







# Foreword

Road safety is a matter of national importance, affecting those who drive and those who don't. I want everyone to enjoy the confidence and freedom to travel by whatever mode of transport they choose, in a manner that is considerate of other road users.

The government is committed to investing in national road safety. This is both because of the devastating human consequences of road casualties and also the cost of road collisions to the economy. That is why we have a Manifesto commitment to reduce the number of cyclists and other road users killed or injured on our roads every year.

The good news is that Britain's roads are very safe by all international comparisons. We remain second only to Sweden in terms of global road safety, with 2014 witnessing the third lowest number of road deaths since records began.

I am delighted to have the opportunity to build on our excellent national road safety record and to go even further in creating a safe system that supports both road users and the economy. This is a system where everyone is encouraged to make safer choices.

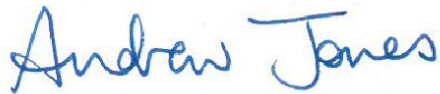
Vehicles are increasingly able to undertake more of the driving task and this will undoubtedly improve safety. However, the time when "driverless cars" are widespread is a little way off. A new plan is needed to improve road safety now, whilst we prepare for that technological revolution.

The following road safety statement therefore sets out the Department for Transport's vision, values and priorities in relation to British road safety. This includes a clear recognition of the challenges and opportunities we face in bringing safety improvements to all road user groups.

This statement covers road safety policy within Britain as governed by the Department for Transport. The governments and administrations of Scotland, Wales and Northern Ireland will seek to produce separate strategic documents where

matters are devolved, which together will contribute to enhancing road safety across the UK.<sup>1</sup>

I look forward to working with a wide range of partner organisations to turn this vision into a tangible reduction in road casualties, via more detailed and practical plans and action in the months and years to come.



Andrew Jones,  
Road Safety Minister

---

<sup>1</sup> Clarification on which aspects of transport policy and legislation are governed by England, Scotland, Wales and Northern Ireland can be found at [www.gov.uk/](http://www.gov.uk/)

# Executive summary

## Introduction

The government is committed to investing in national road safety; this is not solely because of the tragic human consequences of road deaths and injuries. Safer roads and safer road users save lives, but they also help to reduce pressure on the NHS and emergency services, keep traffic moving and, as a result, keep our economy growing. We estimate that road traffic collisions cost the UK economy in excess of £16.3 billion per year.<sup>2</sup>

This statement sets out the context of road safety in Britain today and the overarching scope of road safety activity for the government. It will be followed by consultations on specific issues as options are developed. The statement covers road safety policy within Britain as governed by the Department for Transport (DfT). The governments and administrations of Scotland, Wales and Northern Ireland will seek to produce their own policies and strategic documents on devolved matters.

Our key priorities for road safety include:

- Adopting the Safe Systems approach. This is clear in the framework we have set with Highways England and which it is now implementing. It is also a theme that runs throughout this Statement;
- Protecting vulnerable road users, including pedestrians, cyclists, motor cyclists and horse riders, through infrastructure and vehicle improvements, promotion of safer behaviour and equipment and ensuring other road users are aware of the risks posed to these groups and adapt accordingly;
- Taking tough action against those who speed, exceed the drink-drive limit, take drugs or use their mobile phone while on the road;
- Ensuring that the driver testing and training regime prepares new drivers for a wide range of real life driving conditions and situations;
- Working with the insurance industry to incentivise safer behaviours and to reward the uptake of those new technologies and opportunities to improve skills that are proven to reduce collisions;
- Helping employers to reduce road related collisions at work, including through improved heavy goods vehicle (HGV) safety;
- Encouraging the faster uptake of safer vehicles via the promotion of clear consumer information and the procurement of safer vehicles;
- Promoting the development and adoption of connected and autonomous vehicle technologies in a way that maximises safety benefits;

---

<sup>2</sup> In 2014 prices [Reported Road Casualties Great Britain: 2014 Annual Report](#), published September 2015





























The proposal would not lead to a revenue increase to the DVSA as retained deposits would be used to fund a reduction in the basic practical test fee.

