Department for Transport

Road Safety Strategy

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Contents

Foreword

One of the hardest parts of my job is speaking to families who have lost loved ones on our roads. The death of someone, anyone, is a tragedy. While England has some of the safest roads globally, approximately four people die on them each day – with thousands more seriously injured every year[1]. Ask yourselves: would we tolerate this on our railways, or in the skies? Of course not. But over the past decade, a dangerous complacency has taken hold, as if road deaths are inevitable. I'll never accept that.

Experts and campaigners have long called for a comprehensive strategy that treats road safety as a shared responsibility. From car manufacturers and town planners to drivers and legislators – we all have a role to play in making our roads safe for everyone. Bereaved families don't need sympathy, they deserve action. This strategy, the first in over a decade, shows a government that's not just listening, but leading.

The UK has historically been a global leader in road safety. However, over the past decade twenty-two European countries have made more progress in reducing road fatalities than the UK[2]. This is a warning I won't ignore. We must take action and reject the flawed idea that drivers alone bear responsibility. Human error is inevitable, but deaths and serious injury are not. Addressing road safety needs a systemic solution, which is why the Safe System lies at the heart of our strategy. We need to address how we design our roads and vehicles, how we educate road users including testing drivers and riders, and the laws we make and enforce. When one pillar is not addressed either in part or in full, the other pillars should provide mitigation in parallel.

We also recognise the rapid progress of technology and data analytics. Used well, they can be gamechangers. Automated vehicles and Advanced Driver Assistance Systems (ADAS) are transforming how we navigate roads. Better collection of vehicle data helps us learn from past collisions and focus on future prevention. A more connected transport network is a golden opportunity to reduce collisions and save lives.

Finally, this strategy rests on partnership. While central government provides policy direction, real change happens locally. Different devolution frameworks apply in Scotland, Wales and Northern Ireland, all of whom are taking forward their own road safety strategies and plans. Within England, elected Mayors are showing welcome leadership in this area and I'm grateful for their support. The police, National Highways and other delivery partners are also crucial. Only by working together, in partnership, can we make sure this strategy delivers meaningful change for road users.

Our vision is clear: to ensure that people can travel safely on our roads however they choose. This strategy is not just a document; it is a call to action for government, local authorities, road safety groups, emergency services and the public. Together, we can build a safer future for all road users.

Heidi Alexander,
Secretary of State for Transport.

The strategy at a glance

This strategy sets out a clear and ambitious path to improve road safety in Great Britain. The government's commitments are grouped under four key themes, each supporting the overarching targets. The commitments for each theme are summarised below.

Overarching targets

- 65% reduction in the number of people killed or seriously injured on roads in Great Britain by 2035, using a 2022-2024 baseline
- 70% reduction in the number of children (under 16) killed or seriously injured on roads in Great Britain by 2035, using a 2022-2024 baseline

Theme 1: Supporting road users

- consult on introducing a three or six month minimum learning period for learner drivers
- consult on a lower blood alcohol limit for novice drivers
- consult on introducing mandatory eyesight testing for drivers over age 70 and develop options for cognitive testing for older drivers
- continue to work closely with the National Police Chiefs' Council to highlight the importance of regular police roadside eyesight tests for all drivers, ensuring that those drivers who fail to meet the minimum eyesight standards required for driving will have their driving licence revoked by DVLA
- continue to engage with the relevant regulatory bodies to highlight the importance of healthcare professionals notifying DVLA if their patient is unwilling or unable to notify
- consult on reforms for the training, testing and licensing regime for category A motorcycle licences in Great Britain
- pilot a National Work-Related Road Safety Charter for businesses that require people to drive or ride for them
- publish national guidance on the development and delivery of road safety education, training and publicity
- publish a manual to support the implementation of a Lifelong Learning approach for road safety
- continue to encourage safer road user behaviours via THINK!
- the MoJ will consult on a new Victims' Code

Theme 2: Taking advantage of technology, data and innovation for safer vehicles and post collision care

- consult on mandating the fitting of 18 new safety technologies for specific vehicle categories produced in unlimited series under the Great Britain type approval scheme
- explore the opportunities to join 'Data for Road Safety'
- collaborate with a range of stakeholders to maximise the safety benefits of ADAS technologies
- collaborate with industry to ensure provision of clear, accurate information about ADAS functionality, limitations and user responsibilities
- establish a data-led Road Safety Investigation Branch for Great Britain
- make the secure linkage of police-recorded collision data and healthcare data a shared policy priority between the DfT, NHS England and the DHSC
- drive forward amendments to international regulations to ensure equal protection for all vehicle occupants through improved crash testing
- undertake further research aimed at identifying what vehicle design factors may be responsible for increased headlamp glare
- collaborate with stakeholders and vehicle manufacturers to further understand safety concerns regarding increasing vehicle size

Theme 3: Ensuring infrastructure is safe

- publish a new edition of the best practice guidance 'Setting Local Speed Limits' and update separate guidance on the use of speed and red-light cameras.
- explore whether the proposed rural roads categories are appropriate at a local level and assess their potential for national application
- support PRIME pilot trials in new regions
- publish an updated Manual for Streets and embed it within the planning policy and guidance framework

Theme 4: Robust enforcement to protect all road users

- consult on taking tougher action on drink driving by lowering the drink drive limit in England and Wales, including an even lower limit for novice drivers
- review the penalties and mandatory training for drink and drug driving offences, including consulting on the use of alcohol interlock devices
- consider bringing in new powers to suspend the driving licence for: (1) those suspected of committing a drink and/or drug driving offence until attendance at court or a guilty plea, or if bailed pending forensic analysis being undertaken; (2) those under investigation for the most serious motoring offences resulting in a fatality or serious injury
- consider exploring alternative methods for drug driving evidence collection and processing
- gather feedback on introducing penalty points for failure to wear a seat belt, and additional penalty points for drivers who do not ensure child passengers wear seat belts
- gather feedback on taking tougher action on those who fail to stop and report collisions, those who choose to drive unlicensed or without insurance, and those with no MOT
- consult on addressing the growing problem of illegal number plates, including 'ghost' number plates
- introduce a new Roads Policing Innovation Programme
- explore opportunities to further DVSA's 'Earned recognition' scheme
- explore the benefits and feasibility of financial incentives for voluntary training, and awareness raising on trailer and towing safety

Chapter 1
Case for change

Why now?

