rate on urban roads has improved by 11%
- the slight injury rate on rural roads has improved by 12%.

29. The chart below shows the slight casualty rate trends by road user groups.

Slight casualty rate trends by road user group



Levelling off in the overall number of fatalities

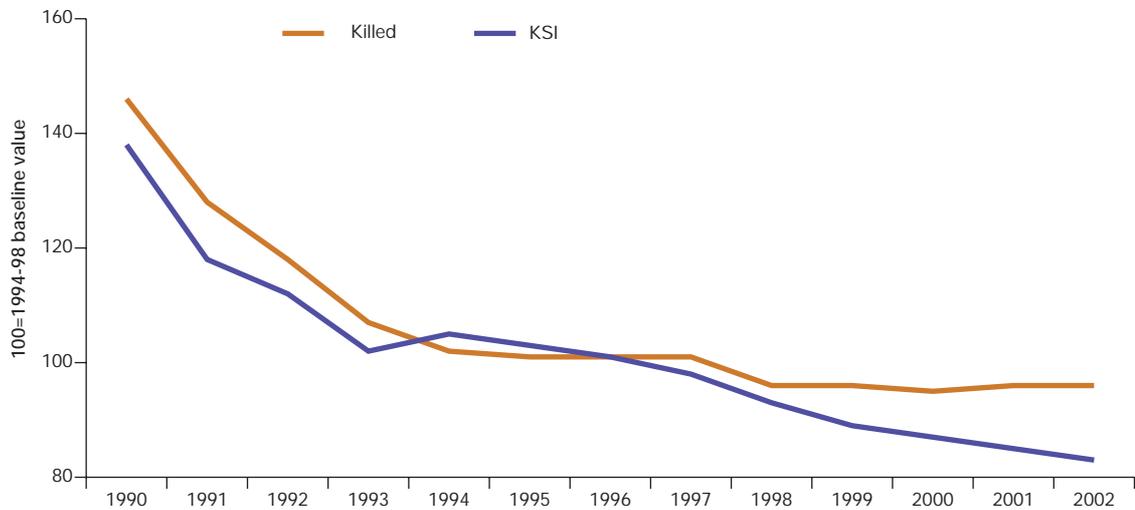
30. The previous sections show how KSI casualties in 2002 were 17% below the baseline. **In comparison the number of fatalities within the KSI total has fallen by just 4%, there are still therefore on average 10 fatalities each day.** Furthermore the previous downward trend in the number of fatalities appears to have ceased since 1998, and there were slightly more fatalities in both 2001 and 2002 than in 2000. **TRL forecast that if this fatality trend were to persist, and no new measures were introduced, then the number of fatalities would fall by just 11% by 2010.**

Trends in fatal and serious injury casualties compared with the 1994-1998 baseline

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Fatalities	3,578	3,423	3,409	3,450	3,431	-4%
Serious injuries	44,078	39,122	38,155	37,110	35,976	-18%
Total KSI	47,656	42,545	41,564	40,560	39,407	-17%

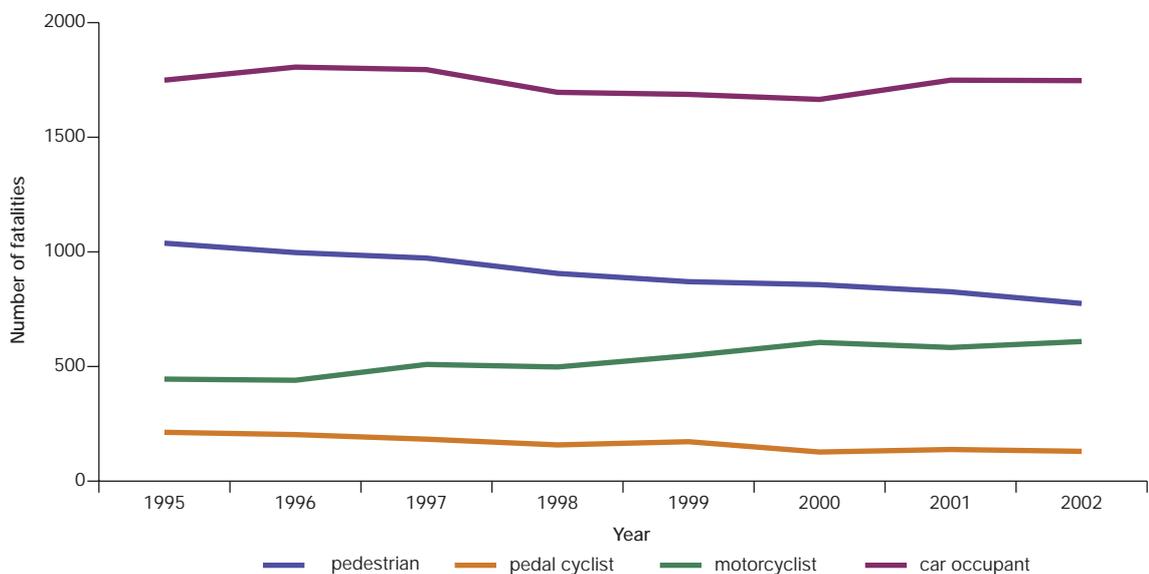
31. The 17% reduction in KSI is therefore entirely a result of the year on year reductions that have been seen in serious injuries. This raises the prospect that the KSI target could be met whilst at the same time fatalities were declining at a much slower rate. This would clearly detract from the success of achieving the target.
32. Historically the trends in the number of fatalities and the number of KSIs have been broadly consistent. However, the trend in the number of fatalities has levelled off in recent years while the number of serious injuries has continued to decline. More detailed analysis confirms that the divergence between the two trends started in the mid-1990s, but that it has become more prominent in recent years.

The divergence in fatalities and KSI trends



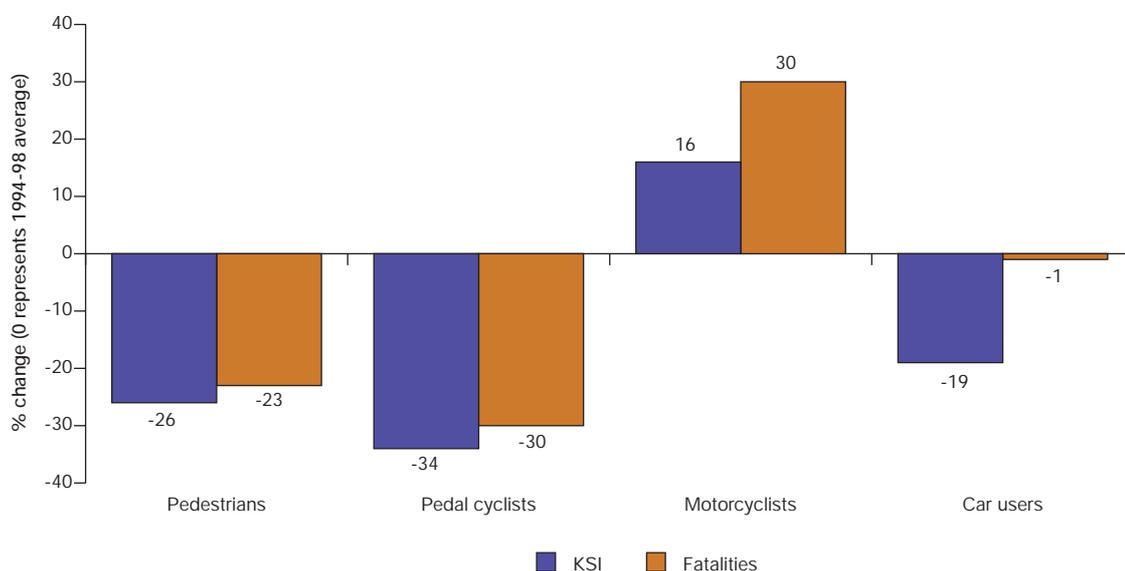
33. It is clearly necessary to establish the reasons for this divergence. Analysis has detected some differences across the road user groups.

Fatalities by road user group



34. Compared with the 1994-1998 baseline, the reductions in the number of pedestrian and cyclist fatalities in 2002 are broadly consistent with the reductions in pedestrian and cyclist KSIs. However, whilst the number of car occupant KSIs has reduced by 19% compared with the 1994-1998 baseline, there has been no real change in the number of car occupant fatalities. **With over 1,700 fatalities each year, car occupants continue to account for almost half of all road accident deaths.** With 609 fatalities in 2002, deaths amongst two-wheeled motor vehicle users are 30% above the 1994-1998 baseline. **Motorcyclists had accounted for 13% of all fatalities when the strategy was launched. This had increased to 18% in 2002.**

Percentage change in KSI and fatalities across road user groups between 1994-1998 average and 2002



35. With improvements in vehicle design helping to reduce the severity of injuries, we might have expected to see the number of car occupant fatalities fall faster than the number of serious injuries, or at least to have kept pace. But this has not happened. This would suggest that certain types of accident are resulting in fatality and that the numbers of these 'unsurvivable' accidents are not reducing.
36. We are seeking to get a better understanding of this by undertaking more detailed investigations of fatal accident data. The aim is to establish the type of accidents that are leading to fatalities, what particular contributory factors are involved and whether there are any trends in driver or rider age. TRL has started by analysing the underlying data relating to fatal accidents involving car occupants and motorcyclists over the 1997 and 2002 period⁶.
37. These further investigations show that many of the accidents that result in fatality involve either no other vehicle, a vehicle or motorcycle leaving the road or occur at bends. It has also shown that many of the car occupant fatalities involve the younger age groups and that most fatalities (in both groups) happen on rural roads, where speeds are generally higher. Further details can be found in chapter 3 and at Appendix 2. Chapter 4 shows how the strategy is being developed to tackle this issue (and other areas that have been identified as requiring continuing attention).

Reporting levels of casualties

38. The credible monitoring of targeted reductions requires that data be reported consistently and accurately. Local and national government, and local police forces, work closely to achieve a common reporting standard. A complex devolved reporting

⁶ This analysis is based upon STATS19 data. Where necessary the annual fatality numbers between 1997-2002 have been combined to enable a larger data sample to be analysed.

system such as that operated in Britain will never produce perfect results and while very few, if any, fatalities do not become known to the police, there is evidence that an appreciable proportion of non-fatal injuries are not reported to the police. In addition research has shown that some casualties reported to the police are not subsequently included in the statistical return.

39. In recent years the rise in slight casualties, which was seen throughout the 1980s and early 1990s, has slowed and reversed. In view of the under-reporting levels observed in research, we are looking closely at trends to assess whether and how far these reductions are due to a change in the level of reporting of road injuries by or to the police. This will provide a better understanding of how much the fall over recent years is due to genuine improvements in safety. When that work is complete, we will review whether the 10% target for a reduction in the slight casualty rate per 100 million kilometres has genuinely already been achieved.

Overall summary

40. The three targets are based upon reducing road accident casualties in 2010 compared with the average across 1994-1998. Casualty numbers for the subsequent years show that good progress is being made towards both the overall and child KSI targets. They also indicate that the slight casualty rate target has already been achieved, although the Government is cautious about whether this is due to genuine improvements in safety.
41. Casualty reductions have been seen in many areas, notably:
- overall KSIs have reduced year on year by 3.3%
 - child KSIs have reduced significantly in each of the road user groups
 - pedestrian and cyclist casualties of all severity have reduced significantly for both adults and children.
42. Casualties have reduced on both urban and rural roads, although the rate of decrease has been slower in rural areas. Despite the improved KSI and slight casualty rates, there is concern that motorcyclists continue to be disproportionately represented in casualty numbers.
43. There is also serious concern at the levelling off in the previously reducing annual number of road accident fatalities. Analysis shows that this is mainly a result of the continuing number of car occupant and motorcyclist fatalities. Initial investigations suggest that driver and rider behaviour is contributing to a core number of these accidents. More investigative work is however needed.
44. In July 2002 the Department's road safety Public Service Agreement (PSA) objective was enhanced to address the significantly higher number of road accident casualties that occur in disadvantaged areas. It is too early to evaluate progress in this area.

Chapter 3:

The policy review

Introduction

This chapter:

- shows how the road safety strategy supports wider Government policies and European Commission objectives
- looks at implementation of the strategy across each of the ten themes identifying:
 - the strategy commitments
 - progress so far
 - further progress expected by 2010
 - where appropriate, any significant points arising from the review.

The policy framework

45. *Tomorrow's roads – safer for everyone* had demonstrated how the road safety strategy supports a number of wider Government policies and European Commission objectives. Many of these links have been strengthened since the strategy was launched. The below table gives some examples:

- road safety was **confirmed as a key aspect of wider integrated transport policies** in the Department's *Transport 2010: The 10 Year Plan* (June 2000) and *Delivering better transport – Progress report* (December 2002), the Scottish Executive's *Scotland's Transport: Delivering Improvements* (March 2002) and *Building better transport* (March 2003), and the National Assembly for Wales' *Transport Framework* (November 2001). Road safety is also a key feature of the Department's initiative of 'shared priority targets' for transport between central and local government
- the **casualty reduction targets continue to form one of the Department's Public Service Agreement (PSA) objectives**, against which its performance in delivering improved public services is monitored. Elements of the strategy, such as reducing speed and managing traffic better also continue to contribute to other Departmental PSA targets to reduce congestion and improve air quality

- the Government has put in place wide ranging and long term strategies to tackle social exclusion and narrow the gap between the poorest neighbourhoods and the rest of the country. In July 2002 the **Department's road safety PSA target was enhanced to specifically tackle the significantly higher number of road casualties that occur in disadvantaged areas**⁷
- the Department of Health led **cross cutting review on health inequalities identified reducing the number of road accidents, especially those involving young or elderly pedestrians and car occupants, as a priority area for action**. This stemmed from the report of a cross-Government Task Force on Preventing Accidental Injury
- the Department for Education and Skills has an objective to enable all young people to develop and equip themselves with the skills, knowledge and personal qualities needed for life and work. Basic road safety skills form an essential aspect of this
- the Departments for Education, Health and Transport are working together on **promoting sustainable travel to school and improving child road safety**, and highlighting the links between sustainable travel and health
- the Home Office and the Scottish Executive have **targets to reduce the level of vehicle crime**. Better enforcement and closer working with others such as the Driver Vehicle Licensing Agency form vital elements of the strategy for delivering these targets
- in Scotland the **Scottish Executive funds the Scottish Road Safety Campaign (SRSC) to develop and co-ordinate publicity and education initiatives. The SRSC works closely with all the Scottish Local Authorities, Police Forces and others with a road safety interest in the achievement of its aims and objectives**. The SRSC publishes an annual report and business plan.

46. The European Commission's *3rd European Road Safety Action Plan*⁸ has set an overall EU wide objective of halving the overall number of road casualty deaths by 2010. Britain already has the lowest death rate from driving in the developed world. Delivering this level of reduction will therefore be a real challenge for us. Nevertheless the Government fully supports the European Commission's overall objective.

⁷ The target is to secure a greater reduction in the overall number of road casualties in the 88 Neighbourhood Renewal Fund Areas in England designated by the Office of the Deputy Prime Minister, than for England as a whole, comparing the figure for 2005 with the average for 1999 to 2001.

⁸ European Road Safety Action Programme, Halving the number of road accident victims in the European Union by 2010: A shared responsibility.

Reinforcing the overall strategy

47. Additional initiatives have been introduced to reinforce the overall strategy.

Local Public Service Agreements with local authorities

48. From investing in safer infrastructure, to providing practical road safety advice and training to the local community, local authorities have the crucial role of delivering the strategy at the local level.
49. All local highway authorities in England have adopted the national casualty reduction targets locally. Around 60% of authorities have also entered into Local Public Service Agreements with the Department, which contain a road safety target that is intended to deliver noticeable additional casualty reductions over the next few years.

A road safety strategy for Wales

50. As well as progressing many of the strategy measures locally in Wales, the Welsh Assembly Government has developed and published its own *Road Safety Strategy for Wales*⁹ (January 2003). The strategy sets out how the national casualty reduction targets are to be achieved in Wales. Delivery is now being overseen and monitored by a Welsh Road Safety Forum.

Overcoming social exclusion

51. The road safety strategy had highlighted how people from poorer communities are more likely to become road casualties than their better off peers, with children from Social Class V five times more likely to die as pedestrians in a road accident than children from Social Class I.
52. The strategy is combining with wider Government policies to overcome social exclusion by creating stronger neighbourhoods and better quality local environments. Community involvement and joined up thinking form a central part of the initiatives aimed at reducing the road safety implications of social exclusion. The objective is to tackle the actual root causes of accidents.

Dealing with Disadvantage

53. In October 2002 the Department launched *Dealing with Disadvantage* to help deliver the enhanced element of the Department's PSA target and raise awareness more generally of the road safety problems in deprived areas.
54. The initiative specifically aims to identify and address the underlying causes of accidents by integrating traditional and innovative road safety measures with the work of other local partnerships covering wider transport, education, health and social

services. As well as reducing the inequalities in child pedestrian casualties *Dealing with Disadvantage* will equally benefit other vulnerable road users such as the elderly.

55. The main focus of the initiative has been on identifying particular areas of deprivation for priority attention. The £17.6 million of funding allocated over the 2003-2004 to 2005-2006 period is supporting two initial stages of work: Stage 1 is focusing on eight Metropolitan District Councils in Greater Manchester and two unitary authorities in Lancashire. Stage 2 is covering Bradford, Liverpool, Nottingham, Sandwell and Stoke-on-Trent.
56. Progress is being closely monitored and full evaluations of their effectiveness will be undertaken to help further develop this work and provide valuable best practice guidelines to other authorities and partnerships.

The *Dealing with Disadvantage* initiative

Objectives:

- to raise awareness of the road safety problems in deprived areas
- to identify and address the underlying causes of accidents by integrating traditional and innovative road safety measures with the work of other local partnerships covering wider transport, education, health and social services.

Actions

- identifying particular areas of deprivation for priority attention. The £17.6 million of funding allocated over the 2003-2004 to 2005-2006 period is covering two initial stages of work:
 - stage 1 is focusing on eight Metropolitan District Councils in Greater Manchester and two unitary authorities in Lancashire
 - stage 2 is focusing on Bradford, Liverpool, Nottingham, Sandwell and Stoke-on-Trent
- the Greater Manchester project includes the Neighbourhood Road Safety Initiative – set up as a centre of expertise in gaining a better understanding of the problems, devising and delivering solutions. The team includes a Neighbourhood Renewal specialist
- thorough monitoring and evaluation will allow lessons to be spread amongst all authorities
- guidance on *Tackling the road safety implications of disadvantage* issued to all English local highway authorities in March 2003.

57. To help raise awareness more generally, *Tackling the road safety implications of disadvantage* (March 2003) provided general guidance to all local authorities in England. It also required that they investigate whether they have a road safety problem relating to disadvantage, and if so, to identify the underlying factors and consider an appropriate strategy to reduce the impact. Authorities were asked to report back on this as part of their 2003 Local Transport Plan Annual Progress Reports. These responses are helping to establish a much better understanding of the overall picture across England.

Disadvantaged communities in Scotland

58. In Scotland, the Scottish Road Safety Campaign published *A Safer Place to Live – developing community-based initiatives to promote road safety* (August 2002). Based on a detailed review of a wide range of projects across Scotland, this provides good practice on how community driven road safety initiatives can reduce road casualties. The main focus is on areas designated as Social Inclusion Partnerships, which are found in the 34 most disadvantaged communities in Scotland.
59. A project funded by the Scottish Executive has also looked at road safety and community regeneration schemes. As a result of this work Good Practice Guidelines on an interagency approach to improving road safety will be published by the Scottish Road Safety Campaign later in 2004.

Inner City Demonstration Project

60. In July 2002 the Department invited bids from local authorities to participate in a 6 year Inner City Demonstration Project looking to show how deprived urban areas can be made safer through a strategic, broad based partnership approach to casualty reduction and better management of local traffic. The City of Birmingham was identified as the best site for the £6 million pilot project in June 2003.
61. The pilot aims to build on the successful Gloucester Safer City project, which saw fatalities and serious injuries reduced by 38% compared to the 1991-1995 average. The City of Birmingham project will seek to deliver casualty reductions through combining the Gloucester engineering techniques with a broader integrated approach with other local authority services such as education, health and social care. The project will also support the regeneration of this area of Birmingham.
62. Like the *Dealing with Disadvantage* work, the project is again being closely monitored and a full evaluation of its effectiveness will be undertaken to provide valuable best practice guidance to other authorities and partnerships.

The road safety research programme

63. Road safety policies in Britain have long been based on extensive research and statistical evidence and the strategy continued this trend. The Government continues

to commission research across the strategy as a whole and in many individual areas with the following aims:

- to identify the scale and nature of the road safety problem, and to identify those at relatively high risk of accident involvement
- to analyse and understand the factors which contribute to accident causation
- to develop and evaluate measures to reduce the number of accidents and casualty severity
- to monitor the implementation and effectiveness of road safety policies.

Road safety legislation

64. A number of the measures in the original strategy required primary legislation before they could be formally implemented. Legislative time is always based on competing priorities. Whilst it has been possible to bring some measures into force, there remain others which still require a suitable legislative slot. We continue to look for a suitable opportunity for primary legislation to pick up both measures in the original strategy and others that have since been identified, including the introduction of evidential roadside breath testing, updating road traffic penalties and providing for driver improvement schemes as a court disposal.

Progress in each of the ten themes

65. The remainder of this chapter summarises the progress made on each of the ten strategy themes:
- Theme 1 Safer for children
 - Theme 2 Safer drivers – training and testing
 - Theme 3 Safer drivers – drink, drugs and drowsiness
 - Theme 4 Safer infrastructure
 - Theme 5 Safer speeds
 - Theme 6 Safer vehicles
 - Theme 7 Safer motorcycling
 - Theme 8 Safety for pedestrians, cyclists and horseriders
 - Theme 9 Better enforcement
 - Theme 10 Promoting safer road use.
66. When reading the following review it should be remembered that whilst some of the measures feature in particular themes they also provide wider benefits across other areas of the road safety strategy.

67. The strategy had included indicative time horizons in which measures would be implemented. Appendix 3 to this document now rolls this forward to show the original and new strategy measures that have already been implemented, and those that are now due to be implemented between 2004-2006 and 2007-2010.

Theme 1: Safer for children

Most of the measures in the strategy are aimed at reducing both child and adult casualties. The strategy, however, also contained many specific measures aimed at further reducing child casualties to ensure that the more stringent 50% target is achieved.

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

Key strategy commitments included:

- i. improving Britain's child pedestrian record, which was poor compared to other European countries
- ii. enhancing the four key stages in road safety education: babies and very young children, primary age children, older children and older teenagers
- iii. rolling out plans to improve the safety of school travel, including making it easier to travel to school by bus
- iv. asking local authorities to carry out road safety audits
- v. improving in-car design so that it takes special account of children

The child element of the strategy also contained a number of additional measures that are covered in other themes, notably safer infrastructure around schools and residential streets where most child accidents occur and better vehicle design such as safer car fronts.

Progress so far

68. A detailed action plan *Child road safety – Achieving the 2010 target* (March 2003) – published on the Department's website www.dft.gov.uk – shows the progress that has been made and how child related road safety policies would continue to be developed to achieve the 50% target.
69. An extensive programme of research has improved our understanding of child pedestrian safety identifying risk factors, groups at particularly high risk, such as those living in disadvantaged areas, and how and when children develop the skills and understanding to become safer road users. This fundamental research has in turn been used to develop and evaluate effective training schemes and education

resources to support road safety professionals, teachers and parents in delivering pedestrian and cycle training to children. Current and ongoing research continues to improve our understanding and evaluation of the above, but also includes a particular focus on the road safety of older children and adolescents.

i. Improving Britain's child pedestrian record

- 70.** Our child pedestrian performance has improved with the overall number of child pedestrian casualties having fallen year on year. Similar trends have been seen in the overall number of child pedestrian KSIs, which in 2002 was 32% below the 1994-1998 baseline. Children aged between 11 and 15 remain the most at risk. Casualties in the lower age groups have, however, seen a downward overall trend since 1999.
- 71.** The number of child pedestrian fatalities – 103 in 1998 – was high compared to other European countries. In 1999, 2000 and 2001 the number peaked at 107. However, in 2002 they fell to 79, the lowest level in the past 20 years. But there is clearly room for further improvement and we must now seek to build upon this fall.
- 72.** Our pedestrian fatality rate per 100,000 child population of 1.21 in 1997 was also poor compared to others in Europe¹⁰. Despite the very slight increase in fatalities, our child pedestrian fatality rate reduced to 0.9 in 2000, and maintained this level in 2001. It further reduced to 0.7 in 2002. However, again there is room for further improvement to bring us even closer to our European partners such as the Netherlands whose pedestrian fatality rate has also improved from 0.66 in 1997 to 0.4 in 2002.