- 2.19 We have asked, through the Motoring Services Strategy consultation, for views on whether a financial incentive would encourage learners to sit the test when they have a better chance of passing and at what level should such an incentive be set. Responses to that consultation will inform the development of this proposal.
- 2.20 We will ensure that the driving theory test is sufficiently tailored to respond to local variations while fostering wider knowledge of British laws.
- 2.21 Every driver knows that learning to drive or ride is an experience that does not end when they pass their test, so we will look at ways of encouraging people to review and enhance their skills at various points in time. For example, we will carry out further analysis of motorcycling accidents to understand better when in their riding life motorcyclists are at greater risk.
- 2.22 Ultimately, the driving licence will remain a document that has to be earned and treated with respect. We will continue to work with the DVSA, the Driver and Vehicle Licensing Agency (DVLA) and the Ministry of Justice to help ensure that it remains available to people who are fit to use it.
- 2.23 DVLA has worked closely with the General Medical Council to raise awareness of the medical profession's position regarding notifying DVLA of a patient's fitness to drive. The message has been reinforced that this is a justifiable breach of patient confidentiality if a patient has ignored advice and continues to drive.
- 2.24 We will also ensure that appropriate legislation and testing is in place to respond to the increasing automation of the nation's vehicle fleet.

## Increased road user awareness

- 2.25 We will continue to run the award-winning THINK! road safety campaign to educate people about changes in motoring laws and safer behaviours, including an additional £2.2 million of funding this financial year. The THINK! marketing plan sets out the calendar of THINK! campaign activity for 2015/16 and 2016/17. During this financial year, we will run major road safety campaigns covering country roads, drink-driving, drug-driving and cycling. Other campaigns will cover child and teen road safety, young drivers and motorcyclists.<sup>25</sup>
- 2.26 We will also use THINK! to engage with motorists on emerging issues. This will include coinciding the next THINK! drug-driving campaign with police enforcement campaigns to strengthen the overall impact of both. The campaign will be targeted to those with the highest propensity to drug-drive and will communicate that they now have a strong chance of being tested at the roadside and convicted, with all the personal consequences that this will bring.
- 2.27 Our national campaigns will continue to segment and target our key audiences who are using an increasingly diverse and fragmented range of media. We will ensure that public money is well spent on these campaigns and action is targeted on issues with the potential to save the most lives.

---

<sup>25</sup> [THINK! campaign marketing plan 2015 to 2016 and 2016 to 2017](#), Department for Transport, published September 2015

2.28 Finally, the Highway Code remains the government's bestselling publication. We will continue to ensure that it remains relevant to today's reader, using modern media techniques, and that it adequately reflects the variances brought about by devolution.

## Safer vehicles and equipment

2.29 Supporting and promoting the use of safer vehicles and equipment can play a major role in reducing road deaths. That is why we will explore further options for accelerating consumer demand for safer vehicles.

2.30 The European New Car Assessment Programme (Euro NCAP) continues to take a leading role across Europe in promoting safer vehicles and the government is committed to maximising the value of this for motorists. We will seek to increase consumer awareness of the Euro NCAP star rating system for vehicle safety so that more motorists appreciate the benefits and affordability of life saving technologies, such as autonomous emergency braking systems, when buying cars. From 1 November 2015, most newly registered HGVs are required to have autonomous emergency braking fitted as standard.

2.31 We will encourage safer vehicle procurement, starting with improving the safety of the public sector fleet through work on the Government Buying Standards. DfT will show early leadership in this area in relation to its own vehicle procurement and leasing. Highways England is already working with DfT to change the hire car policy to ensure that all journeys on Highways England business are completed using 5\* NCAP rated vehicles.

2.32 We will also encourage the uptake of other safety equipment across other road transport modes. This will be from looking at ways to develop the well-respected SHARP (Safety Helmet Assessment and Ratings Programme) motorcycle helmet scheme and promoting it to a wider range of riders, to researching the efficacy of newer innovations such as inflatable rider clothing and sobriety bands for repeat drink-drive offenders.

2.33 To underpin the development of safer vehicles and infrastructure we have an ongoing programme of in depth road collision investigation known as Road Accident In Depth Studies (RAIDS). Injuries are correlated with detailed vehicle damage to understand the performance of vehicle safety systems and the influence of vehicle design and road infrastructure on injury outcomes. The aims of the investigations differ from those of the police as the intention is not to apportion blame but to improve knowledge of real world collision dynamics. The strictly anonymous data collected by the programme is stored in a single secure database and is made available to both government and the wider road safety community over the internet.