1,602
people killed on Great Britain's roads in 2024[3]

27,865
people seriously injured on Great Britain's roads in 2024[4]

4–5
people a day killed on Great Britain's roads in 2024[5]

Share of the number of people killed or seriously injured on Great Britain's roads by road user group

20% **Motorcyclists**[6]
18% **Young People (17-24)**[7]
12% **Older People (70+)**[8]
8% **Children or young people (below age 16)**[9]

Every 18 minutes
someone was killed or seriously injured on Great Britain's roads in 2024[10]

safest country in Europe based on road deaths per million people, down from 3rd in 2023 – a lost decade with no progress[11]

£6.9bn
estimated lost outputs due to collisions in 2024[12]

£264m
estimated police costs from collisions in 2024[13]

£3.1bn
estimated medical and ambulance costs from collisions in 2024[14]

6 times
more likely to be killed or seriously injured on rural roads vs motorways[15]

Approximately 9 in 10
collisions have human driver error as a contributory factor[16]

Evolving technologies
must be harnessed to ensure roads are safe, such as:

- automated and connected vehicles
- Advanced Driver Assistance Systems
- new vehicle types such as e-scooters/bikes

After decades of steady progress, road safety improvements in the UK have stalled. Historically, the UK has been a world leader, but in 2024, the UK slipped from 3rd[17] to 4th[18] in Europe's road safety rankings. Since 2010, the number of people killed or seriously injured (KSI) on the roads has plateaued[19], despite advances in vehicle technology. The current approach is no longer delivering the required road safety improvements.

Vulnerable road users, such as pedestrians, cyclists, motorcyclists, and children, remain disproportionately at risk of serious injuries and fatalities[20]. Some of the most high-risk roads in the country are rural single carriageways, with high speeds and limited infrastructure.

This decade marks a pivotal moment for global road safety. The UK has reaffirmed its commitment to the UN Decade of Action for Road Safety 2021–2030 and the Sustainable Development Goals. By endorsing the Marrakech Declaration, the government has joined international calls to elevate road safety as a political priority, secure long-term funding, and accelerate efforts to halve road traffic fatalities by 2030.

This strategy marks a turning point – moving from incremental improvements to bold, evidence-led action, addressing the root causes of injury on roads and targeting the highest-risk areas and groups.

There are three key reasons for change:

1) Deaths and injuries on the roads are preventable
2) New technology presents a huge opportunity
3) Everyone benefits when roads are safer

Deaths and injuries on the roads are preventable

Last year 1,602 people were killed on roads in Great Britain[21]. These incidents are not just statistics; they represent real people whose lives are cut short, leaving behind grieving families and communities.

These fatalities and serious injuries are preventable. Factors including speeding, drink and drug driving, not wearing seat belts, and distractions like mobile phone use make up the "Fatal Four" offences prioritised by the police to reduce the numbers of people killed in road collisions. Through stricter enforcement, education, and better roads, the number of lives lost can be reduced.

The burden of road collisions is not equally distributed across the population. Certain groups, like young male drivers[22], are disproportionately involved in road collisions while older drivers face challenges such as declining vision, slower reaction times, and potential health issues[23]. Pedestrians, cyclists and roadworkers are more vulnerable to serious and fatal injuries in the event of a collision. Socio-economic inequality further compounds these risks: individuals from lower socio-economic backgrounds are disproportionately affected by road collisions[24]. There are four times as many child pedestrian casualties from the most deprived neighbourhoods compared to the least deprived neighbourhoods[25]. This socio-economic disparity further exacerbates the impact of road collisions on these communities.

Addressing these inequalities is crucial for improving overall road safety. By implementing targeted measures for vulnerable road users,

Great Britain can work towards a safer and more inclusive system for everyone.

New technology presents a huge opportunity

The continuing advancement of road and vehicle technologies, as well as the increased focus on using data to learn from collisions, presents a prime opportunity to improve road safety.

Innovation is leading to **new technologies in existing modes** of transport which have enormous potential to improve safety for all road users if harnessed correctly. For example, Advanced Driver-Assistance Systems (ADAS) include features such as advanced emergency braking, lane-keeping assistance, and adaptive cruise control, all designed to reduce human error and prevent collisions. Embracing advancements can create a safer, more sustainable transport system that benefits everyone.

Innovation is also leading to **entirely new modes/forms of transport,** such as e-scooters, which can provide a convenient, environmentally friendly form of transport[26]. It is vital to consider the integration of these new forms of transport with existing modes and infrastructure to ensure they can be used safely.

Increasing levels of connectivity (vehicle to vehicle, and vehicle to infrastructure) provide further opportunities to support safety in real time, using increasingly advanced connectivity technologies. For example, since 2018, new models of cars and light commercial vehicles have been fitted with eCall (emergency call) which automatically calls the emergency services if the vehicle is involved in a collision of sufficient severity to deploy the airbags, or if someone presses the manual activation (SOS button). These technologies mark a shift toward more responsive, real-time safety interventions that can help improve the outcomes for those involved in collisions.

The increasing generation and sharing of **data from road transport** (e.g. data from the on-board vehicle diagnostics systems) has the potential to deliver new insights to help improve safety. For example, vehicle data on near misses and potential hotspots can be used to improve road design. Adding vehicle data to government and infrastructure data can improve the view of the real world, not just as it has been designed, but also how it changes day-to-day. Looking ahead, harnessing this data more systematically could enable predictive safety interventions and smarter infrastructure planning.

Everyone benefits when roads are safer

Fortunately for most of us, the number of people involved in serious road collisions is very small relative to the number of people using the roads[27], but improved road safety has benefits for everyone. Everyone wants to live in a place where parents can get their children to school by walking or wheeling, where active travel feels like a safe choice, and poor driving behaviour, such as excessive speeding, or using a mobile phone at the wheel, doesn't go unchallenged. Well-designed and safe roads make public spaces more accessible and enjoyable for everyone.

