



Department
for Transport

Government Response to Call for Evidence Cycling and Walking Investment Strategy: Safety Review



November 2018

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1. Realising your vision



Safety is the key

- 1.1 Ask people what they want from their transport system and they will say convenient, clean, effective and safe travel, with less congestion and better air quality. People think about their journeys as a door-to-door experience. Safe journeys that mean all people, including those with reduced mobility or visual impairments, can choose more freely where they go and how they get there.
- 1.2 But safety has particular importance for vulnerable road users, such as walkers, cyclists and horse riders. All road users have an equal right to use the road, and safety and the perception of safety are key factors in determining how far people use these modes of transport.¹ The safer they feel, the more they will use these active modes of travel. The more people who use Active Travel, the fitter and healthier they will be, and the more their communities will benefit from lower congestion and better air quality, among a host of other benefits. The logic is clear.
- 1.3 The impact of Active Travel on congestion is especially important, and widely misunderstood. It is sometimes claimed that installing cycle lanes worsens congestion, for example. In general, however, the truth is the opposite: a properly integrated network of cycle lanes is a far more efficient means to transport people in and around town and city centres than the use of the same road space for road vehicles, and due to the lower load factors involved, is far cheaper to build.²

¹ [The British Social Attitudes Survey](#) consistently finds a majority of respondents agreeing that "It is too dangerous for me to cycle on the roads" (viewed on 24 October 2018)

² The East West and North South Cycle Superhighway corridors are moving five per cent more people per hour than they could without cycle lanes, a number that will increase as they attract more cyclists. <http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf> (viewed on 24 October 2018)

A world in which a 12 year old can cycle, and walk, safely

- 1.4 Our consultation on cycling and walking safety generated a huge response, with over 14,000 people taking part. People responded with vigour, sending in great ideas, evidence of what works, examples of good practice from other countries, innovative technologies, and imaginative solutions. It has been a hugely worthwhile exercise. To all who took part, I say: thank you.
- 1.5 One of the earliest lessons we learned was the importance of considering cycling and walking, and the needs of vulnerable road users more generally, as part of a single, integrated approach to policy. That is why the original scope of this review has been expanded.
- 1.6 Altogether, these respondents and our stakeholders set out a clear vision for the future:³ a country in which:
 - Towns and cities are designed for people of all abilities and ages so that they are active as part of everyday life; and are served by a core network of segregated and safe cycle routes, and a network of walkable routes around them;
 - Communities have access to green spaces and are connected by traffic-free or traffic-calmed cycling and walking networks for all;
 - Rail and bus facilities are suitable for people travelling on foot or by bike and have facilities that enable safe cycling and walking;
 - Children are able to walk and cycle to school in safety and with confidence, gaining essential life skills; and
 - People of every background and walk of life have the opportunity to take up walking and cycling, through programmes in schools, workplaces and communities.
- 1.7 The ambitious goals fit with and have helped to refine the Government's own ambition: that by 2040 cycling and walking should be the natural choices for shorter journeys, or as part of a longer journey.⁴ Or, more briefly, a world in which a 12 year old can cycle and walk safely.
- 1.8 In order to realise this vision, we need to attract higher levels of participation in Active Travel, including by women, by disabled people, by older people, and by those from minority ethnic groups. We need to build on the success of schemes such as the Big Bike Revival in energising communities with the greatest potential to become active. We need to embrace new ideas and new approaches in order to enable increased mobility and safety, for example through greater uptake of e-bikes (see Chapter 9) and greater provision of cycle training to different user groups (see Chapter 7).

³ Based on the vision set out in the '[Moving the Nation](#)' publication (Jun 2018) by the alliance of the UK's leading cycling and walking organisations (viewed on 24 October 2018) and other responses to the CWIS safety review

⁴ Set out in the '[Cycling and Walking Investment Strategy](#)' (Apr 2017) (viewed on 24 October 2018)

Case study - Big Bike Revival⁵

The Big Bike Revival has been running for four years and aims to inspire the 42 per cent of people who own bikes but do not cycle to start riding. It has been particularly successful at attracting women and people from a wide range of socio-economic and ethnic groups. People attending events across England and Scotland benefit from free cycle checks, servicing, cycle maintenance workshops, cycle training and accompanied rides. In 2017, the Big Bike Revival reached more than 64,000 people - 47% of whom were women and 28% of whom lived in areas in the bottom three deprivation deciles. More than 1,600 bikes have been fixed and around 37,000 new cycle trips created.



- 1.9 But this vision will only be realised if we can improve safety, and the perceptions of safety, which have been shown to be the biggest barriers to achieving higher levels of physical activity.⁶ It has been the ambition of this Government to make roads safe for all, protecting in particular those groups which are the most vulnerable road users or the most overrepresented in the road casualty statistics.⁷ One of the key objectives within the Government's pioneering Cycling and Walking Investment Strategy ("CWIS") of 2017⁸ was, therefore, to reduce the rate of cyclists killed or seriously injured on England's roads, measured as the number of fatalities and serious injuries per billion miles cycled (by 2020).
- 1.10 Improving road safety is far from easy, as the recent plateau in the number of people killed or seriously injured makes clear. But it is the key to getting more people across the UK to try Active Travel. One of this Strategy's core elements is its emphasis on the hierarchy of road users. Pedestrians, and especially elderly and disabled people, must feel safe in their interactions with cyclists and motor vehicles; cyclists and horse riders must feel safe in their interactions with pedestrians and motor vehicles, drivers must feel safe in their interactions with pedestrians, cyclists and other vulnerable users, and so on.
- 1.11 There can thus be no proper suggestion of any attempt to single out specific road users. Rather, what we are seeking to create is something much wider: a more mutually respectful and considerate culture of safe and effective road use that benefits all users. That in turn means a significant evolution in expectations, habits, practices and norms, alongside effective enforcement and continued investment in safety.
- 1.12 This document focuses on safety, but it also goes well beyond it. As we will see, public investment in cycling and walking is moving significantly ahead of that expected at the launch of the original Cycling and Walking Investment Strategy. Future funding decisions will be determined in the context of the forthcoming Spending Review. But investment is only part of the picture. Our new CWIS Safety two year action plan ("Action Plan") at Annex A sets out interventions designed not merely to enhance

⁵ <https://www.cyclinguk.org/bigbikerevival> (viewed on 24 October 2018); image courtesy of Cycling UK

⁶ 'Walking and Cycling Statistics, England: 2017' (viewed on 24 October 2018)

⁷ Set out in the 2015 'British Road Safety Statement' and June 2018 'Written Ministerial Statement' (both viewed on 24 October 2018)

⁸ <https://www.gov.uk/government/publications/cycling-and-walking-investment-strategy> (viewed on 24 October 2018)

cycling and walking safety but to contribute towards a much wider and more long-term shift in attitudes.

1.13 This Strategy contains a host of new measures and ideas, covering such areas as infrastructure design, law and guidance, enforcement, education, risk reduction and planning policy. Some of the key interventions include:

- Reviewing guidance in The Highway Code to improve safety for cyclists and pedestrians;
- Encouraging local councils to invest around 15 per cent of their local transport infrastructure funding over time on safe and efficient cycling and walking infrastructure;
- Investing £100,000 to support the police to improve enforcement by developing a national back office function to handle footage provided through dash-cam evidence;
- Enforcement against parking in mandatory cycle lanes;
- Appointing a cycling and walking champion to raise the profile of Active Travel; and
- Engaging with key cycling and walking organisations to develop a behaviour change campaign fully aligned with our Action Plan.

Sir Chris Hoy, track cyclist, eleven times world champion and six times Olympic champion

“We are people trying to get around and, whether you choose to go on foot, on a bike, a taxi, a bus, we are people trying to get from A to B, and you should remember that we are all someone’s son, daughter, mother, father, brother or sister. People’s lives are at risk and it’s time to stop having a ‘them versus us’. In reality most cyclists drive and vice versa. We have to try and put ourselves in the shoes of another person.”⁹

Enhancing health, improving communities, preparing for the future

1.14 Investment in safety not only helps to meet the aims and ambitions of the CWIS, by increasing levels of cycling and walking, it is also a cost-effective way to deliver a range of wider social benefits, including improvements to physical and mental health. The importance to the Government of achieving these goals is borne out by a range of recent official documents, such as 'Sporting Future: A New Strategy for an Active Nation',¹⁰ the national physical activity framework ('Everybody Active, Every Day'),¹¹

⁹ It's time to stop having a 'them versus us' on the road, Sir Chris Hoy, Cheltenham Literature Festival (11 October 2018)

¹⁰ <https://www.gov.uk/government/publications/sporting-future-a-new-strategy-for-an-active-nation> (viewed on 24 October 2018)

¹¹ <https://www.gov.uk/government/publications/everybody-active-every-day-a-framework-to-embed-physical-activity-into-daily-life> (viewed on 24 October 2018)

Chapters One and Two of the Childhood Obesity Plan¹² and 'Prevention is better than cure: our vision to help you live well for longer'.¹³

- 1.15 The importance of this agenda is hardly surprising. Obesity is one of the main risk factors of disability and ill-health in the UK, second only to smoking. We have one of the highest childhood obesity rates in Western Europe,¹⁴ and in 2016 one in four adults in England were obese.¹⁵ Hence, getting people more physically active – and eating healthier – is a major priority for the Government. Obesity costs our NHS £6.1 billion per year, but the total costs to society have been estimated at an astonishing £27 billion a year, with some placing this figure higher.¹⁶ These problems cannot be solved by isolated interventions alone, so the Prime Minister has set a cross-Government mission to increase the time we are healthy and independent by five years by 2035.¹⁷
- 1.16 The Department of Health and Social Care recently set out a cross-Government vision for achieving these five extra years via the document 'Prevention is better than cure'. This mentions a range of Government commitments, including: halving childhood obesity by 2030; publishing a cross-government School Sport and Activity Action Plan in spring 2019; a £3.5 billion plan to reduce harmful emissions from road transport; ending the sale of conventional petrol and diesel cars and vans by 2040; and responding to a Clean Air Strategy consultation that was launched in May 2018.
- 1.17 The physical environment we live in - access to green spaces, community safety and clean air - is also a vital contributor to mental and physical health.¹⁸ Increasing people's physical activity¹⁹ requires the right conditions for being active: creating places where housing is close to schools, shops, employment and public transport; engaging all ages and all parts of the community, with a focus on healthy habits in young people; and developing opportunities for outdoor and sporting activity, both through organisations and by individuals. But this goes beyond children and young people. We also need to be supporting working-age adults – and older people – to be more physically active, whether through walking, cycling or sports groups and other activities.
- 1.18 Investment in cycling and walking can help to do all these things: to increase house-building, integrate communities, improve people's access to green space, tackle loneliness, improve social housing and reduce health inequalities.²⁰ Again, the relevance to Government policy is clear: consider the Housing Infrastructure Fund,²¹ the NHS Healthy New Towns programme,²² the Government's 25 Year Environment Plan²³ and the Loneliness Strategy.²⁴

¹² <https://www.gov.uk/government/publications/childhood-obesity-a-plan-for-action> (viewed on 24 October 2018)

¹³ <https://www.gov.uk/government/publications/prevention-is-better-than-cure-our-vision-to-help-you-live-well-for-longer> (viewed on 19 November 2018)

¹⁴ Nuffield Trust, [International comparisons of health and wellbeing in early childhood](#), 2018 (viewed on 19 November 2018)

¹⁵ NHS Digital, [Statistics on Obesity, Physical Activity and Diet](#), 2018 (viewed on 19 November 2018).

¹⁶ <https://www.gov.uk/government/publications/childhood-obesity-a-plan-for-action-chapter-2> (viewed on 24 October 2018)

¹⁷ <https://www.gov.uk/government/publications/industrial-strategy-the-grand-challenges/missions> (viewed on 24 October 2018)

¹⁸ The evidence review [Spatial Planning for Health](#) gives clear health messages for developing communities and for transport

¹⁹ The Chief Medical Office's physical activity guidelines encourage adults to engage in moderate-intensity aerobic physical activity for at least 150 minutes per week

²⁰ Increasing car dependency has led to increasing health inequalities. See: <https://www.gov.uk/government/publications/active-travel-a-briefing-for-local-authorities>

²¹ <https://www.gov.uk/government/publications/housing-infrastructure-fund> (viewed on 24 October 2018)

²² <https://www.england.nhs.uk/ourwork/innovation/healthy-new-towns/> (viewed on 24 October 2018)

²³ <https://www.gov.uk/government/publications/25-year-environment-plan>

²⁴ <https://www.gov.uk/government/news/pm-launches-governments-first-loneliness-strategy> (viewed on 24 October 2018)

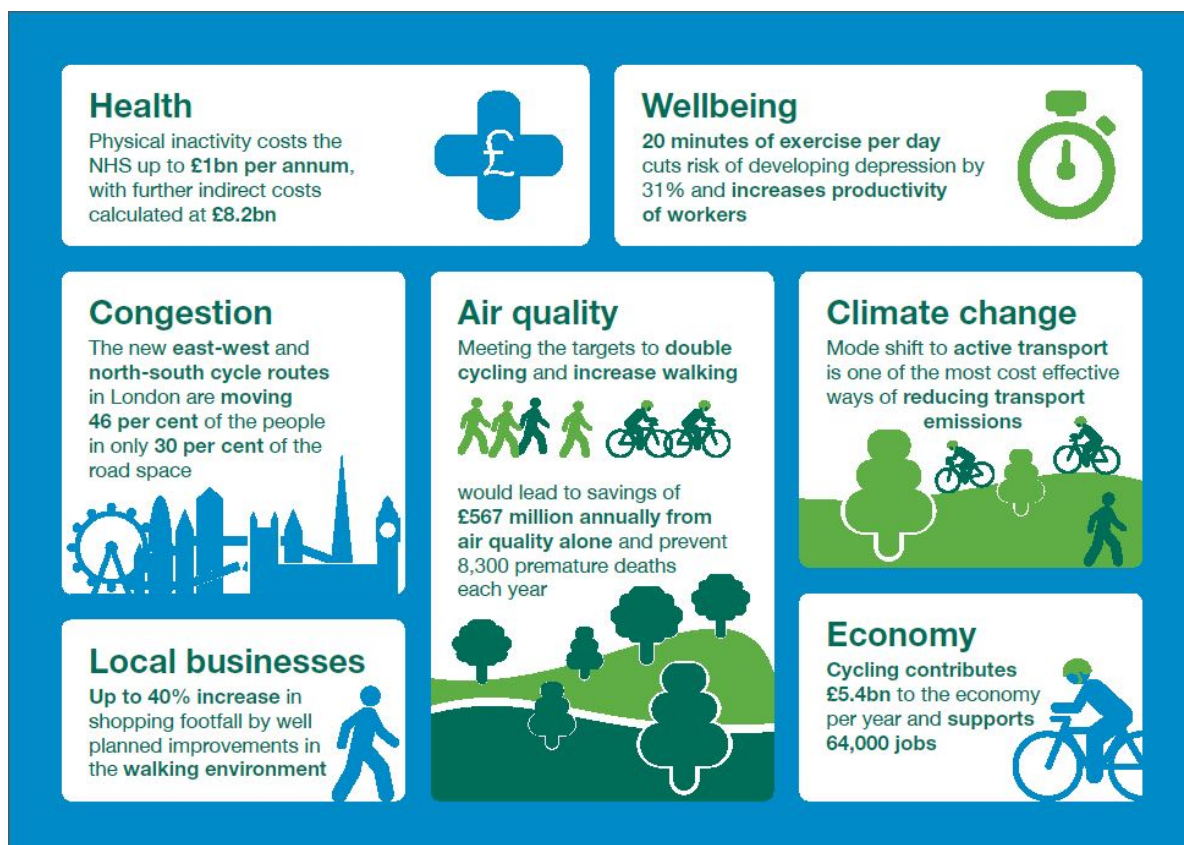


Figure 1 The benefits of cycling and walking investment are significant and well proven.²⁵

1.19 Finally, transformative changes are under way in transport that should, in the longer term, hugely improve the convenience, effectiveness and safety of people's journeys. These include increasingly automated vehicles, a much greater range of electrical vehicles, and the emergence of new online applications offering mobility as a service. It is critical that future changes to policy on urban and rural mobility do not undermine these improvements and that opportunities are taken to expand sustainable transport in the UK, including to support our high streets.²⁶ As the rapid growth of e-bikes shows, the expansion of Active Travel will remain central to this agenda. Active Travel is therefore integral to the new Industrial Strategy's Future of Mobility Grand Challenge.²⁷