2.34 Our efforts to improve occupational road safety will maintain a strong focus on how to reduce deaths, including cyclist deaths, caused by HGVs. That is why we are working at EU level on new laws to improve HGV design to get safer and more aerodynamic lorries on our roads. This includes consideration of both the driver's field of view for new vehicle designs, permitting camera monitor systems as an alternative to mirrors, and improving the front structure of vehicles to provide better protection for pedestrians and cyclists. We will also consult on legislative changes to ensure that sideguards and rear under-run devices, which are required for new vehicle approval, remain fitted to HGVs throughout their life and are not removed.



## Fairer and more responsive insurance

- 2.43 Fraud increases the costs of motor insurance. We will continue to work closely with other government departments and insurance industry stakeholders to help reduce motor insurance fraud, bring premiums down and protect the interests of honest motorists.
- 2.44 According to the Motor Insurers Bureau (MIB), uninsured driving has fallen by 50% in the past decade to around one million out of a total number of 36 million vehicles on the road. The rising trend reversed following the introduction of police powers to seize vehicles for driving without insurance, which was introduced in 2005 and Continuous Insurance Enforcement (CIE), which was introduced in 2011. The MIB is responsible for investigating and paying claims to victims of uninsured and untraced drivers. As a result of the fall in uninsured claims, untraced claims, which have remained steady in recent years, now make up the majority of the claims received by the MIB. We will continue to work with the insurance industry and MIB to tackle uninsured and untraced driving.
- 2.45 We will support innovation in the motoring insurance market so premiums become more responsive to safer driver behaviour and vehicle choice. This could include extending the 'reward based' insurance approach pioneered through young driver telematics products to the wider motoring community and fleets.

## More intelligent and effective enforcement

- 2.46 We will continue to target people who wilfully choose to break the law and endanger the lives of others. We will collaborate with the Ministry of Justice on future reviews of motoring offences to ensure appropriate penalties are in place for dangerous drivers, including those who continue to use excessive speed, exceed the drink-drive limit, take drugs or use their hand-held mobile phone while on the road.
- 2.47 We are targeting high risk drink-drive offenders using a range of tools, including technological and educational solutions, such as offering drink-drive rehabilitation courses and requiring medical checks before they can resume driving. To tackle other forms of inappropriate driving behaviour, we are evaluating the effectiveness of speed awareness courses as an alternative to traditional penalty points and fines and are evaluating the impact of fixed penalty notices for careless driving.
- 2.48 We are also working with the Home Office on type approval processes for new generation drink-drive breath testing devices which should give the police more tools for tackling drink-drivers.
- 2.49 We will further develop our drug-driving screening, following the introduction of new, tougher, drug-driving laws in spring 2015. A zero tolerance approach to driving with any of 8 illicit drugs in the body was taken in the last Parliament, with enforcement increasing fourfold since its introduction. We will continue to work closely with the National Police Chiefs' Council to further increase enforcement against drug-drivers. As part of this, we will provide £750,000 funding to police forces in England and Wales to help them build their drug-driving enforcement capability. This includes training more officers with drug recognition and impairment testing skills to enable more effective and targeted enforcement.
- 2.50 Road traffic policing is evolving at a local level. New technologies can help detect dangerous criminal behaviour and free up police time to respond to other public emergencies. That is why we will support the use of new and remote criminal

detection technologies and data sharing in a responsible way that appropriately safeguards motorists' privacy. An example of this is Automatic Number Plate Recognition (ANPR) technology which the police use to detect and disrupt criminality. As a vehicle passes an ANPR camera, its registration number is read and checked against database records of vehicles of interest. This helps the police to intercept and stop such vehicles and, where necessary, make arrests. This has been important in the detection of many offences including locating stolen vehicles and tackling uninsured vehicle use.