Road collisions have a huge impact on the economy and the NHS. In 2024, it is estimated that collisions led to a lost output

of £6.9bn[28] and over £3bn in medical and ambulance costs to the NHS[29]. A reduction in collisions can also lead to a reduction in congestion which allows for the more effective movement of goods for business, and improved supply chains that can help lower the cost of living. Safer roads and fewer collisions should also impact car insurance premiums, as fewer claims means lower costs for insurers. This could make a big difference to households who are struggling to cover the costs of motoring.

Research and surveys such as the National Travel Attitudes Survey[30] (NTAS) show that perceptions of safety are the main barrier to people cycling, especially for women and children. Safer roads mean more people cycling, leading to improved physical and mental health, reduced transport emissions, and ultimately increased road safety and more pleasant public spaces. In 2021, the NTAS found that well maintained pavements, safer roads and more safer crossing points would encourage people to walk more[31].

By making roads safer, everyone benefits.

This Road Safety Strategy sets out a variety of policies that aim to advance road safety in Great Britain.

This government has devised targeted interventions to address the risks encountered by the most vulnerable road users. These are described in detail under four Safe System enabling themes in Chapter 3:

- Theme 1: Supporting road users
- Theme 2: Taking advantage of technology, data and innovation for safer vehicles and post collision care
- Theme 3: Ensuring infrastructure is safe
- Theme 4: Robust enforcement to protect all road users

However, road safety is not just the responsibility of central government. It's a shared responsibility between everyone who uses the roads: those who plan and design them, the local authorities that build and maintain them, those who research, monitor and evaluate them, and the emergency services who provide enforcement and care.

This strategy is a call to action: to work together to reduce casualties and improve safety on roads in Great Britain. By making the roads safer, everyone benefits.

Source: Active Travel England – Chris W.R Cox www.cwrcphotography.com info@cwrcphotography.com 07557887986

2

Chapter 2
Vision for the future

Our vision is to ensure that people can travel safely on roads in Great Britain however they choose.

Target

65% reduction

in the number of people killed or seriously injured on roads in Great Britain by 2035, using a 2022–2024 baseline.

Target

70% reduction

in the number of children (under 16) killed or seriously injured on roads in Great Britain by 2035, using a 2022–2024 baseline.

This strategy is guided by a long-term ambition for nobody to be killed or seriously injured on roads in Great Britain, with interventions that are underpinned by the Safe System.

The government believes that national targets are an effective way to achieve goals and track progress. World leading road safety academics were consulted on the development of national targets. The national targets should provide a shared aim for all partners and builds on work already underway in some local authorities who are aiming for a 50% reduction by 2030. This target goes further, ensuring momentum and alignment across the country.

To ensure that children are safer on the roads, the government is setting a specific target for a reduction in the numbers of children killed or seriously injured on roads in Great Britain.

Safety Performance Indicators (SPIs) provide an understanding of performance against the commitments made in this strategy, whether intervention measures are effective, and whether it has set the right directions. By monitoring SPIs, the government can identify areas requiring further action to meet the targets. A list of SPIs is in **Appendix A**.

Note on the 2022-2024 baseline: The baseline for the above 2035 target is based on road traffic collision deaths and serious injuries which occurred between 2022 and 2024 and were recorded in STATS19 statistics. This historic data and the 2035 target is subject to an annual revision due to changes in how police forces captured injury severity data in recent years. For more information, please see: Guide to severity adjustments for reported road casualties Great Britain – GOV.UK

Safe System

The Safe System, devised in Sweden in the 1980s, is an internationally recognised, evidence-based approach to road safety. It recognises that while human error is inevitable, deaths and serious injuries are not; the road and vehicle environment should be designed to protect people as much as possible.

This strategy aligns with the Safe System's five pillars and eight enablers (as depicted in Figure 1) and is underpinned by targets and Safety Performance Indicators. It creates a framework for government leadership and local flexibility which prioritises safer travel.

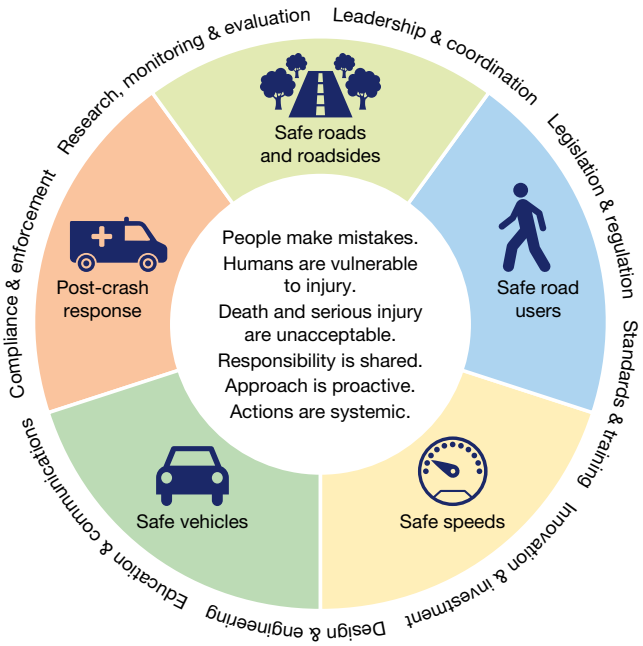


Figure 1: Safe System pillars, Source: Agilysis 2022

Safe Roads and Roadsides

Roads and roadsides should be designed to reduce the risk of collisions and protect all users. Local authorities in England manage around 98% of publicly maintained roads (by length)[32], and are responsible for embedding safety into road design and maintenance in their areas. The government supports people-focused design, as set out in the Manual for Streets[33], to encourage safer, more active travel. On the Strategic Road Network (SRN) (England's motorways and major A-roads managed by National Highways), the government continues to support investment in infrastructure improvements to enhance safety across the network.

Safe Road Users

All road users – whether walking, wheeling, cycling, horse riding, working on the roadside, or driving a vehicle – must be competent and responsible. This includes professional drivers and fleet managers. It is everyone's responsibility to be law-abiding and safe. Respecting the Highway Code, travelling at safe speeds, and using technology appropriately are all part of safe road use. The government supports Lifelong Learning for road users and will work with partners to promote education, awareness and accountability across all modes of road travel.