Jesse Norman MP
Minister of State for Transport

²⁵Department for Transport. '[Claiming the Health Dividend: a summary and discussion of value for money estimates from studies of investment in walking and cycling](#)'; 'Benefits of walking on mental health scoping', Kelly et al. (2018); Transport for London. '[Healthy Streets for London](#)' Initiative (Feb 2017); Sustrans. '[The role of walking and cycling in solving the UK's air quality crisis](#)' (2017); Department for Business, Energy & Industrial Strategy. '[Clean Growth Strategy](#)' (Oct 2017); Department for Transport. '[The value of cycling: rapid evidence review of the economic benefits of cycling](#)' (Mar 2016) (all viewed on 24 October 2018)

²⁶ <https://www.gov.uk/government/publications/healthy-high-streets-good-place-making-in-an-urban-setting>

²⁷ <https://www.gov.uk/government/publications/industrial-strategy-the-grand-challenges/missions> (viewed on 24 October 2018)

2. The story so far

The 2017 Cycling and Walking Investment Strategy (CWIS)

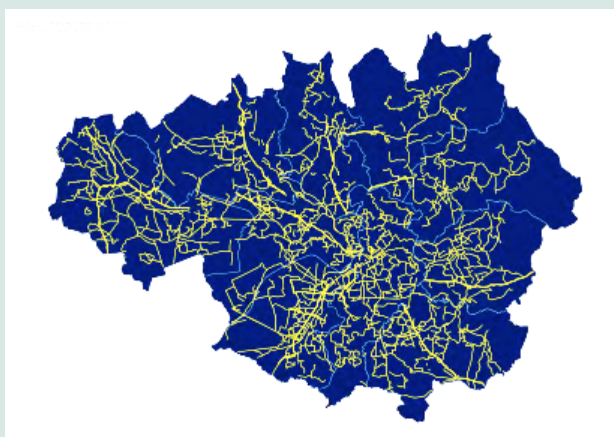
- 2.1 The programme of investment outlined in the CWIS in 2017 identified some £1.2 billion across Government available for cycling and walking in the five year period 2016-21, including investment under the first Road Investment Strategy (RIS1)²⁸ to improve the safety of vulnerable road users using the Strategic Road Network. The funding outlined in the CWIS included:
- £50 million for Bikeability training for school children - around 2.4 million children have been trained over the last 10 years;
 - £101million for Cycle Ambition Cities for cycling infrastructure;
 - £80 million for the Local Authority Access Fund to support behaviour change and mode shift to Active Travel options (for example, for Big Bike Revival and Walk to School initiatives);
 - £85 million from Highways England for cycling and walking schemes crossing motorways and major roads;
 - £476 million from the Local Growth Fund for Local Enterprise Partnerships for cycling and walking infrastructure;
 - £194 million from the Integrated Transport Block for micro enhancement projects (<£3 million); and
 - £196 million from the Highways Maintenance Fund for smaller upgrades.
- 2.2 This investment has been underpinned by a pilot scheme for 46 local councils to support development of Local Cycling and Walking Infrastructure Plans to identify a pipeline of prioritised projects. This has encouraged local councils to gather ideas and plan for integrated future development, while giving the Department for Transport much greater insight into local progress and potential.
- 2.3 In addition, the Department for Transport has recently published the detailed design plans and guidance for a national cycleway associated with High Speed 2 (HS2).
- 2.4 As part of its wider approach to Active Travel, the Government is now planning to make the operation of Highways England's designated funds still more flexible in scope and in operation during the second Road Investment Strategy (RIS2). This is so that local councils have enhanced opportunities to bid into and integrate Highways England support with wider local projects.²⁹

²⁸ <https://www.gov.uk/government/collections/road-investment-strategy> (viewed on 24 October 2018)

²⁹ The Government's commitment to see further improvements in the provision for non-motorised users (cyclists, pedestrians and equestrians) in the period 2020-2025 is set out in the publication [Draft Road Investment Strategy 2 Government Objectives](#) (viewed on 24 October 2018)

- 2.5 Action in London to increase cycling and walking in recent years³⁰ started a significant trend in England, which is being amplified by ambitious and innovative administrations who want to improve local mobility and productivity, including in Manchester, Birmingham, Leeds, Bristol and other cities. The Government will continue to support metro mayors in order to enable cities to continue to innovate and to maintain investment levels and momentum.

Case study - Beelines³¹



In June 2018, the Mayor of Manchester and Chris Boardman (Greater Manchester's Cycling and Walking Commissioner) unveiled a ground-breaking new plan to create a city-region-wide cycling and walking network made up of more than 1,000 miles of routes, including 75 miles of Dutch-style segregated cycle lanes. The 'Beelines' network has been developed in collaboration with all 10 Greater Manchester local councils. To

support this, the Government has agreed that £160 million of a £250 million contribution from the Transforming Cities Fund will be used as part of the first step in a planned £1.5 billion, 10 year investment programme. The plans include 1,400 road crossings on the majority of routes and 25 'filtered neighbourhoods', where priority will be given to the movement of people and with more public spaces to build communities and create a sense of place.

- 2.6 Local councils and metro mayors have been greatly attracted by the benefits of cycling and walking, and they have allocated an additional £700 million³² to safe infrastructure and other Active Travel projects since the CWIS was published. The result is that almost £2 billion is being invested in this area over this Parliament. This represents an expected uplift of nearly 60 per cent on the investment levels projected in 2017, reflecting the growing importance of this agenda.
- 2.7 Still further investment in cycling and walking could be provided as part of the £1.7 billion Transforming Cities Fund³³, the £5.5bn Housing Infrastructure Fund³⁴, the £1 billion Sport England Strategy³⁵, the £220 million Clear Air Fund and through the HS2 road safety fund³⁶. An additional £770 million was announced in the Autumn Budget to

³⁰ <http://content.tfl.gov.uk/healthy-streets-for-london.pdf>

³¹ <https://www.tfgm.com/made-to-move/beelines> (viewed on 24 October 2018); image courtesy of Transport for Greater Manchester

³² Funding allocated by LAs and Local Enterprise Partnerships over the period 2015/16-20/21 in addition to the £1.2bn set out in the CWIS of April 2017

³³ <https://www.gov.uk/government/news/transport-secretary-welcomes-next-step-in-17-billion-fund-to-transform-local-journeys> (viewed on 24 October 2018).

³⁴ <https://www.gov.uk/government/publications/housing-infrastructure-fund> (viewed on 24 October 2018)

³⁵ *Sport England Towards an Active Nation (2016)*: 25 per cent of Sport England's resources over 2016-21 (over £250m) will encourage inactive people to become active, including through local delivery pilots (viewed on 24 October 2018)

³⁶ <https://www.gov.uk/government/news/8-million-of-extra-hs2-funding-to-benefit-local-communities-and-woodlands-between-birmingham-and-crewe> (viewed on 24 October 2018)

extend the Transforming Cities Fund by a further year, and the new High Streets funding will also provide further support.³⁷

- 2.8 Current policy is projected to fill around one third of the gap towards 1.6 billion cycle stages.³⁸ Highway authorities will need to continue to make sensible infrastructure decisions, to maintain and improve roads, and to put in place adequate long-term plans. Local councils currently invest around 12 per cent of their local transport infrastructure funding on cycling and walking.³⁹ The Government will encourage local councils to continue to invest in cycling and walking and increase it over time to around 15 per cent. But there is still more to do if the UK is to emulate the best international models: many Dutch and Danish cities invest more than €20 per head per year in order to achieve a modal split of above 20 per cent of journeys made.⁴⁰

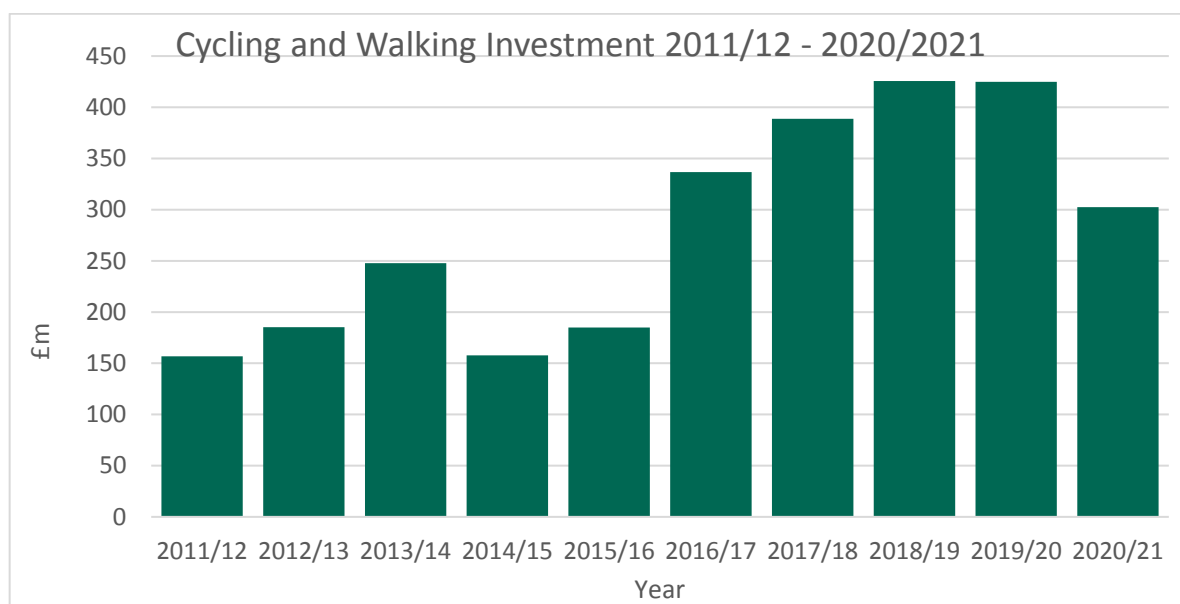


Figure 2 Spending on cycling and walking in England has doubled from £3.50/head to almost £7/head over the current Spending Review period.⁴¹

- 2.9 Investment in segregated and safe infrastructure was the top suggestion in our Call for Evidence responses to improve safety for cyclists and pedestrians. Another prominent theme was continued investment in maintaining road surfaces so that cyclists have a smooth road surface, free from potholes and other obstacles.⁴² In this context, it is worth noting the recent announcement of a further £420 million of in-year potholes and local roads funding for local authorities.
- 2.10 The forthcoming Spending Review will consider future funding decisions in relation to further investment in safe cycling and walking infrastructure. It will also consider the

³⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752202/Budget_2018_red_web.pdf (viewed on 31 October 2018)

³⁸ Impact of existing initiatives on 2025 cycling stage aim has been modelled by TfQL, based on experience and evaluation of a range of earlier projects (e.g. LSTF). Research and evidence reports will be published in early 2019.

³⁹ Estimates of funding as a proportion of local transport infrastructure spend varies from 10 per cent to 13 per cent over 16/17-19/20, based on funding provided by central Government (excludes local funding sources).

⁴⁰ <http://www.sootfreecities.eu/sootfreecities.eu/public/download/best-practice/cycling-promotion.pdf> (viewed on 24 October 2018)

⁴¹ Compares SR10 and SR15 periods based on estimated funding allocated to cycling and walking, including all schemes listed in paragraphs 2.1 and 2.4. Future funding decisions for 20/21 and beyond are subject to the forthcoming Spending Review.

⁴² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748760/summary-of-responses-cwis-safety-review-call-for-evidence.pdf (viewed on 24 October 2018)

delivery of the broader aims and targets set out in the CWIS and the CWIS Safety Review. Investment funding will need to continue to be drawn from central Government, local government (for example, the Community Infrastructure Levy⁴³) and local delivery organisations. It is also the Government's role to provide a national framework, including good practice guidance to local government as it formulates investment plans appropriate to local needs.⁴⁴

- 2.11 Road safety culture change requires transformative actions both at societal cultural levels and at the organisational level across all road transport bodies. The actions set out in the following chapters of this document therefore form an integral part of the Road Safety Statement two year plan, which will be announced in 2019.⁴⁶ The Road Safety Statement includes broader actions to improve road safety that will also increase safety for cyclists and pedestrians, learning from actions in other European countries and in devolved administrations wherever we can. Evidence has shown that a significant shift in travel behaviour towards walking and cycling increases walking and cycling safety and reduces the risk of being involved in a collision.⁴⁷

Case study: Operation Snap⁴⁵



Police cannot witness every offence on our roads. The rapid rise in usage of dash and helmet cams has provided both opportunities and pressures for change. Operation SNAP is a response by police forces in Wales to the ever-increasing submissions of video and photographic evidence from members of the public in relation to witnessed driving offences.

A streamlined web based system has been developed by the four Police forces in Wales to facilitate submission of information and footage to police. This makes it much easier to assess the evidence and saves about 14 hours of work per case.

The evidence enables police to investigate offences of Dangerous Driving, Driving without Due Care and Attention, Careless Driving, using a mobile phone, not wearing a seat belt, contravening a red traffic light, contravening solid white lines, and other offences where the driver is clearly not in proper control of the vehicle and which could lead to collisions. So far, the response has been an increase in detection rates without significant extra enforcement cost, and a positive reaction from the public to what is often seen as a form of community policing.

⁴³ <https://www.gov.uk/guidance/community-infrastructure-levy> (viewed on 24 October 2018)

⁴⁴ Key guidance documents for cycling are [Cycle Infrastructure Design](#) (which is currently being updated) and technical guidance on Local Cycling and Walking Infrastructure Plans. Guidance on providing for pedestrians' needs is outlined in [Inclusive Mobility](#) and [Guidance on the use of tactile paving surfaces](#) (both of which are under review) (all viewed on 31 October 2018)

⁴⁵ <https://gosafesnap.wales/> (viewed on 24 October 2018); image courtesy of GanBwyll - GoSafe

⁴⁶ <https://www.gov.uk/government/speeches/road-safety-recent-progress-and-future-work> (viewed on 24 October 2018)

⁴⁷ This effect is known as [safety-in-numbers](#) and the example of Copenhagen illustrates this effect well: as cycling increased by 50 per cent between 1995 and 2010, the risk of cycle casualties reduced fourfold during the same period -

2.12 It is worth noting that the Government has also implemented a wide range of smaller but important measures to support cycling and walking and improve safety over the past year. These include:

- **December 2017** – an extra £4.08 million for Cycle Rail to install cycle racks and improve access to railway stations for cyclists;⁴⁸
- **February 2018** – £0.5 million to Cycling UK for continuation of the Big Bike Revival programme, which would deliver cycle training, bicycle repairs and events via community cycle clubs;⁴⁹
- **June 2018** – more than £7 million in cycle safety funding to local councils for a range of improvements to encourage more people to cycle safely as part of their everyday journeys – from a new 6 kilometre cycle route in West Yorkshire to improving crossings for cyclists and pedestrians in Bristol and Cambridge;⁵⁰
- **June 2018** – a £1 million sponsorship package from Halfords to enable more schoolchildren to be trained through the Bikeability programme; £0.62 million funding for Living Street’s Walk to School project;⁵¹ a new UK-wide initiative to help the police crackdown on close passing and provision of materials for police forces; £0.5 million pilot scheme that offers driving instructors bespoke training to ensure cyclists’ safety is at the forefront of their minds when they teach new drivers; £0.35 million for a competition to deliver a new mobile evidential breathalyser testing instrument to the market; almost £0.5 million towards better road collision investigation;⁵²
- **August 2018** – announcement of a review of The Highway Code on close passing; announcement of the development of national guidance on cycling and walking infrastructure design; £1 million in new funding for National Cycle Network pathfinder projects;⁵³
- **September 2018** – announcement of £15 million of Government investment into local community off-road cycling facilities to support the legacy of the 2019 UCI Road World Championships hosted in Yorkshire. The investment, delivered through Sport England and British Cycling, will support the development of local, traffic-free facilities across the country where people from all backgrounds - including young people, women and people with disabilities - can develop their cycling skills and confidence in a safe, traffic-free environment.⁵⁴
- **September 2018** – announcement of a shortlist of ten city regions for the next stage of the £1.7 billion Transforming Cities Fund. Local councils in Derby and Nottingham, Leicester City, the North East, Norwich, Plymouth, Portsmouth, Southampton, Sheffield, Stoke-on-Trent and West Yorkshire will bid for a share of

https://www.london.gov.uk/sites/default/files/gla_migrate_files_destination/For%20print%20-%20Gearing%20up%20-%20safer%20cycling%20in%20London%2029%20Nov.pdf (viewed on 19 November 2018)

⁴⁸ <https://www.gov.uk/government/news/200-million-funding-boost-for-englands-roads> (viewed on 24 October 2018)

⁴⁹ <https://www.gov.uk/government/news/multimillion-pound-government-funding-boost-for-cycle-safety> (viewed on 24 October 2018)

⁵⁰ <https://www.gov.uk/government/news/government-funding-boost-for-cycle-ambition-cities> (viewed on 24 October 2018)