- 2.51 We will explore, with the DVSA, better ways of targeting enforcement against transport operators who are serially, and seriously, non-compliant with existing legislation in areas including drivers' hours and vehicle standards.
- 2.52 The UK is in the process of transposing the Cross Border Enforcement Directive on Motoring Offences into national law by May 2017. This Directive requires Member States to share the identity of registered keepers of vehicles involved in certain motoring offences while driving in another Member State. This will allow Member States to issue appropriate penalties to non-resident keepers of vehicles when they commit a specific road traffic offence and to encourage compliance of national traffic laws.
- 2.53 Finally, the government welcomes the Transport Select Committee's inquiry into road traffic law enforcement and will consider any recommendations resulting from the Committee's work.





Highways England and monitor its delivery against the Road Investment Strategy,<sup>30</sup> which includes a ring-fenced fund of £250 million for Cycling, Safety and Integration. Of this around £105 million will be spent on additional measures to boost safety that extend beyond the high safety measures already in place.

- 3.7 We will work with Highways England to help it develop an effective star rating system for the safety of its network, based on the International Road Assessment Programme (iRAP), and ensure that Highways England improves its least safe roads in a timely manner. We will also collaborate with Highways England on keeping 'smart motorways' (without hard shoulders) both safe and decongested.
- 3.8 Highways England is working with the National Police Chiefs' Council and DfT to raise driver awareness of the need to comply with mandatory signs to ensure the safe and efficient operation of smart motorways. A new National Driver Offender Retraining Scheme (NDORS) course is being developed specifically for motorway driving. This would give the police the ability to offer an educational alternative to issuing a fixed penalty notice and penalty points for offences only found on the motorway network, such as speeding when a variable speed limit is set and Red X offences.<sup>31</sup> Highways England's strategy for improving Red X compliance focuses on increasing drivers' understanding, including warning letters to non-compliant drivers containing information on how to use smart motorways safely.
- 3.9 These, and other activities that form part of their Health and Safety 5 Year Plan, should help Highways England to move towards its target of reducing the number of people killed or seriously injured on the strategic road network by 40% by the end of 2020,<sup>32</sup> and their aim of bringing that figure as close as possible to zero by 2040.
- 3.10 In the last five years from 2011/12 to 2015/16, DfT has increased its spend on cycling in England from £1 per head to £3 per head. Local authorities also spend significant amounts on cycling and, over the same period, total spend on cycling in England has increased from £2 per head to £6 per head. Spend is over £10 per head in the eight Cycle Ambition Cities<sup>33</sup> and in London. DfT will publish a Cycling and Walking Investment Strategy in 2016 which will set out our plans for investment in safer cycling and walking infrastructure.

## Supporting local innovation and efficiency

- 3.11 We are conducting research into the most cost effective ways to reduce road casualties via road infrastructure improvements. We plan to use the findings from this work to create new guidance or tools to help local highway authorities target interventions to reduce collisions and make the environment more forgiving for those who do crash. We will also work with those local authorities whose roads feature in the British EuroRAP results 2015 as one of England's persistently higher risk roads<sup>34</sup> and we have contacted these local authorities to explore how DfT might assist them.
- 3.12 Making changes to the design and operation of junctions, where many collisions involving vulnerable road users and vehicles occur, is the responsibility of local authorities. The government supports them through the provision of legislation and

---

<sup>30</sup> [Road Investment Strategy](#), Department for Transport, published March 2015

<sup>31</sup> A Red X sign is used to identify when a motorway lane is closed and indicates that drivers should move into an open lane to continue their journeys.

<sup>32</sup> Against the 2005–09 average baseline

<sup>33</sup> Bristol, Birmingham, Cambridge, Leeds, Manchester, Newcastle, Norwich, Oxford

<sup>34</sup> [British EuroRAP results 2015](#), Road Safety Foundation, published September 2015

guidance. DfT intends to publish new Traffic Signs Regulations and General Directions (TSRGD) in 2016, which will provide local authorities with new measures to improve the safety of their road environment. DfT is also working with those local authorities that are keen to make use of those new measures, such as early start signals to provide better and safer facilities for cyclists, in advance of the new legislation.