Safe Speeds

Speed is one of the 'Fatal Four' and safe speeds are a vital pillar of the Safe System. Speed limits are designed to reduce the likelihood and impact of collisions. Local authorities are responsible for setting appropriate speed limits in their areas and the government provides comprehensive guidance to these authorities on doing so.

Safe Vehicles

Vehicles should be designed and maintained to reduce the chance and impact of collisions. Advanced Driver Assistance Systems technologies, such as assisted braking, alongside 'passive' features such as seat belts, are resulting in increasingly safer vehicles.

Post-Crash Response

Swift and effective post-crash response is essential. The government, local authorities, and road safety partners must work effectively with emergency services and the NHS to ensure that people get the best possible care. Connected vehicles (those that wirelessly exchange real-time data with other vehicles, infrastructure, and networks) can significantly improve incident detection and speed up emergency response. Post-crash data collection helps inform collision investigations and future policy interventions.

Hierarchy of Road Users from the Highway Code

The Hierarchy of Road Users[34] places those most at risk in the event of a collision at the top of the hierarchy. Those operating vehicles that can cause the greatest harm in the event of a collision carry the greatest responsibility to take care and reduce the danger they pose to others. Across the whole hierarchy, everyone has to behave responsibly.

This aligns with the user design hierarchy in the Manual for Streets. Street design should reflect these hierarchies to better protect vulnerable road users.

Figure 2: Visualisation of the Hierarchy of Road Users

Chapter 3
Steps to achieving the vision

This chapter, organised into four themes, details the interventions the government is undertaking to improve road safety

Theme 1
Supporting road users

Source: Alamy

People are at the heart of this Road Safety Strategy. The government must ensure that, as far as possible, road users are, and remain, equipped for a lifetime of safe travel on the roads. Whether walking, cycling, working on the roadside, riding a motorcycle or horse, driving a car, or using newer modes of transport such as e-scooters, every individual deserves to feel safe and supported. This means recognising the diverse needs, abilities, and experiences of road users, and designing systems that protect everyone.

A Safe System approach requires responsibility to be shifted away from individuals and towards a transport system that anticipates mistakes and reduces the risk of serious injuries. Supporting all road users involves improving education and awareness, designing inclusive infrastructure, and ensuring regulations and policies reflect the realities of how people move.

This section explores how the government can better support vulnerable road users, promote equality in road safety, and create a transport environment that works for everyone.

Introducing a Minimum Learning Period for learner drivers

Having a driving licence supports access to employment, education and leisure. Learning to drive is a complex process which requires mastering vehicle control, and developing judgement, decision-making, and hazard perception skills.

Young people are disproportionately involved in road collisions. In Great Britain, drivers aged 17–24 represent only 6% of licence holders, yet they were involved in 24% of fatal and serious collisions in 2024[35]. Young drivers, particularly young males, have the highest number of KSI casualties, both as drivers and passengers, as shown in Figure 3, below. Evidence shows the increased risks associated with young and novice drivers are largely due to a combination of youth and inexperience[36].

To protect young people and to keep the roads safe for everyone, **the government is consulting on introducing a three or six month minimum learning period for learner drivers.** This will include consulting on introducing a minimum amount of time to be spent learning and a minimum number of learning hours, a mandated learning syllabus and how this learning can be conducted. A minimum learning period would give learners more time to develop their skills and gain experience in varied conditions, such as driving at night, in adverse weather, and in heavy traffic.

Evidence from around the world suggests introducing a minimum learning period could improve safety on the roads[37]. Several studies have measured the effectiveness of a minimum learning period for 6 and 12 months for teenage drivers when introduced in isolation from other measures:

- Kentucky saw a 32% reduction in collisions for 16-year-old drivers (including learners) with a 6-month minimum learning period[38]

Killed or seriously injured (KSI) car occupant casualties: Great Britain, 2024

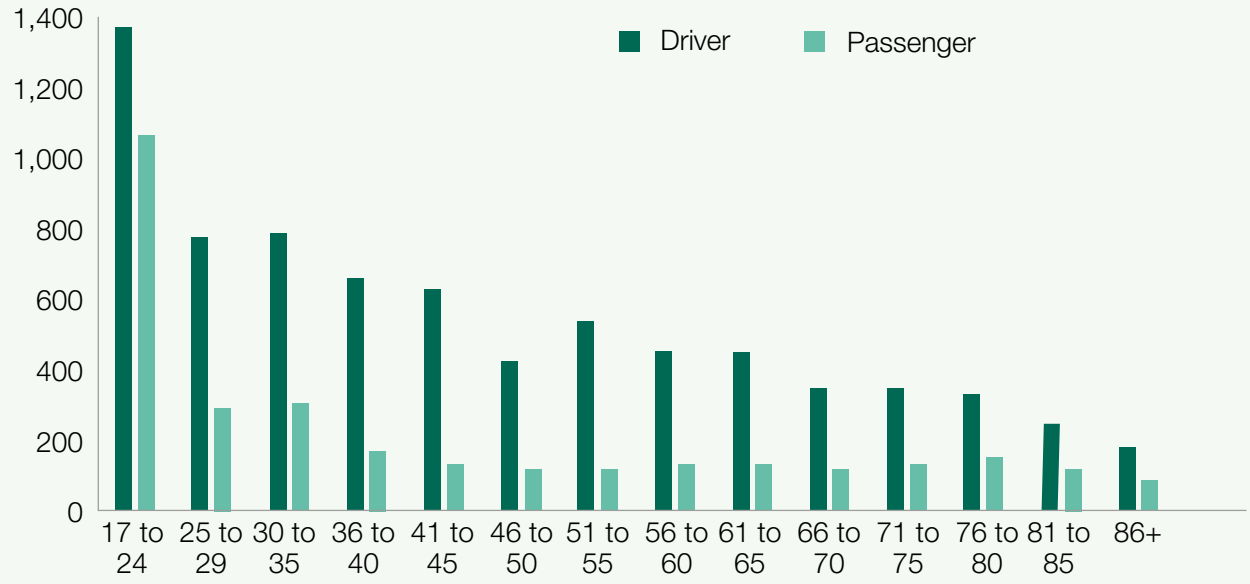


Figure 3: Count of car driver and passenger KSIs by age

- Connecticut saw a 22% reduction in KSI collisions when a 6-month minimum learning period was introduced[39]
- Ontario saw a 16% reduction in the per-driver collision rate for all licensed novice drivers with a 12-month minimum learning period[40]
- Quebec saw a 5% reduction in fatalities and a 14% reduction in injuries for 17-year-old licensed drivers two years after a 12-month minimum learning period was introduced[41]
- however, in California at state level and in the city of San Diego, no reduction in collisions amongst licensed drivers was detected with a 6-month MLP[42]