⁵¹ <https://www.gov.uk/government/news/new-measures-announced-to-halve-childhood-obesity-by-2030> (viewed on 24 October 2018)

⁵² <https://www.gov.uk/government/news/government-focus-on-cycling-awareness-and-training-in-boost-to-cycle-safety> (viewed on 24 October 2018)

⁵³ <https://www.gov.uk/government/news/new-plans-to-update-road-safety-laws-to-protect-cyclists-and-pedestrians> (viewed on 24 October 2018)

⁵⁴ <https://www.sportengland.org/news-and-features/news/2018/september/27/cycling-gets-15-million-investment-as-yorkshire-2019-legacy-programme/> (viewed on 19 November 2018)

the remaining £840 million funding. £60 million from the Fund will be made available over the next year to deliver shorter-term projects.⁵⁵

- **October 2018** – publication of the CWIS Safety Summary of Responses to the Call for Evidence; publication of the National Standard for Cycle Training; announcement of a review of cycling and walking related guidance in The Highway Code.⁵⁶

⁵⁵ <https://www.gov.uk/government/news/pm-announces-ten-cities-shortlisted-for-major-transport-funding-across-england> (viewed on 24 October 2018)

⁵⁶ <https://www.gov.uk/government/news/review-of-highway-code-set-to-empower-cyclists-and-pedestrians> (viewed on 24 October 2018)

3. The CWIS safety review

- 3.1 This document sets out the Government's response to the Cycling and Walking Investment Strategy ("CWIS") Safety Review Call for Evidence, published in March 2018.⁵⁷ It also sets out a two year plan of action, located at Annex A, with 21 packages of measures to address the key themes and issues raised. The document has been developed following the analysis of over 14,000 responses and four workshops held around the country to discuss a range of possible interventions that could make a real difference to cycling and walking safety.
- 3.2 The aim of the Call for Evidence was to inform an open and comprehensive review of how to tackle the safety issues that cyclists and pedestrians face, or perceive, when travelling on our roads, to support the Government's aim of increasing cycling and walking.
- 3.3 From the start, the importance of addressing cycling and walking safety together has been clear, without forgetting the needs of particular groups, such as those with mobility difficulties, impairments, or other vulnerable road users, for example, horse riders.
- 3.4 During this consultation process, many issues were raised, not only on road safety, but on local funding, policing, education and sentencing, which all affect the experiences and perceptions of safety of road users. Some issues raised had the effect of highlighting how myths and misunderstandings can develop, which can perpetuate unhelpful stereotypes of motorists or cyclists or the perception of favouritism to an individual group. All road users have the right to feel safe and all should behave in a way that respects the safety of others.
- 3.5 A Summary of Responses to the Call for Evidence was published in October.⁵⁸ This was a factual document summarising the views from the responses that the Department for Transport received.
- 3.6 This summer, and alongside this work, the Government also published a consultation on proposals for new offences to deal with those who kill or seriously injure others through dangerous cycling behaviour.⁵⁹ The consultation asked for views on whether cyclists should face offences similar to those of causing death or serious injury when driving dangerously or carelessly. Some of the issues raised in reply to the Call for Evidence were also raised as part of the new offences consultation. The responses are currently being analysed and a separate Government response will be published in 2019.

⁵⁷ <https://www.gov.uk/government/consultations/cycling-and-walking-investment-strategy-cwis-safety-review> (viewed on 24 October 2018)

⁵⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748760/summary-of-responses-cwis-safety-review-call-for-evidence.pdf (viewed on 24 October 2018)

⁵⁹ <https://www.gov.uk/government/consultations/new-cycling-offences-causing-death-or-serious-injury-when-cycling> (viewed on 24 October 2018)

- 3.7 It is important to understand that the CWIS Safety Review and the consultation on cycling offences are two sides of the same coin. The Government's goal is for all road users to be and feel safe: to create greater mutual understanding and respect between them. Vulnerable road users must be protected from danger caused by vehicles, but so too must pedestrians be protected from danger caused by cyclists, and vice versa.
- 3.8 This CWIS Safety Review also fits into a much wider picture of work by the Government to promote, and understand potential threats to, Active Travel. This includes:
- Future of Mobility, a Grand Challenge within the Industrial Strategy, aimed at all aspects of planning for a transition to connected, electric and automated vehicles;⁶⁰
 - A forthcoming response to the Last Mile Call for Evidence review, looking at the potential for e-cargo bikes and electric vehicles to make last mile deliveries, especially in cities and towns, with huge potential benefits to air quality, urban environments and high streets;⁶¹
 - £2 million in new funding to support the early take-up of e-cargo bikes with extra support to build capacity in that sector;⁶² and
 - A refreshed Road Safety Statement and a two year plan to address four priority user groups - young people, rural road users, motorcyclists and older vulnerable users. Further details on this work will be published in 2019.⁶³

⁶⁰ <https://www.gov.uk/government/publications/industrial-strategy-the-grand-challenges/industrial-strategy-the-grand-challenges#future-of-mobility> (viewed on 24 October 2018)

⁶¹ <https://www.gov.uk/government/consultations/the-last-mile-a-call-for-evidence> (viewed on 24 October 2018)

⁶² <https://www.gov.uk/government/news/funding-boost-for-green-last-mile-delivery-bikes> (viewed on 24 October 2018)

⁶³ <https://www.gov.uk/government/speeches/road-safety-recent-progress-and-future-work> (viewed on 24 October 2018)

4. Key themes

- 4.1 Our Summary of Responses to the Call for Evidence⁶⁴ highlighted seven emerging cross-cutting themes. Since then, we have refined these themes still further. Our Action Plan, located at Annex A, sets out an integrated package of measures responding to these seven themes.
- 4.2 This chapter briefly summarises all the key themes and provides illustrative examples from the Action Plan. These measures are designed to be mutually reinforcing, and many of them overlap in their effects.

Greater consideration and mutual understanding between all road users, especially towards cyclists and pedestrians

- 4.3 Our roads are used by many different people, and negative personal experiences and a negative perception of safety were cited as major reasons for people choosing not to cycle or walk. Especially evident was an overall lack of understanding and awareness of the needs of those who cycle and walk. There was also emphasis on the need for greater consideration of the needs of specific groups, including older or disabled people, and also for recognition of aggressive or inconsiderate driving or cycling. In 2017, there were 483 pedestrian road traffic casualties and 182 cyclist road traffic casualties where aggressive driving was a contributory factor.⁶⁵ This number does not reflect near misses or unreported incidents.
- 4.4 Several of the interventions proposed in the Action Plan seek to build awareness, understanding and empathy between different road user types, and also to show that different road user types are all equally valued. They include: reviewing the guidance in The Highway Code to improve safety for cyclists and pedestrians; commissioning new research to understand the advantages and disadvantages of a change to a presumed liability system; using 'nudge' techniques to encourage drivers to consider the needs of vulnerable road users; promoting and testing awareness of vulnerable road users in the drivers' Certificate of Professional Competence (CPC); and developing a package of vulnerable road user training for public sector drivers.

⁶⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748760/summary-of-responses-cwis-safety-review-call-for-evidence.pdf (viewed on 24 October 2018)

⁶⁵ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

Prioritising the needs of cyclists and pedestrians when decisions are made

- 4.5 A second theme was the need to restate and insist upon a basic principle of transport policy, known as the 'Hierarchy of Road Users'. This is a well-established concept which places the most vulnerable road users at the top: pedestrians, and in particular people with disabilities, followed by cyclists, then public transport and finally other motorised transport. The reason for this is to ensure that the needs of the most vulnerable are fully and actively considered in the development of transport schemes that have greatest benefit for the population. It is also important to recognise the relevance of the Hierarchy of Road Users to other groups at special risk, such as those working in or alongside the highway.
- 4.6 The objective of the Hierarchy of Road Users is not to give priority to pedestrians and cyclists in every situation, but rather to ensure that the needs of vulnerable road users are considered first. Those in positions of decision-making authority have an important role in ensuring that all road users' needs are met and in safeguarding the hierarchy of road users in the decision-making process. This could relate to decisions made by practitioners, local politicians and the police, as well as local and central Government. It is important that everyone recognises that cycling and walking are serious modes of transport and that, given their environmental and health benefits and role within wider schemes of urban transformation in particular, these modes must be not only included but actually prioritised when decisions are made.
- 4.7 The responses to the Call for Evidence underlined that this may not always occur. While there were many good examples of best practice, poor or inadequately maintained infrastructure, lack of understanding, or simply failing to prioritise the needs of those seeking to cycle or walk (even if for only part of their journey) was a major theme.
- 4.8 Several of the activities proposed in our Action Plan seek to assist and inform decision-makers. These include: appointing a cycling and walking champion to raise the profile of Active Travel; updating guidance on cycle infrastructure design, inclusive mobility and tactile paving surfaces and developing a clear dissemination plan for embedding guidance and case studies; reviewing Planning Policy Guidance to strengthen early consideration of safety for cyclists and pedestrians within new developments, including new housing; a pilot of cycle training for driving instructors; and encouraging local authorities to invest around 15 per cent of their local transport infrastructure funding over time on cycling and walking.

Protection of vulnerable road users from motor vehicles

- 4.9 A motor vehicle is a large, hard and heavy machine, which can be extremely dangerous if poorly driven. A strong theme emerging from the Call for Evidence was the central importance of protecting vulnerable road users from vehicles. This reflects the fact that in 2017, 467 pedestrian fatalities and 87 cyclist fatalities resulted from a road traffic collision involving at least one motor vehicle.⁶⁶

⁶⁶ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

- 4.10 Protection of cyclists and pedestrians includes physical protection, through segregation of different vehicle types; time restrictions applied to more dangerous vehicles; restricting vehicle access, for example, around schools; or shifting last mile deliveries from large vehicles to smaller and less dangerous pedal powered ones. However, protection can also involve legal measures, for example, improving the rules of the road and their enforcement, or through the design of vehicles with greater use of sensors to alert drivers of other vulnerable road users.
- 4.11 Several of the interventions proposed in our Action Plan seek greater protection for people cycling and walking, either physically or through the legal system. These include: supporting the Construction and Logistics for Community Safety (CLOCS) scheme and working to expand the scheme beyond London; completing an internal review of pavement parking laws (taking into account the concerns of the high street and other businesses and those of disability groups and others with a related interest); and exploring the use of new or existing courses to provide education on cycling and vulnerable road users as part of the sentencing framework for driving and cycling offences.

Safer passing of cyclists and horse riders, from behind and in front

- 4.12 A consistent theme in the Call for Evidence responses was the fear that cyclists experience on an unsegregated route when being overtaken or passed too closely by a motor vehicle. The dangers of close passing and the excellent work done on warning drivers, notably by the West Midlands police, were raised. Similar issues were raised by horse riders, who also called for motorists to give them sufficient space and consideration when passing.
- 4.13 The central importance of high quality, well designed and maintained, fully segregated cycling and walking infrastructure was raised by many respondents, and by some specifically as a way to respond to the problem of dangerous overtaking. Where infrastructure is on the road, such as cycle lanes, keeping it free from obstruction minimises the need for cyclists to swerve into the main carriageway.
- 4.14 Several of the activities proposed in the Action Plan seek to reduce the incidence of close passing, through education, design and support for enforcement. These include: producing educational materials and support for police forces so more drivers are made aware of the need to leave safe distances when overtaking cyclists; reviewing advice in The Highway Code on overtaking vulnerable road users to ensure it is clear and well understood; a pilot of cycle training for driving instructors, including safer overtaking as part of this training; refreshing DVSA official learning materials for all road users and instructors to place greater emphasis on cycle safety; and allowing local councils to use cameras to enforce parking restrictions in mandatory cycle lanes.

Improving awareness of vulnerable road users

- 4.15 Road traffic collisions often occur just because individual road users are not aware of each other's presence. For example, in 2017, 72 per cent of cyclist road traffic casualties occurred at junctions, where a driver may have failed to see the cyclist (or vice versa).⁶⁷ Nearly a quarter (22 per cent) of child pedestrian road traffic casualties in 2017 occurred when the child was crossing a road masked by a vehicle.⁶⁸ Pedestrians may not realise that the route they are walking on is for shared use or they may not hear a cycle approaching. Many respondents to the Call for Evidence raised the problem of poor sight lines for drivers of large vehicles and the need for early adoption of better vehicle designs.
- 4.16 In 2017, there were also 84 pedestrian fatalities and 28 cyclist fatalities where failing to look properly was a contributory factor allocated to another party in the collision.⁶⁹ In addition, there were 15 pedestrian fatalities and 1 cyclist fatality where distraction in vehicle was a contributory factor allocated to another party in the collision.⁷⁰ The spread of mobile phones and other electronic devices may play a role here.⁷¹
- 4.17 Visually and hearing impaired people face particular challenges in navigating streets where there are elements of sharing with vehicles, especially those that are quiet or silent. The Call for Evidence responses identified many issues that could help deal with this, including appropriate infrastructure design, vehicle design, and legal and behavioural aspects.
- 4.18 Several of the activities proposed in the Action Plan seek to improve awareness of the presence of vulnerable road users: through education, the use of appropriate infrastructure and equipment, and improvements to vehicle design. These include: commissioning a package of research to look into technical, physiological and behavioural issues relating to visibility and audibility of cyclists; broadening the scope of vulnerable road user related clips in the Hazard Perception Test; developing a package of vulnerable road user training for public sector drivers; and continuing to work in the United Nations Economic Commission for Europe (UNECE), the global standards body, to develop appropriate technical requirements for new vehicles.

Higher levels of compliance with the law and rules of the road

- 4.19 Better enforcement of road traffic laws and greater levels of compliance with the law were called for by pedestrians, cyclists and motorists in the Call for Evidence. Many respondents commented that the UK's road traffic laws and rules of the road are effective and well-designed, and praised them for taking into account the needs of more vulnerable road users. However, they also noted a widespread failure to comply, putting cyclists and pedestrians at risk. This applied particularly to drivers, but also covered the behaviour of cyclists and pedestrians.

⁶⁷ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

⁶⁸ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

⁶⁹ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

⁷⁰ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

⁷¹ In 2017, there were 4 pedestrian fatalities and 2 cyclist fatalities where driver using mobile phone was a contributory factor allocated to another party in the collision. However, there may be cases where a mobile phone caused distraction but this was unknown to police, and therefore another contributory factor such as failing to look properly or distraction in vehicle could be allocated

- 4.20 Many respondents felt that if all road users, including those using a motor vehicle, cycling or on foot, followed the law and advice set out in The Highway Code, then more people would feel able to cycle and walk without fear.
- 4.21 There was also a feeling amongst respondents that if a road user breaks the rules then they are currently unlikely to be caught and deterred from reoffending, unless they cause injury to another road user. Many considered that everyone would be safer if action could be taken against dangerous road users before they cause any harm to others. This would require greater and smarter enforcement, whether from local councils or the police.
- 4.22 Several of the activities proposed in the Action Plan seek to improve levels of compliance with the law and rules of the road through education, the legal system and good infrastructure design. These include: investing £100,000 to support the police to develop a national back office function to handle video and photographic evidence submitted by the public; allowing local councils to use cameras to enforce parking restrictions in mandatory cycle lanes; exploring the use of new or existing courses to provide education on cycling and vulnerable road users as part of the sentencing framework for driving and cycling offences; and publishing the Government's response to the consultation on new offences for dangerous or careless cycling behaviour.

Promoting a more positive image of cycling and walking

- 4.23 Many of the Call for Evidence responses demonstrated a strong sense of unjustified stereotyping and unfair targeting of cyclists. Respondents to the Call for Evidence said that negative perceptions of cyclists were being further reinforced by language used in the media and elsewhere. Many people felt the best way to promote a positive image was to get more people cycling and walking themselves, and to communicate better the benefits to society of more people cycling.
- 4.24 Several of the measures proposed in the Action Plan sought to underline the popularity of cycling and walking for sport and leisure and their normal use as modes of travel for a wide range of people, many of whom also drive cars, buses or lorries. They include: appointing a cycling and walking champion to raise the profile of Active Travel; engaging with key cycling and walking organisations to develop a communications plan to deliver a behaviour change campaign fully aligned with this Action Plan; and reviewing The Highway Code to ensure that the principle of the hierarchy of road users is reflected in guidance.

5. Infrastructure and traffic signs

Overall

- 5.1 This chapter, and the following four chapters of this document, focus on detailed consideration of the very wide range of responses and measures proposed, in the context of existing Government policy.