- 3.13 We are empowering local authorities to deliver road safety measures that are responsive to local priorities. We will undertake a road safety management capacity review, to help them and the wider national road safety community including DfT, to identify areas for improved joint working, local innovation and efficiency.
- 3.14 We will also continue to support both national research and local good practice. This will include the promotion of the national Road Safety Observatory website, which synthesises existing road safety research and evidence.
- 3.15 Local authorities will continue to be empowered to set appropriate speed restrictions for their local areas, including 20 mile per hour zones and limits.
- 3.16 We understand that in the quest to improve and innovate, England, Scotland and Wales may wish to pilot new approaches to road safety. We will help to enable this when it does not unduly burden national taxpayers to do so. Similarly, we will continue to work collaboratively with TfL and other urban transport centres to foster local road safety innovation.

## Emergency services

- 3.17 The emergency services play a vital role in preventing and minimising road deaths and the government will continue to provide these vital services.
- 3.18 Ongoing police enforcement is essential for catching drivers who are likely to cause collisions and the Fire and Rescue Service plays a major role in delivering preventative road safety education throughout the country.
- 3.19 Our emergency service personnel play an equally vital role in dealing with the aftermath of collisions in terms of our post-crash response. They help safely divert traffic away from the scene, rescue people who are trapped in vehicles, provide life-saving first aid and trauma care and investigate the collision cause.
- 3.20 This collision investigation role is not only crucial for the court and criminal justice system, it is also essential for recording and understanding national road safety trends so that policy can be adapted to respond to the causes of collisions that are happening on the ground. At the local level, investigation and reporting is critical for identifying which interventions are needed at specific locations to reduce the likelihood of further incidents and injuries.
- 3.21 That is why we will be working with the Home Office to ensure that the new Collisions Reporting and Sharing (CRASH) system for recording collisions is effectively rolled out to police forces. We will work with the National College of Policing to ensure that today's law enforcement officers have the appropriate skills and training to accurately record the causes of collisions.
- 3.22 In tandem, we are looking at ways to make it quicker and simpler for members of the public to tell the police that they have been involved in a collision. This could involve providing a web-based tool for reporting less serious collisions as an alternative to visiting or phoning a police station.

- 3.23 We will work closely with the Department for Health, Public Health England and NHS England to ensure that we are sharing the lessons learned from hospital data on road traffic collisions and that we are supporting both lifesaving trauma care improvements and cost effective health promotional activities at a local level, such as those indicated in the TfL Transport for Health Plan.<sup>35</sup>

## Encouraging better occupational road safety, fleet management and procurement

- 3.24 Road safety is not just a matter for government and the public sector. The safe movement of goods and services is vital for the national economy and industry as a whole. As around a third of road traffic collisions involve a person at work, there is more that we can do working with industry and the rest of government to support and promote good practice in safer fleet management and occupational road safety.
- 3.25 We will start this process by evaluating existing safer driving for work schemes to understand what works, with a view to promoting existing good practice to employer networks and other occupational drivers. This could include, but need not be restricted to, the use of telematics products, company reporting on collision rates, effective employee intoxication policies, procurement of safer vehicles and consideration of good practice relating to vehicle design and driver training. It could also include consideration of driving techniques and behaviours which are not only safer but also more fuel efficient.
- 3.26 Procuring vehicles with modern safety features not only benefits the safety of the people who drive them for work. It also accelerates the rate at which these safer vehicles enter the second hand car market and makes them available to British families sooner than they might otherwise acquire them.
- 3.27 As part of this work, we see great potential for collaborating with the vehicle leasing sector as it accounts for one tenth of cars and up to one quarter of HGVs on our roads. We will also work with fleet buyers to encourage faster take-up of the latest safer designs.

## Working in partnership

- 3.28 We want to work in an open way to refine and execute our vision in partnership with local authorities and the road safety community. We will use this statement to set the framework for consultation on more detailed proposals and a targeted programme of research over the coming months and years.
- 3.29 We have already established a multi-agency road safety delivery group that we hope will be instrumental in shaping the delivery of our goals. However, we also continue to champion wider non-governmental action based initiatives, such as the Ageas sponsored Older Driver Task Force, to strengthen our collective evidence base.
- 3.30 We look forward to working with you to maintain Britain's outstanding record in this area and to create the safest road system possible.