Child pedestrian training schemes

- 73.** Child pedestrian training is one of the initiatives that can help reduce the number of child casualties of all severity and there are several types of pedestrian training schemes in use in local authorities.
- 74.** Research tells us that children learn best from concrete examples from which they can begin to understand broader concepts. For pedestrian safety this means learning at the roadside. The strategy highlighted how the Drumchapel project in Glasgow had established that locally trained volunteers could improve the road safety skills of five to seven year olds if they were taught at the roadside in small groups using an interactive approach, and that these volunteers could be as effective as expert trainers. The skills that were developed as part of the Drumchapel project – how to teach finding safe places to cross and crossing between parked cars and at junctions – form the core of the *Kerbcraft* manual which is the basis of the Department's child pedestrian training pilot project.

¹⁰ For international comparisons children are defined as being those 0-14.

The child pedestrian training pilot project

- the Department has provided funding totalling £9 million to research the transferability of the Drumchapel experience to disadvantaged communities in England
- the money is allocated to 64 local authorities to run a total of 103 three year *Kerbcraft* schemes, they were selected in three annual competitions on the basis of their level of deprivation and child pedestrian casualties
- the money funds the employment of a coordinator to find and train local volunteers (mostly parents) who will train small groups of five to seven year olds at the roadside using the *Kerbcraft* model. More than 16,000 children have already received training. The project is being fully monitored and evaluated
- every local authority in Wales has been given funding for a three year period to employ a coordinator to roll out pedestrian training
- the Scottish Executive is also providing additional funding to selected local authorities over a five year period for *Kerbcraft* schemes in Scotland.

ii. Enhancing child road safety education

Child road safety education in England and Wales

75. A number of important steps have been taken to improve children's basic road safety skills. A wide range of well researched and easy-to-follow resources have been made available to parents, carers, children and teachers. These include:

- *Get Across Road Safety* booklets aimed at parents of children in the 0-6 and 7-10 age range. The booklets include advice on how to teach road safety as well as what to teach and interactive exercises that parent's can do with their children. They are available in dual language in Punjabi, Urdu, Bengali and Gujarati with English, and other languages and formats on request
- *Arrive Alive* – a highway code for young road users
- *On the Safe Side* (Autumn 2001) – sets out road safety education guidelines for primary schools and secondary schools, together with local education responsibilities
- *Making Choices* (July 2001) – a research-based teaching resource for teachers to use with children in their last year of primary school and first year of secondary school who are gaining independence and starting to make more complex journeys alone.

76. Wider guidance on teaching safety issues in schools has been available on the Department for Education and Skills website since February 2002. A number of *Think!* campaign primary and secondary school lesson plans, which use national curriculum subjects to provide road safety messages, have also been available on the Department's website since May 2002. A selection of the lesson plans are also available in hard copy format with some additional teaching resources.
77. The Driving Standards Agency (DSA), in partnership with the police and Local Authority Road Safety Officers, have been taking forward the Arrive Alive scheme since 1997. This involves DSA staff visiting schools to promote key road safety messages to older teenagers. The presentations seek to make prospective young drivers much more aware of the vulnerability of learner and novice drivers out on the road. The initiative was extended to other locations, such as young offenders institutions, in 1999. Some 6,000 presentations are planned for the 12 month period starting April 2004.

Child road safety education in Scotland

78. In Scotland a key aim of the Scottish Road Safety Campaign (SRSC) is to promote road safety education and skills for children. This has included the production of a national strategy for road safety education for all schools in Scotland. The national strategy's overall aim is to deliver a structured, equitable and long term approach to road safety education. Central to the strategy is to ensure that all children and young people – covering pre-school, primary, secondary and special educational needs – receive a minimum amount of road safety education at school, covering specific topics at certain times.
79. The SRSC has developed a range of road safety education resources, in line with the national strategy. All resources link to Scottish national educational guidelines, in particular the Health Education 5-14 national guidelines, and are to be taught in Personal and Social Development. The resources are teacher and pupil friendly and are available in hard copies as well as downloadable from the Scottish Road Safety Campaign's website at www.srsc.org.uk.
80. The Scottish Executive funds free membership of The Children's Traffic Club in Scotland (CTCS) which offers road safety training to all 3 and 4 year old children. Around the child's 3rd birthday the parent can register their child with the free club. In support of the club there is also the CTCS Nursery and Playgroup Pack which links to the curriculum framework for 3-5 year olds and contains a wide range of activities. In addition there are gym cards, parents cards and stickers and pre-school registration pack. Resources are also available to health visitors, childminders and road safety officers.
81. At primary level, the main resource is *Streetsense*, which covers Levels A to E. *Streetsense* aligns with Health Education and also links to Citizenship and fits into the concept of a Health Promoting School. *Streetsense* includes booklets (with teachers' notes, suggested lesson plans and pupil activities), posters, photos, leaflets, gym cards (promoting physical activity) and an audio CD.

82. Other upper primary road safety education resources link to *Streetsense*. The Scottish Cycle Training Scheme (SCTS), which links to Health Education, is designed to give pupils the skills and knowledge to cycle safely and responsibly on the road. A support resource for the upper primary play *The Journey* has been developed, which links to Drama in Expressive Arts. The Junior Road Safety Officer (JRSO) Scheme links to Citizenship and promotes peer education. Two JRSOs are chosen in participating schools. Their role is to promote key local road safety issues through a notice board, competitions and assemblies. More information about this scheme is available at www.jrso.com. The website www.streetwiseguys.co.uk has fun road safety activities for pupils in the transition stage between primary and secondary school.
83. At secondary level, the *S1/S2 PSD Road Safety Education* pack is aimed at lower secondary pupils. This resource links to Health Education and includes teachers' notes, suggested lesson plans and pupil activities. Also included is a support resource for the S1 play *The Nine Lives of Roddy Hogg*.
84. An Out of School Care Activity Pack and playleaders leaflet was developed jointly by the SRSC and the Department. *Pole Position*, developed in partnership with UK Youth, Remit and Leicestershire County Council, is a game for youngsters aged 12-18 years in youth clubs and groups. The game is based around group discussion on motor vehicles, motor vehicle ownership, driving and responsible road use.
85. Future initiatives include the development of a teaching resource for upper secondary, a support resource for the upper secondary play *Legal Weapon*, an assembly pack, adult literacy resource, a training pack for Faculties of Education and a student teacher information booklet.

iii. Improving the safety of school travel

86. The promotion of healthier and safer travel to school options has long been a Government priority and associated policies have been strengthened since the strategy was launched.

School travel plans

87. In February 2001 Government funding was provided to help local authorities in England to employ staff to work with schools to develop school travel plans. Since May 2001 the Department has also been providing up to five days of free site-specific advice to schools.
88. In September 2003 the Secretaries of State for Transport and for Education and Skills jointly published *Travelling to school – An action plan* designed to further help schools promote safe and healthy travel to school in England. The Government is providing over £50 million of additional funding over 2004-2005 and 2005-2006 to help deliver a step change in the number of school travel plans that are implemented. These plans are expected to contain a mixture of measures including safer routes to school, more and safer road crossings, local speed restrictions, dedicated cycle ways and improved public transport provision.

89. The Scottish Executive provided £750,000 of funding for school travel coordinators in Scotland in 2003-2004. This has been increased to £1 million in 2004-2005 and 2005-2006. The Welsh Assembly Government is currently developing a scheme to increase the take up of school travel plans in Wales.
90. *Travelling to school – An action plan* also sets out the intention to put legislation in place to allow a small number of Local Education Authorities to trial new approaches to school transport. A draft School Transport Bill published on 8 March 2004 seeks to free a small number of local authorities to develop innovative solutions and allow for a reasonable period of evaluation. Subject to Parliamentary approval, it is anticipated that the first schemes will commence in September 2006.

Yellow school bus pilots

91. The Department has also been monitoring the piloting of dedicated yellow school buses in certain local authority areas, which feature pick up points close to home, a seat for every child, seat belts and regular drivers specially trained in safety, security and child behaviour. An evaluation of the pilots published on 5 November 2003¹¹ shows that the dedicated school bus services were popular with parents and pupils and can play a valuable role in providing an alternative to using the car for the school run. However, the trials highlighted, amongst other things, that the dedicated school buses sometimes discourage children from walking and cycling.

iv. Child Road Safety Audits

92. Child Road Safety Audits enable local authorities to identify child road safety related problems within their authority. Following concerns that audits were not being undertaken in a consistent way, the Department issued guidance to all local authorities in England alongside the Local Transport Plan guidance. This guidance was reiterated in *Travelling to school – An action plan* in September 2003.
93. The Department is confident that the majority of local authorities are now undertaking child road safety audits and in a consistent format. However, the situation will continue to be closely monitored.

v. Improving child in-car safety

94. In 2002 the number of children killed or seriously injured as car passengers was 28% below the 1994-1998 baseline. However, the number remained static at around 940 in 2001 and 2002, with casualties in the 12-15 age group in particular levelling off. There are also consistently more in-car child KSIs in the 0-4 age group, than in the 5-7 age group.
95. Evidence shows that the wearing of seat belts greatly reduces the severity of an accident. The Department has therefore continued to regularly promote the wearing of belts and suitable child restraints through the *Think!* campaign. As a result, child

¹¹ Evaluation of First Yellow Bus Pilot Schemes.

restraint wearing rates are very high for the youngest children – regularly at 93% or above. However, rates for child restraint/seat belt use by those 5 years and above are only around the 85% rate. This supports maintaining the promotion of the use of the appropriate child restraint, rather than using the adult belt, until a child reaches the height of 150 cms, the lowest height for which adult belts are designed.

96. In Scotland, checks at car seat clinics found that up to 40% of child car seats were incorrectly fitted. The Scottish In Car Child Safety Campaign is addressing this through providing information and advice to parents, child seat checks and a website – www.protectchild.co.uk

Further progress expected by 2010

97. In addition to child pedestrian training, measures that have the potential to deliver noticeable reductions in child casualty figures between now and 2010 include:
- implementation of the European Directive on pedestrian protection, which was approved by the European Parliament in September 2003. When implemented this Directive will require new car models to have safer car fronts, which reduce the impact on pedestrians in the event of an accident. The change is also likely to provide some benefits to cyclists. It is estimated that phase 1 – covering new car designs introduced from 2005 – would eventually save around 3% of all pedestrian fatalities and 13% of serious injuries. Phase 2 covering even more demanding requirements for car designs is introduced from 2010
 - *Travelling to school – An action plan* commits us to working with schools and local education and transport authorities to achieve travel plans in around 10,000 schools by March 2006. We would like all schools to have travel plans by the end of the decade
 - a 2003 EU Directive on safety belts in vehicles¹² being transposed into domestic legislation before 2006 requires, amongst other things, that children under 3 years may only travel in vehicles if they use a child restraint, and that older ones up to 150 cms in height (nearly 5 feet) must use a child restraint with very few exceptions. Introduction of the ISOFIX system, which will introduce a universal fixing for child restraints, will also help to ensure both correct and secure installation
 - a report by the Organisation for Economic Cooperation and Development to be published shortly will provide valuable knowledge of best practice for child road safety based upon international experience. We will use this to help further develop our child road safety policies.

¹² an amendment to Council Directive 91/671/EEC on the approximation of the laws of the Member States relating to compulsory use of safety belts in vehicles less than 3.5 tonnes

Significant points arising from the review

98. The policy review has confirmed good progress in implementing child road safety policies. Nonetheless measures to deliver even further reductions in child casualties across all age and road user groups should continue to be developed. A particular focus is needed on further reducing the level of child pedestrian and child in-car casualties, especially in the older age groups.

Theme 2: Safer drivers – training and testing

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

Key strategy commitments included:

- i. instilling in young people the right attitudes towards road safety and safe driving
- ii. guiding learner drivers to take a more structured approach to learning and to prepare them for their driving career and not just to pass a test
- iii. raising the standard of tuition offered by driving instructors
- iv. improving the driving test in the light of better understanding about what needs to be examined and effective ways to do it
- v. focusing on the immediate post-test period for novice drivers
- vi. enhancing the status of advanced motoring qualifications
- vii. addressing the needs of professional drivers
- viii. reducing work related road safety risks
- ix. continuing to publicise the dangers of driving while using a mobile phone.

Progress so far

i. Instilling in young people the right attitudes towards road safety and safe driving

99. The Driving Standards Agency's (DSA) presentations to older teenagers aim to influence young peoples' attitudes towards learning to drive and passing the driving test. DSA will deliver the presentation to any school, college or other organisation for young people with the aim of ensuring that those who may be thinking about taking the test, or are already learning, have the information they need about the driving test and responsible attitudes towards road safety.

100. The sessions provide information about learning to drive, the theory and practical driving tests, vulnerable road users, speed control, hazard awareness, drink and drugs, the New Drivers Act and the Pass Plus scheme.

ii. Guiding learner drivers to take a more structured approach to learning and to prepare them for their driving career and not just to pass a test

101. To support a structured approach to learning to drive, a revised version of the voluntary driver training logbook was launched in March 2003 to provide instructors with a driving framework and give learners a checklist against which progress can be monitored. It is now sent to all provisional car licence applicants and one million copies have already been distributed.

102. The Government consultation document *Introducing a more structured approach to learning to drive* (March 2002) sought views on a number of options affecting both learner and newly qualified drivers. The options included:

- a logbook to help structure training and to provide a syllabus
- a compulsory period for that training
- possibilities for a range of pre-test training measures and post-test restrictions
- and the possible introduction of compulsory probationary 'P' plates for novice drivers.

103. Having considered carefully all the responses received, the Government is not persuaded that there is currently sufficient evidence to justify further regulation of the way new drivers learn. The Department will pursue an alternative approach. First, in partnership with other interested parties, DSA will be promoting an education agenda for novice drivers, building on the voluntary logbook initiative with further learning resources. Further information is set out in a separate letter issued by the Department dated 7th April 2004. Secondly, regulatory arrangements for driving instructors will be reviewed to ensure that the public can have confidence that the driver training services that they are buying are of the highest quality.

iii. Raising the standard of tuition offered by driving instructors

104. Driving instructors are now required to take a new theory test, which includes the hazard perception element, as part of their qualifying exams. The pass mark has been set at a level to reflect the high standards we expect of those who give paid instruction to learner car drivers. All instructors who qualified before November 2002, when the hazard perception test was first introduced, will have their standards re-certified by autumn 2006 by undertaking a computer-based assessment of their knowledge and understanding of the modern syllabus and their hazard perception skills.

105. As a next phase in raising instructor standards, DSA will consult interested parties on measures to help improve the services available to the public, including the development of Continuing Professional Development in the industry. Research will help develop these policies.

iv. Improving the driving test in the light of better understanding about what needs to be examined and effective ways to do it

- 106.** The strategy had set out the Government's view that better training and broader driving experience before taking the practical test would help learners become safe and responsible drivers before they could drive unaccompanied. Drawing on our programme of scientific research, the theory test has continued to be developed to help achieve this. Britain was the first in the world to use film footage of real road conditions to test drivers' hazard perception skills. Introduced into all types of theory tests taken since November 2002, this major step forward ensures learners develop their hazard perception awareness skills. The effectiveness of the hazard perception test is being closely monitored.
- 107.** The strategy recognised that developments in domestic driver testing would take account of the European Union dimension. In 2000 the EU adopted¹³ higher minimum standards for driving tests conducted by Member States, which affects the content of theory and practical tests, and the vehicles in which practical tests may be conducted. Theory tests which addressed the new syllabus were introduced in spring 2003, and a new vehicle safety element was introduced into practical tests in autumn 2003. New and more demanding special exercises will be added to the practical motorcycling test in autumn 2008. The more demanding size and weight requirements for larger vehicles and vehicle-trailer combinations, so that test vehicles are more representative of those driven when qualified, will be fully implemented by 2010.

v. Focusing on the immediate post-test period for novice drivers

- 108.** The DSA works in partnership with the insurance industry, and driving instructors, on the Pass Plus scheme. This encourages newly qualified drivers to take further training on aspects of driving that are not included in the practical test, for example, night time and motorway driving. The aim is to reduce the post test accident rate by increasing the take up of the course. Since 2000 take up has increased from 7% of those passing the test to 14%.

vi. Enhancing the status of advanced motoring qualifications

- 109.** Drivers should continue to develop their skills after they have passed the test. DSA has agreed national minimum standards for advanced driving tests with organisations that offer them, and monitors a sample of tests to ensure that they are met.

vii. Addressing the needs of professional drivers

- 110.** Steps have been taken to improve driver standards for larger vehicles such as lorries and buses. DSA worked with the road haulage and passenger transport industries to develop the driving elements of new occupational standards, which were adopted in 2002 and 2003 respectively. The apprenticeship scheme for young lorry drivers, the

¹³ Commission Directive 56/2000

Young LGV Drivers Scheme, was updated in March 2003. DSA led UK's involvement within the European Union in the development of a Directive¹⁴ setting professional competency standards supported by compulsory initial qualification and periodic training for drivers of lorries, buses, minibuses and coaches. This Directive, which will be implemented from 2008, will mean that professional development and standards re-certification will be the norm for drivers of the largest vehicles on our roads.

111. Also in June 2003 funding of £1.7m was allocated through the Road Haulage Modernisation Fund to provide a new driver-training scheme for 4,000 lorry drivers and 200 instructors in England and Wales. A similar scheme, with funding of £1.575 million from the same source, was announced in Scotland in September 2003.
112. Since 1997 DSA has operated a Driver Quality Monitoring Scheme for bus drivers. Twelve bus companies, including Transport for London, currently employ the Agency to undertake periodic assessments of their drivers, helping those companies deliver a quality service to the public. DSA also offers a driver assessment service to local authorities that license drivers of hackney carriage taxis and private hire cars. Forty-two local authorities now use the Agency's services, including Transport for London for London hackney carriage taxi cab drivers. In 2003-2004 DSA expects to undertake 7,500 assessments, bringing an assurance of standards to the public using these services.
113. DSA has worked with the police, fire, ambulance and military services to identify core competences for drivers operating in emergency response circumstances, which these services have adopted within their training programmes.

viii.Reducing work related road safety risks

114. Research has shown that more than a quarter of fatal or serious accidents involved someone at work. In 2002 the Government agreed with the Health and Safety Commission a programme of work staged over a 3-5 year period to address the risks to those who drive on the roads as part of their work. The main focus is on:
 - working with industry to develop and promote best practice
 - raising awareness
 - intelligence and data collection
 - clarifying the investigation and enforcement regime
 - research and guidance.
115. In September 2003, the Department and the Health and Safety Executive published free guidance *Driving at work: Managing work-related road safety* on at-work road risks. This contains advice to employers and the self employed on managing work-related road safety effectively and how it can be integrated into their existing health and safety arrangements. The Royal Society for the Prevention of Accidents (RoSPA),

the Occupational Road Safety Alliance (ORSA), the Local Authority Road Safety Officers' Association (LARSOA) and other road safety interests have also been doing some excellent supporting work with employers by both promoting the risks and providing practical courses that show how they can be reduced.

Driving at work: Managing work-related road safety – Key messages

The guidance document sets out employers' legal responsibilities and the benefits of managing work-related road safety. It advises employers that they need:

- a top level commitment to effectively manage work-related road safety
- a clear policy for managing the risks
- systems for monitoring on-road accidents
- to carry out risk assessments, following the same health and safety principles applied to any other work activity.
 - Step 1 look for hazards
 - Step 2 decide who might be harmed
 - Step 3 evaluate the risk and decide action
 - Step 4 record findings
 - Step 5 review the assessment and revise if necessary.

Copies of the guidance may be obtained from HSE Books or downloaded from the Health and Safety Executive (www.hse.gov.uk) or Department's (www.dft.gov.uk) web sites.

- 116.** In April 2002 DSA established a registration scheme for instructors specialising in providing training for those who drove cars and light vans as part of their work. Some 355 instructors are now registered.

ix. Ban on the use of hand-held mobile phones while driving

- 117.** The strategy had made a commitment to continue to publicise the dangers of driving whilst using a mobile phone. It also undertook to keep the need for legislation under review. The Department commissioned RoSPA to carry out a review of all available research evidence, which highlighted the increased accident risk from using any type of phone while driving. In the light of this, the Government has made it an offence to use a hand-held mobile whilst driving. Although the use of hands-free equipment is not a specific offence, drivers risk prosecution for failure to have proper control if they are distracted by a call on a hands-free phone. The Department continues publicity to warn drivers of the dangers of using any type of mobile phone while driving and advises that all phones should be switched off before starting a journey.

Further progress expected by 2010

118. Measures that have the potential to deliver improvements in driver education, training and testing between now and 2010 include:
- the development by DSA, in cooperation with relevant stakeholders, of modern competency sets for different groups of driver and driver trainer. These will inform our efforts to promote a learning agenda to meet and sustain the standards for each group, the efficient regulation of the related training environment, and effective assessment strategies
 - an enhanced focus on improving the learning process, including e-learning options, to enable trainees to maximise their potential to help themselves in a flexible and cost effective manner, helping social inclusion as well as road safety
 - subject to legislation, the rationalisation of arrangements for training, testing and supervising all professional driving instructors, with detailed provisions tailored to the needs of different sectors, to ensure that instructors have the competences to deliver high quality services to the public
 - further developments of the driving test, including more sophisticated computer-based assessments, so that candidates and the public can be confident that tests provide a robust service to assure public safety
 - the introduction of certification of professional competence for lorry and bus drivers should improve the availability of a skilled workforce to the road freight and passenger transport sectors, with economic and environmental, as well as safety benefits
 - improved awareness by employers and employees about road safety for those who drive cars and vans as part of their work. This should also help improve standards of private motoring
 - the European Commission has adopted draft text for a 3rd Directive on driving licences. This proposes, amongst other things, changes to the definitions of categories of driving licence, changes to the minimum ages for driving and riding and the introduction of common standards for driving examiners. No decisions have been taken and the views of stakeholders are being sought through a consultation exercise, which commenced on 18 February 2004.

Significant points arising from the review

Work related road safety – The need to encourage more employers to adopt best practice to reduce risks to their employees when out on the road. As well as delivering casualty savings, this reduces companies' costs in respect of staff absence and vehicle repair costs.

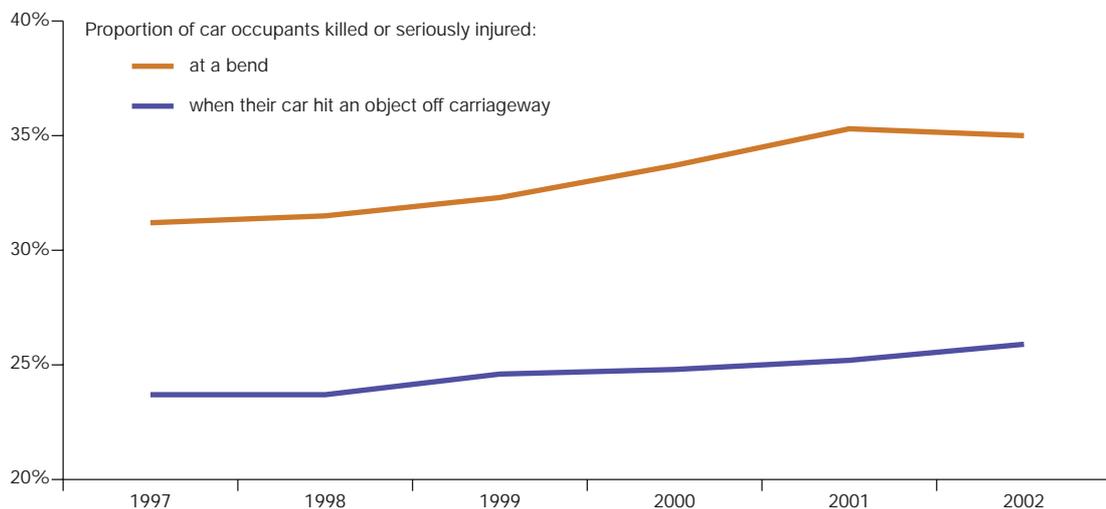
Driver behaviour – It is already known that excessive or inappropriate speed is a major contributory factor in accidents, particularly those involving a fatality. Analysis of available STATS19¹⁵ data indicates that many car accidents are caused by loss of control, with careless, reckless or aggressive driving contributing to an increasing proportion, and therefore core number of, accidents. Analysis of motorcycle accidents has also highlighted similar issues with rider behaviour.