A) Cycling and walking infrastructure design

Existing work

- 5.2 The Department for Transport's Cycle Proofing Working Group⁷² is actively engaged in bringing up to date 'Local Transport Note 2/08: Cycle Infrastructure Design' (LTN 2/08) to reflect current legislation and to take into account developments in cycle infrastructure design, since its publication in 2008.⁷³ This will include, for example, design elements pioneered in London under Transport for London,⁷⁴ and in Wales under the Welsh Active Travel Design Guidance.⁷⁵ The Working Group provides valuable and informed advice from experts on cycle infrastructure design across England. The Working Group also produced a range of best practice examples in 2016⁷⁶ and has worked on a range of work streams, including with HS2 on their design guidance.

Over the next two years

- 5.3 The Government seeks to ensure a consistent approach is taken to cycling and walking infrastructure design guidance so that all road users can benefit from the best facilities. As announced in August 2018, the Cycle Proofing Working Group will support the Department for Transport in the development of this guidance.
- 5.4 Work is already underway to update LTN 2/08 and this work will be expanded further to address a range of cycling and walking safety issues arising from the Call for Evidence.
- 5.5 Shared use facilities were raised as a specific concern in the Call for Evidence by groups representing visually impaired people. Shared use routes are designed to accommodate the movement of pedestrians and cyclists. They can be created new, or alternatively, by converting existing footways or footpaths. Shared use routes may be segregated or unsegregated. A segregated route is where pedestrians and cyclists are

⁷² <https://www.gov.uk/government/groups/cycle-proofing-working-group> (viewed on 24 October 2018)

⁷³ <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-208> (viewed on 24 October 2018)

⁷⁴ [London Cycling Design Standards](#) (viewed on 24 October 2018)

⁷⁵ <https://gov.wales/docs/det/publications/141209-active-travel-design-guidance-en.pdf> (viewed on 24 October 2018)

⁷⁶ <https://www.gov.uk/government/collections/cycling#case-studies-developing-new-cycling-infrastructure> (viewed on 24 October 2018)

separated by a feature, such as a white line or a kerb. On an unsegregated route, pedestrians and cyclists mix freely and share the full width of the route.

- 5.6 Shared use routes can be controversial. Unfortunately, there are examples that have been implemented inappropriately or poorly designed, particularly in urban areas. Visually impaired people have told us that they can find shared use routes difficult to navigate. The revision of LTN 2/08 will reconsider our design advice on shared use and how to address these concerns.
- 5.7 Additionally, we will update existing good practice documents on inclusive street design, such as 'Inclusive Mobility' and 'Guidance on the use of Tactile Paving Surfaces',⁷⁷ to make walking easier and more attractive for everyone.
- 5.8 We want to ensure that the refreshed LTN 2/08 guidance is fully embedded in how local councils and practitioners deliver cycling infrastructure. We will work with the highways and transportation professions to ensure those designing schemes have the skills they need to deliver good and safe infrastructure. This will include developing a clear dissemination plan to ensure that it is properly used as national guidance and understood by local council officers.

Case study - Healthy Streets for London⁷⁸

Travel by cycling and walking in London has seen sustained increases since the start of the millennium with an average annual rate of growth for walking of 1.2 per cent, and for cycling of 5.5 per cent. However, Transport for London (TfL) has set out a long-term plan to encourage even more Londoners to walk and cycle, by investing £2.1 billion over 2016-21 into a new Healthy Streets Portfolio:



- Improving local environments by providing more space for walking and cycling, and better public spaces where people can interact;
- Prioritising better and more affordable public transport, and safer and more appealing routes for walking and cycling; and
- Planning new developments so that people can walk or cycle to local shops, schools and workplaces, with good public transport links for longer journeys.

TfL has set a target to increase the number of walking trips by more than one million a day by 2024. By 2041, 70 per cent of Londoners will live within 400 metres of the strategic cycle network. Besides the health benefits, this new approach will focus on minimising real and perceived road dangers; it is also projected to help to reduce high levels of air and noise pollution, improve mental health, combat social isolation and bring economic benefits to local high streets across the capital.

⁷⁷ <https://www.gov.uk/government/publications/inclusive-mobility-and-tactile-paving-guidance-review> (viewed on 24 October 2018)

⁷⁸ <http://content.tfl.gov.uk/healthy-streets-for-london.pdf> (viewed on 24 October 2018); image courtesy of Transport for London

- 5.9 Traffic signs, signals, and road markings are key channels for communicating with road users, and they need to be simple and concise so as to be easily understood. The 2016 revision of the 'Traffic Signs Regulations and General Directions' included a range of changes to support cycling, such as new traffic signals and crossings and new flexibility for local councils in providing cycle route signing.⁷⁹ We are in the process of updating our advice on designing traffic signing to reflect these changes, and the Traffic Signs Manual will be published shortly.⁸⁰ In addition to covering the new signing measures, the Manual has been revised to emphasise the Government's focus on decluttering streets.
- 5.10 We have carefully considered the calls for the Government to create national standards, as opposed to guidance, for cycling infrastructure. We do not want to be overly prescriptive about what infrastructure must be like; the evidence is that this can reduce investment and/or lead to inappropriate designs and a lack of ambition and innovation. We believe it is better for local councils to continue to be responsible for their design standards and implementation, against a rising tide of public expertise and expectations. The Department for Transport's role is to lead by example, highlighting good practice and encouraging authorities to embed this in their own schemes and policies. The approach we are taking, of producing refreshed guidance that is widely disseminated and supported by training within the profession, will help to ensure this happens. However, we will also increasingly review progress against Local Cycling and Walking Infrastructure Plans, and by no means rule out highlighting examples of poor local design and implementation in future.

B) Strengthening planning policy on cycling and walking

Existing work

- 5.11 The Government has recently strengthened the National Planning Policy Framework to clarify and improve consideration of cycling and walking within local development plans. This also provides clarification when working with developers on site design, including work to integrate with Local Cycling and Walking Infrastructure Plans.⁸¹
- 5.12 The relevant sections of the revised National Planning Policy Framework, published in July 2018,⁸² are as follows:
- 102: Transport issues should be considered from the earliest stages of plan-making and development proposals so that opportunities to promote walking, cycling and public transport use are identified and pursued
 - 104: Planning policies should provide for high quality walking and cycling networks and supporting facilities, such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans)

⁷⁹ <https://www.gov.uk/government/publications/traffic-signs-regulations-and-general-directions-2016-an-overview> (viewed on 24 October 2018)

⁸⁰ <https://www.gov.uk/government/publications/traffic-signs-manual> (viewed on 24 October 2018)

⁸¹ <https://www.gov.uk/government/publications/local-cycling-and-walking-infrastructure-plans-technical-guidance-and-tools> (viewed on 24 October 2018)

⁸² <https://www.gov.uk/government/publications/national-planning-policy-framework--2> (viewed on 24 October 2018)

- 110: Within this context, applications for development should:
 - Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas. And second, so far as possible, to facilitate access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services and appropriate facilities that encourage public transport use;
 - Address the needs of people with disabilities and reduced mobility in relation to all modes of transport; and
 - Create places that are safe, secure and attractive, which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards.

5.13 We have supported and endorsed the UK Roads Liaison Group's 'Well-managed Highway Infrastructure' guidance, published in October 2016. This Code of Practice provides advice to highway authorities on managing and maintaining their highways for which they are responsible.⁸³ The Code highlights further guidance in respect to street design and links to other guidance with respect to cycling infrastructure. It also makes clear that highway authorities, when planning for highway maintenance, should take into account and add value to other elements of local transport policy and strategy wherever possible, including supporting economic growth, regeneration, public health, resilience, emergency services, walking and cycling, bus and freight partnerships, casualty reduction and prevention, travel planning, safer routes to school, and routes to stations and other interchange facilities.

Over the next two years

- 5.14 The Government will review the Planning Policy Guidance notes that underpin the revised National Planning Policy Framework. The review will include consideration of planning policy guidance for developments that accommodate cycling and walking at the earliest stages of site design. We will seek to increase the safety of pedestrians and cyclists without placing disproportionate or onerous burdens on developers.
- 5.15 We will promote good practice guidance for cycling and walking infrastructure design with local planning and highways authorities so that at local plan making policy stages and at pre-planning application stages, cycling and walking are included in both policy and design for new developments.
- 5.16 In addition, the Government will promote the UK Roads Liaison Group's Code of Practice to highway authorities to improve maintenance of highways for cyclists and pedestrians. The Government will also encourage authorities to consider opportunities to modify road layouts as part of future relevant maintenance schemes. This could include, for example, installing drop kerbs or textured pavements.

⁸³ <http://www.ukroadsliaisongroup.org/en/utilities/document-summary.cfm?docid=4F93BA10-D3B0-4222-827A8C48401B26AC> (viewed on 24 October 2018)

C) Investment

Existing work

5.17 The CWIS identifies £1.2 billion available for investment in cycling and walking from 2016-21. Under the existing Road Investment Strategy (RIS1) for 2015-20, the Government has created a series of designated funds to address a range of issues over and above the traditional focus of road investment, including: growth and housing; innovation; the environment; air quality; and cycling, safety and integration. Within the cycling, safety and integration fund, Highways England has up to £175 million to invest in the first Road Investment Strategy period (2015-2020), £100 million of which is for cycling.⁸⁴ Outside bodies, such as local councils and local groups, can bid into the fund in order to deliver local cycling and walking infrastructure projects around the strategic road network.

Over the next two years

- 5.18 As discussed, there has been a significant increase in expected public investment in cycling and walking schemes since the publication of CWIS in 2017.
- 5.19 Under the Road Investment Strategy 2 (RIS2) period for 2020-25, the Government is planning to make the operation of the designated funds more flexible, with continued opportunities for local councils to bid and integrate with wider projects and Local Cycling and Walking Investment Plans. The size and operational characteristics of the designated funds will be confirmed as part of the final RIS2, due for 2019 publication.

Case study - Leeds/Bradford Cycle Superhighway⁸⁵

Under City Connect Phases One and Two, 30km of cycle superhighways have been installed, including the Leeds-Bradford superhighway, a 16km largely fully segregated cycle path. This superhighway has now recorded over 750,000 trips over two years with approximately 5,000 users per month, 30 per cent of whom are new or returning cyclists. The City Connect programme has also delivered 370 bike parking spaces, 2,500 free bike training sessions, 210 free bikes and 181 enabled 'bike friendly' businesses. City Connect was partly funded by the Department for Transport's £210 million Cycle Ambition Cities programme. The overall aim by 2027 is to increase cycling trips by 300 per cent, increase walking trips by 10 per cent and reduce car trips by 3.5 per cent.



⁸⁴ <https://highwaysengland.co.uk/designated-funds/our-funds/cycling-safety-and-integration-fund/> (viewed on 24 October 2018)

⁸⁵ <https://cyclecityconnect.co.uk/projects/cityconnect-cycle-superhighway/> (viewed on 24 October 2018); image courtesy of West Yorkshire Combined Authority

- 5.20 Future funding decisions on safe and efficient cycling and walking infrastructure will be considered as part of the forthcoming Spending Review, alongside investment in local roads and improving levels of physical activity. Current policy is delivering around a third of the gap to the 2025 cycling stages aim. The Government will encourage local councils to continue to invest in cycling and walking and increase it over time to around 15 per cent of their local transport infrastructure funding.
- 5.21 We will continue to make funding available through a range of existing streams to maximise the ability of local councils to secure capital funding for infrastructure projects that improve safety, such as segregated cycle facilities. The Government has now identified an additional £700 million available to local bodies to support cycling and walking across the current Spending Review period up to 2020/21 from a range of sources, including: the Transforming Cities Fund; Clean Air Fund; Housing Infrastructure Fund; and Sport England's Local Delivery Pilots. This is in addition to the £1.2 billion outlined in the CWIS.
- 5.22 The Government will continue to encourage investment in safe and efficient cycling and walking infrastructure through Local Cycling and Walking Infrastructure Plan support and the application of good practice through the updating of 'Local Transport Note 2/08: Cycle Infrastructure Design'. We will continue to work with local bodies such as Transport for London to explore opportunities to implement local road safety measures.

Case study - Upgrade of Birmingham towpath cycle routes⁸⁶

The Canal & River Trust is supporting the creation of safe cycling and walking routes across their canal network. 52km of towpath cycle routes along the Grand Union, Birmingham Mainline, Birmingham & Fazeley and Worcester & Birmingham canals were upgraded to bonded surfaces using DfT Cycling City Ambition Grant Funding from 2013. Retaining structures were built to achieve widening where possible and information totems were installed along 2km in the city centre with two access ramps, one at University Railway station. The total cost of improvements was £10.8m. Since 2012, cycling volume increased on the canal towpaths by 128%, whereas cycling volumes for a comparison group of six counters increased by only 24% overall.



- 5.23 All road users should experience smooth and safe roads and it is important that local councils manage their roads as assets to help reduce the amount of potholes forming and to prevent bigger problems later. Poor or defective road surfaces can be a contributory factor to injuries to vulnerable road users such as cyclists. For example, in 2017 there were 107 cyclist casualties where poor or defective road surface was a contributory factor.⁸⁷

⁸⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/738307/170912-cycle-city-ambition-stage-2-baseline-report-final.pdf (viewed on 12 November 2018); image courtesy of BPM Media

⁸⁷ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

5.24 The Government will continue to invest in highways maintenance to improve conditions for cycling, with over £6 billion allocated to highway authorities for local highways maintenance between 2015 and 2021. Following the £296 million Pothole Action Fund, the 2018 Autumn Budget announced a further £420 million for road maintenance, including the repair of potholes and preventative maintenance measures.⁸⁸

D) Learning from other countries

Existing work

5.25 The Department for Transport is actively engaged in various international road and road safety forums at a European and global level. This includes the following:

- The Organisation for Economic Co-operation and Development's (OECD) International Transport Forum and International Traffic Safety Data and Analysis Group⁸⁹;
- United Nations Economic Commission for Europe (UNECE) Global Forum for Road Traffic Safety, World Forum for Harmonisation of Vehicle Regulations and Partnership on Cycling Promotion⁹⁰; and
- European Commission's High Level Group on Road Safety⁹¹ and Community database on Accidents on the Roads in Europe (CARE) group⁹².

5.26 Through these groups and others, the United Kingdom collaborates with other countries and seeks to learn best practice, including in the area of cycling and walking safety. We also have regular informal contact with road safety colleagues in other countries through various conferences and meetings. As part of the CWIS Safety Review, we contacted colleagues from other European countries, including the Netherlands and Denmark, to understand what interventions have been demonstrated to be effective at improving cycling and walking safety. We also reviewed published evidence from different European countries.

Over the next two years

5.27 We will take note of good evidence produced from other countries when delivering our Action Plan, in particular from those countries, such as the Netherlands and Denmark, which have high levels of Active Travel and perform well on road safety measures. For example, we will review how civil liability rules function in other countries as part of our research on liability. We currently manage a tri-lateral group with officials from the Welsh and Scottish Government and we will look to develop this further.

5.28 In addition, we will explore ways, including via shared workshops and local assessments, for the Department for Transport to collaborate better with selected European Governments, such as the Dutch and Danish Governments, over the

⁸⁸ <https://www.gov.uk/government/publications/budget-2018-documents/budget-2018> (viewed on 31 October 2018)

⁸⁹ <https://www.itf-oecd.org/> (viewed on 31 October 2018)

⁹⁰ <http://www.unece.org/trans/welcome.html> (viewed on 31 October 2018)

⁹¹ https://ec.europa.eu/transport/road_safety/useful-links/policy-orientation_en (viewed on 31 October 2018)

⁹² https://ec.europa.eu/transport/road_safety/specialist/statistics_en# (viewed on 12 November 2018)

coming year. This collaboration will help us to learn from and give input into best practice across Europe for safe and popular cycling and walking infrastructure. It will also help our understanding of how road rules, training and education implemented in other countries might further improve cycling and walking safety in the United Kingdom. We will also explore ways to collaborate more internationally to ensure best practice and standards are shared.

- 5.29 While it is important to learn from best practice, contextual and cultural factors mean that the success of an intervention in one country at improving cycling and walking safety does not guarantee its success in another.

6. Law and rules of the road

A) Highway Code

Existing work

- 6.1 The Highway Code⁹³ contains advice to all road users and is made under the Road Traffic Act 1988.⁹⁴ Failure to follow the Code is not in itself an offence but it reminds road users of the law's requirements and it may be used in court when considering evidence in relation to driving or riding behaviour. The Highway Code is a collection of rules of two types:
- MUST/MUST NOT rules relate to legislation; and
 - SHOULD/SHOULD NOT OR DO/DO NOT rules are advisory but may still be used in legal proceedings
- 6.2 Drivers of motor vehicles are currently required to demonstrate an understanding of The Highway Code through the theory test, which must be taken and passed before drivers or motorcyclists can take a practical test.