Great Britain already has robust measures in place through the Road Traffic (New Drivers) Act 1995, which places a two-year probation period on all new drivers. If they receive six or more penalty points during this period, including any incurred while learning, their licence is revoked, and they must restart the learning process. The government is also considering further post-test measures. As part of the motoring offences consultation, **the government is consulting on a lower blood alcohol limit for novice drivers.**

Supporting safe driving in later life

As the population ages, there are more older drivers. The chart below shows the increase since 2012 in licences held by those over age 70 (older drivers) in Great Britain, alongside details about death and KSI rates for this group. While driving supports independence and wellbeing, age-related changes – such as declining vision, cognitive function, and increased frailty – can pose risks to all road users.

Statistics for drivers aged 70 and over in Great Britain

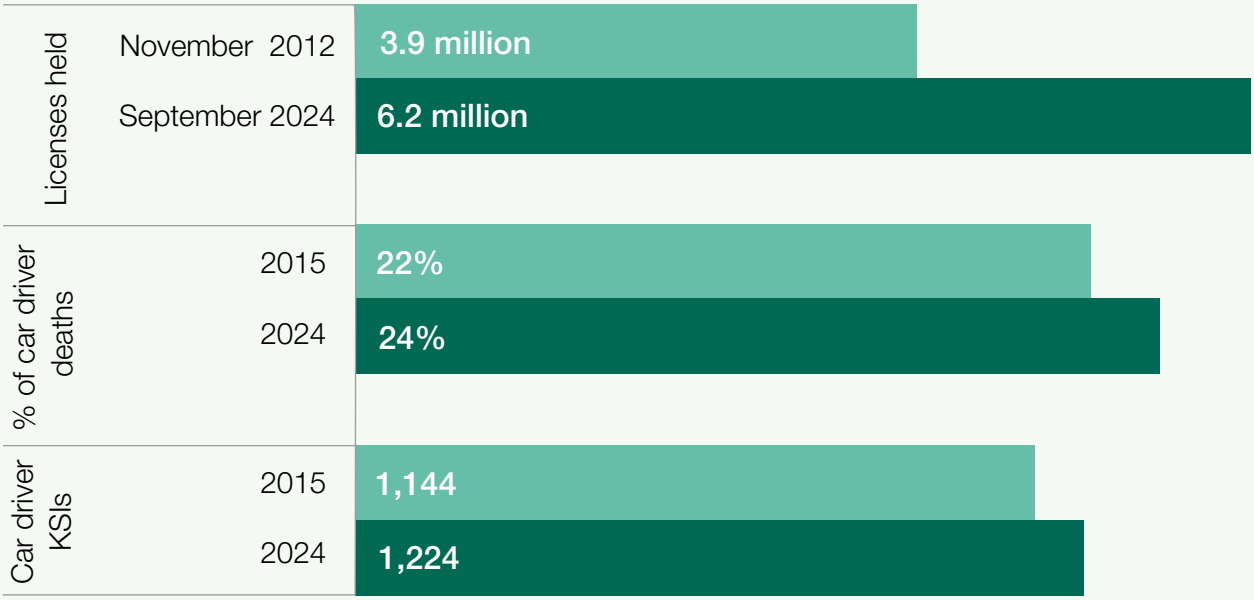


Figure 4: Sources – DVLA (licences held), DfT statistics (driver deaths and KSIs)[43]

In 2023, the Driver and Vehicle Licensing Agency (DVLA) launched a call for evidence seeking views on the current legislative basis for establishing whether an individual is medically fit to drive. The Department is reviewing the effectiveness of the current self-declaration system and the recommendations made through recent coroner inquests.

To improve safety outcomes for older drivers and others on the road, several policy options are being explored. **The government is consulting on introducing mandatory eyesight testing for drivers over age 70 and will develop options for cognitive testing for older drivers.** These measures aim to reduce deaths and injuries involving older drivers, without unnecessarily restricting their mobility and personal freedom.

The government will continue to work closely with the National Police Chiefs' Council to highlight the importance of regular police roadside eyesight tests for all drivers, ensuring that those drivers who fail to meet the minimum eyesight standards required for driving will have their driving licence revoked by DVLA.

The government will also continue to engage with the relevant regulatory bodies to highlight the importance of healthcare professionals notifying DVLA if their patient is unwilling or unable to notify.

Motorcycle training, testing and licensing will be reviewed and reformed

Motorcyclists face a disproportionate risk on the roads, making up only 1% of motor vehicle traffic, but accounting for 21% of road deaths and 12% of all road user casualties[44]. Per billion miles travelled, motorcyclists are over 40 times more likely to be killed or seriously injured (KSI) than someone travelling by car[45].

Legislative changes introduced to improve safety for motorcyclists have resulted in a complex motorcycle training, testing and licensing regime, with motorcyclists remaining at greater risk of KSIs than many other road users.

This government wants to encourage more riders to progress beyond Compulsory Basic Training (CBT) and provisional licences to achieve a full motorcycle licence, improving skills, confidence and safety – particularly for those riding for work, such as delivering goods.

The government is consulting on reforms to the training, testing and licensing regime for Category A motorcycle licences in Great Britain. The aim is to improve safety, modernise the system and simplify access to motorcycling. This includes reviewing motorcycle categories (AM, A1, A2 and Full A), changing legislation to enable an increased range of training courses, modernising instructor qualifications, changes to CBT rules, introducing a digital CBT platform, and other key improvements. The government will consider plans to review the other motorcycle licensing categories including light three- and four-wheeled vehicles during the course of this parliament.