---

<sup>35</sup> [Improving the health of Londoners: Transport action plan](#), Transport for London, published February 2014





	<b>Road Safety Management</b>	<b>Safer Roads and Mobility</b>	<b>Safer Vehicles</b>	<b>Safer Road Users</b>	<b>Post-Crash Response</b>
Med term cont.	Work with commercial fleets, employers' organisations and drivers to identify and promote good practice in work related road safety.	Promote national research and good practice in road safety, including the development and promotion of the national road safety observatory.	Engage with fleet buyers and leasing agencies to encourage safer private sector vehicle procurement.	Engage with insurers to help support innovation within the motor insurance market so that premiums become more responsive to safer driver behaviour and vehicle choice.	Work with the National College of Policing to ensure that law enforcement officers have appropriate skills and training to accurately record the causes of collisions.
	Continue to develop, influence and implement a wide range of European road safety directives, including the Cross Border Enforcement Directive.	Review and, where necessary, amend the regulatory framework to support the safe testing and introduction of connected and autonomous vehicles.	Conduct research into the behavioural and human factors associated with increased vehicle automation; develop and consult on policy accordingly.	Collaborate with the Ministry of Justice on future reviews of motoring offences to ensure that appropriate penalties are in place for dangerous driving.	Make it quicker and simpler for members of the public to tell the police that they have been involved in a collision, including removing any legislative obstacles for reporting accidents online.
				Review and develop our road safety educational materials for school aged children.	
				Work with the motorcycle industry to explore how to improve and increase the take up of post-test rider training and development.	
				Drug-drivers: consult on options for a rehabilitation scheme course and a High Risk Offenders regime.	
				Complete evaluation of the current pilot of more realistic driving experience in the practical test, and determine whether to incorporate as standard.	



## 4. References with full web links

- 1 <https://www.gov.uk/>
- 2 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467465/rrcgb-2014.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/467465/rrcgb-2014.pdf)
- 3 <http://www.rac.co.uk/press-centre#/documents/report-on-motoring-2015-48629>
- 4 <https://www.gov.uk/government/consultations/motoring-services-strategy-a-strategic-direction-2016-to-2020>
- 5 <https://www.gov.uk/government/statistical-data-sets/ras52-international-comparisons#table-ras52001>
- 6 <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2014>
- 7 <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2014>
- 8 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/447673/motorcyclist-casualties-2013-data.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/447673/motorcyclist-casualties-2013-data.pdf)
- 9 <http://www.smmmt.co.uk/wp-content/uploads/sites/2/CRT036586F-Connected-and-Autonomous-Vehicles-%E2%80%93-The-UK-Economic-Opportu...1.pdf>
- 10 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/401562/pathway-driverless-cars-summary.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/401562/pathway-driverless-cars-summary.pdf)
- 11 <https://www.gov.uk/government/publications/automated-vehicle-technologies-testing-code-of-practice>
- 12 <http://www.ons.gov.uk/ons/rel/pop-estimate/population-estimates-for-uk--england-and-wales--scotland-and-northern-ireland/mid-2014/stb---mid-2014-uk-population-estimates.html>
- 13 <http://www.trl.co.uk/reports-publications/report/?reportid=6844>
- 14 <https://www.gov.uk/government/collections/road-accidents-and-safety-statistics>  
<https://www.gov.uk/government/collections/national-travel-survey-statistics>
- 15 [http://www.who.int/violence\\_injury\\_prevention/road\\_safety\\_status/2015/en/](http://www.who.int/violence_injury_prevention/road_safety_status/2015/en/)
- 16 [http://www.who.int/roadsafety/decade\\_of\\_action/plan/plan\\_english.pdf?ua=1](http://www.who.int/roadsafety/decade_of_action/plan/plan_english.pdf?ua=1)
- 17 No web link
- 18 <https://www.gov.uk/government/publications/strategic-framework-for-road-safety>
- 19 <https://www.gov.uk/government/news/no-one-should-be-harmed-when-travelling-or-working-on-our-highways>
- 20 <http://www.nfer.ac.uk/publications/BIKE01/BIKE01.pdf>
- 21 <https://www.gov.uk/government/consultations/motoring-services-strategy-a-strategic-direction-2016-to-2020>
- 22 <https://www.gov.uk/government/consultations/modernising-compulsory-basic-training-courses-for-motorcyclists>
- 23 <http://www.motorcycleframework.co.uk/>