Over the next two years

- 6.3 A revision of The Highway Code was one of the five priorities raised by major stakeholders in the Call for Evidence, specifically relating to junctions. The Highway Code has historically undergone a major revision approximately every ten years, with the last major revision occurring in 2007. A full-scale revision of the full Highway Code is a very substantial piece of work, and given the pace of present technology change, best undertaken in light of work now under way, especially relating to the Future of Mobility. To make progress in the interim, we announced in October 2018 a review of the guidance in The Highway Code to improve safety for cyclists and pedestrians.
- 6.4 A large number of respondents to our Call for Evidence told us that simple changes to The Highway Code could help tackle some of the most persistent acts of bad driving, thereby creating safer roads and encouraging more Active Travel. For example, in 2017 there were 35 pedestrian casualties and 134 cyclist casualties where 'vehicle door opened or closed negligently' was a contributory factor,⁹⁵ and respondents called for The Highway Code to provide advice in relation to safer ways to open and close car doors.
- 6.5 We will therefore be conducting a review of The Highway Code focused on improving safety for cyclists and pedestrians. This may look, for example, at overtaking, passing distances, ways to emphasise cyclist and pedestrian priority at priority-junctions,

⁹³ <https://www.gov.uk/guidance/the-highway-code> (viewed on 24 October 2018)

⁹⁴ <https://www.legislation.gov.uk/ukpga/1988/52/section/38> (viewed on 24 October 2018)

⁹⁵ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

opening vehicle doors (the so-called “Dutch Reach”), the hierarchy of road users, you and your bicycle, rules for pedestrians (rules 1 to 35), rules for cyclists (rules 59 to 82), and road users requiring extra care (rules 204 to 225). A review focusing only on cycling and walking elements could still take up to three years depending on how much research and consultation is required.⁹⁶

B) Safety around schools

Existing work

6.6 The Government is committed to making our roads safer for vulnerable road users, including children. We want children to feel safe when they walk and cycle to and from school. Yet, at the moment, traffic danger is the top reason why adults accompany their child to school.⁹⁷ During 2018/19 the Government will be investing an additional £620,000 of funding in the Walk to School project,⁹⁸ a highly successful programme delivered by Living Streets, which aims to increase the number of children walking to school. The funding will support the delivery of the Government’s target to increase the percentage of children aged 5 to 10 years old that usually walk to school to 55 per cent by 2025. This builds on the £1 million funding for the Walk to School project in 2017/18, which targeted schools (including free schools, academies and independent schools) that were not covered by the Access Fund ‘Walk To’ consortium, to ensure maximum geographic reach.

Case study - Walk to School⁹⁹

The Government has invested almost £3 million into the Walk to School programme since 2015. This is a highly successful programme delivered by the independent charity Living Streets, which aims to increase the number of children walking to school. This supports the delivery of the Government’s CWIS target to increase the percentage of children aged 5 to 10 years old that usually walk to school to 55 per cent in 2025. School Route Audits are a key element of the support received by participating schools. This involves recording and mapping concerns about accessibility, safety or the condition of routes to school and putting forward a set of recommended actions.

Over 2017-18, 205 primary schools were involved in the programme with 14,254 more pupils and their parents walking to school. Walking to school rates increased across all schools by 30 per cent, rising from 59.5 per cent at baseline to 77.2 per cent at follow up.



⁹⁶ The procedures for revision of The Highway Code are laid out in [section 38 of the Road Traffic Act 1988](#) (viewed on 24 October 2018)
⁹⁷ [National Travel Survey 2017](#) (viewed on 24 October 2018)

⁹⁸ <https://www.gov.uk/government/news/new-measures-announced-to-halve-childhood-obesity-by-2030> (viewed on 24 October 2018)

⁹⁹ <https://www.livingstreets.org.uk/what-we-do/walk-to-school> (viewed on 24 October 2018); image courtesy of Living Streets

- 6.7 Under section 122 of the Road Traffic Regulation Act 1984,¹⁰⁰ local councils have a statutory responsibility to manage their roads in such a way as to secure 'safe movement' for all traffic, including pedestrians and cyclists, with a range of powers to enable them to do so. They are free to make their own decisions about the streets under their care, provided they take account of the relevant legislation.
- Local councils can put in place 'School Keep Clear' markings, which are legally enforceable when used in conjunction with an upright road sign and a Traffic Regulation Order; and
 - Local councils with civil parking enforcement powers can enforce these restrictions by issuing Penalty Charge Notices to any vehicles found parked in contravention of them. Although there are certain restrictions on the use of CCTV by local councils for parking enforcement, we have ensured that CCTV can continue to be used to enforce parking outside schools, in order to protect children.
- 6.8 In the last few years the Government has introduced several new measures that can help local councils improve safety near schools. Traffic authorities have powers to introduce 20mph speed limits that apply only at certain times of day. This may be suitable where, for example, a school is located on a road that is not suitable for a full-time 20 mph zone or limit. These limits are indicated with variable message signs. Alternatively, authorities can now introduce an advisory part-time 20mph limit using traffic signs with flashing school warning lights. These were prescribed in 2016 and can be a more cost-effective solution and reduce sign clutter.
- 6.9 There are a number of examples where local initiatives make a difference, unfortunately sometimes in light of a tragic incident. There is also evidence from primary studies that Safe Route to School programmes in the USA (implementing traffic calming measures, improvements to sidewalks, efforts to promote pedestrian and bicycle access and education on safety) can reduce pedestrian-vehicle collisions and injuries.¹⁰¹ We encourage local councils to share best practice and consider seriously how they can use their powers and put initiatives into practice in their own areas.
- 6.10 **School safety zones** have been introduced by a number of local councils, developed to provide a safe highway environment for children entering and leaving school. This is achieved through highlighting the presence of the school, reducing vehicles speeds to an appropriate level, and restricting parking adjacent to access points.

¹⁰⁰ <https://www.legislation.gov.uk/ukpga/1984/27/section/122> (viewed on 24 October 2018)

¹⁰¹ See for example Orenstein M.R., Gutierrez, N., Rice, T. M., Cooper J. F. and Ragland D.R. (2007) Safe Routes to School: Safety & Mobility Analysis: Report to the California Legislature. University of California Berkeley Transportation Library.

Case study - Bobby Zones¹⁰²



Bobby Zones are part of an initiative 'slow down for Bobby' publicised by the Bobby Colleran Trust. They are a bottom-up, community-led approach to improving road safety. Bobby Colleran, aged six, died after being

knocked down by a van on his way home from school in Liverpool in October 2014. 'Bobby Zones' are safety zones around a school which include a series of measures aimed at encouraging children and their families to feel confident and safe when travelling to school, and encourage families to walk and cycle to school, without the fear of being in a collision.

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

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

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

6.11 **Kids' Courts** - in some areas speeding drivers have been invited to account for their actions before a panel of primary school children. Motorists who do not want to participate in the initiative have to pay the usual speeding fine and accept penalty points on their driving licences.¹⁰³

6.12 **Home Zones** were first introduced in the 1990s:

- Home Zones are residential streets in which the road space is shared between drivers of motor vehicles and other road users, with the wider needs of residents being accommodated. They are about promoting quality of life and neighbourliness. Although the introduction of a Home Zone can contribute to highway safety, the main benefit for people is a change in the perceptions of how the street environment can be used. Introducing a Home Zone allows greater scope for a wider range of activities in street space, which was formerly considered to be for exclusive use by vehicles. To work well, Home Zones require good design that reduces speeds.
- Local councils have powers already to create Home Zones and we encourage them to consider their use in appropriate locations.

¹⁰² <https://thebobbycollerantrust.org.uk/what-we-do/> (viewed on 24 October 2018); image courtesy of Bobby Colleran Trust

¹⁰³ <https://www.birminghampost.co.uk/news/regional-affairs/drivers-shamed-kids-court-speeding-12008512> (viewed on 24 October 2018)

- The success of a Home Zone can be judged by the extent to which the people who live there recognise the need for it and accept it. Such acceptance largely depends upon effective community participation and involvement at all stages, from the original selection of the area through to implementation.

Over the next two years

6.13 We have now published a comprehensive three year research evaluation of the effects of 20mph (signed-only) limits.¹⁰⁴ This report substantially adds to the evidence base on perceptions, speeds and early outcomes associated with 20mph speed limits. It is also the only major UK study to consider multiple case study areas and provide a national view. The headline findings, however, present a mixed picture:

- 20mph limits are supported by the majority of residents and drivers
- There has been a small reduction in median speed (less than 1mph)
- Vehicles travelling at higher speeds before the introduction of the 20mph limit have reduced their speed more than those already travelling at lower speeds.
- There is insufficient evidence to conclude that there has been a significant change in collisions and casualties following the introduction of 20mph limits in residential areas
- In one city centre case study there has been a significant reduction in collisions and casualties.

6.14 Much depends on the local context. Accordingly, we have written to all local councils to remind them that, where they use their powers and work with local communities, lower speed zones can make a difference in the perception of a safe and pleasant environment. Decisions on such speed limits is, and remains, a local decision by elected local councillors.

6.15 We will continue to work with road safety groups, drawing on local initiatives and knowledge, to gather and share best practice with a range of different communities.

C) Pavement parking

Existing work

6.16 The Department for Transport recognises that pavement parking can cause serious problems for vulnerable road users, particularly for people in wheelchairs or with visual impairments and those with prams or pushchairs.

6.17 In London, there is a general ban on parking on the pavement, while in the rest of England it is a matter for the local council to introduce any local restrictions. We are currently gathering evidence on the problems posed by pavement parking, the effectiveness of current laws and the case for change. As part of this work, we have been meeting with a range of stakeholders, including accessibility campaigners and people with disabilities, to understand the problems that can be caused by vehicles obstructing pavements. We have also been meeting with local council parking

¹⁰⁴ <https://www.gov.uk/government/publications/20-mph-speed-limits-on-roads> (viewed on 22 November 2018)

managers to understand how well the current regulations are working and what could be done to make it easier for them to tackle problem areas.

Over the next two years

6.18 We are committed to completing our internal review of pavement parking laws by the end of 2018. This review will take into account the concerns of the high street and other businesses and those of disability groups and others with a related interest. Ministers will then consider the findings of this work and will decide early in 2019 what action to take.

D) Enforcement

Existing work

6.19 We recognise that effective enforcement of the law is a very important issue to vulnerable road users. The decision on what and where the police focus their resources is an issue for the Police and Crime Commissioners and Chief Constables. However, it is well understood that greater visibility of enforcement prevents as well as penalises those that drive or ride in a way that puts others at risk from harm.

Over the next two years

6.20 We will invest £100,000 to support the police to develop a national back office function to handle footage provided through helmet cam and dash cam evidence, rolling out arrangements in England which have already been piloted in Wales. This will make it more likely that the police can cope with the volume of work that helmet and dash cam footage provides. This builds on the successful pilot, Operation Snap, first established by North Wales Police in October 2016.¹⁰⁵ The proliferation of dash cams in vehicles and cameras on cycle helmets has generated a substantial increase in the number of reports that the police receive with evidence of illegal driving. These reports are submitted to the police in all sorts of ways and the objective of Operation Snap was to establish a streamlined process to deal with them.

6.21 As part of a collaborative approach, the road safety organisation, Go Safe, undertook the time-consuming task of going through the footage that had been submitted by members of the public. The principle of using footage is already well established with the police. Any helmet cam or dash cam footage would need to be clear before the police could proceed, and providers of helmet cam or dash cam evidence would need to be willing to provide a witness statement in support of the footage. This means that providers cannot remain anonymous and would deter spiteful or vexatious allegations.

6.22 The enforcement of cycle lanes was another common concern raised during the Call for Evidence. Many respondents felt that cycle lanes are not being enforced effectively, and that there is a low chance of law-breaking drivers being caught, penalised and deterred from misusing cycle lanes.

¹⁰⁵ <https://gosafe.org/faq/operation-snap/> (viewed on 24 October 2018)

- 6.23 We will seek to ensure that local councils and police are able to keep pedestrian and cycle facilities clear from obstructions. Local councils already have powers to prohibit parking in cycle lanes through the use of ‘yellow line’ markings and other restrictions. They can also enforce such restrictions where they have taken up civil parking enforcement powers. We will clarify this to local councils, and review the advice to road users in Rule 140 of The Highway Code.
- 6.24 We want to ensure that cycle lanes provide safe and secure routes for cyclists, so we will allow local councils to use camera devices, such as CCTV and ANPR, for enforcing parking restrictions in mandatory cycle lanes.¹⁰⁶ This will eliminate the current requirement for an on-foot patrol officer to be physically present whenever a Penalty Charge Notice is issued to a vehicle parking where restricted in a mandatory cycle lane. This will enable councils to provide more comprehensive and responsive deterrence against vehicles blocking cycle lanes. This will help improve safety because cyclists will not be forced to swerve into the main carriageway.
- 6.25 However, the Government also recognises the need to avoid over-zealous parking enforcement, and ensure that councils follow proportionate parking policies which support shops and local high streets; the Government will be considering what more can be done in this area.
- 6.26 We have considered carefully whether more can be done on enforcement of advanced stop lines through use of cameras at relevant junctions. The issue is not straightforward, because existing cameras used for speeding and jumping red lights do not provide the capability to distinguish whether drivers have actually committed an offence through moving into the advanced stop line area. We recognise that many drivers may inadvertently enter the advanced stop line when in moving traffic. We will consider how we can improve guidance to drivers and improve safety further for cyclists at these junctions.
- 6.27 The Department for Transport will also work with external local stakeholders and enforcement agencies to address the very small minority who deliberately engage in dangerous cycling (for example, tailgating, wheelies and threatening behaviour towards pedestrians) and develop ways to highlight the dangers and reinforce responsible cycling.

E) Sentencing

Existing work

- 6.28 It is important to be aware that, by constitutional convention, Government ministers are prevented from commenting on specific decisions taken by the courts. This protects the independence of the courts from political interference, and it reflects the fact that only those present who have actually heard the evidence as it was presented are in a position to form a well-informed view on the merits of a case.
- 6.29 Courts have a range of powers when sentencing those convicted of driving offences. Courts also have obligatory and discretionary powers (depending on the offence) to

¹⁰⁶ A mandatory cycle lane is a part of the road reserved only for pedal cycles. It is indicated by a solid white line and traffic signs. Motorists must not drive in a mandatory cycle lane during its hours of operation, and are committing an offence if they do so. It is also an offence to park in a cycle lane where parking restrictions, such as yellow lines, prohibit it.

disqualify drivers, to apply penalty points, and to require the driver to retake their driving practical and theory tests. Following consultation, the Government announced in October 2017 the intention to legislate and increase the maximum sentence from 14 years to life for the offences of causing death by dangerous driving and causing death when impaired by drink/drugs.¹⁰⁷

- 6.30 We recognise from the responses that, for some vulnerable road users, dangerous drivers do not seem to be adequately punished. They perceive, for example, that the sentence applied is too lenient, the length of driving ban is too short, or the offence charged does not appear to match the level of harm caused.
- 6.31 Decisions on sentencing remain with the courts and are made on a case by case basis. When deciding whether to prosecute, the Crown Prosecution Service uses the same test in all cases: whether there is sufficient evidence to provide a realistic prospect of conviction and, if so, is a prosecution needed in the public interest.
- 6.32 When we review The Highway Code, we will work with the courts and the Crown Prosecution Services as key decision makers to ensure that the principle of the hierarchy of road users is reflected in guidance.

Over the next two years

- 6.33 Responses to the Call for Evidence suggested the use of training to re-educate offenders, for example by mandating cycle training as part of the sentencing arrangements for dangerous driving offences when cyclists are the victims. We will work with the police, courts, road safety groups and other stakeholders on the feasibility of using courses or training as part of the sentencing framework for driving and cycling offences. This will include working with existing providers of diversionary courses (offered to low level offenders at the discretion of the police as an alternative to penalties), and exploring the use of current or new courses by order of a court when offenders are sentenced.
- 6.34 A number of responses called for a review of the definitions of dangerous and careless driving. The Government has already considered the sentencing framework for dangerous driving behaviour, including definitions of 'dangerous' and 'careless' in driving offences. In October 2017, the Ministry of Justice published its response to the consultation 'Driving offences and penalties relating to causing death or serious injury'.¹⁰⁸
- 6.35 We are conducting a separate consultation on new offences from dangerous or careless cycling behaviour.¹⁰⁹ This has also raised issues in relation to the law on dangerous or careless driving behaviour, the need for a wider review of driving offences and definitions of dangerous and careless driving. The consultation closed on 5 November 2018, and the responses are currently being analysed.