119. The indication that driver behaviour and attitudes are contributing to a core number of serious or fatal accidents has consequences for many areas of the strategy, including training and testing, speed management and enforcement.

120. Analysis of STATS19 data has shown that:

- the proportion of KSI car occupant casualties that occur as a result of accidents at bends has risen from 23.7% in 1997 to almost 26% in 2002 – this represents around 4,800 KSI casualties each year
- the proportion of KSI car occupant casualties that occur as a result of accidents involving a vehicle hitting an object off the carriageway has risen from 31.2% in 1997 to above 35% – this represents around 6,800 KSI casualties each year.

Increase in proportion of car occupant KSIs at bends or when car hit an object off carriageway



¹⁵ The STATS19 system used by police forces to report road injury accidents does not routinely contain information about the cause of crashes. However, it does provide some useful indicators.

121. This finding is also reflected in TRL's more detailed investigation of car occupant fatalities, which provides an overview of the circumstances in which they died. Some of the principal findings are also strongly associating drivers aged under 30 with fatal accidents. A summary of the main findings is set out below. More detail can be found at Appendix 2. Chapter 4 shows some of the ways that the strategy is being developed to tackle this issue.
122. Based upon an analysis of the 10,238 car occupant fatalities that occurred between 1997 and 2002 – *this constitutes 6,749 drivers, 3,489 passengers*:
- 28% of drivers involved in accidents where at least 1 car occupant died were in the 20 to 29 age group. A further 14% were under 19, and 16% were aged 65 or over
 - the peak age group for driver fatalities was 20 to 24 – 17% of male driver fatalities and 13% of female driver fatalities were in this age group
 - the peak age group for passenger fatalities was 16 to 19 – 32% of male passenger fatalities and 18% of female passenger fatalities were in this age group
 - the majority of car occupants died on non-built up roads – 70% of drivers and 64% of passengers. Within this, 50% of drivers and 45% of passengers died on A (non-built up roads)
 - 32% of car occupants died in single vehicle accidents that involved no other vehicle
 - 29% of drivers and 29% of passengers died when the car left the carriageway and hit either a *tree* or *another permanent object*
 - about one third of fatal accidents occurred at bends
 - 6% of fatalities occurred whilst overtaking.

Theme 3: Safer drivers – drink, drugs and drowsiness

Strategy objective – To reduce the number of accidents in which driver impairment is a factor.

Specific strategy commitments included:

- i. introducing new measures to reduce drink driving further
- ii. developing more effective ways to tackle drug driving
- iii. carrying out research to improve understanding of drug driving
- iv. strengthening and enforcing laws on driving time for lorry, bus and coach drivers
- v. making people aware how much tiredness contributes to road accidents and advise drivers and employers how to cut the risks.

Progress so far

123. In addition to drink, drugs and drowsiness, the medical condition of a driver also impacts upon ability to drive safely. The Driver Vehicle Licensing Agency's Drivers Medical Group (DMG) has the important role of making sure that the minimum standards of medical fitness comply with UK and EC legislation in this area. In applying these rules the DMG seeks both to ensure that medically unfit drivers are not out on the road and take account of the transport needs of individuals, including those with special needs and the disadvantaged.

Driving under the influence of alcohol and drugs

124. The strategy had indicated that the Government would consider the issue of the legal blood alcohol content (BAC) limit in the context of any decisions taken in Europe. There was, in the event, not a formal directive tabled but the European Commission produced its own recommendations on the matter in January 2001. This was carefully considered. However, it was announced in March 2002 that the Government had decided not to change the limit but to focus on other measures to combat drink driving.

125. The police have long had enforcement powers to carry out roadside breath testing of drivers for driving under the influence of alcohol, together with the associated powers of arrest and to deal with those who refuse to cooperate. Since 2000 legislation has been made to improve the effectiveness of these powers. Under the Police Reform Act 2002 police were given powers to obtain evidential blood samples from unconscious suspects at hospitals and require them, on regaining consciousness, to agree to their analysis.

- 126.** Under the Railways and Transport Safety Act 2003 legal alcohol limits and breath testing as applied to motorists was extended in modified form to the aviation and shipping modes of transport. At the same time enhanced police powers were provided to conduct preliminary tests for driving whilst impaired and assess whether the impairment might be due to drugs. These enhanced powers will be made available as soon as procedures and devices are approved.

iii. Carrying out research to improve understanding of drug driving

- 127.** Research has been completed and published on: prevalence of drugs in fatal road accident victims; effects of cannabis and cannabis combined with alcohol; labelling of over the counter medicines and accuracy of Field Impairment Testing
- 128.** The Department continues to participate in international groups through which research on this subject is shared. We also support the Home Office in developing the procedures and screening devices provided for in the Railways and Transport Safety Act 2003.
- 129.** The Scottish Executive published research on recreational drug use and driving in 2001. Following the research the Scottish Road Safety Campaign produced a television advert highlighting the techniques used by the police to detect drug drivers.

iv. Strengthening and enforcing laws on driving time for lorry, bus and coach drivers

- 130.** The strategy had highlighted the intention to consult on the repeal of UK drivers' hours in favour of wider EU rules once the outcome of discussions on the EC Working Time in Road Transport Directive was known. Although the Directive is now agreed, the proposed consultation has been further deferred because of a European Commission proposal to amend the EU drivers' hours rules themselves – on which discussions are ongoing.

v. Driver fatigue, including making people aware how much tiredness contributes to road accidents and advise drivers and employers how to cut the risks

- 131.** We have undertaken a considerable amount of research to increase our understanding of the risks associated with falling asleep at the wheel and of the likely counter measures. This work is continuing and has helped influence our publicity campaigns to warn drivers of the dangers of driving while tired and to take regular breaks. Campaigns started in August 2000 and have included leaflets, posters, TV and radio advertising. We have also used motorway variable message signs and truck backs to carry the '*Don't Drive Tired*' message directly to drivers on the road. We also plan to target employers with information to highlight the risks of driver fatigue.

Further progress expected by 2010

132. Measures that have the potential to reduce the number of casualties caused by driver impairment between now and 2010 include:
- subject to legislation, the introduction of evidential breath testing at the roadside
 - the development of devices to screen for the presence of drugs in a driver and to test for impairment.

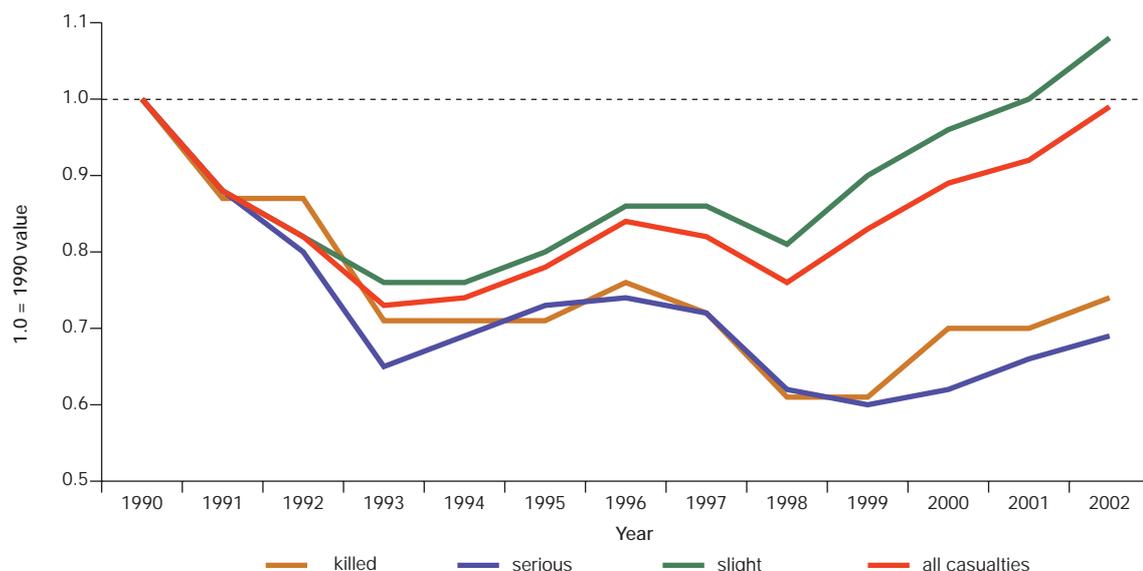
Significant points arising from the review

Drink Driving – The estimated number of drink driving related accidents and casualties has steadily increased and in 2002 was the highest for ten years.

133. A considerable part of tackling drinking and driving is about changing cultural attitudes and this has involved a combination of enforcement and intensive publicity campaigns. There can be little doubt about the success of this approach, which by 2000 had produced a reduction of two thirds in those killed in drink related collisions compared with the late 1970's. Behaviour that was once commonplace and accepted has become unacceptable in the older age groups. However, there is now evidence that drink driving is increasing in the younger age groups, with those aged 20-29 the most culpable. This is a concern and we must now focus on instilling these same drink drive messages in the younger age groups.
134. The Government has been looking at the problems associated with alcohol misuse and a final report, setting out a cross governmental alcohol harm reduction strategy, was published recently. There is certainly widespread acceptance among responsible motorists that driving under the influence of alcohol is potentially dangerous. Penalties for drinking and driving are severe. But a combination of ignorance of the penalties and a flawed impression of what might be a 'safe' personal limit do still result in drivers ignoring the advice not to drink and drive.
135. Drinking and driving invariably involves the driver either taking a conscious but erroneous decision that he is fit to drive when he is not, or totally disregarding the anti-social and dangerous implications of such behaviour. This increase is therefore a further indication that driver behaviour and attitudes in this area are deteriorating.
136. Research has firmly established that at the blood alcohol concentration of 80 mg, the UK prescribed limit, a driver is five times more likely to be involved in a crash. But any alcohol impairs driving skill, affects the ability to judge speed and distance and slows down reaction times.

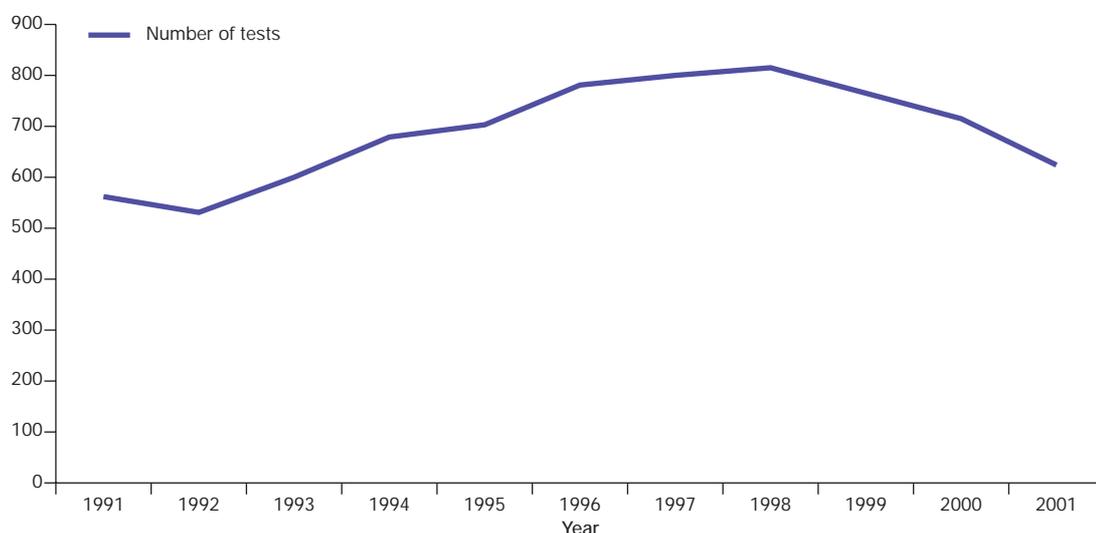
- 137.** There has been a steady rise in the number of drink drive related accidents since 1999, the estimated total number in 2002 (13,150) was the highest since 1991. Similar increases have been seen in the number of drink drive related casualties. Changed driver attitudes brought about by sustained drink drive campaigns and effective enforcement over many years had previously led to a downward trend. However, the downward slight injury trend has reversed since 1999. A reversal has also been seen in the number of KSI casualties since 2000.

Drink drive casualties



- 138.** In 2000 the strategy had indicated that there was a much greater chance that drink drivers would be caught as the police had substantially increased breath testing. However, recent Home Office statistics show a steady decline in the number of breath tests administered by the police in England and Wales since 1998. Meanwhile the percentage of tests that have proved positive over this period has risen from 13%, back to the early 1990s level of 16%.

Breaths tests in England and Wales



Theme 4: Safer infrastructure

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

Key strategy commitments included:

- i. ensuring safety is a main objective in designing, building, operating and maintaining trunk and local roads
- ii. ensuring safety continues to be part of the planning framework for main and local routes
- iii. publishing guidance about engineering for safer roads based on sound research and experiment
- iv. monitoring progress on local efforts to reduce casualties.

Increased investment

139. The design, construction, operation and maintenance of roads, and the overall road environment, make an important contribution to the safety of all road users. So does the provision of public transport alternatives. Government spending plans across the 10 Year Transport Plan period from 2000 to 2010 more than double the provision for the previous 10 years. This is enabling investment in both local infrastructure and the strategic road network to be stepped up.

Safer local infrastructure

140. Most accidents continue to happen on local managed roads where people live, work and shop and where they come into close contact with vehicle traffic.

141. Local highway authorities undertake a wide range of activities that contribute to better road safety including better management and maintenance of existing roads, local road safety schemes, traffic calming, the creation of 20 mph zones, improved facilities for cyclists and pedestrians, safe routes to school projects and road safety education.

Examples of local road safety funding and investment

England: Local authorities invested over £115 million on road safety engineering schemes in 2002-2003 including 20 mph zones, traffic calming and improved pedestrian and cyclist facilities.

Scotland: Nearly £38 million will have been made available by the Scottish Executive between 2000 and 2006 for cycling, walking and safer streets projects and £27 million between 2003 and 2006 for the introduction of 20 mph speed limits around schools and related safety projects.

Wales: £20 million of local road safety grant will have been made available between 2000 and 2004 for making roads safer for all users. An additional £11m has been provided for Safe Routes to School schemes.

142. Local authority engineers play a key role in carrying out accident studies to identify where and what problems exist and also in identifying, prioritising, designing and evaluating practical and cost effective solutions. Local authorities continue to develop and adopt a mixture of engineering and traffic management measures and the success of local safety schemes have been identified as one of the particular successes in reducing casualties, particularly for vulnerable road users.
143. Local authorities in England submitted their first five year plans, which incorporated local safety strategies, under the new Local Transport Plan system in 2000. Authorities have welcomed this new process as it allows them to adopt a longer term approach and provides more flexibility to adopt a package of measures that meet their local needs. The submitted plans indicated that local authorities would deliver over 23,000 local road safety measures by the end of 2005.
144. Local authorities are required to prepare Annual Progress Reports setting out the progress being made against their plans and targets. Authorities' 2003 reports estimated that the local safety projects delivered in 2002-2003 would save nearly 5,000 casualties. As well as enabling authorities to monitor and review their local strategies, these progress reports are also helping Government to develop future policies.
145. The Transport Research Laboratory also continues to collect and evaluate data to see which local safety schemes are most effective. This is helpful in establishing and promulgating best practice and, with the help of many local authorities, the first edition of *A Road Safety Good Practice Guide* was issued in June 2001. The final report on the successful Gloucester Safer City project, which saw serious injuries and deaths reduced by 38% compared to the 1991-1995 average, was published in September 2003, alongside new Urban Safety Management guidelines.

Safer strategic road networks

England

146. In recognition that fewer casualties per mile travelled occur on England's strategic road network, the Highways Agency has a separate, but supporting, casualty reduction target to reduce the number of people killed or seriously injured on the national motorway and trunk road network by a third by 2010.
147. Good progress is being made. In 2002 the number of KSIs on the strategic road network was 11.5% below the 1994-1998 baseline. However, on motorways, where traffic growth is year on year increasing significantly above the national average, the numbers have remained largely static. Whilst they remain the safest roads in terms of casualty rates, one third of all fatalities on England's strategic road network in 2002 occurred on motorways.
148. The Highways Agency continues to deliver a wide range of investment and maintenance projects, including a £775m package of trunk road improvements announced on 1 April 2003. However, in recognition that continued safety improvement on its network can only be achieved in future through more diverse measures than simply infrastructure improvement, the Agency has recently established a five year safety plan to help delivery of all its activities in contribution to the road safety reduction targets. An essential aspect of this is the reflection that the Highways Agency expanded role as network operator is allowing an even greater focus on a safer service to all road users.
149. The Highways Agency's working relationship with the police is being developed to provide greater benefits to road users. The Traffic Management Bill published on 5 January 2004 confirmed the intention to give the Highways Agency new powers and responsibilities to keep roads clear, minimise the disruption caused by road works and keep traffic moving. The Agency is recruiting 1200 dedicated Traffic Control staff to carry out certain traffic management responsibilities and tasks to complement and supplement the work of the Police, including getting traffic moving after road incidents or breakdowns and setting matrix and variable message information signs. A new network of Regional Control Offices will be operated jointly by the Highways Agency and police, to monitor and manage traffic and coordinate responses to incidents.
150. Responsibility for enforcing traffic laws and investigating road accidents remains with the police. But the new working relationship will allow the police to spend more time and resources dealing with crime including the enforcement of road traffic law. In total, these new plans will free up the equivalent of £20m each year – the work of 540 police officers.

Anticipated benefits of Highways Agency Traffic Control Officers:

- a managed road network which should mean a safer network
- a reduction in secondary incidents
- reduced incident related congestion
- more reliable journey times
- freeing up police resources
- better information for drivers
- better intelligence on network performance to inform improvements.

- 151.** The first phase of implementation of these changes, working within the existing legislative framework, takes place in the West Midlands from spring 2004. Further phases, covering the busiest stretches of the strategic road network in England, will be implemented over the following two years.
- 152.** The Highways Agency is continuously seeking to reduce the length of time taken to deliver investment projects. This is always done against an underlying principle that safety standards are in no way compromised. The Highways Agency is also actively pursuing a programme of pilot Active Traffic Management measures that may bring congestion and safety benefits to more heavily trafficked sections of motorways.
- 153.** The Highways Agency has introduced many new measures and practices to improve the safety of both road users and contractors and staff at roadworks. Compared with the last major study in 1992, the Personal Injury Accident rate at roadworks has reduced from 0.174 to 0.101. This indicates that there is now no significant difference in the accident risk to road users when roadworks are present.

Scotland

- 154.** The Scottish Executive has recognised the pressures on the trunk road network in Scotland and has brought forward plans to complete the central Scotland motorway network, improving standards on the new sections of road and encouraging traffic away from secondary roads and the inherent conflicts and dangers presented by the mix of traffic and pedestrians. The Executive also plans to implement improvements to the long distance single carriageway network identified in route action plans. These will reduce casualties by creating safer conditions, but also improve driving conditions and the ability to overtake slower moving vehicles and thereby reduce frustration, leading to better and safer driving practice along the routes.
- 155.** Road safety benefits are also delivered on Scottish trunk roads through a targeted programme of low cost safety schemes and through a programme of minor improvement works aimed at improving road layouts and removing hazards. Schemes

intended primarily to deal with road safety problems are prioritised according to anticipated casualty reductions.

- 156.** The Scottish Executive continues to develop its close relationship with the police and is presently working with them on a review of control room and roadside functions to determine the best methods for the future delivery and improvement of these functions. From the National Network Control Centre the National Driver Information and Control System (NADICS) is used to monitor and control traffic on the motorway and trunk road network. The system continues to be developed and 2003 has seen a significant increase in the number of Variable Message Signs together with further improvements to the NADICS traffic information website.

EuroRAP (European Road Assessment Programme)

- 157.** EuroRAP (European Road Assessment Programme) is a growing Europe wide initiative led by motoring organisations to provide road users with information to help them understand more about the sources of risk and how these vary on the motorway and A road network. The AA has taken the overall lead in the UK, working alongside the Highways Agency, the Department and TRL. Based upon an assessment of risk relative to comparable roads and the application of treatments to reduce casualties, EuroRAP objectives are:
- to reduce death and serious injury on European roads through a programme of systematic testing of risk that identifies major safety shortcomings which can be addressed by practical road improvement measures
 - to ensure that assessment of risk lies at the heart of strategic decisions on route improvements, crash protection and standards of route management.
- 158.** EuroRAP is seeking to model itself on the well established EuroNCAP (European New Car Assessment Programme) for car safety and the results of its first study were published in 2002.

Further progress expected by 2010

- 159.** Measures that have the potential to improve the safety of the local and strategic road networks between now and 2010 include:
- the second round of five year Local Transport Plans – Local authorities will be required to submit their second five-year transport plans in 2005. Covering 2006-2007 to 2010-2011, the plans are expected to retain a road safety focus, including further investment in local road safety schemes. The Government is using the accompanying guidance to strengthen road safety messages, including those aimed at further reducing the inequalities in deprived areas and embedding casualty reduction in a broader range of local transport investment projects

- the Highways Agency junction priority action programme – the Highways Agency will complete improvement works at ninety two priority junction sites across the network where congestion has been identified as a major localised problem
- the Department is preparing Local Transport Notes on traffic calming, which will assist local authorities in the planning, design and evaluation of traffic calming schemes in both urban and rural areas, and on improving provision for walking and cycling
- the Department, in conjunction with the Office of the Deputy Prime Minister, will produce a new *Manual for streets*. This manual will include technical guidance on the design of local roads although the exact scope is yet to be determined.

Significant points arising from the review

Local Authority resources – Local authorities are delivering good casualty reductions on the ground through a wide range of education and engineering measures. However, reflecting the overall problem in transport planning, there is a shortage of suitably qualified and skilled road safety staff in local authorities.

- 160.** The issue of a shortage of adequately skilled resources in local authorities has long been recognised and is a reflection of the problem across other aspects of transport planning and delivery. The Government continues to support the Transport Planning Skills Initiative, which seeks to address the root causes and reduce the wider skill shortage in transport planning. The stability of funding provided through the 10 Year Plan approach gives both local authorities and private sector partners confidence that investing in people and skills will be worthwhile. A long term planned approach to transport investment is the key to addressing skills shortages in the long term.
- 161.** The Government also continues to work with others to promote road safety as a profession and seek to increase its attraction as a career to younger people. We are also seeking to help local authorities make the best use of their resources through, for example, placing greater emphasis on developing both the range and level of road safety skills already in authorities and the toolkit to which they have access.

Theme 5: Safer speeds

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

Key strategy commitments included:

- i. publicising widely the risks of speed and the reasons for limits
- ii. developing a national framework for determining appropriate vehicle speeds on all roads, and ensuring that measures are available to achieve them
- iii. developing a new hierarchy of rural roads defined by their function and quality, which would combine flexibility at local level with national consistency
- iv. encouraging more local authorities to use the increased powers they now have to introduce 20 mph zones and speed limits, where appropriate, in urban areas
- v. researching a number of speed management problems to gain the necessary information to develop and test policies
- vi. pilot schemes for development of a speed camera funding mechanism, in the longer term roll-out camera funding nationwide.

Progress so far

- 162.** The strategy made commitments to investigate and implement policies in several areas of speed management. A number of those commitments are designed to help drivers and riders be more aware of speed limits and thus make it easier to comply with them. Those already delivered, include:
- establishing the policy that 30 mph should be the norm for villages in the United Kingdom, supported by traffic calming measures where appropriate
 - securing type approval for and issuing guidance promoting wider use of speed activated signs, which are triggered when they detect a vehicle is exceeding the speed limit, flashing up a warning to make drivers and riders aware of the limit and/or of any hazard ahead
 - improvements and clarifications to speed limit and speed camera signing through publication of revised Traffic Signs Regulations and General Directions 2002 in January 2003.
- 163.** A continuing programme of research and liaison with key stakeholders has enabled us to gain the necessary information to develop and test new policies. Those key

stakeholders include the County Surveyors' Society and the Institution of Highways & Transportation, who have provided invaluable help from the practitioners perspective.