The government also continues to fund the Safety Helmet Assessment and Rating Programme (SHARP)[46] which helps motorcyclists choose and fit helmets safely. Over 650 helmet model ratings have been published to date.

Piloting a National Work-Related Road Safety Charter to support professional drivers and riders

The government expects the employers or engagers of anyone driving or riding for work to ensure that they are as safe as possible on the roads. Collisions involving people travelling for work account for a significant share of road deaths and serious injuries. It is estimated that approximately 1 in 3 of all road traffic fatalities UK-wide involve someone who is driving/riding for work[47]. With the rapid growth of deliveries in the gig-economy in Great Britain, this needs to be addressed.

The government will pilot a National Work-Related Road Safety Charter for businesses that require people to drive or ride for them. This includes the use of HGVs, Light Good Vehicles (LGVs), cars, motorcycles, e-cycles and cycles. The aim is to reduce work-related road risk, and improve safety for all road users.

The Charter will be developed in collaboration with business and industry, and will be informed by existing schemes such as National Highways' Driving for Better Business programme, Transport for London's (TfL) Meal and grocery delivery motorcycle road safety charter, DVSA's (Driver and Vehicle Standards Agency) 'Earned Recognition' Scheme and the TyreSafe programme. It will promote good practice, and accountability of organisations and their workers. Success will initially be measured on organisational engagement, initial safety impacts and culture change.

The pilot will run for two years and will be monitored and fully evaluated. Regulatory measures will be considered if voluntary engagement is insufficient in reducing work-related road risk.

Lifelong Learning for road users

'Lifelong Learning' refers to education which helps to build safer road behaviours. As our road environment and technologies evolve, providing education for all road users throughout their lifetime is vital to improving road safety.

Local authorities are responsible for delivering road safety education and have a statutory duty to take steps both to reduce and prevent collisions. Devolved governments continue to show strong leadership in this area.

However, there is no official UK guidance on developing and delivering road safety education. There is also no single body in the UK who coordinate the full spectrum of road safety education – spanning practitioners, academics, interventions, research and evaluation. A partnership model is best suited to this landscape, reflecting the devolved nature of road safety responsibilities.

To support a Lifelong Learning approach in the UK, **the government will publish national guidance on the development and delivery of road safety education, training and publicity.** Alongside this, **the government will publish a manual to support the implementation of a Lifelong Learning approach for road safety.**

To further support Lifelong Learning, the DfT's THINK! Campaign offers a suite of road safety teaching resources for children (used by teaching intermediaries), and aims to educate young drivers (working alongside

police and local authorities). THINK! also delivers paid campaigns aimed at high-risk groups (primarily men aged 17-24), and targets priority issues such as drink driving and speeding. **The government will continue to encourage safer road user behaviours via THINK!.**

Active travel

Streets should feel safe for everyone – whether it is a child walking to school or an older person cycling to the shops. This strategy outlines actions that enable safer active travel, through education, enforcement, better street design, and technology that protects pedestrians and cyclists from human error. In 2024, 31% of all fatalities were pedestrians and cyclists[48]. Surveys, such as the National Travel Attitudes Survey, show that perception of safety is the main barrier to more cycling[49], especially for women and children[50]. Making roads safer and feel safer unlocks wide-ranging benefits: improved physical and mental health, reduced emissions and greater travel choice.

A major shift in road user expectations came with the 2022 Highway Code update, which gave greater emphasis to vulnerable road users, including pedestrians, cyclists and horse riders.

However, despite an investment of £2.4m in paid advertising raising road users' awareness of the changes to The Highway Code, it is clear from research by external road safety stakeholders[51] that more work is needed to embed these changes.

The government is committed to supporting councils to provide high-quality, easily accessible active travel schemes across England and is enabling more children to walk and cycle to school. £300 million funding was made available for active travel in 2024/25 and 2025/26[52]. Further to this, the government has allocated £626 million to councils through Active Travel England (ATE) from 2026-27 to 2029-30 for walking, wheeling and cycling schemes. Since 2022, ATE has supported councils with design advice and planning. This support will expand to include updated design tools and a new pre-application and local plans service – helping ensure safety and accessibility are built in from the start to new developments.

The DfT is developing its third Cycling and Walking Investment Strategy (CWIS 3). This will be published this year and will set out the government's objectives for enabling the take-up of active travel and the projected funding to deliver those objectives up to 2029/30. ATE will review new active travel infrastructure delivered by local authorities during the CWIS 3 period to ensure it is safe and compliant with guidance.

Bus safety

Buses are the most used form of public transport, with 3.7 billion passenger journeys made by local bus, and 1 billion bus service miles covered in England in the year ending March 2025[53]. Buses and coaches were involved in 42 fatal collisions and 732 serious injury collisions[54]. Therefore, action to improve road safety must include consideration of safety in relation to buses.

The Autumn 2024 Budget confirmed over £1 billion in funding for 2025/26 to support and improve local bus services and keep them affordable.

To support road safety for buses, the DfT-funded Bus Centre of Excellence has established the Bus Knowledge Sharing and Incident Network. This brings together industry experts, safety specialists, and bus professionals to share knowledge, develop best practice, and shape policy and regulatory improvements in bus safety.

The Bus Services Act 2025 increases the range of tools available to local authorities to deliver safer, more reliable, and more accessible bus services that reflect the needs of the communities that rely on them. The Act empowers local areas across the country by giving them greater control of local bus services, whether as part of a franchising scheme, strengthened Enhanced Partnerships, or through the creation of a new Local Authority Bus Company (LABCo). Safety measures could then be specified as part of franchising contracts, Enhanced Partnerships agreements, or at the core of the LABCo operations.

TfL has chosen to implement their own bus safety strategy as part of their Vision Zero commitment to eliminate all deaths and serious injuries from the transport network by 2041. This includes a target for no one to be killed on or by a bus by 2030.

As part of this, TfL has rolled out a bus safety standard which contractually requires the use of safer vehicles by specifying safety requirements that new buses entering service in London must meet. This includes technology to help drivers, such as intelligent speed assistance and improved direct and indirect vision. It also includes measures to mitigate the severity of a collision such as enhanced front end geometry and impact protection, and technology to help other road users avoid a collision such as the Acoustic Vehicle Alerting System.