¹⁰⁷ <https://www.gov.uk/government/news/life-sentences-for-killer-drivers> (viewed on 24 October 2018)

¹⁰⁸ <https://www.gov.uk/government/consultations/driving-offences-and-penalties-relating-to-causing-death-or-serious-injury> (viewed on 24 October 2018)

¹⁰⁹ <https://www.gov.uk/government/consultations/new-cycling-offences-causing-death-or-serious-injury-when-cycling> (viewed on 24 October 2018)

F) Liability

Background

- 6.36 In England and Wales there is a common law 'tort' system. Under the tort of negligence there is a duty on all road users to take appropriate and reasonable steps to ensure that they do not harm other road users as a result of their actions or failure to take certain actions.
- 6.37 The burden of proof is on the claimant to prove that the defendant was negligent. The burden of proof is the same whether the claimant is a pedestrian, cyclist or motorist. A significant body of case law and legal tests have developed over the years which guides the judiciary in determining negligence.
- 6.38 One defence that a defendant may make is that the claimant was 'contributorily negligent'. A claimant may be found contributorily negligent if they failed to take certain reasonable steps themselves (for example, not wearing a helmet or seatbelt and there is medical evidence that injuries would have been less severe if those protections were taken) or if they were partly responsible for the collision occurring (for example, the defendant motorist did not take due care to observe other road users at a busy road junction and was speeding but the claimant cyclist had just jumped a red light).
- 6.39 Liability insurance, such as motorists are required to have and some cyclists elect to have, covers these road users from the financial risk of them being found to have negligently caused personal injury or property damage to another road user.

Over the next two years

- 6.40 In the Call for Evidence some stakeholders pointed out that many other European countries have some form of presumed (or strict) liability and were interested in understanding how feasible it would be to introduce such a system in this country. Many noted that these countries have different legal systems to those in the UK and do not necessarily have better cycling and walking safety records.
- 6.41 Switching to a presumed liability system for road traffic collisions would shift the burden of proof, so that the defendant would be presumed liable unless he or she could prove they were not negligent. As such, it would be a highly significant change to the legal system in England and Wales, almost certainly with many unexpected effects and one whose likely costs, benefits and practical effects are unknown. Civil liability law is different in Scotland and responsibility for it lies with the Scottish Government.
- 6.42 We intend to work together with the Ministry of Justice to commission research to understand the advantages and disadvantages of a change in liability rules. We will discuss with the Scottish Government whether they wish to research the likely impact of changes to Scots law too.

G) Registration and licensing of cyclists

- 6.43 The issue of the registration and licensing of cyclists has been raised by some respondents. The safety case for a testing/licensing system for cyclists is not as strong as that for drivers since, by contrast with motor vehicles, bicycles involved in collisions on the highway are far less likely to cause serious injury to other road users.
- 6.44 Furthermore, cycling has clear benefits for cyclists themselves, particularly in terms of health, and for wider society, such as tackling congestion, reducing CO₂ emissions and improved air quality. The introduction of a registration and licensing system would deter people from cycling and so significantly reduce these benefits, especially over the short-term.
- 6.45 Accordingly, the Government has no plans to introduce a registration and licensing regime for cyclists because the costs and complexity of introducing such a system would significantly outweigh the benefits.

7. Training and educating road users

A) Driver testing and education

Existing work

- 7.1 The Driver and Vehicle Standards Agency (DVSA) publishes evidence based National Standards setting out the skills, knowledge and understanding required to be a safe and responsible driver for each category of vehicle, and how to deliver effective training.¹¹⁰ These standards underpin many of DVSA's activities, including a qualification in Safe Road Use, the various official learning resources, and the content of the theory, hazard perception and practical driving tests. DVSA also publishes The Highway Code.
- 7.2 DVSA introduced new elements into the practical driving test in December 2017. This specifically included requiring the candidate to drive independently of instructions for 20 minutes so that the examiner can better assess the candidate's ability to interact safely with other road users without supervision. DVSA also incorporated these improvements into the qualifying test for those seeking to become Approved Driving Instructors.

Over the next two years

- 7.3 DVSA will play an important role in implementing the new priorities and interventions on cyclist and pedestrian safety.
- 7.4 DVSA and its partners' web sites are viewed around 4.6 million times a month. Its official learning resources for new and professional motorists currently reach around a million people a year. To improve these statistics and open new opportunities still further, the DVSA are awarding a new Publishing Services Concession that will be announced soon. This concession forms a new strategic alliance by which the Government will not only publish changes to The Highway Code but also research and produce the best means to educate road users and effect behaviour change in both the next generation of drivers and those who are on the roads today.
- 7.5 We believe the new Publishing Services Concession will open up new and important opportunities, including:
 - Developing visual media in driver training and instruction resources to stress the relevance of driving 'theory' to real driving situations, with particular emphasis on more vulnerable road users;

¹¹⁰ <https://www.gov.uk/government/collections/national-driving-and-riding-standards> (viewed on 24 October 2018)

- Reviewing the 'Safe Driving for Life' and 'DVSA Learning Zone' websites, and the bestselling official apps and resources based on user research; and
 - Using blog posts and effective new social media content to get learners and trainees to relate driving theory to people's real experiences on the road, with particular emphasis on vulnerable road users.
- 7.6 DVSA will, by spring 2019, review the content of its Safe Road User Award qualifications.¹¹¹ These qualifications aim to build positive attitudes to safe road use from an early age, so that young people adopt this approach before getting behind the wheel and maintain good driving habits throughout their lives. As part of this, DVSA will explore whether students would also be attracted to taking Bikeability training to reinforce those attitudes and behaviours, and as a practical demonstration of the knowledge and understanding obtained through the qualification.
- 7.7 Starting with 'learning to drive' in 2019, DVSA will refresh its official learning materials for all road users and instructors. They will give greater prominence to situations, such as junctions, roundabouts, safe passing and exiting the car, which are vitally important to cycle safety. Informed by this and real life driving situations, DVSA will continue to broaden the scope of vulnerable road user related clips in the Hazard Perception Test.
- 7.8 The Driver and Vehicle Licensing Agency (DVLA) will play an important role in 'nudging' on the licence renewal process to check drivers' eyesight and to consider the needs of vulnerable road users:
- DVLA will provide key messaging on areas, such as vulnerable road users, eyesight standards and general awareness-raising about The Highway Code, amplifying DVSA's messages along with other key messaging. DVLA will work closely with the Department for Transport and DVSA to agree the key messages and the appropriate channels for these messages to be distributed over the next two years.
 - DVLA will use its channels to promote the key messages and also amplify third party content on its social media channels. The current online process reaches over six million transactions annually and will provide a good platform for distributing key messages.
 - DVLA will continue to undertake significant research through its user experience testing labs (UX Lab) and Customer insight team. This will help ensure that the correct messages reach the correct audience.
- 7.9 We know that most people want to be safe, law-abiding drivers. A broader requirement for all drivers to undergo periodic retesting would introduce a very significant burden. Retesting will continue to be targeted at where it will achieve most benefit, that is, against clearly irresponsible drivers. The courts already have powers to ask drivers to retake the driving test in certain circumstances and the police are increasingly offering remedial education courses to re-educate those who would otherwise be prosecuted for some driving offences.
- 7.10 The evidence does not support compulsory testing or medical screening for all drivers once they reach a certain age. Evaluations of such schemes elsewhere, including in Denmark and Finland, found that they do not reduce the number of collisions but can

¹¹¹ <https://www.sqa.org.uk/sqa/35046.html> (viewed on 24 October 2018)

lead to older people giving up driving prematurely.¹¹² This, in turn, can have a detrimental impact on their health and wellbeing.

B) Safer passing and overtaking

Existing work and over the next two years

7.11 In June 2018, we announced that we would be working with West Midlands Police to produce educational materials and support for police forces so that more drivers are made aware of the need to leave safe distances when overtaking cyclists. This work is in response to a strong message emerging from responses to the Call for Evidence; and indeed in 2017 there were 743 cyclist casualties where a driver or rider being too close to a cyclist, horse rider or pedestrian was a contributory factor in the collision.¹¹³ Over the next two years, we will build on the success of West Midlands Police's Operation Close Pass initiative.

Case study - Operation Close Pass¹¹⁴



The West Midlands police became the first force in the country to proactively target 'close pass' drivers who endanger riders through Operation Close Pass. Rules of the road say motorists should give cyclists at least the same space as vehicles when overtaking or passing from in front. Anyone encroaching inside that safe passing distance - widely considered to be a minimum of 1.5 metres - runs the risk of being

prosecuted for driving without due care and attention. Drivers who are observed undertaking close passing are offered roadside educational advice on safe overtaking but repeat offenders, or anyone deemed to have driven dangerously close to a cyclist, can expect to be prosecuted and taken to court. Since the launch of the operation in 2016, over 300 motorists have been stopped at the roadside for education and over 600 have been offered educational courses following third party reporting of a close passing incident.

7.12 This summer, we also announced a pilot of cycle training for driving instructors, which will trial different approaches to raising awareness of cycle safety among driving instructors.¹¹⁵ Preparatory work is already underway with cycling and driving instructor stakeholders and the pilot will launch in spring 2019. The pilot will include online

¹¹² See, for example: Siren, A. K., & Haustein, S. (2015). Driving licences and medical screening in old age: Review of literature and European licencing policies. *Journal of Transport and Health*, 2 (1) 68-78

¹¹³ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

¹¹⁴ <https://west-midlands.police.uk/news/3951/serious-cycle-smashes-down-fifth-close-pass-first-year> (viewed on 24 October 2018); image courtesy of West Midlands Police

¹¹⁵ <https://www.gov.uk/government/news/government-focus-on-cycling-awareness-and-training-in-boost-to-cycle-safety> (viewed on 24 October 2018)

training resources and practical cycle training so that we can identify the best way of helping instructors to reinforce the right attitude and approach to learner drivers during lessons and throughout the learning to drive process. Safer overtaking will form an important part of this training for driving instructors.

- 7.13 As part of our review of the cycling and walking elements in The Highway Code, set out in Chapter 6 of this document, we will be ensuring that the advice on overtaking vulnerable road users and minimum passing distances is clear and well understood. This will help counter the dangerous practice of close passing which deters people from cycling.
- 7.14 It is also worth recognising here that, although out of scope of this particular review, roadside workers can similarly feel exposed to the risks of close passing, which again highlights the importance of drivers needing to pay due care and attention when passing vulnerable road users.

C) Professional drivers and riders

Existing work

- 7.15 HGVs are disproportionately represented in collisions resulting in pedestrian and cyclist fatalities, with 15 per cent of pedestrian collision fatalities and 14 per cent of cyclist collision fatalities in 2017 involving an HGV.¹¹⁶ The Department for Transport is actively involved in working with freight operators and road haulage groups to encourage the safety and protection of vulnerable road users that are likely to have an interaction with HGVs. The construction and logistics sector are working to reduce injuries and deaths of vulnerable road users, including cyclists, through their voluntary Construction and Logistics for Community Safety (CLOCS) scheme.¹¹⁷ This scheme was started in London with the support and involvement of Transport for London and is now being introduced in other UK cities.
- 7.16 With regard to people who cycle as part of their job, we have engaged with the Institute for Couriers and are doing more collaborative work on further training requirements in the sector, and minimising schedules that are so demanding that they might encourage excessive speed or dangerous road behaviour.
- 7.17 We continue to engage very closely with colleagues from other agencies, such as Transport for London, Highways England and a wide range of road safety stakeholders, who are keen for the profile of cycling and walking safety to be raised even higher. We are also updating the Government Buying Standards for transport to include the requirement for all new vehicles purchased by the Government fleet to meet minimum European New Car Assessment Programme (EuroNCAP) standards. This will include a minimum score for pedestrian protection.¹¹⁸

¹¹⁶ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

¹¹⁷ <https://www.clocs.org.uk/> (viewed on 24 October 2018)

¹¹⁸ <https://www.gov.uk/government/publications/sustainable-procurement-the-gbs-for-transport-vehicles/government-buying-standards-for-transport-2017> (viewed on 24 October 2018)

Over the next two years

- 7.18 We will look to promote and test awareness of vulnerable road users in the drivers' Certificate of Professional Competence (CPC).¹¹⁹ This will give HGV drivers increased awareness of safe driving practices in areas where there are people walking and cycling. Over the next 12 months we will work with stakeholders and training providers to understand what training requirements are necessary for HGV drivers and explore the development of a relevant training programme.
- 7.19 In addition, we will seek to incentivise courier companies to certify all vehicle couriers have passed a vulnerable road user awareness assessment. To achieve this ambition, we will work with the Institute for Couriers and its members on establishing a code of conduct.
- 7.20 The need for vulnerable road user training for all public sector drivers was an issue raised by several respondents in the Call for Evidence, and road traffic collisions data in 2017 indicates that five per cent of pedestrian and cyclist fatalities are in collisions involving a bus or coach.¹²⁰ We will therefore explore and define a package on this work within the next two years. We will need to understand the necessary training required and to consider the size of the fleet, as well as which public sector drivers can be targeted. The scope could be limited to those who drive on Department for Transport business and could include bus drivers and those working on contracts for the Government.
- 7.21 We will not take action to subsidise certain types of CPC courses, because this could create unfair competition in a commercial market.

D) Education of cyclists

Existing work

- 7.22 Bikeability¹²¹ is the Government's preferred national cycle training programme, providing the skills that people need to make cycling a natural choice for shorter journeys. It is a practical training programme, enabling trainees to cycle safely and confidently on today's roads.
- 7.23 The Department for Transport's funding for Bikeability is focused on providing schoolchildren with the life skills they need to cycle safely. £50 million has been allocated to the programme for the period from 2016/17 to 2019/20. 2017/18 has been a record year for the programme with more than 400,000 training places delivered. Bikeability training in England is delivered by qualified Bikeability instructors and is quality assured to ensure consistent standards.
- 7.24 Bikeability provides three levels of training, providing a progressive pathway for trainees to develop their skills and confidence:

¹¹⁹ <https://www.gov.uk/driver-cpc-training> (viewed on 24 October 2018)

¹²⁰ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

¹²¹ www.bikeability.org.uk (viewed on 24 October 2018)



- Level 1: Learn to control and master your bike (off-road)
- Level 2: Real-life experience of cycling on local streets
- Level 3: Cycling on busier roads and traffic situations

7.25 In 2016, we introduced 'Bikeability Plus', a new suite of 10 modules designed to tackle specific barriers to cycling. These include, for example:

- **Bikeability Transition** – designed to support children making the transition from primary to secondary school with safe route-planning and a led ride to their new school;
- **Bikeability Balance** – balance bicycle training, providing children with a positive experience of cycling in reception or year 1;
- **Bikeability Recycled** – an initiative to redistribute bicycles to those in the community who do not have the resources to buy their own. It is designed to provide families with better access to bicycles for children, with the aim that more will take part in Bikeability training and make cycling a part of their everyday life; and
- **Bikeability Bus** – a group ride to school for children, parents and school staff. Starting from a local focal point, such as a park or hall, the bus may 'pick up' riders along the way at pre-arranged 'stops' before reaching school.

7.26 The Department for Transport has transferred delivery from a service contract to a new dedicated charity, The Bikeability Trust. This will help to raise funding for more training places through commercial partnerships, charitable sources and improved efficiency. The Trust recently entered into a new commercial partnership with Halfords, who have provided funding for a further 25,000 training places, as well as free bicycle safety checks for Bikeability trainees.

7.27 In October 2018, DVSA and the Department for Transport published a revised National Standard for Cycle Training.¹²² The Standard is a statement of competent cycling and cycling instruction. It sets out the skills and understanding needed to cycle safely and responsibly and provides the basis for a range of different cycle training programmes, including Bikeability and the Safe Urban Driving scheme.¹²³

7.28 The training outcomes set out in the National Standard and delivered through Bikeability are just as applicable to adults. Many registered Bikeability schemes also provide skills training to adults and family groups. Some local councils provide free or subsidised training to adults who live or work in their areas.

¹²² <https://www.gov.uk/government/publications/national-standard-for-cycle-training> (viewed on 24 October 2018)

¹²³ <https://www.fors-online.org.uk/cms/safe-urban-driving/> (viewed on 24 October 2018)

Case study - The Ashiana Community Project¹²⁴

Ashiana is the Urdu word for nest (a safe nurturing place for growth and development) which is indicative of the approach and atmosphere taken by the Ashiana Community Project. The aim of the project is to improve quality of life for those living in Sparkbrook, an inner-city suburb of southeast Birmingham, by creating opportunities to improve social, physical and economic wellbeing. The Ashiana Community Project is also the home of Ashiana Community Cycle Club, which since January 2017 has fostered a safe and welcoming space for local people, particularly women, to come and ride a bike. Many have never before had the chance. The cycling sessions can even be a link to getting involved with other aspects of the community centre, such as Maths and English classes and helping improve language skills.