- 164.** Enforcement of the law is an important element in dealing with excessive speed. But the great majority of people want to drive or ride safely, and respect speed limits. And throughout all the measures set out below, the Government's objective is *to encourage and assist people drive and ride at safe and legal speeds*, including raising awareness of speed limits and helping people assess and adopt appropriate speed at all times, as well as dealing with the minority of people who deliberately break the law.

i. Publicising widely the risks of speed and the reasons for limits

- 165.** We are committed to reducing excessive and inappropriate speed and the high level of deaths and serious injuries that result. Latest annual figures in *Vehicle Speeds in Great Britain: 2002* show that the proportion of motorists exceeding the 30 mph speed limit fell in 2002. This supports market research, which shows that there has been a gradual increase in the social unacceptability of speeding. The proportion of motorists finding it 'unacceptable' and 'highly unacceptable' to drive at 40 mph in a 30 mph area has risen from 60% in 1998 to 76% in 2003. However, driving in excess of the speed limit remains at a high level on all types of road. We are therefore considering how to help raise road users' awareness of speed limits and also help drivers and riders to recognise more easily both the speed limit and what is an appropriate speed on different types of road.

ii. Developing a national framework for determining appropriate vehicle speeds on all roads, and ensuring that measures are available to achieve them

- 166.** Based upon the research that has been undertaken, we will shortly be consulting local authorities on an updated version of Circular Roads 1/93, which is the Department's current advice on the setting of local speed limits. The revised guidance will provide up to date advice on the setting of all local speed limits in both urban and rural areas. It will also include advice on topics such as 20 mph zones, traffic calming, enforcement and the signing necessary to help drivers and riders understand and recognise the different speed limits that apply. The guidance will also help road users by ensuring greater consistency across the country.

iii. Speed management in rural areas

- 167.** The strategy had recognised the need to identify policies to improve speed management in rural areas, where excessive or inappropriate speed was a particular problem. The extensive research has provided a much better understanding of the speeds actually being driven on a range of rural roads. Many individual local authorities have introduced speed management schemes, making use of vehicle activated signs, which are proving effective on rural roads, particularly at the approaches to junctions and bends.

- 168.** The ongoing research is enabling the Department to further consider the concept of a hierarchy of rural roads and also an assessment framework that will allow local authorities to establish what vehicles speeds are on the rural road network and therefore allow them to consider what speed limits might be appropriate for particular types of rural roads, and whether and where lower speed limits would be appropriate.
- 169.** These are clearly complex issues and it is crucial that the way forward be informed by extensive, solid and appropriate research. This has taken time, but we are confident that progress can now be made. In taking this forward we plan to undertake a practical rural demonstration project in collaboration with the Department for Environment, Food and Rural Affairs and the Countryside Agency, and involving selected local authorities. We shall also continue to take full account of the potential wide-ranging impact on rural communities.

iv. Encouraging more local authorities to use the increased powers they now have to introduce 20 mph zones and speed limits, where appropriate, in urban areas

- 170.** The Department provided £3.5 million of funding to support the implementation of twenty-eight 20 mph zones over 2001-2002 and 2002-2003. Many local authorities are also already implementing 20 mph zones through their Local Transport Plans. Following trials of advisory 20 mph speed limits in residential areas throughout Scotland, the Scottish Executive has approved their roll out more widely in Scotland. The schemes are of benefit in making drivers aware of the most appropriate speed for the road.

v. Researching a number of speed management problems to gain the necessary information to develop and test policies

Mixed Priority Route Demonstration projects

- 171.** The strategy had made a commitment to develop and test practical solutions to improve the safety of main roads through urban areas, which often carry high volumes of traffic as well high levels of pedestrian use and cycling. Ten Mixed Priority Route Demonstration Projects are underway looking at how the competing needs of through traffic and local communities might be better accommodated. The first five projects are due to be implemented by summer 2004. Five further schemes focusing specifically on how busy shopping streets can be made safer are being implemented during 2004 and 2005.
- 172.** As well as reducing accident risk, the Mixed Priority Route Demonstration Projects are also seeking to reduce community severance and therefore improve the quality of local environments. All ten projects will be monitored and evaluated with the view to compiling and publishing a good practice guide, to help local authorities wishing to develop similar schemes in the future

vi. Pilot schemes for development of a speed camera funding mechanism, longer term roll out of camera funding nationwide

- 173.** The Road Traffic Act 1991 provided for the use of camera technology to combat problems of dangerous speeding and traffic light offences. Government guidance in Circular 1/92 *'Use of technology for traffic enforcement: Guidance on deployment'* spelled out that the objective was reduced casualties, and that sites should be identified systematically, on the basis of collision statistics.
- 174.** Many police forces and highway authorities took up the option, but did not have the resources to use the technology effectively. A two year pilot scheme was therefore started in eight areas in April 2000, which provided funding for the cost of purchasing and operating cameras, and the associated 'back office' functions, from the fixed penalty fines paid by the road users who broke the speed limits or jumped red lights at the high risk locations where cameras were sited. Following very good early results¹⁶, the national rollout of safety camera enforcement through safety camera partnerships across Britain was announced in August 2001. Partnerships comprise representatives from comprise local authorities, the police and magistrates courts, thus bringing together the key local players involved in delivering safer roads. The Government particularly supports closer working and liaison between local authorities and the police to ensure that the right approach is taken locally to address local problems.
- 175.** Very good progress has seen the formation of safety camera partnerships in all but six of the fifty-one police force areas in England, Scotland and Wales by the start of 2004-2005. A further five are expected to join during 2004-2005. All are making effective use of safety cameras to reduce speeds and prevent road accidents and casualties. They are also actively informing the public about their approach and the benefits of complying with traffic laws that are designed to protect all road users.
- 176.** The purpose of deploying safety cameras is to encourage road users to drive within the speed limit, specifically of locations where there is a known speed-related danger of crashes. Consistent with that aim, from December 2001, new rules have applied to make the cameras (both fixed and mobile units) clearly visible to enhance their deterrent effect. The arrangements for cost recovery are set out in a published Handbook of Rules and Guidance. This document sets out the criteria for identifying and prioritising the locations for camera deployment, by reference to the record of speed-related crashes and casualties.
- 177.** We are committed to publishing data on camera sites. Detailed evaluation of the initial eight pilot safety camera areas published in February 2003 showed an average 35% reduction in the number of KSI casualties at camera sites over the two year trial period. Average speeds also reduced by around 10% at camera sites. A detailed report on the third year of operation of the programme, covering 24 police authority areas which joined the programme by 2002-2003, will be published shortly.

- 178.** Media interest and criticism of safety camera deployment has increased over recent months. Much of this criticism is based on an erroneous view that cameras are used primarily to raise money. This is reflected by market research which indicates that support for safety cameras among drivers has fallen over the past two years, through remaining strong at around 70%. There remains strong support from vulnerable road users: over 90% of those who do not drive (or do not do so regularly) support their use. So do the vast majority of people in the local communities they serve.
- 179.** The figures indicate the need for public information on safety cameras and their benefits. Many local partnerships already publish information on the operation of their programmes, including detailed lists of safety camera locations, and the casualty statistics before and after the installation of speed and red light cameras. The Department is liaising with partnerships for full information to be available on all local programmes.
- 180.** The use of safety cameras is just one of the options available for addressing road safety concerns. It is vital that for any given location, the local highway authority, working with the police, identifies the right approach, which could be engineering (e.g. redesign of a junction or traffic calming), signing or enforcement (or a combination). There is strong evidence to suggest that safety cameras can be an extremely effective tool for saving lives and delivering casualty reductions. On that basis we will continue to encourage their use as part of the wider toolkit; to monitor their effectiveness, and publish the results; and to develop good practice guidance to help highway authorities choose the right tool for the job.

The road safety benefits of camera enforcement

An independent report on the two year pilot scheme where eight areas were allowed to reinvest some of the money from speeding fines into the installation of more cameras and increased camera use found that casualties and speeds were down.

Casualties:

- there was a 35% reduction in people killed or seriously injured (KSI) at camera sites, compared to long term trend. This equates to about 280 people
- there was a 14% reduction in personal injury accidents at camera sites, equating to about 510 fewer accidents
- there was a 56% reduction in the number of pedestrians being killed or seriously injured at camera sites
- there was 4% fewer people killed or seriously injured across the pilot areas. This equates to about 530 fewer people killed or seriously injured.

Speed:

- average speed at all camera sites fell by 10% or 3.7mph
- average speed at urban sites (30/40 mph areas) fell by 12-13%
- the number of vehicles speeding at camera sites dropped by 67%.

Further progress expected by 2010

181. Measures that have the potential to deliver noticeable improvements in speed awareness and speed management between now and 2010 include:

- revised guidance on setting local speed limits on all roads, including the associated speed management assessment framework
- the Scottish Executive allocated a further £27 million in September 2003 to increase the number of 20mph areas around Scottish schools, and other related projects, over the next three years. Following successful trials in five Scottish local authorities of non-standard low cost signs for part time speed limits (mainly 20mph) outside schools, the Executive has given the green light for the signs to be used more widely throughout Scotland
- the NHS Health Development Agency announced in October 2003 that it intends to work more closely with local authorities to support the implementation of more 20mph zones, particularly in disadvantaged areas
- subject to legislation, introduction of a two tier fixed penalty for speeding whereby those exceeding limits by a wide margin receive tougher penalties
- in line with the Government's wish to place greater emphasis on education and retraining, the roll out of Speed Awareness Courses as set out in paragraph 242. Some areas of England have introduced rehabilitation courses for speeding offenders. The Department is researching the content and effectiveness of these courses with the view to rolling out a national model as soon as appropriate quality standards and quality control processes have been defined and agreed.

Significant points arising from the review

Speed Management – Excessive or inappropriate speed continues to play a major factor in many accidents. The number of casualties has decreased on both rural and urban roads. But the rate of decrease on rural roads has been slower. Work to address this must be a priority. However, evidence also confirms that we must continue to take action in built up areas where vulnerable members of our community such as children and the elderly can be most at risk.

Theme 6: Safer vehicles

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

Key strategy commitments included encouragement of:

- i. improvements which prevent accidents happening in the first place
- ii. improvements which protect car occupants in the event of an accident
- ii. improvements which protect other road users
- iv. better information for consumers, helping them to choose safer vehicles.

Progress so far

Improved vehicle design

- 182.** Improved vehicle design and secondary safety is expected to deliver significant casualty reductions over the lifetime of the strategy. Britain is acknowledged as a world leader in vehicle design and boasts a number of world class institutions. However this is an area in which progress is best made at a European wide level. The emphasis has largely therefore continued to be through regulation.
- 183.** A number of new European Directives have come into force since the strategy was launched:
- seat belts are now compulsory in new coaches and minibuses and in new goods vehicles over 3.5 tonnes
 - anti lock brake systems are now required on all new coaches and large goods vehicles over 3.5 tonnes
 - cars meeting the new front and side impact protection Directives are now widespread
 - front under run devices are now a requirement for most new goods vehicles.
- 184.** In September 2003 the EC Parliament approved an important Directive making better protection for pedestrians compulsory in the design of all new cars. When implemented this new Directive will require new car models to have safer car fronts, which reduce the impact on pedestrians in the event of an accident. The change is also likely to provide some benefits to cyclists.

Better information for consumers, helping them to choose safer vehicles

- 185.** Britain continues to be actively involved in the development of vehicle design and pursuing research to find new approaches to vehicle safety. The strategy highlighted how Britain's initial research had led to the development of the European New Car Assessment Programme (EuroNCAP), which provides car buyers with an independent assessment of the safety performance of some of the most popular cars sold in Europe. This programme is now recognised as being a real force for change to encourage significant safety improvements to new car design.

Further progress expected by 2010

- 186.** Safety will continue to improve as more new vehicles come into use. Other measures that have the potential to deliver noticeable improvements in vehicle safety between now and 2010 include:
- voluntary agreement with car manufacturers to fit anti-lock brake systems to all new cars and car derived vans by July 2004
 - advanced side impact protection
 - better frontal impact protection through vehicle to vehicle compatibility
 - consumer information initiatives for 'primary' safety through the EuroNCAP organisation.

Significant points arising from the review

- 187.** The policy review has raised no significant issues. However, it will be very important to ensure that vehicle design and secondary safety continue to improve so that the significant casualty reductions materialise.

Theme 7: Safer motorcycling

Strategy objective – To improve the safety of motorcycling.

Key strategy commitments included:

- i. working with representatives of interested organisations, in an advisory group, to look at issues of concern
- ii. improving training and testing for all learner riders
- iii. publishing advice for people returning to motorcycling after a break, and people riding as part of their work
- iv. helping drivers become more aware of how vulnerable motorcyclists are.

Progress so far

i. Working with representatives of interested organisations, in an advisory group, to look at issues of concern

- 188.** The Government set up an Advisory Group on Motorcycling to help inform policies on motorcycling and develop a national motorcycling strategy. The overall aim is to crystallise the role of motorcycling within an integrated transport policy. But improving the safety of motorcycling will be an underlying feature throughout the strategy. The aim is to publish the report of the Advisory Group in summer 2004. The Government will then announce its national motorcycling strategy in autumn 2004.
- 189.** A research programme was established to inform this work, with a particular focus on continuing to improve the understanding of accident causes and rider behaviour. The research programme is ongoing but the first stage is now complete and the findings are being taken into account as the motorcycling strategy is developed.
- 190.** A supporting Integration and Traffic Management Task Force is identifying practical advice and guidance needed to help local authorities to better integrate motorcycling into their local plans. The Task Force identified a particular gap in advice available on how to provide for safer motorcycling on the road network. The Institution of Highway Incorporated Engineers is helping to produce guidelines, which should be published later in 2004.
- 191.** The Welsh Assembly Government is also developing its own motorcycling strategy for Wales with the help of interested groups across the country.

ii. Improving training and testing for all learner riders

- 192.** Steps have been taken to improve rider training and testing. A package of measures improving moped and motorcycle training, testing and licensing arrangements was implemented in February 2001. The hazard perception also forms part of the theory test for riders. European wide changes to improve rider safety by setting more demanding standards for the practical test come into force from 2008. The Driving Standards Agency (DSA) has worked closely with motorcycling interests to establish the most effective way to implement these changes and is now putting the necessary measures in place. The Agency will continue to work with interested parties to develop effective training arrangements to support riders to meet the higher standards.
- 193.** The DSA is working with the training industry and motorcycle manufacturers on developing a voluntary scheme to improve rider safety for those who already hold a full licence. The scheme's objective is to engage a broad range of motorcyclists, offering developmental training delivered by quality assured trainers. The draft scheme will be subject to wider consultation.
- 194.** The DSA has also continued to work with the training industry and motorcycle manufacturers on developing the training syllabus for pre test riders, standards for motorcycle trainers and the standard of post test rider training.
- 195.** The national Bikesafe scheme, which provides an assessment for riders to identify where they need to enhance their skills, is being developed and standardised. The scheme, which is operated by the police in conjunction with motorcycle interests, was relaunched in November 2003.

Bikesafe's 10 point approach to reducing motorcycle casualties

1. A multi agency approach
2. Motorcyclist involvement including 'Observed Rides'
3. Industry involvement
4. Dealer involvement
5. Raised awareness of potential dangers
6. Highlight importance of post test training
7. Raise motorist awareness to '*Think Bike*'
8. Enforcement of speed limits
9. Enforcement to counter dangerous and careless riding
10. Education and advice on security of motorcycles and regular checks for stolen machines and parts

196. Specific research is also currently underway in Scotland looking at the circumstances of motorcycle crashes. The findings of this study, as well as those of an evaluation of the police Bikesafe scheme in Scotland conducted in 2003, will guide future enforcement and publicity initiatives aimed at motorcyclists in Scotland.

iii. Publishing advice for people returning to motorcycling and those riding for work

197. DSA produced a free information leaflet *Motorcycling – the more you know, the better it gets* in April 2002. The leaflet, which was distributed by trainers and retailers, reminded those returning to motorcycling about the particular skills needed to ride safely and encouraged them to seek refresher or developmental training. In addition DSA has re-written and updated the handbook for all motorcyclists *Motorcycle riding – the essential skills* to include advice for those returning to riding after a break.
198. The Government has worked with the Despatch Association and the Pizza, Pasta and Italian Food Association to develop new Codes of Practice for the courier and fast food industries. The Codes, published in 2001, aim to maintain the highest standards of road safety and to reduce accidents on the road to a minimum.

iv. Helping drivers become more aware of how vulnerable motorcyclists are

199. As Hazard Perception Test (HPT) forms part of every theory test it has a valuable role to play in raising the awareness of vulnerable road users, including motorcyclists, amongst all test candidates. Motorcycles appear in more than a third of all HPT film clips, either as part of the developing hazard or in the background. HPT therefore not only examines the skills of learner riders it also raises the awareness of other learners to the vulnerability of motorcyclists.
200. In 2001 the Department launched a new publicity campaign aimed at improving the safety of the commuter motorcyclist. The campaign – including a TV advertisement supported by radio advertising, posters and leaflets – is aimed at both motorcyclists and motorists. It seeks to heighten drivers' awareness of motorbikes whilst encouraging motorcyclists to ride so that they can be seen.

Further progress expected by 2010

201. In addition to the planned National Motorcycling Strategy, further measures that have the potential to deliver noticeable improvements in motorcycle safety between now and 2010 include:
- the European Commission has adopted draft text for a 3rd Directive on driving licences. This proposes, amongst other things, changes to the definitions of categories of motorcycling licences, and changes to the arrangements for staged access from less to more powerful machines. No decisions have been taken and the views of stakeholders are being sought through a consultation exercise, which commenced on 18 February 2004

- the revised European practical motorcycle test, which includes new and more demanding manoeuvres, comes into force in 2008
- the availability of improved motorcycle safety helmets in the market place, possibly through a consumer information scheme.

Significant points arising from the review

Motorcycle safety – The Government welcomes the improvement in the motorcycle KSI and slight casualty rates. However, there is still concern that motorcyclists continue to be disproportionately represented in casualty numbers. They accounted for 18% of fatalities in 2002 and statistics show that motorcyclists are 30 times more likely to be killed than car users and 4 times more likely to be killed than cyclists.

- 202.** TRL has undertaken further investigation of motorcycle fatalities over the 1997-2002 period to supplement the other studies that are already done or underway. This work has indicated that rider behaviour and attitudes are contributing to a core number of these accidents. A summary of the main findings is set out below. More details can be found at Appendix 2.
- 203.** Based upon an analysis of the 3,531 motorcycle fatalities that occurred between 1997 and 2002:
- reflecting the much faster increase in the number of registered motorcycles of 500cc and above, the number of fatalities with machines in the 501-1000cc range grew by 40% between 1997-2002, whilst the number for smaller or larger machines scarcely changed
 - the peak age group for fatalities was 30-34, although the biggest increase in fatalities between 1997-1999 and 2000-2002 occurred in the 30-49 age range
 - 60% of motorcyclists died (2,119) on non-built up roads, with 37% (1,306) on built up roads
 - the proportion of fatalities on A (non-built up roads) rises from less than one fifth for 51-125cc machines to almost half for over 1000cc. Conversely, the proportion of fatalities on built up roads falls from two thirds for 51-125cc to less than one third for machines over 500cc
 - a motorcycle collided with a car in 53% of fatal accidents and with a lorry in 7% of accidents, some 28% of the motorcycles hit no other vehicle
 - the proportion of deaths occurring at bends has increased from 33.7% in 1995 to 37.4% in 2002. Some 24% of the total number over the period 1997-2002 were going ahead at a left hand bend and 13% were going ahead at a right hand bend

- the proportion of motorcycles that left the carriageway and hit an object such as a tree has tended to rise, reaching 32% in 2002
- 14% of motorcyclists were overtaking when the fatal accident occurred, more than twice the level of car occupants that died while performing this manoeuvre.

Theme 8: Safer for pedestrians, cyclists and horseriders

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

Key strategy commitments included:

- i. encouraging local authorities to develop Local Transport Plans which include (i) measures to increase cycling and walking, and (ii) a range of measures to improve safety
- ii. monitoring and develop Home Zones
- iii. working with voluntary bodies to improve training for cyclists and horseriders and to promote use of protective clothing, including cycle helmets
- iv. helping drivers become more aware of just how vulnerable these groups can be.

Progress so far

i. Encouraging local authorities to develop plans, which include (i), measures to increase cycling and walking, and (ii) a range of measures to improve safety

- 204.** Notwithstanding the fact that cycling and walking levels have increased less than expected, the reduction in both the KSI and slight casualty rates per 100 million vehicle kilometres have improved in both groups for both adults and children is to be welcomed. As part of the Government's ongoing commitment to increase cycling and pedestrian numbers, funding has been substantially increased for schemes that provide safer and improved conditions for these users.
- 205.** The *10 Year Transport Plan* sets a target to treble the number of cycling trips by 2010. In March 2002 the Department launched a Cycling Projects Fund to support small scale local projects aimed at increasing cycling. Over two rounds, more than £4 million of match funding has now been granted to over 300 cycling projects across the country. These include 32 cycle training projects.

- 206.** Emerging international research appears to bear out the belief of cycling interests that there is a correlation between higher levels of cycling and improved cyclist safety. This is very encouraging and the Department will be looking at further research to explore the possible relationship between cycling casualties and cycling levels to throw further light on this subject.
- 207.** In June 2003 the Department's discussion paper *On the move: by foot* sought views on ways to increase the number of journeys made on foot and improving conditions for walking. The responses are being used to inform an action plan to increase walking and cycling.
- 208.** The Welsh Assembly Government has developed and published *A Walking and Cycling Strategy for Wales* (December 2003). This aims both to increase levels of walking and cycling, and make them safer and more pleasant for all age groups. It links to many of the key initiatives in their overall road safety strategy.
- 209.** The Scottish Executive core funds the new '*Cycling Scotland*' promotional organisation, which was established in October 2003. The new body is tasked with achieving the targets of the National Cycling Strategy throughout Scotland. A draft walking strategy for Scotland was consulted upon in 2003, with a final strategy document planned for publication in Spring of 2004. Cycling and walking policy is being taken forward in an increasingly cross cutting approach by several executive departments, including Health and Education. This approach reflects the wide spectrum of benefits that increased levels of these activities brings.

ii. Monitoring and develop Home Zones

- 210.** Home Zones are residential areas where the streets are shared between residents and motorists. They aim to improve the quality of life in residential streets by creating places that people – especially children, families and teenagers – can use for a wide range of activities, instead of just being thoroughfares for motor traffic. The Government is encouraging local authorities to develop Home Zones as a model for their residential streets, both in their existing communities and when planning new developments.
- 211.** Nine local authority pilot schemes were underway when the road safety strategy was launched. These pilots are being monitored by TRL for the Department, to establish how well their scheme objectives are being met. Early indications from completed schemes are that they have often led to a stronger, vibrant and diverse community. Residents in Northmoor, Manchester are far less concerned about crime than they once were, house prices there have now risen significantly, and there are now very few empty properties – a good measure of success. It has been observed that with the development of the Home Zone in Morice Town, Plymouth, there is greater community activity.
- 212.** In April 2001 the Prime Minister announced a £30m Challenge fund to encourage the development of new Home Zone schemes in England. As well as creating a substantial increase in the number of Home Zones, the Challenge is intended to

improve the level of knowledge of what makes a good Home Zone. The 61 successful bids were announced in January 2002. By the end of November 2003, two schemes were complete and site works were underway at 16 further schemes. The remaining schemes were at the detailed design/tender or consultation stages.