Support for Road Collision Victims

Support for victims of road traffic collisions falls within post-crash response, the fifth pillar of the Safe System. This includes both the initial emergency response to a collision and the longer-term support needed for those affected. The Ministry of Justice (MoJ) takes the lead in government on strategy and policy for victims of crime, which includes those of road traffic collisions, where a criminal offence has been committed.

The Victims' Code is statutory guidance that sets out the minimum level of service that victims of crime should receive from the criminal justice system. **The MoJ will consult on a new Victims' Code** in due course to ensure that the foundations for victims are right.

The MoJ also provides annual grant funding to Police and Crime Commissioners (PCCs) to commission a range of local support services for victims of all crime types. The DfT has published research to better understand the post-collision support landscape. This included the scale and nature of the support that may be needed and the support being provided by existing victim support organisations. The MoJ will encourage PCCs to consider the research findings in their commissioning activities. Further research will be commissioned by the Office of the Victims' Commissioner to explore the victim journey for road traffic collisions and support for victims.

Getting the language right

Language and terminology matter to victims of road traffic collisions. The term '*accident'* can imply events are unavoidable or without fault. Since September 2022, the DfT has replaced the word 'Accident' with 'Collision' in Parliament, published road casualty statistics and official communications. This aligns with the emergency services and specialist road traffic collision support providers.

In November 2024, the DfT authorised police to use the word 'Collision' instead of 'Accident' on police temporary road signage and in-car digital message boards to notify road users of a 'Collision' ahead. Following engagement with customers and key forums, National Highways also plans to adopt 'Collision' in roadside signage and communications. Changes will be made gradually to minimise operational impacts and costs. Use of 'Accident' will continue only where required by specific legislation. The government encourages the use of 'Collision' in place of 'Accident' in discussions of road safety, including by local authorities and within media reporting.

Summary

Supporting road users

The commitments made in this chapter are:

- consult on introducing a three or six month minimum learning period for learner drivers
- consult on a lower blood alcohol limit for novice drivers
- consult on introducing mandatory eyesight testing for drivers over age 70 and develop options for cognitive testing for older drivers
- continue collaborating with the National Police Chiefs' Council to highlight the importance of regular police roadside eyesight tests for all drivers, ensuring that those drivers who fail to meet the minimum eyesight standards required for driving will have their driving licence revoked by DVLA
- continue engaging with the relevant regulatory bodies to highlight the importance of healthcare professionals notifying DVLA if their patient is unwilling or unable to notify
- consult on reforms for the training, testing and licensing regime for category A motorcycle licences in Great Britain
- pilot a National Work-Related Road Safety Charter for businesses that require people to drive or ride for them
- publish national guidance on the development and delivery of road safety education, training and publicity
- publish a manual to support the implementation of a Lifelong Learning approach for road safety
- continue to encourage safer road user behaviours via THINK!
- the MoJ will consult on a new Victims' Code

Theme 2

Taking advantage of technology, data and innovation for safer vehicles and post collision care

Advancements in technology, data analytics, and innovation are transforming the landscape of road safety and post-collision response. From intelligent vehicle systems designed to prevent collisions before they occur, to real-time data sharing that enhances emergency response, these tools offer unprecedented opportunities to protect lives. By integrating proven safety technologies (such as advanced emergency braking) into vehicles, the likelihood and severity of collisions can be reduced. Aligned with Safe System principles, these innovations recognise that human error is inevitable and that the transport system must be designed to accommodate this and minimise its impact wherever possible.

Innovation is equally vital for post-crash care, which is a key pillar of the Safe System. Timely, data-informed emergency response and improved trauma care coordination can make the difference between life and death. Leveraging digital platforms, telematics, and geolocation services enables faster dispatch, better triage, and more efficient use of resources. The resulting data provides the opportunity to learn from past collisions to inform incident investigations.

This section explores how embracing these advancements can create a safer, more resilient road transport system that enables swift and effective care when incidents do occur.

Ensuring all new vehicles made in Great Britain have 18 new vehicle safety technologies

The government is committed to ensuring that new vehicles entering the market in Great Britain comply with the very latest safety standards.

The government is consulting on mandating the fitting of 18 new safety technologies for specific vehicle categories produced in unlimited series under the Great Britain type approval scheme. A full list of the technologies can be seen in Figure 5. This change has been estimated to prevent more than 14,000 KSIs in Great Britain over the 15-year appraisal period[55] .

As well as strengthening mandatory requirements for vehicle safety technologies, the DfT provides funding to, and sits on the board of, Euro NCAP (European New Car Assessment Programme) which provides 5-star safety ratings for new vehicles. In this capacity, the government plays a leading role in working with stakeholders across Europe to improve the safety of new cars coming to the UK. DfT will continue to support and actively shape the strategy set out in the Euro NCAP vision 2030[56].

- Advanced distraction warning
- Blind spot information
- Direct vision
- Drowsiness and attention warning
- Emergency braking for cyclists
- Emergency braking for pedestrians
- Emergency braking for vehicles
- Emergency lane keeping
- Emergency stop signal
- Event data recorder
- Frontal full-width impact
- Frontal off-set impact
- Intelligent speed assistance
- Moving off information
- Pedestrian windscreen impact
- Pole side impact
- Reversing motion awareness
- Tyre pressure monitoring

Figure 5: List of proposed vehicle safety technologies

Ensuring automated vehicles are introduced to Great Britain's roads safely

Human driver error is a contributory factor in approximately 9 in 10 collisions[57]. Automated vehicles (AVs) have faster reaction times and the ability to learn from vast driving data, so could help reduce the numbers of KSIs on the road. Unlike human drivers, AVs don't get tired, distracted, or drive under the influence – giving them strong potential to improve road safety.

The government is committed to ensuring AVs are introduced safely. That is why the government is taking action to implement the AV Act 2024, developing a world-leading regulatory framework in collaboration with industry, safety experts and other stakeholders, with completion expected in the second half of 2027. The implementation timeline has been developed to strengthen innovation, safety and public confidence.