Over the next two years

- 7.29 The Government will continue to invest in cycle training through the Bikeability scheme until March 2020. Further funding decisions on cycle training to improve the confidence and safety of all cyclists will be subject to the forthcoming Spending Review, in conjunction with investment in local roads and other road safety measures.
- 7.30 Respondents highlighted a number of opportunities for broader application of cycle training in order to spread the principles learned to wider groups in society. Throughout this document we have identified a number of actions which will draw on cycle training programmes, for example:
- A pilot of cycle training for driving instructors, which will trial different approaches to raising awareness of cycle safety among driving instructors;
 - Working with the police, courts, road safety groups and other stakeholders on the feasibility of using courses or training as part of the sentencing framework for driving and cycling offences; and
 - Working with the insurance sector to explore opportunities to incentivise Bikeability level 3 training.
- 7.31 In addition to this, we will explore options for enabling more people to experience Bikeability, such as vehicle fleet drivers, businesses and employees, local councils and families. In 2019, we will develop a Bikeability Summit which will aim to promote the benefits of cycle training to businesses and employees. These benefits include a safer commute to work and a healthier workforce.
- 7.32 We will also work with cycling stakeholders and the retail sector to develop and promote a dedicated and user-friendly toolkit guide for new cyclists. The toolkit guide will bring together the relevant sections of The Highway Code, covering the rules of

¹²⁴ <https://www.cyclinguk.org/article/ashiana-opens-its-doors-big-bike-revival> (viewed on 24 October 2018); image courtesy of Cycling UK

the road for cyclists into a single and easily accessible format. The guide will include a checklist of safety issues for cyclists, clearly stating the rules for lights, bells, brakes, tyre pressures, security and insurance, as well as how to take into account conditions on the road. We will work with a wide range of external stakeholders to promote the guide and maximise its reach.

- 7.33 The Government has announced that it will be making health education compulsory in primary and secondary schools from September 2020. We are considering the responses to a major consultation on the content and will be bringing the requirements to Parliament in 2019. We will be considering what support to give to schools on how to deliver the new requirement, including how existing schemes can contribute, making pupils healthier and safer.

Case study - Social Cycling Programme¹²⁵



Kensington & Chelsea's Social Cycling Programme consists of a variety of group cycle skills sessions every week. The programme targets groups less likely to take up cycling including Black, Asian and Minority Ethnic (BAME) groups, people over 50 and women of all ages. Continuous support is provided to participants to improve skills based on individual needs and abilities. Many adults have progressed from complete beginners to riding on roads and taking

part in group rides. Over 100 participants who were previously unable to afford a bicycle now have access to their own recycled bike and have completed Bikeability Level 2 and bike maintenance training. Kensington & Chelsea were recently awarded 'Bikeability Scheme of the Year' for the success of the programme.

E) Insurance as an incentive

Existing work and over the next two years

- 7.34 **Vulnerable road user training for professional drivers and riders** - We will engage with motor insurers and with organisations that promote best practice in work related road safety management. In these discussions we will seek to understand whether there is scope for insurance companies to provide incentives to professional drivers and riders to undertake training focused on the needs of cyclists and other vulnerable road users.

¹²⁵ <https://www.cycleconfident.com/sponsors/royal-borough-of-kensington-and-chelsea/> (viewed on 24 October 2018); image courtesy of Royal Borough of Kensington and Chelsea

- 7.35 **Bikeability training for motorists** - Some respondents in the Call for Evidence called for motor insurance discounts to be used as an incentive for undertaking cycle training. Respondents claimed that motorists who are also cyclists are less likely to be involved in motoring insurance claims. We will seek to incentivise Bikeability cycle training, working with the motor insurance sector, to explore opportunities to offer discounts to road users who have passed Bikeability Level 3. We will prioritise commercial motor insurers of fleet vehicles, lorries, vans and minibuses.
- 7.36 **Bikeability training for cyclists** - Similarly with cycle insurance, cyclists who have completed Bikeability should be less likely to injure themselves and other road users and therefore less likely to claim on their insurance. We will seek to work with providers of cycle insurance to promote uptake through discounts or other offers for completion of Bikeability Level 3. We will also include the availability of cycle insurance in guidance for people who are new to cycling.

8. Vehicles and equipment

A) Reducing risks from large vehicles

Existing work

8.1 Safer cycling and walking will require sustained leadership, collaboration and innovation at each level of government and between sectors. Key to this ambition is taking action to improve safety for cyclists and other vulnerable road users in their interaction with HGVs. As outlined in Chapter 7, HGVs are disproportionately involved in collisions resulting in pedestrian or cyclist fatalities. This will encourage the increased development and uptake of changes in vehicle designs consistent with international standards and safer fleet operation.

Over the next two years

8.2 London has a particular problem with vulnerable road users and HGV collisions. From 2013 to 2017, 21 per cent of pedestrian and 44 per cent of cyclist deaths in London involved an HGV, despite HGVs making up only 3.4 per cent of road miles in London.¹²⁶ Transport for London is continuing to develop the Direct Vision Standard for HGVs, with a view to improving the safety of all road users in London, and particularly vulnerable road users, such as pedestrians and cyclists.¹²⁷ The Direct Vision Standard will use a star system to rate HGVs over 12 tonnes based on how much the driver can see directly through the windows. The HGV Safety Standard Permit will also be available for vehicles that either meet a sufficient Direct Vision Standard rating or have additional 'safe system' equipment fitted that is intended to reduce road risk. The precise requirements of the initial safe system being applied in 2020 will be subject to further consultation with operators, stakeholders and the public in 2019. While transport is a devolved matter in London, and this specific scheme has been designed with the needs of that city in mind, we are closely engaged with Transport for London on the development of the Direct Vision Standard. We will closely monitor outcomes in order to strengthen its evidence base in respect of measures to increase direct vision from heavy vehicles.

8.3 The Safe Urban Driving driver training course requires HGV drivers to experience the urban road environment from the perspective of cyclists, including classroom-based learning. The course has been developed and delivered to date by Transport for London. DVSA will work with Transport for London to optimise the course for use nationally, outside London, and to promote its uptake by approved driver Certificate of Professional Competence (CPC) trainers by autumn 2019.

¹²⁶ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018)

¹²⁷ <https://tfl.gov.uk/info-for/deliveries-in-london/delivering-safely/direct-vision-in-heavy-goods-vehicles>

Case study - Safe Urban Driving¹²⁸



Supported by Cycling UK, the Safe Urban Driving course focuses on providing training to HGV drivers on vulnerable road users and how the roads, particularly in London, are changing to accommodate cycling. As part of the training,

HGV drivers are educated on what safe cycling and driving looks like and how a change in driving behaviour can greatly improve cyclists' experience and safety. Classroom and practical cycling sessions tackle key issues such as: why cyclists ride away from the kerb; how to help drivers see you on the road; avoiding gullies, grates and pot-holes; positioning at junctions (in the centre of the lane so that they can be seen better); and keeping out of the 'door-zone', well away from opening car doors.¹²⁹

- 8.4 We will continue to support the aims of the Construction and Logistics for Community Safety (CLOCS) scheme as it is promoted beyond London to other cities around the United Kingdom. We will seek to engage with the CLOCS organisation, logistics and express courier companies to expand the Bikeability scheme to include Exchanging Places through their corporate social responsibility commitments and as part of their outreach to students and young people.

Case study - Exchanging Places¹³⁰



Funded by Transport for London and run by Metropolitan Police and City of London Police, the Exchanging Places project gives cyclists and pedestrians the opportunity to experience life as a HGV driver. Those who volunteer to get involved with the project get to sit in a cab of a HGV, where they can experience the typical views of a HGV driver.

Not all cyclists are aware of the risks of riding around large vehicles. One cyclist who recently got to take part in the project herself, was shocked to discover she could not spot a cyclist riding 8-10ft away from the vehicle as she sat in the cab. Whilst educating drivers and introducing safety technology is important, this exercise demonstrates to cyclists the importance of good positioning on the road.

¹²⁸ <https://www.fors-online.org.uk/cms/safe-urban-driving/> (viewed on 24 October 2018); image courtesy of Cycling UK

¹²⁹ <https://www.cyclinguk.org/blog/samjones/exchanging-places-0> (viewed on 24 October 2018)

¹³⁰ <https://www.cityoflondon.police.uk/advice-and-support/safer-roads/Pages/Exchanging-Places-.aspx> (viewed on 24 October 2018)

B) Visibility and audibility

Existing work

- 8.5 Issues relating to cycling lighting were prominent in the Call for Evidence, with calls for current lighting requirements to be reviewed and updated to take account of technological developments. Respondents also recognised the 'looked but failed to see' problem where serious collisions may still occur when a cyclist or pedestrian is well lit because a motorist failed to see them. There were 210 cyclist casualties in 2017 where the contributory factor of not displaying lights at night or in poor visibility was given, equating to 2 per cent of cyclist casualties and therefore suggesting that lighting alone does not ensure cyclists are seen.¹³¹
- 8.6 The quiet nature of cycles becomes a particular problem in situations where people walking and cycling interact, and is particularly acute for disabled and older people. Pedestrians stepping into the road, unaware of a cyclist approaching, also poses a problem for both cyclists and pedestrians. There are obvious parallels between cycles and quiet motor vehicles. Car manufacturers will soon be under an obligation to include added noise in electric and hybrid vehicles to ensure that others are alerted to their presence. Similarly, it is bad practice for cyclists not to use a bell to signal their presence, especially to pedestrians.

Over the next two years

- 8.7 We will commission a package of research to look into technical, physiological and behavioural issues relating to visibility and audibility of cyclists, with the aim of recommending future interventions. These could include:
- Qualitative assessment to understand why some cyclists ride without lights, and what can be done to encourage behavioural change, including an assessment of innovative cycle lighting products;
 - Reviewing the British Standard and other regulations to ensure cycle lights are appropriate for the safety of all road users;
 - Investigating alternative ways to improve cyclist conspicuousness in a wide range of traffic and environmental situations;
 - Reviewing and building on current research into the behavioural/physiological aspects of why 'failed to look properly' is such a major contributory factor in road traffic fatalities and serious injuries,¹³² and whether there are behavioural interventions that can be used in driver education to prevent this; and
 - Working with the cycle industry (retailers and manufacturers) to consider how products are promoted and information provided to purchasers.
- 8.8 Separately, we are updating our guidance on designing shared use facilities, reviewing sections of The Highway Code in relation to walking and cycling, and

¹³¹ Department for Transport. [Stats19 road casualties data for Great Britain](#) (viewed on 24 October 2018) - in collisions where a police officer attended the scene and a contributory factor was recorded

¹³² Department for Transport [Stats19 road casualties data for Great Britain](#) indicate that in 2017 35 per cent of pedestrian collision fatalities had a contributory factor of 'failed to look properly' allocated to the pedestrian and 20 per cent had this factor allocated to another party. Similarly, 14 per cent of cyclist collision fatalities had a contributory factor of 'failed to look properly' allocated to the cyclist and 32 per cent had this factor allocated to another party. Applies to collisions where a police officer attended the scene and a contributory factor was recorded

providing updated information for people new to cycling, which will also look at some of these issues.

C) High visibility and helmets

Existing work

8.9 Understanding how to fit a cycle helmet correctly is a core training outcome in the National Standard for Cycle Training. Trainees participating in all Bikeability training courses, from Levels 1 to 3 and in relevant Bikeability plus modules, are taught how to fit their helmets correctly.

Over the next two years

- 8.10 There were differing views from respondents on the use of helmets and high visibility clothing (hi-vis) for adults and for children. Some respondents highlighted specific evidence that helmets can reduce head injuries, including fatal head injuries¹³³ and that hi-vis clothing makes it easier for motor vehicle drivers to see cyclists. However, others argued that mandatory helmets and hi-vis would discourage cycling, both due to the perceived inconvenience and undesirability associated with personal protective equipment and due to mandatory safety equipment conveying the message that cycling is a dangerous activity. This would have a potentially detrimental impact on the take-up of cycling and have negative effects on benefits for health and other outcomes. Evidence on the impact of mandating helmets is mixed, with some evidence suggesting legislation provides safety benefits¹³⁴ but other evidence indicating that any apparent safety benefits may be a result of reduced participation in cycling rather than of a reduced risk to cyclists.¹³⁵
- 8.11 Therefore, we will continue to encourage cyclists, especially children, to wear helmets to protect them if they have a road collision. However, we believe wearing helmets, and also high-vis clothing, should remain a matter of individual choice rather than imposing additional regulations which would be difficult to enforce. We will review evidence and international experience on mandatory helmets for children and provide clear guidance to help parents choose what is appropriate for their child.
- 8.12 A number of responses indicated that helmets are not always sized or fitted correctly, especially for children, a claim corroborated by evidence.¹³⁶ We will therefore work with industry and cycle training organisations to provide strengthened advice on the fitting of cycle helmets for children as part of wider advice on the use of safety equipment and attire when cycling.

¹³³ See, for example, Olivier, J. and Creighton, P. (2017) Bicycle injuries and helmet use: a systematic review and meta-analysis, *International Journal of Epidemiology*, 46 (1): 278-292.

¹³⁴ See, for example, Macpherson, A., Spinks, A., Cochrane review: Bicycle helmet legislation for the uptake of helmet use and prevention of head injuries. *Evidence-Based Child Health: A Cochrane Review Journal* 3.1 (2008): 16-32.

¹³⁵ See, for example, Clarke, C. F. (2012) Evaluation of New Zealand's bicycle helmet law, *New Zealand Medical Journal*, 125 (1349): 60-69.

¹³⁶ Lee, R. S., Hagel, B. E., Karkhaneh, M. and Rowe, B. H. (2009) A systematic review of correct bicycle helmet use: how varying definitions and study quality influence the results, *Injury Prevention*, 15: 125-131.

D) Motor vehicle standards

Existing work

- 8.13 We are currently agreeing a package of legislation in Europe to improve the safety performance for new vehicles. This will further harmonise the safety standards for new vehicles and will facilitate the inclusion of new and enhanced safety features and technologies.
- 8.14 The package of measures contains a broad range of technologies including, for example, advanced emergency braking capable of detecting pedestrians and cyclists, event data recorders, Intelligent Speed Assistance (ISA) and improved direct vision requirements for buses and trucks.¹³⁷ We anticipate these technologies will deliver safety benefits for all road users, including vulnerable road users.¹³⁸ Implementation dates for new types of vehicle are scheduled to vary between 2021 and 2025 to allow sufficient time to develop the technical standards, and their integration into vehicle designs.

Over the next two years

- 8.15 Whatever the results of the Brexit negotiations, we will continue to work in the United Nations Economic Commission for Europe (UNECE), the global standards body, to develop appropriate technical requirements for new vehicles.
- 8.16 The individual decision to take up telematics is currently made in the context of motor insurance, whereby a policy holder may accept it in order to reduce their premiums. We do not propose to take any action at this time to make telematics compulsory, as we do not have sufficient data to demonstrate that it would be effective. To understand how telematics in a non-insurance context could reduce a driver's collision risk, it needs to be tested and evaluated. We are doing this at present in the context of young and novice drivers aged 17 to 24, as part of our £2 million research programme called 'Driver 2020', as committed to in the 2015 Road Safety Statement.¹³⁹ The aim of the study is to provide thorough evidence as to whether and how far technological and educational interventions can produce clear road safety benefits and reduce the collision risk for this high risk group. Once the research is completed, we will consider the way forward.
- 8.17 It is also worth noting here that responses to the Call for Evidence asked for a reduction in the 60mph national speed limit for single carriageway rural roads. There are roads of many types in this category, ranging from main distributor roads important to the economy to single track country lanes with passing places. The Department for Transport's 2017 speed compliance statistics show that compliance on roads in this category is higher than on any other type of road for almost all types of vehicle.¹⁴⁰ However, it is those roads most used by cyclists, walkers and horse riders, for example on the National Cycle Network, which will be our focus and we intend to

¹³⁷ https://ec.europa.eu/transport/modes/road/news/2018-05-17-europe-on-the-move-3_en (viewed on 24 October 2018)

¹³⁸ There is already some evidence to support this. See for example Saade, J. (2017) Autonomous Emergency Braking AEB (pedestrians & cyclists), European Road Safety Decision Support System, developed by the H2020 project Safety Cube.

¹³⁹ <https://www.gov.uk/government/publications/road-safety-statement-working-together-to-build-a-safer-road-system> (viewed on 24 October 2018)

¹⁴⁰ <https://www.gov.uk/government/statistics/vehicle-speed-compliance-statistics-for-great-britain-2017> (viewed on 31 October 2018)

include this issue in our consideration of rural roads in the work currently under way to refresh the Road Safety Statement.