- 213. The Department has published two Traffic Advisory leaflets on Home Zones and contributed to the publication of *Home Zones Design Guidelines* published by the Institute of Highway Incorporated Engineers. The Department has also consulted on statutory guidance and regulations for designating Home Zones and on the regulations for use orders and speed orders in England.
- 214. The Scottish Executive issued consultation guidance on the development of Home Zones in 2002 and is funding the monitoring and evaluation of four pilot schemes in Scotland. The Executive has made regulations prescribing the procedures to be followed by local authorities in designating Home Zones and hosted a conference in February 2003 to promote Home Zones to house builders.

iii. Working with voluntary bodies to improve training for cyclists and horseriders and to promote use of protective clothing, including cycle helmets

- 215. In 2001 the Department and the Department of Health funded the Cyclist Tourists Club (CTC) to lead a group of road safety and cycling experts in identifying best practice in providing cycle training for adults and teenagers and to make the materials available to highway authorities and other relevant agencies. This led to the development by cycling and road safety experts of a National Standard for adult and teenage cyclist training.
- 216. The Department is now working with a similar expert group to produce a new National Standard for child cyclist training. Fewer than 30% of children currently have access to such training. The intention is to inspire more, high quality cyclist training to both improve road safety and promote cycling. The draft National Standard will be piloted in 40 schools from the spring of 2004, as part of a wider initiative to promote cycling to school, funded by the Bicycle Association and the Department. The National Standard is then expected to be confirmed, following this pilot phase, later in 2004.
- 217. Research published in 2003 provided further evidence that cycle helmets can reduce the severity of head injuries. The Government is aware that some people believe that wearing helmets discourages cycling. However, it believes that the important point is to strike a sensible balance between encouraging cycling, which has immense health benefits, and making sure that safety is not unnecessarily compromised. The Department therefore continues actively to promote the wearing of cycle helmets, particularly for teenage boys where latest surveys show that the wearing rate has fallen from 16% to 12%.

- 218.** The Department's commitment to improving safety for horseriders was demonstrated by its collaboration with the British Horse Society in 2002 to produce a film for television, and support material showing that drivers should take care around horses.
- 219.** The Scottish Road Safety Campaign, in partnership with the Trekking & Riding Society Scotland and the British Horse Society Scotland, produced a Riding & Road Safety booklet aimed at all horse & pony riders. This was followed up with the production of a Riding & Road Safety Training resource for use in over 80 approved equestrian centres throughout Scotland.

iv. Helping drivers become more aware of just how vulnerable these groups can be

- 220.** One of the key needs identified over recent years has been to better understand, and improve, car drivers' perception and understanding of cyclists' vulnerability. The Hazard Perception Test specifically includes footage of both cyclists and pedestrians to highlight awareness of their vulnerability. TRL also completed a useful research project on this in 2003. Amongst other things, it recommended that physical road features that force cyclists and drivers into close proximity should be avoided, and where this is unavoidable, motor vehicle speeds at such locations should be reduced. Highway designs that deliberately require cyclists to obstruct traffic in order to produce a traffic calming effect should be avoided as they are likely to cause particular frustration to drivers.

Further progress expected by 2010

- 221.** Measures that have the potential to deliver noticeable improvements for vulnerable road users between now and 2010 include:
- in June 2003 the Department invited local authorities to bid for two 5-year showcase Sustainable Transport Town demonstration projects in England. The proposals are expected to incorporate all aspects of best practice to encourage walking, cycling and public transport use and act as showcases for other towns wishing to promote greater travel choice. From fifty outline bids, seven were short listed in December 2003 to work up more detailed plans
 - the Department will publish Local Transport Notes containing advice to local authorities on how to improve conditions for walking and cycling in summer 2004. The notes will advocate the provision of infrastructure which is not only safe to use, but also feels safe
 - Quiet Lanes is a Countryside Agency concept supported by the Department. Quiet Lanes schemes aim to maintain the tranquillity and character of minor rural roads which are suitable for use by walkers, cyclists, horse riders and motorists. The schemes are based on community involvement and emphasise equal priority for all users

- the Department will make regulations and publish statutory guidance on Quiet Lanes and Home Zones. Additional guidance arising from the monitoring of early Quiet Lanes or Home Zones schemes will be published as data becomes available
- the Highways Agency is developing a Non-Motorised User Crossing Programme that will reduce the risks for pedestrians, cyclists and horseriders at 1200 crossing sites across the strategic road network.

Significant points arising from the review

222. The Government remain fully committed to policies that encourage higher levels of walking, cycling and horseriding. Improving the conditions for and safety of pedestrians, cyclist and horseriders is a central part of this. It will, however, be important to ensure that levels do not increase without commensurate safety measures.

Theme 9: Better enforcement

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

Key strategy commitments included:

- i. more effective road traffic law and enforcement
- ii. penalties more appropriate and proportionate to the seriousness of offences
- iii. more emphasis on education and retraining
- iv. maximum use of new technology.

Progress so far

i. More effective road traffic law and enforcement

223. Effective enforcement of road traffic laws can influence many areas of the road safety strategy. The majority of road users are law abiding people. Effective enforcement of road traffic laws is intended to protect this majority against the road safety consequences of bad driving, and to deter trends towards poor driving behaviour. It also reduces crime involving the dangerous and anti social misuse of vehicles, provides a reassuring presence on the roads and promotes the free flow of traffic. Very importantly, we also know that roads policing can contribute to wider crime

reduction because of the use of vehicles in crime and the demonstrated links between motoring and other offences.

224. The strategy aimed to maximise the contribution that traffic law can make to reducing casualty numbers, as far as possible, through persuasion and deterrence. While the Police continue to provide the most visible form of enforcement, many others including the Executive Agencies within the Department's Driver, Vehicle and Operator Group (DVO) are playing an increasingly active role in tackling vehicle related crime and delivering safe and secure drivers and vehicles.
225. The Government fully recognises the important contribution that traffic policing makes to road safety and reducing casualties. The 2002 and 2003 National Policing Plans reflected this commitment. The Plans require police forces and local authorities to include in their local policing plans targeted and intelligence led strategies for reducing deaths and injuries on the roads and for achieving a safe environment for all road users. The 2003 Plan also includes an additional commitment to combat the increase in drinking and driving. In Scotland, the National Road Policing Strategy reflects the commitments of the police to contribute towards achieving the casualty reduction targets.
226. The inclusion of traffic policing in the National Policing Plan is strongly endorsed by the Association of Chief Police Officers (ACPO). It has adopted a policy (*Modern Road Policing: A Manifesto for the Future*) with four key aims of enforcing the law, promoting road safety, investigating incidents and patrolling the roads.
227. The Government welcomed the Transport Select Committee's enquiry into Traffic Law and its Enforcement at the end of 2003. The Committee's report had not been received at the time of going to print and we shall publish our response in due course.
228. The number of speed limit offences has increased rapidly in recent years, reflecting the effectiveness of camera detection methods, and the number of people who do exceed speed limits. Conversely the number of some offences that which only be detected by traditional traffic policing methods have fallen, leading some commentators to argue that this means that enforcement is failing.
229. However, the importance given to road policing should not be measured solely by the number of dedicated traffic officers. An intelligence led approach can reduce their numbers whilst potentially increasing their effectiveness. The increased use of technology can lead to a reduced number of officers whilst maintaining enforcement levels. The use of Automatic Number Plate Recognition, which relies on traffic officers being out on the roads, is a good example and has brought out how roads' policing can also address other criminality.
230. Traffic policing may also be integrated with other work and there may also be work that can be done better by non-police officers. Transfer of non-policing traffic functions to others – such as the new traffic officers being appointed by the Highways Agency to deal with traffic management on the motorways, and Community Support Officers and persons accredited for community safety purposes under the

Police Reform Act, can also free up resources. In addition, any police officer, whether or not engaged in specific traffic duties at the time, can enforce road traffic legislation as appropriate when an offence is being committed.

- 231.** There is a need to measure better the level of enforcement and the effectiveness of it. On 1 April 2004 the Home Office started to monitor police performance through a new Policing Performance Assessment Framework. Performance in road safety will be measured using a performance indicator reflecting the number of people killed or seriously injured per vehicle kilometre in the police force area.

Enforcement in the commercial sector

- 232.** The Department's Vehicle and Operator Services Agency (VOSA) has specialist enforcement responsibilities with regard to the safety of vehicles in the commercial sector. VOSA has become increasingly proactive in carrying out its expanded remit, which includes ensuring that commercial vehicles comply with legal standards and enforcing drivers' hours and tachograph rules. In 2002-2003 some 85,000 goods vehicles and 27,000 trailers were checked at the roadside – a 14.6% increase on 2001 levels. A further 21,000 checks were made on premises. The number of checks on Heavy Goods Vehicle (HGV) and Public Service Vehicle (PSV) tachograph charts also increased significantly.

Uninsured and unlicensed driving

- 233.** On 1 June 2003 driving without insurance was added to the fixed penalty system with a fixed penalty of £200 and six penalty points. This enables the police to enforce against the offence on the spot. The Department also announced in August 2003 a wide ranging independent review focussing on reducing the levels of uninsured driving in the UK.
- 234.** Recent research on unlicensed driving (published December 2003) suggested that unlicensed driving accounts for between 0.2% and 0.6% of all driving. This represents as much as 4 million hours of car driving a month. It also found that unlicensed drivers are between 3 and 9 times more likely to be involved in a collision than lawful drivers. They, therefore, represent a substantially higher road safety risk. The Department, Home Office, DVLA, police and other organisations involved in this study are now considering further ways of tackling the problem.
- 235.** The Driver Vehicle Licensing Agency has already made good progress in stepping up enforcement of vehicle registration. Their targeting of unlicensed vehicles led to enforcement action against some 820,000 offenders in 2002/2003 and some £110 million was recovered in fines, penalties and relicensing revenue.
- 236.** The Government believes that the problem of unlicensed driving can be greatly reduced by improving the UK's vehicle registration and licensing system so that it is easier to link a vehicle to a registered keeper:

- from 1 February 2003 every motorist who obtains a new tax disc from the post office must show either their renewal notice or their vehicle registration document
- from 1 January 2004 the registered keeper of a vehicle must maintain 'continuous registration' until it is formally transferred to a new keeper or is disposed of. Penalties have also been introduced for owners that are late in licensing vehicles or do not notify DVLA that the vehicle is being kept off the public highway.

ii. Penalties more appropriate and proportionate to the seriousness of offences

- 237.** The strategy included a commitment to review the penalties for traffic offences to ensure that they match the type and seriousness of the offence and that they are consistent with the whole sentencing framework. A consultation paper seeking views on a number of proposals for strengthening traffic related penalties was issued by the Home Office, together with the Department and the then Lord Chancellor's Department (now Department of Constitutional Affairs) in December 2000.
- 238.** The Government announced the outcome and its preferred policy options in the *Report on the Review of Road Traffic Penalties* in July 2002. This included:
- an increase in the maximum penalty for 'causing death' offences from 10 to 14 years' imprisonment
 - raising the maximum penalty for dangerous driving from 2 to 5 years and for careless driving (as it currently stands) to level 5
 - mandatory re-testing for anyone disqualified for two years or more
 - new community sentences for offences that do not carry a custodial sentence
 - powers for courts to refer offenders to statutory retraining and improvement programmes
 - a two tier fixed penalty for speeding whereby those exceeding limits by a wide margin receive tougher penalties
 - raise penalty for a S.172 offence (failing to identify the driver) to 6 points in keeping with the maximum points for speeding – the type of offence to which S.172 mostly applies
 - offences under breach of Construction and Use Regulation 104 ('proper control') will be made endorseable, together with the new regulation introducing the specific offence of using a handheld mobile phone while driving
 - impose a mandatory disqualification for a second or subsequent offence of using a vehicle in a dangerous condition.

- 239.** Implementation of these options is subject to legislation. It has so far not been possible to implement the new penalties in full given the competing priorities for a suitable legislative slot. However, the maximum prison sentence for causing death by dangerous driving was increased from 10 to 14 years by the Criminal Justice Act 2003. This includes careless driving whilst under the influence of drink or drugs. Other changes to traffic penalties will be implemented as soon as Parliamentary time permits.
- 240.** A separate review has recently been undertaken of the road traffic offences aimed primarily at the problems identified with dangerous and careless driving. A public consultation document covering specific proposals in this area is due to issue in spring 2004.

iii. More emphasis on education and retraining

- 241.** The Government perceives a greater role for action that helps to rehabilitate errant drivers rather than purely punishes them. For more serious offences consideration will be given to the use of appropriate community penalties instead of custody.
- 242.** For the more common offences, courts will be given powers to refer offenders to retraining courses along the lines of the current Drink Drive Rehabilitation Scheme. The current police diversionary schemes for driver improvement and speed awareness courses are being monitored carefully to ensure we get the best out of them. In considering the development of national schemes, emphasis will be placed on quality, and quality control, rather than volume of throughput.

iv. Maximum use of technology

- 243.** The police are making use of sophisticated equipment on the roads. This includes Automatic Number Plate Recognition (ANPR) cameras, which check number plates of passing vehicles against databases listing those of interest and enables them to be intercepted and enforcement action taken. ANPR enabled officers are achieving ten times the expected arrest rate of other officers, and ANPR is proving a very effective tool for reduction of crime on the roads and more widely.
- 244.** ANPR technology provides the police with an audible warning when a car carrying a licence plate of 'interest' to them passes. It is therefore providing enormous benefits in the enforcement of unlicensed and uninsured driving.

Further progress expected by 2010

- 245.** Measures that have the potential to deliver noticeable improvements in enforcement in traffic law between now and 2010 include:
- subject to legislation, implementation of proposed changes to traffic penalties and the introduction of re-training for a wider range of offences

- further police resources are expected to be available as the Highways Agency traffic management responsibilities are implemented
- technology is expected to offer new enforcement opportunities.

Significant points arising from the review

Enforcement levels – Traffic law is put in place to protect all road users. Enforcement needs to be targeted and proportionate to be respected; it also needs to be an effective and efficient deterrent. The use of safety camera technology and ANPR are vital components of the enforcement strategy.

Theme 10: Promoting safer road use

Strategy objective – To develop a more strategic approach to road safety publicity which continues to target many individual issues and starts to build a new understanding of *everyone's* social responsibilities.

Key strategy commitments included:

- i. a programme of high quality, well researched and evaluated advertising and promotion
- ii. building partnerships to carry through a wide, coordinated and sustained road safety 'crusade'.

Progress so far

i. A programme of high quality, well-researched and evaluated advertising and promotion

- 246.** Whilst it has never been possible to change driver and rider social attitudes overnight, the Department's research shows that high quality, well researched national publicity campaigns structured around powerful advertising do help to educate, to change attitudes and to change behaviour. The strategy had therefore set a key publicity challenge to build on our reputation for strong and effective road safety promotion and target those areas where we most need to change attitudes and behaviour.

247. To ensure effective promotion of these messages, the Department re-launched its long running road safety campaign activity under the banner of *Think!* in June 2000. *Think!* has since become a well known and familiar branding, with recognition by about 7 in 10 of all drivers and 9 in 10 of drivers aged 16-24.

***Think!* campaign strengths:**

- it adds coherence to a wide range of individual road safety messages
- it provides a vehicle for third parties to take on messages
- it raises awareness of how everyone can contribute to making our roads safer
- it helps support overall road safety strategy and policy objectives.

248. Campaign outputs have been significant. In 2002 alone, the Department:

- advertised on 102 TV channels in nearly 16,000 TV slots covering both peak and niche programmes reaching over 836 million viewers – it is estimated that 98% of adults saw *Think!* TV advertising at least once
- produced 23 radio ads, taking slots on 74 stations with over 27,000 spots and reaching 35 million listeners
- enhanced the *Think!* campaign website, which gets over 2,000 page requests on a quiet day and 65,000 users in a typical month.

249. New ways of getting across *Think!* road safety messages have also been developed. The Department has for example:

- become involved in sports sponsorship with the Rugby Football League and the Football League, which has allowed us to extend our messages to particular audiences
- used in-situ advertising in service stations targeting drivers on long journeys
- used variable message signs encouraging people not to drive tired
- got out and about at summer pop festivals warning people that '*drug driving was not a safe trip*'
- disseminated a range of printed materials to road safety officers, police and others around the country.

250. In Scotland the Scottish Road Safety Campaign (SRSC) is continuing to implement its driver behaviour strategy, through which it is addressing speeding, drink and drug driving, in-car safety and young driver safety. A website aimed at young drivers – www.getinlane.com – has recently been launched. The SRSC has also developed a theatre production *Urban Roadeo* – aimed at older road users.

251. Public reaction to publicity campaigns is tracked regularly to establish what is or is not working and to further develop campaigns and policies. High levels of awareness and clear comprehension of messages has helped produce attitudinal change. For example, based upon TNS Research:
- **fatigue:** the percentage of people who consider it extremely unacceptable to drive whilst tired, increased from 54% in August 2000 to 66% by October 2003
 - **drink drive:** the number of people disagreeing with the statement '*If someone says they felt alright to drive it is probably quite safe to travel with them even if they have drunk a couple of pints*' rose from 55% in December 02 to 63% in November 2003. A significant 1 year attitudinal change, following the launch of our 'Bicycle' drink drive advertisement, which focused on the excuses people make
 - **seat belts:** where we have achieved significant increase in understanding of the risk to all of a passenger not belting up in the back (up from 49% in June 1998 to 77% in October 2003). There have also been similar increases in understanding that the passenger could actually kill their driver, with the number of people considering it extremely unacceptable not to wear a rear seatbelt increasing from 46% to 65% roughly in line with observed rear seat belt wearing rates.

ii. Building partnerships to carry through a wide, coordinated and sustained road safety 'crusade'

252. The *Think!* campaign, however effective in itself, is but one part of a huge sustained effort by a wide range of organisations around the country. To be fully effective, national and local publicity activity should be mutually reinforcing. Many local authorities, police forces and others have linked with the *Think!* campaign and carried the *Think!* banner around the country.
253. One of the Department's key aims is to build closer links. Recently, we have linked with LARSOA and the weekly news feed at www.larsoa.org.uk, which shows a substantive volume of effective road safety communications at local level. The Department has also arranged a *Think!* conference for partners, carried out a stakeholder survey and worked to improve distribution of materials around the country.
254. The Department has also built partnerships with private sector companies encouraging them to reinforce road safety messages to their customers and employees. Many have linked with us with notable support coming from:
- Nationwide Building Society who ran TV advertising promoting the *Be Safe Be Seen* message targeted at children
 - Moto and Welcome Break promoting fatigue messages at their service stations
 - Spec Savers for a series of branded *drive safe* roadshows with supporting PR and leaflet distribution

- Britax/Safeway/GMTV for promoting a campaign on how to correctly fit child car seats across the country
- Walt Disney, in partnership with Cycle Smart, for the production of a cycle safety *Recess Game* magazine and a competition for children.

Going forward

255. There is still much to do. The Department will therefore build upon the success of *Think!* to highlight the significant benefits that road safety has for all road users, further promote greater understanding of the need for better road safety behaviour and encourage and reinforce attitudes that lead to safer and more considerate behaviour by all road users.

256. This will include particular focus on:

- speed management, where we need to continue to publicise widely the risks of speed and the reasons for the limits
- driver distractions, particularly mobile phones
- drugs and driving, where we need to get across messages about the effects of drugs on driving ability, recognition of symptoms and what happens if you're stopped
- drink driving, where we need to re-emphasise the dangers and bring about a major change in the attitude and behaviour of younger age groups
- seat belts, where although we have been successful in raising wearing rates, we need to persuade more people to belt up in the back
- on child road safety, where we need to continue to educate and inform and shape their future attitudes.

Chapter 4:

Conclusions and next steps

Introduction

This chapter:

- sets out the overall conclusions of the review
- describes how the strategy is being further developed to tackle the main issues arising from the review and to help ensure delivery of the 2010 casualty reduction targets.

Overall conclusions

257. This section brings together the statistical overview set out in chapter 2 and the review of policy implementation set out in chapter 3 of the report.

Casualty reductions

258. The three targets are based upon reducing road accident casualties in 2010 compared with the average across 1994-1998 (the 1994-1998 baseline). Casualty numbers for the four subsequent years (1999-2002) show that casualty numbers have reduced in many areas, notably:

- overall Killed or Serious Injuries (KSIs) have reduced year on year by 3.3%
- child KSIs have reduced significantly in each of the road user groups
- pedestrian and cyclist casualties of all severity have reduced significantly for both adults and children.

259. The two KSI targets are based upon reductions in terms of absolute casualty numbers. The overall number of KSIs in 2002 was 17% below the baseline. This was slightly above, but within sight of, the notional trajectory, which would be needed to reach the 40% target in 2010. TRL forecast that new measures will collectively have to contribute a 10% reduction in KSIs between now and 2010. In this context it should be noted that much of the new work undertaken to implement the strategy has not yet had time to materialise in casualty reduction.

- 260.** Casualty reductions have been seen on both urban and rural roads, although the rate of decrease has been slower in rural areas. Despite the improved KSI and slight casualty rates, there is concern that motorcyclists continue to be disproportionately represented in casualty numbers.
- 261.** The Government is also disturbed at the levelling off in the annual number of road accident fatalities. TRL forecast that if this current trend was to persist, and no new measures were introduced, then the number of fatalities would fall by just 11% below the baseline by 2010. Analysis shows that the levelling off is a result of the continuing number of car occupant and rise in motorcyclist fatalities. Investigations into the underlying causes of these accidents are underway. Initial analysis suggests that driver and rider behaviour is contributing to a core number of the accidents that result in fatal or serious injuries. But more investigative work is needed.
- 262.** Even better progress has been made in reducing child casualties. In 2002 the number of child KSIs was 33% below the baseline. This is well below the notional trajectory and two thirds of the way to the 50% target. TRL forecast that, even without new measures, the target should be exceeded if the current level of downward trend continues.
- 263.** The slight casualty target is to improve the rate per 100 million vehicle kilometres by 10% by 2010. This is calculated on the basis of the number of slight casualties per road user group as a proportion of the levels of walking, cycling, vehicle and motorcycle distance or mileage respectively. In 2002 the overall number of slight casualties was 3% below the 1994-1998 baseline. Overall traffic has increased by 10% in this period. The slight casualty rate has therefore improved by 12%, already in excess of the 10% target.
- 264.** The Government is looking closely at trends to assess whether and how far current reductions may be due to a change in the proportion of road injuries reported by or to the police. This will provide a better understanding of true decline particularly in the numbers of slight casualties. Initial indications are that this is unlikely to alter the assessment of target achievement by 2010.
- 265.** In July 2002 the Department's road safety Public Service Agreement (PSA) objective was enhanced to address the significantly higher number of road accident casualties that occur in disadvantaged areas. It is too early to make any assessment of progress in this area.
- 266.** The review has also considered the latest published provisional estimates of casualties for 2003, which enable emerging trends to be identified throughout the year, to ensure that these do not indicate a change in long term or underlying trends which would need to be taken into account in the conclusions. There is no evidence to suggest that they do. The latest provisional estimates published on 5 February 2004 indicate further progress with KSIs, child KSIs and the slight casualty rate per 100 million vehicle kilometres being 20%, 35% and 15% below the baseline respectively.

Policy implementation

- 267.** The strategy consisted of over 150 measures across ten key themes. Chapter 3 shows some of the ways in which the overall strategy has been reinforced since March 2000 and reviews progress across each of the themes.
- 268.** The strategy had included an indicative time line as a guide to show when measures would be implemented: *Now* (in 2000), *In 2-3 years* (before March 2003) and *Longer term intentions*. Appendix 3 shows that most of the measures that were due to have been implemented by this first review of the strategy have been delivered, and on time.
- 269.** The review has identified some notable successes:

Successes emerging from the review:

- the excellent progress on reducing child casualty numbers
- the new Local Transport Plan process, which allows local authorities to adopt a longer term approach and provides greater flexibility
- the continuing effectiveness of Local Safety Schemes
- the good recognition and success of the *Think!* branding
- the introduction of the Safety Camera Netting-Off Scheme
- that pedestrian and cyclist casualties of all severity have reduced significantly for both adults and children
- that policy remains soundly based on research and statistical evidence
- the partnerships with private sector companies who have reinforced road safety messages
- the universal appetite for delivery across the board
- the regular monitoring reports available on the Department's web site.