- 8.18 We understand that driving too fast for the conditions remains a significant concern in relation to all road users, and we recognise that rural single carriageways are the most dangerous roads. Measures which help improve road safety, including speeding, already feature in the cases that the successful bidders have made as part of the Safer Road Funds. Data to determine the top 50 dangerous roads was obtained from the Road Safety Foundation's assessments of Britain's motorway and 'A' roads during 2013-2015 as part of the European Road Assessment Programme (EuroRAP).¹⁴¹ This statistical assessment calculates risk by comparing the frequency of road crashes resulting in death and serious injury on every stretch of road with the volume of traffic being carried. 34 of the 50 most dangerous roads will receive funding up to 2020 and the remaining 16 will receive funding from 2020 onwards.
- 8.19 The Government also announced in June 2018, the Road Collision Investigation Project which will help us understand where we must place our effort and priorities. This includes a £480,000 partnership between police forces and the RAC Foundation to trial an innovative approach to road collision investigation, carrying out more in-depth, qualitative analysis of the underlying causes of road safety incidents.¹⁴²

¹⁴¹ <http://www.eurorap.org/wp-content/uploads/britisheurorapresults2016-1.pdf> (viewed on 24 October 2018)

¹⁴² <https://www.gov.uk/government/speeches/road-safety-recent-progress-and-future-work> (viewed on 24 October 2018)

9. Attitudes and public awareness

A) Role of Communications

Existing work

9.1 Many in the Call for Evidence asked for a THINK! style campaign to improve cycling and walking safety. Since 2000, THINK! campaigns have worked by identifying the audiences and issues that account for the highest number of casualties and then identifying where communications can have the greatest impact.

Over the next two years

9.2 The Department for Transport will develop a communications plan to sit alongside the Action Plan. The communications plan will help determine our objectives, key performance indicators, core narrative, the audiences we need to reach and how best to reach them, as well as an evaluation model to demonstrate the impact and effectiveness.

9.3 In order to do this, we will undertake research in 2019 to understand what communications will be the most effective in improving the safety of our roads, particularly for those who are most vulnerable. This is likely to include a mix of qualitative and quantitative research and engagement with key cycling and walking organisations. The findings will enable us to make informed recommendations about the most effective and efficient communications approach to deliver a behaviour change campaign.

B) Promoting uptake of Active Travel

Existing work

9.4 The Department for Transport supports a number of 'behaviour change' campaigns that promote the benefits of cycling and walking, including funding the Living Streets Walk to School programme, Modeshift STARS¹⁴³ and Cycling UK's Big Bike Revival, but these are not on a national basis. We currently work closely with partners to support a range of campaigns throughout the year, including Public Health England's Active 10 marketing campaign,¹⁴⁴ National Walking Month,¹⁴⁵ Walk to School Week,¹⁴⁶ Bike Week,¹⁴⁷ Bike to School Week¹⁴⁸ and private sector promotional work.

¹⁴³ <https://www.modeshiftstars.org/> (viewed on 24 October 2018)

¹⁴⁴ <https://www.nhs.uk/oneyou/active10/home> (viewed on 24 October 2018)

¹⁴⁵ <https://www.livingstreets.org.uk/what-you-can-do/campaigns/national-walking-month-2018> (viewed on 24 October 2018)

¹⁴⁶ <https://www.livingstreets.org.uk/what-we-do/projects/walk-to-school-week> (viewed on 24 October 2018)

¹⁴⁷ <http://bikeweek.org.uk/> (viewed on 24 October 2018)

¹⁴⁸ <https://www.sustrans.org.uk/our-services/who-we-work/teachers/bike-school-week> (viewed on 24 October 2018)

Case study - Ride Side by Side¹⁴⁹



Older people and people with mobility issues can take advantage of the benefits of cycle travel thanks to an innovative scheme in two areas of London. The Ride Side by Side initiative operates in Hackney and North Kensington through the spring and summer months. It offers a free, bookable 'cycle-taxi' service around the local area for elderly and less mobile residents. At the heart of the scheme is a custom-built electrically assisted four wheel cycle with two seats and two sets of pedals. Unlike a conventional tandem, the two seats are positioned side by side to maximise the scope for social interaction during the journey. The principal cyclist is a specially trained 'pilot' who pedals and steers, leaving the passenger to pedal as much or as little as they wish; the option of sitting back and relaxing is open to them.

The scheme takes advantage of low traffic/low speed environments as can be found in Hackney where the council actively promotes cycling through traffic calming and speed reduction measures. The two Boroughs sponsoring the scheme for their residents see it as a way to enable less mobile or socially isolated people to undertake some local trips in a healthier way without using motorised transport.

Case study - E-bike Support¹⁵⁰

In June 2018 Transport Scotland announced the investment of £1.3m to create two new funds to encourage the use of electric cycles. The Low Carbon Transport Loan Fund has £500,000 available for interest-free loans of up to £3,000 to help



individuals and businesses purchase e-bikes and e-cargo bikes. £700,000 has gone towards an E-bike Grant Fund for local councils, public sector agencies, community organisations, colleges and universities to encourage large scale e-bike adoption. It is expected that grants will fund e-bike pools, secure cycle parking and safety equipment. A further £100,000 will be available through the E-bike Grant

Fund to enable members of the public to test ride e-bikes at Home Energy Scotland advice centres, Active Travel hubs and community centres.

¹⁴⁹ <https://www.rbkc.gov.uk/press-release/ride-side-side-fun-way-get-out-and-about> (viewed on 24 October 2018); image courtesy of Cycle Training UK/Ride Side by Side

¹⁵⁰ <https://www.transport.gov.scot/news/13m-for-electric-bike-revolution-in-scotland/> (viewed on 24 October 2018); image courtesy of Zedify

Over the next two years

- 9.5 The Government is committed to raising awareness actively of the benefits of cycling and walking at both the national and local level, maximising links with existing road safety and physical activity awareness campaigns. The Department for Transport will convene a high level communications working group comprising a range of other Government departments, agencies and bodies. This will include the Department for Digital, Culture, Media & Sport, the Department for Health and Social Care, Sport England and Public Health England and third sector and private sector stakeholders. This working group will seek to develop a national campaign to promote cycling and walking which builds on the success of existing campaigns, including Public Health England's Active 10 marketing campaign, Living Streets National Walking Month, and Bike Week.
- 9.6 In order to facilitate the purchase of bicycles for commuting, we will update the current guidance of the Cycle to Work Scheme to take into account a broader set of financing opportunities with the aim of launching revised guidance in early 2019. The salary sacrifice element of cycle to work also includes cyclists' safety equipment, including cycle helmets, bells and lights.
- 9.7 We will work with a panel of large employers to increase cycling and walking uptake in major cities. This will involve convening a roundtable of large employers in order to understand how the Government can more effectively support employers to encourage their employees to cycle or walk to work and to improve the safety of employees who choose to cycle or walk.
- 9.8 We will also appoint a cycling and walking champion to raise the profile of Active Travel.

10. Next steps - the two year action plan

Working in partnership

- 10.1 The Call for Evidence has been warmly welcomed by many people. In total, we received over 14,000 responses from people who ride a bike, walk, drive a car, bus, or lorry, and from children, parents, local councils, local cycling organisations, police forces and more. People responded with vigour to the challenge we set in March to send in great ideas, evidence of what works, examples of good practice from other countries, innovative technologies, imaginative solutions, and idealism tempered with a sense of the practical.
- 10.2 Our Action Plan, in Annex A, sets the framework for consultation on more detailed proposals and a targeted programme of research over the next two years. This work will help deliver the Government's commitment to increasing cycling and walking and making our roads safer for vulnerable road users, including cyclists, pedestrians and horse riders. This will in turn bring strong wider benefits to our communities, economy, environment and society.
- 10.3 We recognise and value the tremendous amount of activity being undertaken nationally to keep vulnerable road users safe. We want to provide effective leadership and support to the wide range of delivery partners and other bodies who collectively work together with great commitment to make a real difference to cycling and walking safety.
- 10.4 We look forward to continuing our close working with other Government departments, devolved administrations, motoring agencies, local councils, police, cycling and walking organisations, motoring groups, road safety campaigners and wider stakeholders to take forward this Action Plan.

Annex A: Detailed list of actions

Package Name and Actions	Call for Evidence Question	Chapter Reference
<p>CYCLING AND WALKING INFRASTRUCTURE DESIGN</p> <ol style="list-style-type: none"> 1 Continue to update 'Local Transport Note 2/08: Cycle Infrastructure Design' to reflect and emphasise latest good practice, including on shared use routes 2 Continue to update guidance on inclusive street design, including 'Inclusive Mobility' and 'Tactile Paving Surfaces' 3 Develop a clear dissemination plan for embedding guidance and case studies, including the UK Roads Liaison Group's (UKRLG) Code of Practice 	Infrastructure and traffic signs	5A
<p>STRENGTHENING PLANNING POLICY ON CYCLING AND WALKING</p> <ol style="list-style-type: none"> 4 Review Planning Policy Guidance to strengthen consideration of safety for cyclists and pedestrians and embed hierarchy of road use 5 Promote the UK Roads Liaison Group's (UKRLG) Code of Practice to highway authorities to improve maintenance of highways for cyclists and pedestrians and encourage authorities to consider the opportunities to modify road layouts as part of future maintenance schemes 	Infrastructure and traffic signs	5B

Package Name and Actions	Call for Evidence Question	Chapter Reference
INVESTMENT	Infrastructure and traffic signs	5C
<ul style="list-style-type: none"> 6 Publish Highways England Cycling and Integration Designated Fund programme information as part of the Road Investment Strategy 2 (RIS2) 7 Encourage local councils to invest around 15 per cent of their local transport infrastructure funding over time on safe and efficient cycling and walking infrastructure 		
LEARNING FROM OTHER COUNTRIES	Infrastructure and traffic signs	5D
<ul style="list-style-type: none"> 8 Explore ways for learning and adopting best European practice, as well as better collaboration with selected European governments, such as the Dutch and Danish governments 9 Explore options for ensuring that we are coordinating effectively on international best practice 		
HIGHWAY CODE	Laws and rules of the road	6A
<ul style="list-style-type: none"> 10 Review the guidance in The Highway Code to improve safety for cyclists and pedestrians (as announced in October 2018) 		
SAFETY AROUND SCHOOLS	Laws and rules of the road	6B
<ul style="list-style-type: none"> 11 Publish the results of 20 mph limits evaluation and disseminate to local authorities 12 Continue to work with road safety groups, drawing on local initiatives and knowledge, to gather and share best practice with a range of different communities 		
PAVEMENT PARKING	Laws and rules of the road	6C
<ul style="list-style-type: none"> 13 Complete an internal review of pavement parking laws, taking into account the concerns of the high street and other businesses and those of disability groups and others with a related interest 		

Package Name and Actions	Call for Evidence Question	Chapter Reference		
ENFORCEMENT				
<ul style="list-style-type: none"> 14 Invest £100,000 to support the police to develop a national back office function to handle video and photographic evidence submitted by the public 15 Clarify to local councils the powers they have to prohibit parking in cycle lanes through civil parking enforcement powers 16 Review the advice to road users in Rule 140 of The Highway Code (as announced in October 2018) 17 Allow local councils to use cameras to enforce parking restrictions in mandatory cycle lanes 18 Work with enforcement agencies and local stakeholders to address the small minority who engage in deliberately dangerous cycling and to reinforce responsible cycling 	Laws and rules of the road	6D		
SENTENCING				
<ul style="list-style-type: none"> 19 Explore the use of new or existing courses to provide education on cycling and vulnerable road users as part of the sentencing framework for driving and cycling offences 20 Publish the Government's response to the consultation on new offences from dangerous or careless cycling behaviour 			Laws and rules of the road	6E
LIABILITY				
<ul style="list-style-type: none"> 21 Commission new research to understand the advantages and disadvantages of a change to a presumed liability system 			Laws and rules of the road	6F

Package Name and Actions	Call for Evidence Question	Chapter Reference
<p>DRIVER TESTING AND EDUCATION</p> <p>22 Award DVSA's new Publishing Services Concession, through which the Government will publish The Highway Code changes and open up new and important opportunities for driver training</p> <p>23 Review the content of DVSA's Safe Road User Award qualifications, exploring the addition of Bikeability training</p> <p>24 DVSA to refresh its official learning materials for all road users and instructors giving greater importance to cycle safety</p> <p>25 DVSA to continue to broaden the scope of vulnerable road user related clips in the Hazard Perception Test</p> <p>26 DVLA to use nudge techniques to encourage drivers to check eyesight and consider the needs of vulnerable road users</p>	<p>Training and educating road users</p>	<p>7A</p>
<p>SAFER PASSING AND OVERTAKING</p> <p>27 Build on the success of West Midlands Police's Operation Close Pass initiative and produce educational materials and support for police forces so more drivers are made aware of the need to leave safe distances when overtaking cyclists (as announced in June 2018)</p> <p>28 Pilot cycle training for driving instructors, including safer overtaking as part of this training (as announced in June 2018)</p> <p>29 Ensure the review of cycling and walking elements in The Highway Code includes advice on overtaking vulnerable road users that is clear and easily understood (as announced in October 2018)</p>	<p>Training and educating road users</p>	<p>7B</p>

Package Name and Actions	Call for Evidence Question	Chapter Reference
<p>PROFESSIONAL DRIVERS AND RIDERS</p> <p>30 Promote and test awareness of vulnerable road users in the drivers' Certificate of Professional Competence (CPC)</p> <p>31 Seek to incentivise courier companies to certify all vehicle couriers have passed vulnerable road user awareness assessments</p> <p>32 Develop a package of vulnerable road user training for public sector drivers</p>	Training and educating road users	7C
<p>EDUCATION OF CYCLISTS</p> <p>33 Continue to invest in cycle training through the Bikeability scheme</p> <p>34 Work with The Bikeability Trust and registered schemes to ensure that the National Standard for Cycle Training is embedded in the practical delivery of Bikeability training</p> <p>35 Develop a 2019 Bikeability Summit to promote the benefits of cycle training to businesses and employees</p> <p>36 Develop and promote a dedicated and user-friendly toolkit guide for new cyclists</p>	Training and educating road users	7D
<p>INSURANCE AS AN INCENTIVE</p> <p>37 Assess whether there is scope for insurance companies to provide incentives to professional drivers and riders to undertake training focused on the needs of cyclists and other vulnerable road users</p> <p>38 Assess whether there is scope for insurance companies to offer discounts to road users who have passed Bikeability Level 3</p>	Training and educating road users	7E

Package Name and Actions	Call for Evidence Question	Chapter Reference
<p>REDUCING RISKS FROM LARGE VEHICLES</p> <p>39 Continue to work closely with Transport for London on their development of the Direct Vision Standard (DVS) for HGVs</p> <p>40 Continue to support the Construction and Logistics for Community Safety (CLOCS) scheme, working to expand the scheme beyond London</p>	Vehicles and equipment	8A
<p>VISIBILITY AND AUDIBILITY</p> <p>41 Commission a package of research to look into technical, physiological and behavioural issues relating to visibility and audibility of cyclists (including reasons for all road users failing to look properly) with the aim of recommending future interventions</p>	Vehicles and equipment	8B
<p>HIGH VISIBILITY AND HELMETS</p> <p>42 Continue to promote and encourage cyclists to wear helmets, especially children</p> <p>43 Provide strengthened advice on fitting of cycle helmets for children, as part of wider advice on use of safety equipment and attire when cycling</p> <p>44 Review evidence and international experience on mandatory helmets for children and provide clear guidance to help parents choose what is appropriate for their child</p>	Vehicles and equipment	8C
<p>MOTOR VEHICLE STANDARDS</p> <p>45 Continue to work in the United Nations Economic Commission for Europe (UNECE), the global standards body, to develop appropriate technical requirements for new vehicles</p>	Vehicles and equipment	8D

Package Name and Actions	Call for Evidence Question	Chapter Reference
<p>ROLE OF COMMUNICATIONS</p> <p>46 THINK! to commission and publish research recommending the most effective communications approach to improving the safety of our roads, particularly for those most vulnerable</p>	Attitudes and public awareness	9A
<p>PROMOTING UPTAKE OF ACTIVE TRAVEL</p> <p>47 Engage with key cycling and walking organisations to develop a communications plan to deliver a behaviour change campaign focused on vulnerable road users, which is aligned with this Action Plan</p> <p>48 Continue to update guidance on the Cycle to Work Scheme to take into account a broader set of financing opportunities and potential programme extensions</p> <p>49 Convene a roundtable of major employers to understand how the Government can more effectively support employers in delivering an increase in cycling and walking amongst employees and improve safety</p> <p>50 Appoint a cycling and walking champion to raise the profile of Active Travel</p>	Attitudes and public awareness	9B