- 270.** The policy review has therefore confirmed that good progress is generally being made in implementing the strategy. This provides a solid basis from which to continue to develop the strategy and bring forward new initiatives.
- 271.** However, the review has also provided a reminder that, what we have always known, there is no room for complacency. Having been soundly based on research and statistical evidence, the strategy had recognised some areas where attention was needed. The review has equally identified similar areas:

Areas requiring continuing attention:

- the levelling off in road accident fatalities
- driver or rider behaviour, which is contributing to a core of car occupant and motorcyclist accidents
- further improving motorcycle safety
- further reducing child casualties, with a particular focus on child pedestrian and child in-car casualties, especially in older age groups
- engaging more employers to develop at-work road safety policies for employees who drive or ride at work
- more effective enforcement of road traffic law so that it acts as a greater deterrent
- the steady increase in the number of drink drive related accidents and casualties
- excessive or inappropriate speed continues to play a major factor in many accidents; and a need to step up the implementation of speed management policies in rural areas
- the shortage of suitably qualified and skilled road safety staff in local authorities.

Overall conclusion of the review

- 272.** One of the primary objectives of the review was to provide a realistic evaluation of the likelihood of achieving the casualty reduction targets by 2010.
- 273.** The targets were considered challenging when set. Importantly at this stage the review has confirmed that the original assumptions underlying the targets remain valid. Having reassessed the targets against the latest emerging casualty trends the conclusion is that the targets continue to be appropriate.

274.

Having considered the casualty reductions which have already been achieved across many areas, the outcome of the policy review, including new measures already introduced and the areas requiring continuing attention, the overall conclusion is that we are on track to meet the three casualty reduction targets in 2010. It will, however, be important to ensure that the strategy continues to be developed and that the overall fatality trend is brought back on to a downward path. This view is supported by the Road Safety Advisory Panel.

- 275.** The Commission for Integrated Transport's *10 Year Plan – Second Assessment Report* (July 2003) had similarly concluded that both of the KSI targets are well on course for being achieved.

Developing the strategy

- 276.** There is still a long way to go and therefore much work to be done. Given the long term nature of the targets, it was always envisaged that the strategy would evolve as new evidence, ideas and technology emerged. We must continually look for new opportunities and solutions to address the root cause of accidents and not just the symptoms, the casualties that they incur.
- 277.** If we can do this then the areas that have been identified as requiring attention provide good opportunities to deliver further casualty reductions over and above the good progress that has already been made.
- 278.** We intend to harness the expertise of the Road Safety Advisory Panel to help us. The Department would also like to work with the Commission for Integrated Transport to identify how we can together develop the strategy, drawing on the Commission's responsibility for advising Government on future transport policy options, including the potential for new technology.
- 279.** The review has highlighted or reiterated a number of fundamental messages:

- whilst the overarching objective remains to reduce casualties of all severity, a special focus is now needed on reducing the number of fatalities
- Britain's roads must continue to be made safer for everyone, whilst car occupants and motorcyclists warrant special attention in this report, it is equally important that further improvements continue to be made to improve the safety of pedestrians and cyclists
- a need for safer and more considerate behaviour by all road users, this means people being more aware of how their behaviour can endanger both themselves and other road users
- a need to promote more strongly the message that driving is an important life skill
- a need to continue reducing child casualties and tackling the significantly higher number of road casualties occurring in disadvantaged areas.

- 280.** These messages and the overall strategy can only be successfully delivered through effective partnerships with other stakeholders. But the Government has a central role to play through:
- setting and developing the policy framework so that the strategy can continue to evolve as new opportunities become available

- continuing proactively to collect, analyse and understand the extensive research and statistical evidence across a wide range of areas, including the underlying causes of accidents
- using this to inform, help and support all road users through publicity and education
- continuing to encourage and support innovative solutions through demonstration projects and other means
- continuing to promulgate, review and update best practice
- cracking down on the very small minority of road users who do knowingly break traffic laws putting themselves and other road users at risk.

281. The review itself has already identified ways in which we can start to improve in the areas that require attention. Some of these are set out below. They are a combination of existing measures and new actions. That is not the end. We shall continue to look for others across each of the ten themes of the strategy.

Further reinforcing the strategy

282. We shall:

- step up publicity and education to promote road safety, change attitudes and behaviour, and to inform policy development
- find further ways to make all road users more aware of the their own and others' vulnerability, including by using the knowledge gained from detailed analysis of fatal accidents
- continue extensive research programmes across the strategy as a whole and in individual areas, including accident causation
- proactively analyse casualty data as it emerges, including the journey purpose information and the contributory factors to road accidents which will become routinely available through STATS19 from 1 January 2005
- use both research and casualty trends to better forecast, monitor and evaluate demographic changes and exposure levels
- develop the existing quarterly monitoring process
- more proactively monitor, review and evaluate measures after they are implemented
- continue to play an active part in enabling informed decisions on technological advances that have the potential to help reduce accident and casualty levels in the longer term.

Reducing the level of road accident fatalities

283. The various measures set out in this chapter, which include a renewed focus on driver behaviour, will collectively help to reduce fatalities. In addition we shall specifically:

- make reducing fatalities an area of focus for policies and the Road Safety Advisory Panel
- continue to undertake more detailed analysis of the data underlying fatal accidents, including an investigation of the level of fatalities that occur on single carriageway roads and motorways
- work with the police and local authorities to find ways of accessing this data more quickly
- exchange information with and learn from other European countries.

Improving the safety of motorcycling

284. We shall:

- publish the promised national motorcycle strategy in 2004
- continue to improve pre-test and post test rider training
- continue to work closely with motorcyclists and the motorcycle industry to reduce the vulnerability of motorcyclists
- step up publicity and find other ways to make car drivers more aware of the vulnerability of motorcyclists.

Encouraging more drivers to value driving as a life skill

285. We shall:

- identify the factors that affect driver behaviour – especially those within the driving domain – and consider appropriate targeted action or publicity
- through targeted publicity, strengthen the message that newly qualified drivers face increased risks in the early years after passing their practical driving test – and encourage them to take up the available opportunities to reduce the risks
- improve the training environment for learner car drivers, building on the voluntary logbook initiative
- continue to work with driving instructor associations and other stakeholders to identify new ways to raise the quality and expertise of all driving instructors to that of the best
- record and monitor more closely the reasons why candidates fail the practical driving test to help inform training needs. This will also enhance the quality of information available on the performance of instructors

- undertake a thorough international comparative study to help identify further ways to develop driver training standards in Britain. This will also pick up any training designed to influence learner driver attitudes and behaviour, and the training available to approved driving instructors
- investigate what motivates drivers to broaden, advance or refresh their driving skills having passed the initial practical test; publicise the options available and encourage their take up
- continue to increase take up of the *Pass Plus* scheme, which entitles newly qualified drivers to a motor-insurance discount with certain companies after undertaking six modules covering driving in and out of town, in a variety of weather conditions, at night, on dual carriageways and on motorways
- explore with the insurance industry new initiatives and how they can play a more prominent role in improving road safety and casualty numbers
- seek new ways in which older drivers can refresh their driving skills, including greater take up of the Driving Standard Agency's *Arrive Alive Classic* scheme, which provides a programme of presentations for drivers aged 50 and over with a particular focus on the retired age group
- step up our study and evaluation of Driver Improvement Schemes, which are provided as an alternative for minor offences, with the view to providing for these as a court disposal and establishing national schemes that deliver tangible road safety benefits.

Reducing child casualties

286. As well as improving speed management as set out at paragraph 288 below, we shall also:

- continue to develop specific child road safety policies, including by drawing upon the Organisation for Economic Co-operation and Development report on best practice for child road safety based upon international experience
- continue research to help us better understand behavioural and exposure patterns, especially in high risk groups such as adolescents, children from deprived backgrounds, ethnic minority children and children with special needs
- continue to develop the *Dealing with Disadvantage* initiative which seeks to tackle the inequalities in child pedestrian casualties in deprived areas
- implement, evaluate and promote the continuation of child pedestrian training schemes
- continue to encourage and promote cycle training for children, including adoption of a National Standard
- continue to encourage and promote the wearing of cycle helmets, particularly by teenage boys

- continue to make available advice on selection, fitting and use of child restraints
- promote and make clear that the risk of children being injured in a car crash can be significantly reduced by taking the time to buy a purpose-made car seat that suits their height and weight, fitting it correctly and **using it every trip**
- raise awareness of the forthcoming ISOFIX system, which will introduce universal and more secure installation of child restraints to cars
- step up publicity on the benefits of children wearing seat belts, especially as rear passengers
- step up the promotion of child car seat messages in disadvantaged and ethnic minority communities
- publicise more strongly that it is illegal for a child under three to sit in the front of a car unless they are in a proper car seat
- raise awareness of the requirements of new laws on seatbelts arising from the EU Directive agreed in 2003.

Reducing work related casualties

287. We shall:

- continue to highlight risks faced by those who use the roads while at work
- continue to inform employers of the benefits and continue to encourage adoption of industry best practice
- develop a toolkit to help employers to manage occupational road risk and explore with employers what else they would find helpful in this area
- continue to work with industry associations to continue to develop a more effective training and assessment regime for LGV and PCV drivers
- develop and promote the Driving Standard Agency's voluntary register of driving instructors specialising in fleet driver training.

More effective speed management

288. We shall:

- develop a high profile, national publicity campaign under the *Think!* campaign banner addressing road users' attitudes to speed, reminding drivers and riders of the risks of speed and the reasons for speed limits
- continue to help drivers and riders to recognise more easily both the speed limit and the appropriate speed (which may be lower) on different types and sections of road

- as part of a suite of measures, continue to promote the use of technology, including appropriately sited cameras and vehicle activated signs, and the development of new technology
- consult on draft revised guidance on the setting of speed limits, and formally issue the guidance to local authorities by autumn 2004
- seek to encourage a further increase in the number of 20 mph zones
- support local authorities implementing Home Zone schemes; including the publication of regulations and statutory guidance: and the dissemination of the information from the pilot and challenge schemes
- continue to develop and test the concept of a rural road hierarchy and associated speed management assessment framework that will allow local authorities to establish vehicle speeds across the rural road network and enable them to set appropriate and enforceable speed limits. A current desktop exercise involving a small number of local authorities is already underway. Subject to the results providing justification, we shall follow this up with a full scale practical rural demonstration project in collaboration with the Department for Environment, Food and Rural Affairs and the Countryside Agency over larger areas of the network with the participation of selected local authorities
- continue to encourage the introduction of 30 mph speed limits in villages
- support the Quiet Lanes initiative by publication of regulations and statutory guidance; and work in conjunction with the Countryside Agency to provide local authorities with technical information on the implementation and effectiveness of these schemes
- target more specific elements of publicity on rural speeding issues.

More effective enforcement of traffic law

289. We shall:

- work closely with the Home Office and police to deliver more effective traffic policing, including a study assessing the deterrent effect of different levels of visible police presence on the roads and the most effective methods of delivering roads policing
- with the Home Office, monitor police performance indicators to identify if there are forces that may be having relative success and if there are lessons which can be passed on to other forces
- extend the use of Automatic Number Plate Recognition as part of the enforcement toolkit
- continue to research and develop other potential enforcement tools as technology develops

- continue to develop the partnerships between the police and Department's DVO agencies to deliver an even more effective approach to the enforcement of traffic law and vehicle related crime
- continue to increase the level of enforcement undertaken by VOSA and other agencies, including extending the pilot scheme under which some VOSA staff have authority to stop vehicles for spot checks to help crack down on unroadworthy vehicles
- continue to seek further ways to crack down on uninsured and unlicensed driving
- bring into force the proposals for strengthening road traffic related penalties published in July 2002 at the first legislative opportunity
- follow up and enact the outcome of the review of dangerous and careless driving offences in light of responses to the public consultation exercise.

Tackling driving under the influence of alcohol or drugs

290. We shall:

- increase the likelihood and fear of being caught by ensuring a stronger visible police presence on the road
- strengthen police powers to enforce drink-drive laws at the first available opportunity, including provision for evidential roadside breath testing
- strengthen publicity campaigns to convey the dangers of drink driving and focus on informing young people of the effects of drinking under the influence of alcohol, what happens if they are caught, and the penalties
- keep closely in touch with wider Government work on alcohol misuse and binge drinking to see if there any further insights or actions that arise from that work
- study the outcome of research into breath alcohol interlock devices ('alcolocks') in vehicles as a means of preventing re-offending
- increase our understanding of the dangers of driving after using drugs (both medicinal and recreational)
- focus on informing young people of the effects of drugs on the mind and on driving capability, and the consequences of being caught driving under the influence of drugs
- continue to research and develop ways of detecting drivers under the influence of drugs
- continue to collaborate with other leading road safety nations in studying the drug driving problem. The Department is the lead sponsor of a major world conference in Glasgow in August 2004 (CADTS).

Making the best use of local authority resources

291. We shall:

- work closely with LARSOA to develop the Road Safety Officer (RSO) role and the toolkit to which they have access
- the Scottish Road Safety Campaign will continue to progress the new ways of working project for RSOs in Scotland. This project concentrates on providing RSOs with new skills and additional training in order to encourage facilitative working practices especially in relation to the promotion of road safety education in schools
- undertake a study to obtain a better understanding of the relationship between local authority investment on road safety engineering projects and of the results in casualty reductions terms. This project shall also cover similar expenditure by the Highways Agency
- make 'Molasses', the database for monitoring and promulgating the effectiveness of Local Authority Safety Schemes, a more effective tool for local authority monitoring purposes.

Chapter 5: Beyond 2010

Introduction

292. The Government has clear aspirations to see casualty numbers continue to reduce beyond the existing targets. The UK is already actively participating in research in a number of areas with the potential to deliver significant casualty reductions in the much longer term. However, the impact of technology on congestion and on road safety will need to be fully tested in development and in pilots on the road network and any widespread rollout will be on the basis of their costs and demonstrated benefits and disbenefits. It is therefore too early to consider targets beyond 2010 at this stage.

Existing measures

293. A number of the measures identified in chapter 3 should start to have an increasing impact from the turn of the next decade. By 2010:

- the revised practical motorcycle test would have been operational for two years and shall therefore be greatly improving the riding skills of novice riders
- the benefits of the early implementation of phase 1 of the Pedestrian Protection Directive in 2005 will already be felt by 2010 in addition phase 2 of the Directive, covering even more demanding requirements for car designs, will be about to come into force, which is forecast to have the potential eventually to save about 10% of pedestrian fatalities and 20% of pedestrian serious injuries
- valuable lessons would already have been picked up from the Birmingham Inner City demonstration project and the Sustainable Transport Town demonstration projects, but a more definitive view of the outcomes should have emerged.

Technological advances

294. Technological advances are also expected to provide real opportunities to reduce the number of accidents, and ultimately the number or severity of casualties, through Intelligent Transport Systems generally and Advanced Driver Assistance Systems in particular. The European Commission has established an eSafety initiative to coordinate these opportunities. Britain is already leading or been closely involved in much of the supporting work.
295. **No decisions have been taken on which, if any, of the technologies being studied might eventually be implemented. They will have to be carefully tested and the trials fully evaluated to ensure, amongst other things, that the increased use of technology does not compromise safety. Some systems may also possibly have implications in terms of financial cost or public acceptability. Nonetheless it is important that the UK continues to be closely involved in these emerging opportunities so that informed decisions can to be made at the appropriate time. The Department is, for example, currently undertaking an in depth feasibility study of road pricing, which will report in summer 2004. No decisions have been taken on whether road pricing is to be implemented.**
296. Technology is expected to continue to play a major role in improving vehicle safety on many fronts by using computer aided design and a range of new materials to improve structures and dynamic performance of vehicles. Improvements might also be possible by using innovative sensing technology to adapt seat belt tension and airbag deployment to the particular stature and age of the occupant.
297. Route choice technology is already commonplace. Congestion warning and avoidance systems are also available. Speed limiters are already a requirement on goods vehicles above 7.5 tonnes and European Directive 202/85 requiring speed limiters to be fitted to goods vehicles over 3.5 tonnes will be implemented from 1 January 2005. These do no more than ensure a vehicle does not break the national maximum speed limit. However, it is possible, to use external technology to keep a vehicle to the prevailing local speed limit, or even to whatever is deemed a safe speed, for example, at a hazard. A research trial of this Intelligent Speed Adaptation (ISA) is underway in the UK. Research has also been carried out in other countries, notably Sweden and the Netherlands. Interest in the technology is growing and there are a number of projects currently being carried out in countries such as France, Belgium and Norway, and at a European level.
298. The technology is evolving, but evidence compiled during earlier work indicates that injuries and accidents could be reduced by up to 20% if ISA technology were in common use.

Summary of Intelligent Speed Adaptation (ISA) Research Trial

A fleet of cars equipped with speed control is presently on test in Leeds.

Summary of main points:

- 20 cars fully modified with ISA
- drivers have cars for 6 months normal use
- 4 separate trials over 2 years; Leeds and Leicestershire – business and private motoring
- research data provided automatically by GSM communication from cars to Leeds University
- results expected by 2006.

- 299.** While the fundamental responsibility for safe control of the vehicle rests with the driver, it is also thought feasible to use in car technology to improve the driver's ability to drive, and the overall handling of the vehicle. A number of possibilities were highlighted in the Department's discussion document *Managing Our Roads* (July 2003), including devices which:
- provide drivers with warning of an impending collision with another vehicle
 - reduce the chance of a collision by taking evasive action such as by automated emergency breaking
 - maintain vehicles at safe distances
 - keep vehicles in lane.
- 300.** Although the nature of the above devices is likely to mean that they are of most benefit on the strategic road network, other long term technology based measures might also include devices to alert a driver to the risk of collision with a pedestrian or other vulnerable road user, or provide means of assessing fatigue. In addition, some pedestrian protection systems may use pedestrian sensors to trigger protective features (such as external airbags) on the vehicle.
- 301.** It is too early to make any real assessment of the benefits of such devices. However, it is felt that if a considerable number of vehicles were fitted with crash avoidance devices, the effect on accidents could potentially be substantial.

Appendix 1: Underlying casualty data

Table 1: Number of people killed or seriously injured by road user group.

Number of deaths or serious injuries

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	11,669	9,825	9,498	9,064	8,631	-26%
Pedal cyclists	3,732	3,176	2,770	2,678	2,450	-3%
Two wheeled motor vehicle users	6,475	6,908	7,374	7,305	7,500	16%
Car users	23,253	20,368	19,719	19,424	18,728	-19%
Other road users	2,526	2,268	2,203	2,089	2,098	-17%
All road users	47,656	42,565	41,564	40,560	39,407	-17%

Table 2: Number of people killed or seriously injured by road type.**Number of deaths or serious injuries**

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Motorway	1,516	1,587	1,590	1,607	1,507	-1%
Urban A roads	11,797	10,049	10,203	9,830	9,501	-19%
Urban other	14,001	12,132	11,727	11,509	11,111	-21%
Urban total	25,798	22,181	21,930	21,339	20,612	-20%
Rural A roads	11,682	10,691	10,183	10,071	9,834	-16%
Rural other	8,561	7,770	7,595	7,300	7,360	-14%
Rural total	20,243	18,461	17,778	17,371	17,194	-15%
All roads	47,656	42,545	41,564	40,560	39,407	-17%

Table 3: Number of children killed or seriously injured by road user group.**Number of child deaths or serious injuries**

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	4,167	3,457	3,226	3,144	2,828	-32%
Pedal cyclists	1,129	950	758	674	594	-47%
Car users	1,303	1,056	1,003	938	939	-28%
Other road users	261	236	215	232	235	-10%
All road users	6,860	5,699	5,202	4,988	4,596	-33%

Table 4: Number of slight casualties by road user group.

Number of slight casualties

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	34,874	33,063	32,535	31,513	30,153	-14%
Pedal cyclists	20,653	19,664	17,842	16,436	14,657	-29%
Two wheeled motor vehicle users	17,547	19,284	20,838	21,505	20,853	19%
Car users	180,034	185,367	187,080	183,378	178,697	-1%
Other road users	19,164	9,641	20,424	19,917	18,838	-2%
All road users	272,272	277,765	278,719	272,749	263,198	-3%
Slight casualty rate ¹	61	59	59	57	54	-12%

¹ Rate per 100 million vehicle kilometres

Table 5: Slight casualty rate by road user groups.

Rate per 100 million vehicle kilometres

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedal cyclists	511	480	435	391	333	-35%
Two wheeled motor vehicle users	452	429	453	448	409	-10%
Car users	50	49	50	48	46	-9%
Other road users	202	205	206	202	183	-9%

Table 6: Slight casualty rates by road type.**Rate per 100 million vehicle kilometres**

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Motorway	15	15	16	15	14	-5%
Urban A roads	100	99	101	98	93	-7%
Urban other	93	90	91	87	81	-13%
Urban total	97	94	95	92	86	-11%
Rural A roads	39	37	36	36	34	-12%
Rural other	65	63	61	61	57	-12%
Rural total	48	46	44	44	42	-12%
All roads	62	59	59	57	54	-12%

Table 7: Fatalities by road user group.**Number of fatalities**

	1994-1998 average	1999	2000	2001	2002	2002 percentage change over 1994-1998 baseline average
Pedestrians	1,008	870	857	826	775	-23%
Pedal cyclists	186	172	127	138	130	-30%
Two wheeled motor vehicle users	467	547	605	583	609	30%
Car users	1,762	1,687	1,665	1,749	1,747	-1%
Others	155	147	155	154	170	10%
All road users	3,578	3,423	3,409	3,450	3,431	-4%

Appendix 2: Summary of analysis of recent casualty trends in Great Britain

Introduction

1. TRL has undertaken a series of statistical analyses of the current trends for road accident casualties in Great Britain to inform the 2003 review of the road safety strategy. The analyses had two principal aims:
 - to consider the likelihood of meeting the 2010 national casualty reduction targets and, if necessary, to forecast the additional contribution that is required from new road safety measures between now and 2010
 - to obtain a better understanding of the levelling off in road accident fatalities, and in particular get an overview of the causes and factors contributing to the continuing number of car occupant and motorcyclist deaths.
2. Many of the analyses were relatively detailed. This paper summarises the main findings.

Background to the 2010 casualty reduction targets

3. Broughton et al (2000) describes how the numerical context for setting the national casualty reduction target for 2010 was developed from:
 - detailed analyses of casualty data from 1983-1998
 - predictions of the volume of road travel in 2010 (by pedestrians and pedal cyclists as well as by motorised modes)
 - assessments of the *new* road safety measures that might be implemented by 2010 and their likely effect on casualties (a new measure being either innovative or a *substantial* expansion of an existing measure).
4. The new casualty data recorded between 1999 and 2002 has largely followed the predictions of the statistical model that was developed to provide casualty forecasts for 2010 based on the analyses of casualty data from 1983-1998. The growth in the volume of road travel has been within the ranges envisaged, except that motorcycle traffic has grown more rapidly than forecast. The data from subsequent years has

therefore shown that the forecasts prepared in the late 1990s provided a sound basis for preparing numerical casualty reduction targets.

5. At this stage much of the new work undertaken to implement the strategy has not yet had time to materialise in casualty reduction.

Progress towards the targets

6. The strategy had set three casualty reduction targets. By 2010, the aim is to achieve, compared with the baseline average for 1994-1998:
 - i). a 40% reduction in the number of people killed or seriously injured (KSI) in road accidents
 - ii). a 50% reduction in the number of children¹⁸ killed or seriously injured (Child KSI) in road accidents
 - iii). a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicles.

The number of people killed or seriously injured (KSI)

7. If the 40% target were to be achieved uniformly, with the number killed or seriously injured (KSI) falling by a constant percentage each year, then KSIs would have been 19.7% below the 1994-1998 baseline in 2002. The actual total was 17.3% below the baseline, so the gap between the actual reduction and the reduction needed to maintain uniform progress towards the 2010 target was 2.4% in 2002; the gap having grown steadily from 0.8% in 2000.
8. The reductions in 2002 from the KSI baseline values for the individual road user groups are:

Car occupants	-19.5%
Motorcyclists	+15.8% (i.e. an increase from the 1994-1998 baseline)
Pedal cyclists	-34.4%
Pedestrians	-26.0%
Others	-16.9%
All road users	-17.3%
9. Car occupants, pedestrians and pedal cyclists account for 48%, 22% and 6% of the overall number of KSIs in 2002 respectively. The good casualty reductions in these road user groups therefore represent important progress towards the 40% target.
10. These figures show, however, that the principal reason for the 2.4% gap is the increasing number of motorcyclist KSIs. Motorcyclists had accounted for 13% of all KSIs in 1994-1998. This had risen to 18% in 2002. The distance travelled by motorcycles increased by 34% between 1996 and 2002. This increase in KSIs is

¹⁸ In Britain children are defined as being those under the age of 16.

therefore largely a result of the considerable increase in the popularity of motorcycling in recent years.

11. The forecasting model used to develop the numerical context for target-setting shows that if current trends were to continue then new measures would collectively have to contribute a 10% reduction in KSIs between now and 2010.

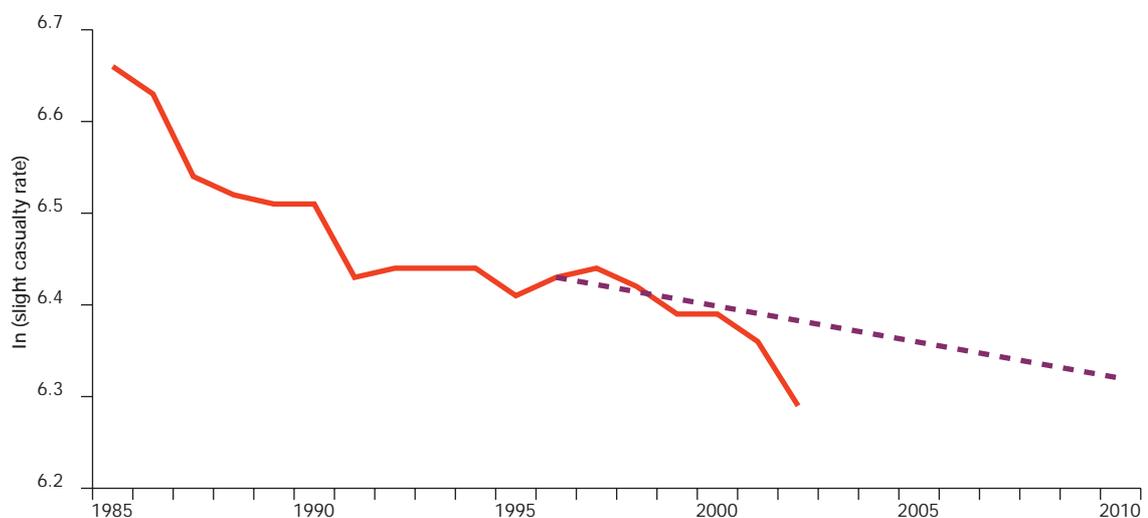
The number of children killed or seriously injured (Child KSI)

12. If this part of the target were to be achieved uniformly then Child KSIs would have been 25.7% below the 1994-1998 baseline in 2002. The actual total was 33% below the baseline. Child KSIs were therefore well below the figure required to meet the 'uniform progress' model. The same has been true each year since 1999, with the gap tending to grow year by year. It therefore appears likely that the target reduction of 50% will be exceeded.
13. This positive conclusion is confirmed by the forecasting model, which forecasts that the number of Child KSIs will fall to 59% below the 1994-1998 baseline by 2010, i.e. 9% below the figure needed to achieve the target exactly. This forecast does not assume that new measures will be implemented to improve child safety. Even greater progress may therefore be possible.

The slight casualty rate

14. The Figure below shows that the slight casualty rate fell between 1998 and 2000 at approximately the rate that would be required to maintain uniform progress towards the 2010 target (as shown by the red line). The sharp falls in 2001 and 2002 mean, however, that the slight casualty rate in 2002 was 12.4% below the baseline, i.e. the 10% target has already been exceeded.

Slight casualty rate trend



15. A complex devolved casualty reporting system such as that operated in Britain will never produce perfect results and while very few, if any, fatalities do not become known to the police, there is evidence that an appreciable proportion of non-fatal injuries are not reported to the police. In addition research has shown that some casualties reported to the police are not subsequently included in the statistical return.
16. In recent years the rise in slight casualties, which was seen throughout the 1980s and early 1990s, has slowed and reversed. In view of the under-reporting levels observed in research, we are looking closely at trends to assess whether and how far these reductions are due to a change in the level of reporting of road injuries by or to the police. This will provide a better understanding of how much the fall over recent years is due to genuine improvements in safety. When that work is complete, we will review whether the 10% target for a reduction in the slight casualty rate per 100 million kilometres has genuinely already been achieved.

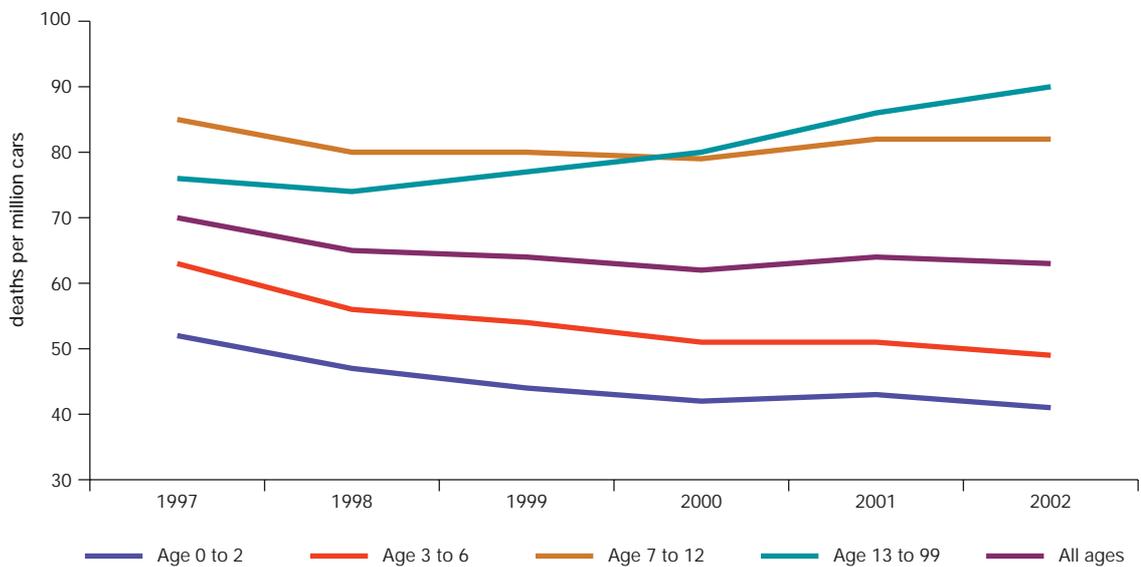
Fatality trends

17. While the number of people seriously injured on British roads continued to decline between 1998 and 2002 and is currently 18% below the baseline, the overall number of people killed has levelled off and is just 4% below.
18. Compared with the 1994-1998 baseline, the reductions in the number of pedestrian and cyclist fatalities in 2002 are broadly consistent with the reductions in pedestrian and cyclist KSIs. The principal reasons for the levelling off in fatalities is therefore that:
 - car occupant fatalities have risen since 2000, and in 2002 were only 1% less than the 1994-1998 baseline
 - motorcyclist fatalities have risen since 1994, and in 2002 were 30% above the 1994-1998 baseline.
19. More detailed analysis of the recent trends of STATS19 accident data provide a useful overview of the circumstances in which these car occupant and motorcyclist fatalities occurred.

Analysis of car occupant fatalities

20. The new cars sold in recent years have been fitted with more safety equipment such as Anti-lock Brakes than the old cars that they are replacing. They also have better secondary safety features such as airbags and side-impact protection. These improvements, as well as improvements to the road system, should have caused the rate of car occupant casualties per million cars to fall year by year. Although the KSI rate has indeed fallen, the Figure below shows that the overall fatality rate for car occupants has scarcely changed since 1998.

Car occupant fatality rate by age of vehicle



21. The fatality rate for cars more than 12 years old has risen since 1999, while the rate for 7-12 year old cars has risen since 2001. When the corresponding KSI rates are calculated, it is found that the KSI rate has fallen faster than the fatality rate in all cases – even among the younger vehicles. Consequently an increasing proportion of car occupant KSIs is therefore actually being killed.
22. Analysis of STATS19 data shows that the proportion of car occupant KSI occurring at a bend has increased from 23.7% in 1997 to 25.9% in 2002. It also shows that the proportion of KSIs that occurred when vehicles *'hit object off carriageway'* has increased from 31.2% in 1997 to 35% in 2002. These figures suggest that a core number of KSI casualties have been the result of a driver's loss of control.

Contributory factors

23. This is confirmed by analyses of the contributory factors recorded by certain police forces using a system developed at TRL, which covers almost one quarter of accidents in the STATS19 database between 1999-2002. This shows that the proportion of accidents resulting from loss of control increased from 46.6% in 1999 to 53.2% in 2002. The TRL system provides 54 codes for police to use to explain why accidents occur, and 2 factors have been recorded with increasing frequency for car accidents: *'Behaviour – careless/thoughtless/reckless'* and *'Aggressive driving'*.
24. In addition to showing changes since 1999, these Contributory Factors also give insights into the general pattern of causation of fatal car accidents over this period. The police judged that in 79% of these accidents the responsibility lay principally with the driver of the car in which someone (often the driver) died. In accidents where the driver was thought to be principally responsible, *'Loss of Control'* was the failure reported most frequently (72% of these drivers). *'Excessive Speed'* was the most frequent explanation provided for the drivers' failures (about 40% of drivers), followed by *'Lack of judgement'*

of own path and *'Behaviour – careless/ thoughtless/reckless'* (about 20% of drivers). Up to four factors can be reported for the person judged to be principally responsible, so a combination of these and other factors was reported in some cases.

25. In the remaining accidents, where the driver of another vehicle was judged to be principally responsible, *'Loss of Control'* was again the most frequent failure, and was reported in 40% of these accidents, with the explanation *'behaviour – careless/thoughtless/reckless'* reported slightly more frequently (about 30%) than *'Excessive Speed'* (about 25%).

An overview of car occupant fatalities

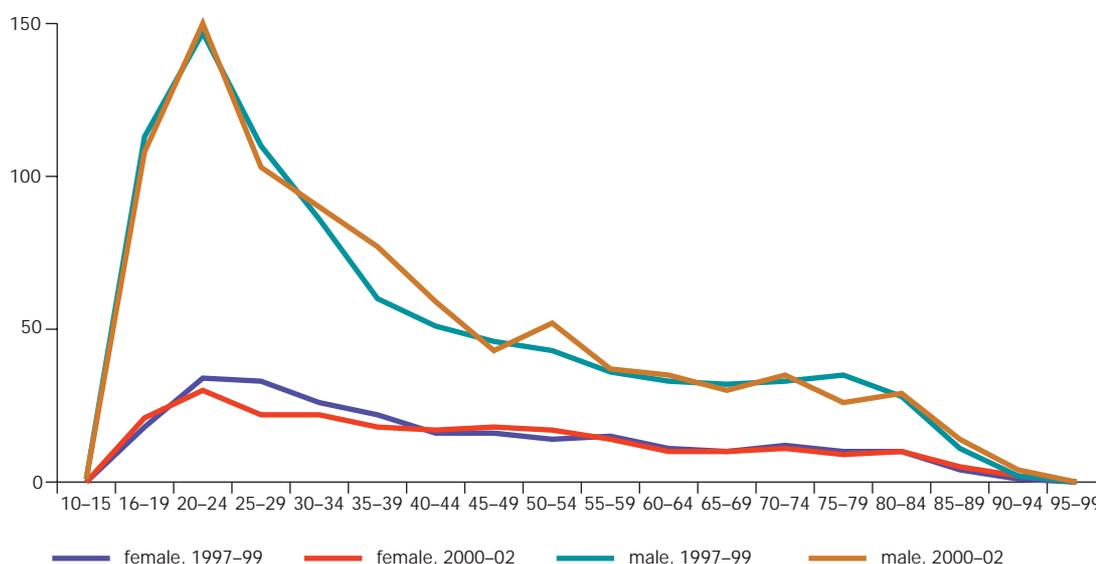
26. The main findings of TRL's analysis of car occupant fatalities are set out below:

- some 66% of the car occupants who died between 1997 and 2002 were drivers, 21% were front seat passengers and 13% were rear seat passengers.

Age:

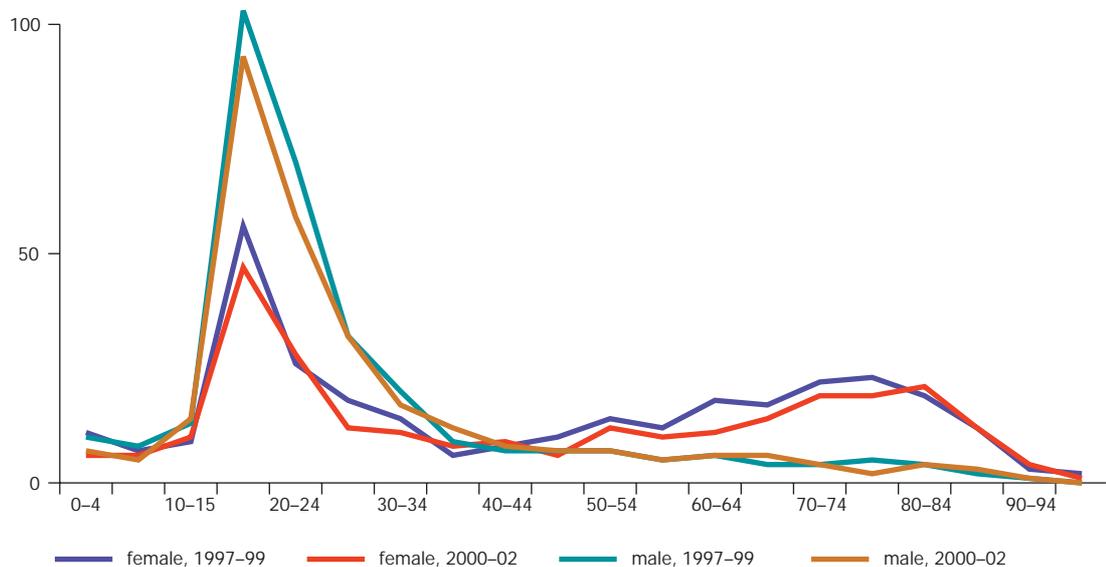
- many of the car drivers that died were male (78%) and relatively young. The fatality rate for both sexes peaked in the 20-24 age range; 17% of male drivers and 13% of female drivers who died between 2000 and 2002 were aged 20-24. A further 12% of male drivers and 9% of female drivers were aged 16-19, with the same percentages also for aged 25-29. In total some 41% of dead male drivers and 31% of dead female drivers were therefore aged 16-29
- between the 1994-1998 baseline period and 2000-2002, the annual average number of male driver fatalities rose from 865 to 891, the main increase occurring in the 35-44 age group. The annual average for females fell from 254 to 237, the main reduction occurring in the 25-29 age group

Annual average number of car driver fatalities, 1994-1998 and 2000-02



- passenger fatalities tended to be even younger, with similar numbers for the two sexes. The fatality rate for passengers peaked in the 16-19 age range; 32% of dead males and 18% of dead females were aged 16-19, while a further 32% of dead males and 15% of dead females were aged 20-29
- the annual average number of male passenger fatalities fell from 317 to 290 between 1994-1998 and 2000-2002, the main reduction occurring in the 16-26 age group. The annual average for females fell from 306 to 266, the main reduction occurring among women aged 60-79

Annual average number of car passenger fatalities, 1994-1998 and 2000-2002



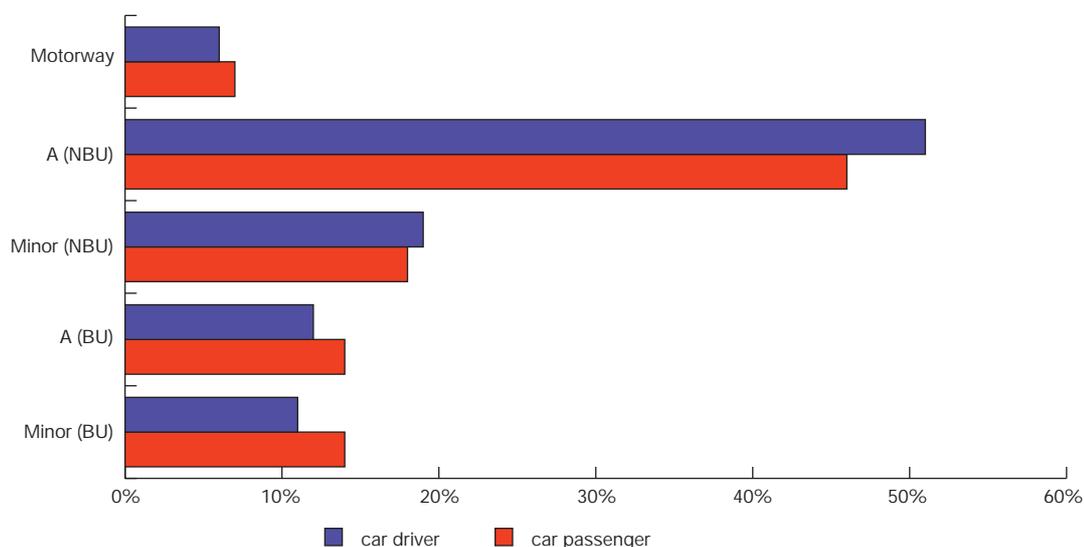
- passenger fatalities tended to be travelling with drivers of a similar age. For example, 62% of male passengers aged 16-19 were being driven by men aged 16-19, while 22% were being driven by men aged 20-24. Similarly, among women at least 60 years old, 62% were being driven by men at least 60 years old and a further 12% by women at least 60 years old. This correlation between drivers' and passengers' ages probably reflects the general pattern of car occupancy, which shows that a high proportion of adult passengers tend to travel with drivers of a similar age.

Road type:

- some 50% of drivers died in accidents on A(NBU)¹⁹ roads, with a further 20% dying on Minor (NBU) roads. Similarly 45% of passengers also died on A(NBU) roads and 19% on Minor (NBU) roads. However, the main fatality increase since 1998 has occurred on A(BU) roads (on average 7.2% per annum between 1998-2002), whilst fatalities on A(NBU) roads have fallen

¹⁹ NBU=Non Built-Up, roads where the speed limit>40 mph; BU=Built-Up, roads where the speed limit≤40 mph

Distribution of car occupant fatalities by road type



- the changes between 1998 and 2002 bear little relation to the change in traffic volumes over this period. On A(BU) roads where fatalities grew strongly as set out above, traffic grew by only 0.1%. Motorway traffic grew on average by 1.7% per annum, less rapidly than fatalities. Traffic on A(NBU) and Minor(NBU) roads grew by 1.3% and 1.4% per annum, whilst 3 of the 4 corresponding fatality series tended to fall over this period.

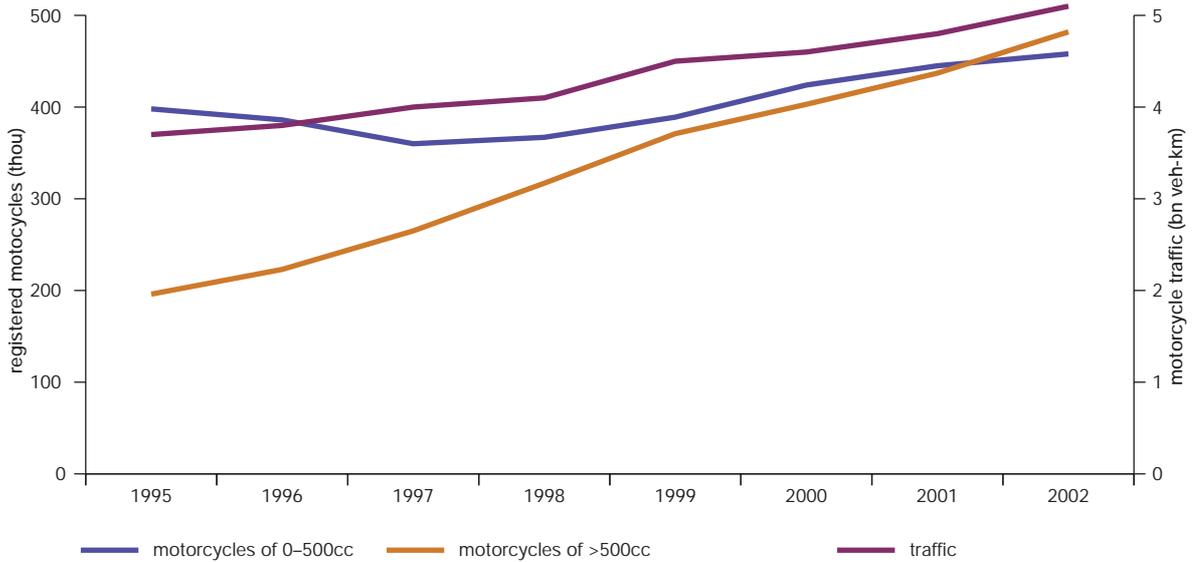
Road conditions, other vehicles and objects involved:

- the number of car occupant fatalities varied a little by month, the peak months being November and December. Even so 55% died in accidents that occurred in fine weather on dry roads
- some 32% of car occupants died in single vehicle accidents, with the highest proportion being 46% on Minor (BU) roads. Where these fatal accidents involved at least one other vehicle, the car collided with another car in 63% of accidents, and with a lorry in 21% of accidents
- some 32% of car occupants died in accidents at bends (split equally between left and right hand bends), with almost half of these occurring on Minor (NBU) roads
- the proportion has risen in recent years and analysis shows that there is a linear reduction with age, ranging from more than 40% for car occupants under 20 to around 20% for those aged 60+. A further 6% of car occupants died whilst overtaking
- the proportion of the cars that left the carriageway and hit an object such as a tree has tended to rise, reaching 46% in 2000-2002. The type of object most frequently hit in this instance was a 'tree' (15%) followed by 'other permanent object' such as a wall (14%).

Analysis of motorcyclist fatalities

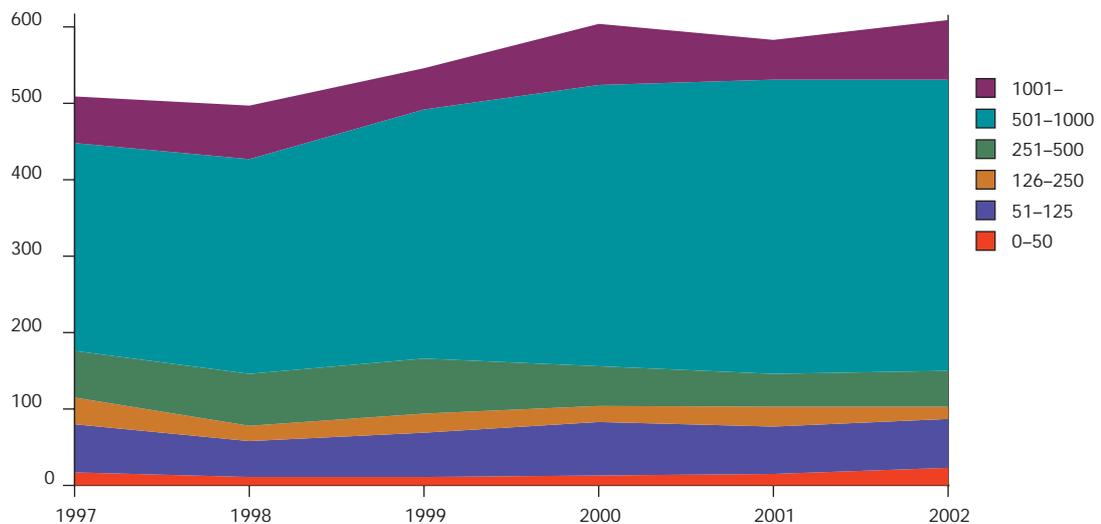
27. The popularity of motorcycling has grown steadily since about 1995; the Figure below shows that the number of registered motorcycles has grown since 1996, as has the volume of motorcycle traffic. The biggest increase has been seen in motorcycles with engines of over 500cc capacity.

Increase in motorcycle registrations and traffic



28. This is reflected in the growth of motorcycle fatalities. For example some 75% of motorcyclists who died in 2002 had been riding machines of over 500cc capacity, although only 51% of registered motorcycles were of this size.

Motorcycle fatalities by engine capacity, 1997-2002



An overview of motorcycle fatalities

29. The main findings of TRL's analysis of motorcycle fatalities are set out below:

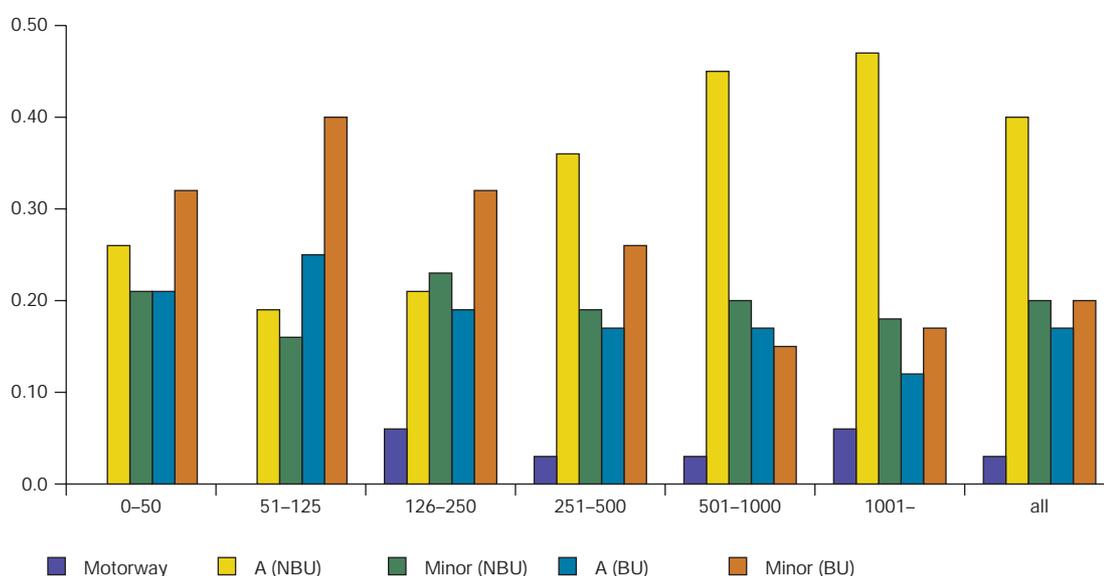
Age:

- the peak age of motorcyclists that died has tended to increase in recent years. The peak age was around 25 in 1994, but this had risen to 35 by 2002. This was the result of increases in the number of motorcyclists that died in the 30-49 age group, while there were only minor changes over the same period among younger motorcyclists
- older motorcyclists also tended to be riding larger machines: the peak age group for machines of up to 50cc was 16-19, rising to 30-34 for the 501-1000cc machines and 35-39 for machines of over 1000cc.

Road type:

- some 40% of motorcycle fatalities occurred on A(NBU) roads, 20% on Minor (NBU) roads, 20% on Minor (BU) roads, 17% on A(BU) roads and only 3% on motorways. The main growth in fatalities since 1996 has occurred on Minor (BU) and A(NBU) roads.

Distribution of motorcyclist fatalities by road type



Road conditions, other vehicles and objectives involved:

- motorcycle fatalities have been highly seasonal, with 3.6% occurring in December and in January compared with 12.9% in May and 13.2% in July. As a result, the great majority of fatal accidents (84%) occurred in fine weather on dry roads
- some 28% of motorcyclist fatalities died in single vehicle accidents. In fatal accidents that involved at least one other vehicle, 74% of accidents involved a collision between a car and a motorcycle, and 10% a collision between a lorry and a motorcycle
- the proportion of motorcyclist deaths occurring at bends has increased from 33.7% in 1995 to 37.4% in 2002. Some 24% of the total number over the period 1997-2002 were going ahead at a left-hand bend and 13% were going ahead at a right hand bend
- the proportion of motorcycles that left the carriageway and hit an object such as a tree has risen to 32% in 2000-2002. The type of object most frequently hit in this instance was an '*other permanent object*' such as a wall (10%), while 5% hit a *lamp post* and 4% hit a *tree*
- some 14% of deaths occurred whilst overtaking, more than twice the level of car occupants whilst performing this manoeuvre.

Contributory Factors

30. Analysis of the Contributory Factors recorded by the police indicate that in their judgement the principal responsibility lay with the motorcycle rider in 73% of accidents, '*loss of control*' being the most frequent failure (64% of riders).
31. '*Excessive Speed*' was the most frequent explanation for the riders' failures (about 45% of riders), followed by '*lack of judgement of own path*' (about 35% of riders). As with car drivers, up to four factors can be reported for the person judged to be principally responsible, so a combination of these and other factors was reported in some cases.
32. In the remaining accidents, where a vehicle driver was judged to be principally responsible, failure to give way was the most frequent failure (40% of drivers) and failure to observe the motorcycle or to judge its speed or path were the most frequent explanations for their failures (about 50% and 35% of drivers respectively). There are no signs that these aspects became more or less significant over the four years for which these data are available.
33. Overall, the increasing number of motorcyclist fatalities is largely explained by the increased popularity of motorcycling and the resultant increase in motorcycle mileage, especially among large machines. The age at which riders have died has been rising, so on average those killed in recent years are likely to have greater experience of road conditions; the accident records do not show, however, how great was their experience of riding motorcycles.

Appendix 3: Indicative time line for implementing measures

Note: in many cases where implementation has already been achieved there is an ongoing action to regularly monitor, review and develop commitments.

✓ indicate that an original strategy commitment was delivered in the indicative time horizon shown.

The strategy

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
1 Set up Road Safety Advisory Panel	✓			
2 Evaluate progress towards the targets	✓	✓	✓	
New Local Public Service Level Agreements with local authorities	✓	✓		
New Publish road safety strategy for Wales	✓			
New Dealing with Disadvantage	✓	✓		
New Inner City Demonstration project	✓	✓	✓	

Safer for children

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
3 Local authorities to carry out child road safety audits	✓			
4 Local authorities must consider: <ul style="list-style-type: none"> - using their powers to create more 20 mph zones - Providing safe crossing facilities - Making enforcement more effective 	✓			

Safer for children – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
5 Highways Agency to develop and implement child friendly areas on trunk roads near schools and in residential areas	✓			
6 Supporting local authorities putting in place Home Zone schemes	✓			
7 In-car design to take special account of children e.g. use of air bags			✓	
8 Standardising child restraint fittings		✓		
9 Issue (with RoSPA) national guidelines on roadside pedestrian training	✓			
10 Continue to encourage schools to teach road safety in PSHE at key stages 1, 2 and 3	✓			
11 Work with road safety professionals to ensure road safety resources are used in schools	✓			
12 From September 2000 a new road safety aid will be made available for classrooms	✓			
13 Produce road safety education guidelines for schools and professionals	✓			
14 In association with the Scottish Road Safety Campaign devise and implement a strategy for promoting road safety education in Scottish schools	✓	✓		
15 Encourage parents to get involved through – <i>'One Step Ahead'</i> for new parents – resources for the transition from primary to secondary school	✓ ✓			
16 Explore potential for practical road safety training in play schemes and homework clubs	✓	✓		
17 Increase access to road safety materials via the Internet	✓	✓		
18 Make 'Rosalind' more user-friendly (database of road safety education linked materials)		✓		
19 Discuss with road safety professionals and community groups how to encourage people to start up and run training schemes	✓			

Safer for children – continued

	Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
20	Develop a programme promoting child pedestrian training schemes in deprived areas	✓	✓	✓	
21	Monitor high risk groups and explore ways of improving their safety	✓	✓		
22	Support school travel plans	✓	✓	✓	
23	Raise the profile of school travel issues and spread best practice through the School Travel Advisory Group	✓			
24	Change legislation on school crossing patrols	✓			Transport Act 2000
25	Work with voluntary groups to encourage more children to wear cycle helmets	✓	✓		
26	Promote cycle training	✓	✓		
27	Promote the use of the Scottish cycle training scheme in all Scottish schools	✓			
28	Support professional development of those who deliver road safety education, publicity and training through NVQ in road safety	✓			
29	Further research into child-related issues to help understand problems and develop counter-measures.	✓	✓		
New	Evaluate the yellow school bus pilot projects	✓			
New	Evaluate success of Children's Traffic Clubs in Scotland offering free road safety training to 3-4 year olds and consider extending to England	✓	✓		
New	SRSC launch of Junior Road Safety Officer scheme	✓			

Safer drivers: training and testing

	Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
30	Boost road safety education in schools (through expanded DSA schools Programme in partnership with the police and road safety officers)	✓			
31	Develop logbook scheme for car drivers - voluntary	✓			
32	Consult on introducing mandatory logbooks for learner drivers (to include night-time driving)	✓			Transport Act 2000
33	Develop logbook schemes for drivers of other vehicles (lorries, buses and motorcycles)		✓		
34	Consult on measures to achieve necessary driving experience	✓			
35	Raise standards of driving instructors	✓	✓		✓
36	Rationalise driving instructor regulation, with detailed provisions for different sectors		✓		✓
37	Publish information on driver instructor performance	✓			
38	Consult on proposals to suspend instructors where there is a risk to public safety, and introduce new appeals arrangements	✓			Transport Act 2000
39	Development of current theory test	✓	✓		
40	Add hazard perception to theory test	✓			
41	Consider further changes to car practical test			✓	
42	Consult on introduction of compulsory P plates (and encourage greater voluntary use in the meantime)	✓			
43	Introduce instructor registration for fleet car (and other specialist) drivers	✓			
44	Raising standards of LGV and PCV driver training: <ul style="list-style-type: none"> - Stage 1: theory test, supervising driver. - Stage 2: statutory scheme 	✓		✓	Transport Act 2000
45	Set national standards for advanced driver training and instructor registration	✓		✓	

Safer drivers: training and testing – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
46 Develop schemes for better information and advice for older drivers and older driver assessment – and issue revised leaflet	✓			
47 Set up inter-agency group on work-related road risk	✓			
48 Continue to publicise the dangers of driving whilst using a mobile phone	✓			
New Consult on European Commission's draft text of 3rd Directive on driving licences		✓		
New Encourage drivers to broaden, advance or refresh driving skills, including increase take up of the Pass Plus scheme	✓	✓		

Safer drivers: drink, drugs and drowsiness

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
49 Home Office review to consider whole range of penalties for drink drive offenders	✓	✓		✓
50 High risk offenders scheme to be reviewed	✓	✓		
51 Home Office review will cover minimum ban for first time high risk offenders	✓	✓		✓
52 Roll out rehabilitation nation wide	✓			
53 Improve drink drive publicity campaigns	✓	✓		
54 Strengthen police powers for roadside testing	✓	✓		Railways & Transport Safety Act 2003
55 Introduce evidential roadside breath testing (subject to further investigation)		✓		✓
56 Consider changes in the drink-drive limit in a European context	✓			
57 Continue support for development of drug screening devices	✓	✓	✓	Railways & Transport Safety Act 2003

Safer drivers: drink, drugs and drowsiness – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
58 Support police training in drug recognition and impairment testing techniques	✓	✓		Railways & Transport Safety Act 2003
59 Continue research into drug driving	✓	✓		
60 Consider how to target publicity on the risks of drug driving	✓			
61 Consultation on the possible repeal of the UK drivers' hours in favour of the EU rules		✓		✓
62 Continue research into the accident risk of business and commercial drivers and effective counter measures	✓			
63 Continue to research driver fatigue as a road safety issue	✓			
64 Improve publicity on fatigue	✓			

Safer infrastructure

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
65 Production of provisional local transport plans for 2000/2001 including the local casualty reduction target and local road safety strategy	✓			
66 Production of full five-year local transport plans	✓	✓		
67 Monitor accidents and address problem sites	✓			
68 Maintain roads and road signs to a high standard	✓			
69 Work with professionals to support guidance on road safety best practice	✓			
70 Cascade good practice from the Gloucester Safe City project	✓			
71 Implement the actions outlined in the Highways Agency safety plan		✓	✓	

Safer infrastructure – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
New Highways Agency to complete improvement works at ninety two priority junction sites across the network where congestion has been identified as a major localised problem	✓	✓	✓	
New The Highways Agency to recruit 1200 dedicated Traffic Control staff to carry out certain traffic management responsibilities and tasks	✓	✓		
New Establish a new network of Regional Control Offices, to be operated jointly by the Highways Agency and police, to monitor and manage traffic and co-ordinate responses to incidents	✓	✓		
New Introduced new measures and practices to improve the safety of both road users and contractors and staff at roadworks on the Strategic Road Network	✓			
New Scottish Executive to bring forward plans to complete the central Scotland motorway network			✓	
New EuroRAP (European Road Assessment Programme)	✓			
New DfT to issue Local Transport Note on traffic calming			✓	
New DfT, in conjunction with the Office of the Deputy Prime Minister, to produce a new Manual for Streets			✓	

Safer speeds

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
72 Advise on more efficient speed limit signing and additional signing for speed cameras	✓			
73 Revise guidance on setting speed limits		✓		
74 More 20 mph zones to tackle accident problems and to improve the safety of school routes	✓			

Safer speeds – continued

	Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
75	Type approve and issue guidance on speed activated signs to warn drivers of hazards	✓			
76	Rural accident prevention through targeting accident sites with engineering measures or new technology	✓	✓		
77	New technology for accident prevention in rural areas		✓		
78	Continued trials of sympathetic traffic calming in villages to develop good practice guidance	✓	✓		
79	Pilot schemes for development of a speed camera funding mechanism	✓			
80	Country wide roll out of camera funding	✓	✓		
81	Evaluation of new enforcement technologies	✓			
82	Subject to Home Office review of penalties, give the courts power to impose heavier fines and additional penalty points for speeding	✓	✓		✓
83	Consider how best to deal with the very worst cases of speeding, possibly with tougher penalties	✓	✓		✓
84	Research into benefits of rehabilitation courses for speeding offenders	✓	✓		
85	Extend use of the controlled motorway system where congestion or network management problems exist		✓		
86	Continue publicity campaigns to inform motorists of both the dangers of speed and that enforcement will be given a higher profile	✓	✓		
87	New publicity campaigns informed by behavioural studies	✓	✓		
88	Research into drivers' understanding of national speed limits		✓		
89	Creation of hierarchy of roads by road usage	✓	✓		
90	Issue guidance on creating self explaining roads			✓	

Safer speeds – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
91 Review policies based on results of research into the effect of and justification for lower speed limits in rural and urban areas		✓		
92 Review policies based on results of research into alternative signing conventions, including the viability of 'unsigned' limits		✓		
93 Development of a simpler method of making speed limits by reference to the speed management strategy			✓	✓
New Implement demonstration projects to improve safety on urban high streets and other "mixed priority" routes	✓	✓		
New Target more specific elements of publicity on rural speeding issues		✓		

Safer vehicles

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
In place but rolling out to have a greater influence				
94 Euro NCAP (support expansion to cover primary safety features)	✓			
95 Euro NCAP (consider expanding to cover other vehicle categories)		✓		
96 Side impact protection	✓		✓ ✓	
Measures not yet in place				
97 Front impact protection	✓		✓ ✓	
98 Improved front and side impact compatibility			✓	
99 Front under-run guards for HGVs	✓			
100 Intelligent seat belts (and airbags)		✓	✓ ✓	
101 Improve seat belt wearing rates	✓	✓	✓	
102 Seek legislative opportunity to tighten the seat belt exemption for people on 'local rounds of deliveries'	✓	✓		Rail & Transport Safety Act 2003
103 Subject to consultation, make the fitting of seat belts compulsory in new buses, coaches and minibuses and in new goods vehicles over 3.5 tonnes	✓			

Safer vehicles – continued

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
104 Improved vehicle lighting including daytime running lights			✓	
105 Pedestrian protection directive (safer car fronts)		✓	✓	
106 Improved braking and compulsory ABS (for large vehicles)	✓	✓	✓ ✓	
107 Quality control and safety recalls	✓*			
108 Vehicle radar		✓*		
109 Intelligent Speed limiters			✓*	

* strategy did not specify timing.

✓ ✓ indicates a second stage of technical improvements

Safer motorcycling

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
110 Advisory group initiatives	✓			
111 New licensing rules for learner riders	✓			
112 Enhancements to CBT course	✓		✓	
113 Develop guidance for those returning to motorcycling after a break	✓			
114 Develop voluntary register of accredited motorcycle trainers	✓	✓		
115 Introduce training requirement for newly qualified drivers wishing to ride a moped	✓			
116 End exemption from motorcycle theory test for those holding full car licence	✓			
117 Include awareness of vulnerable road users in training logbooks for learner drivers	✓	✓		
118 Introduce statutory register of motorcycle trainers		✓		✓
119 Work with OECD to standardise worldwide accident investigation	✓	✓	✓	
120 Work with EC to examine scope for including secondary safety features in construction requirements for motorcycles			✓	
121 Work towards a new helmet standard			✓	
New Welsh Assembly Government to develop motorcycling strategy for Wales		✓		

Safety for pedestrians, cyclists and horseriders

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
122 Local authorities to develop local transport plans which include: – measures to increase cycling and walking – with a range of measures to improve safety	✓			
123 Monitor and develop Home Zones	✓	✓		
124 Consider setting rate-based targets for vulnerable road users	✓			
125 Work with the Cyclists' Touring Club (CTC) to develop adult training courses	✓			
126 Provide funding for RoSPA to revise their 'Code of Good Practice on the Practical Aspects of Cyclist Training'	✓			
127 Promote cycle helmet wearing	✓	✓		
128 Monitor helmet wearing rates.	✓	✓		
129 Collect data from accident reports to get a clearer picture of horse-related accidents	✓			
130 Raise drivers' awareness of vulnerable road users through better training and testing	✓	✓		
131 Improve victim support systems	✓	✓		
New Showcase sustainable travel town to include promotion of walking and cycling		✓	✓	
New Development of action plan to increase walking and cycling	✓	✓		
New DfT to publish Local Transport Notes on how to improve conditions for walking and cycling		✓		
New Highways Agency to develop a Non-Motorised User Crossing Programme to reduce the risks for pedestrians, cyclists and horseriders at 1200 crossing sites across the strategic road network		✓	✓	
New The Welsh Assembly Government to develop and publish <i>A Walking and Cycling Strategy for Wales</i>	✓			
New Scottish Executive to publish Walking Strategy for Scotland		✓		

Better enforcement

	Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
132	Implement the findings of the HMIC inspection report (for the police)	✓			
133	Improve public understanding of the risks and penalties of road traffic offences	✓	✓		
134	Monitor the extent to which road safety issues are included in Crime and Disorder strategies	✓	✓		
135	Home Office and DfT to review penalties for road traffic offences	✓			✓
136	Consult on obligatory retesting on conviction for wider range of offences	✓	✓		
137	Complete research into dangerous and careless driving	✓			
138	Raise maximum penalty for careless driving	✓	✓		✓
139	Specific consideration of penalties for speeding offences	✓	✓		✓
140	Develop a new funding mechanism for speeding cameras	✓			
141	DfT, Home Office and the police to refine the details of driver improvement schemes with a view to extending them nation wide	✓	✓		✓
142	Consider how the courts might be able to send convicted offenders on retraining courses as part of their sentence	✓*	✓		✓
143	Examine ways of extending retraining to other penalties involving retesting	✓*	✓		✓
144	Develop new technology which could help enforce the law more effectively e.g. digital breath testing devices and drug testing devices	✓	✓		✓
New	Roll out use of Automatic Number Plate Recognition technology	✓	✓		
New	Consult on review of road traffic offences for dangerous and careless driving	✓	✓		✓
New	Wide ranging independent review focusing on reducing the levels of uninsured driving in the UK	✓	✓		

*strategy did not specify timing

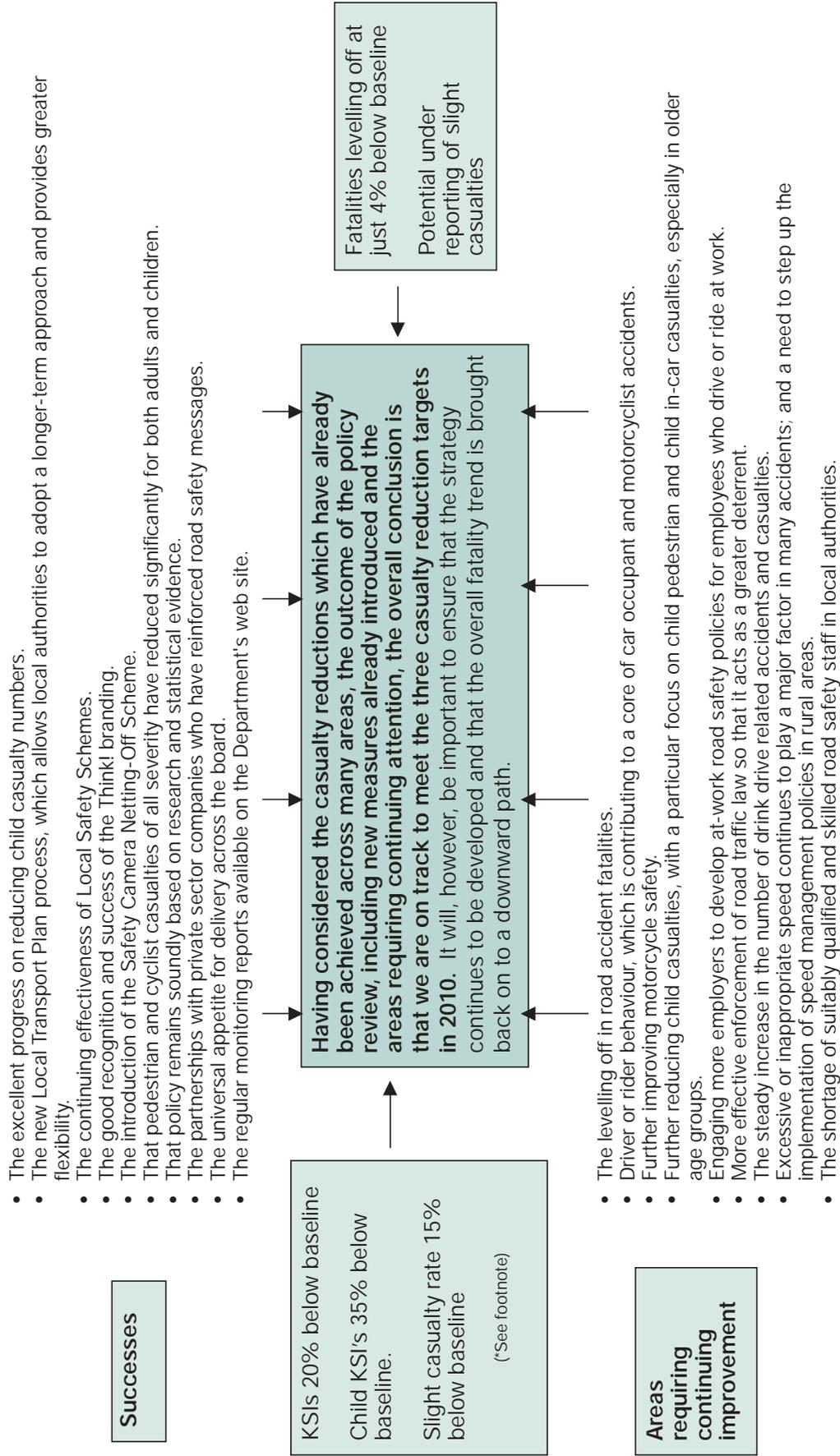
Promoting safer road use

Commitment	Already implemented	Implement between 2004-2006	Implement between 2006-2010	Primary legislation required
145 DfT will invite all major stakeholders to a conference to discuss emerging publicity plans	✓*			
146 DfT will hold regular campaign co-ordination meetings with representatives of the key organisations	✓*			
147 DfT will take full advantage of information technology to exchange ideas and keep stakeholders up to date with campaign news and good practice plans	✓*			
148 DfT will produce a campaign planning guide to help activists at local level to stimulate maximum news cover and business support	✓*			
149 DfT will involve the regions more closely with a programme of regional meetings	✓*			
150 DfT will support the advertising regulators in cracking down on irresponsible speed-related advertising of cars and motorcycles	✓*		✓	

*strategy did not specify timing

Appendix 4

Overview of the first three yearly review of the Government's Road Safety Strategy



*based upon the latest provisional estimates of casualties for 2003 published on 5 February 2004