To support this, the government is accelerating automated passenger services legislation to spring 2026 to help facilitate pilots of commercial self-driving passenger services with no safety driver. Safety is at the heart of the piloting scheme: the pilots will help build understanding of the safety benefits that this technology can bring and inform the regulatory framework.

Vehicles will need to demonstrate a significant standard of safety before they are deployed and will need to undergo rigorous testing and safety case assessments. Beyond safety, AVs could offer new mobility options – particularly for disabled people, older adults, and those in rural areas – helping improve independence and access.

Using data collected by connected vehicles to better support road safety

Safety is not just important for self-driving cars in the future; technology is being deployed now which is transforming road transport.

All new vehicles are 'connected' in some way, meaning they can wirelessly communicate with other vehicles, infrastructure and networks through receiving and transmitting (near) real-time data. Connected vehicles have enormous potential to make roads safer and the government is actively exploring how this data can be harnessed to improve real-world outcomes.

As one example of this, **the government will explore the opportunities to join 'Data for Road Safety'.** This is a European initiative whereby safety-related traffic data is exchanged between vehicle manufacturers and road operators, and data access is opened to local and regional road operators, emergency services and others, as appropriate, to improve lives and future road safety delivery. Use of data to improve road safety outcomes is devolved to Scotland, Wales and NI and for England's local highways authorities.

Supporting the introduction of Advanced Driver Assistance Systems (ADAS) to improve road safety

ADAS play an increasingly important role in improving road safety. These technologies enhance driver awareness, reducing the risk of fatigue and preventing collisions, whilst also improving comfort and convenience.

Technologies such as advanced emergency braking have been shown to reduce rear-end collisions[58].

As ADAS continues to improve, **the government will collaborate with a range of stakeholders to maximise the potential safety benefits of ADAS technologies** and ensure their integration into the vehicle fleet is both safe and evidence-led.

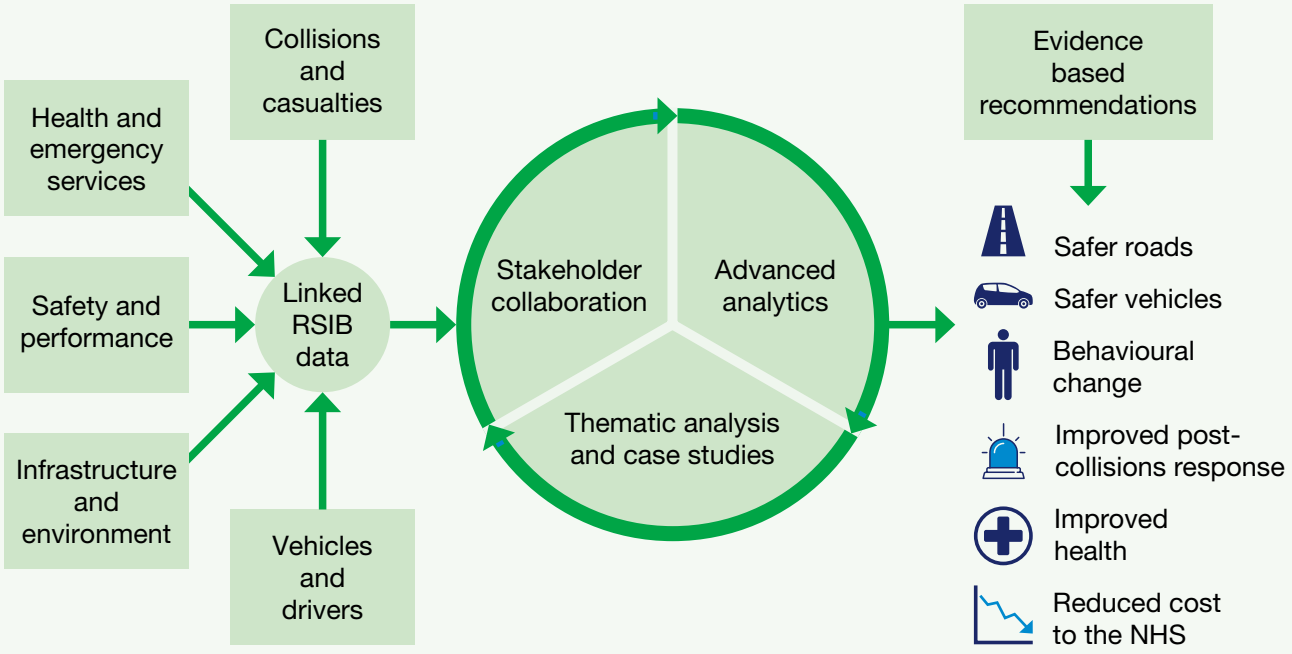
To realise these benefits, drivers must understand how to use these systems correctly and safely. Without clear guidance, there is a risk that ADAS will be underused or misused, limiting its effectiveness.

The government will collaborate with industry to ensure provision of clear, accurate information about ADAS functionality, limitations and user responsibilities. The Automated Vehicles Act 2024 will help to avoid confusion by preventing marketing related to self-driving from being used in relation to ADAS technologies. Through this, the UK aims to support innovation while maintaining high standards of safety and public trust.

Introducing a Road Safety Investigation Branch (RSIB) to help learn from collisions and further understand how to prevent them in the future

To reflect the scale and complexity of the road network and the rich road safety data landscape, **the government will establish a data-led Road Safety Investigation Branch for Great Britain**.

Unlike air, rail, or marine transport, road collisions occur in high volumes and varied contexts – ranging from minor incidents to fatal crashes involving pedestrians, cyclists, motorcyclists, horse riders, and vehicle occupants. This has major implications for how a road safety investigative capacity must be designed. The sheer volume of road traffic collisions makes it impractical to investigate every case in depth.



The RSIB will take a strategic, thematic approach, focusing on patterns of collisions, injury trends, and systemic safety issues. It will adopt a test-and-learn approach, using real-world evidence to inform targeted safety interventions, data-driven policies, and proactive prevention and enforcement strategies.

Rather than relying on a physical presence at every scene, the RSIB will harness linked datasets, advanced analytics, and cross-sector insights to understand and address root causes at scale. Core data sources will include police-collected STATS19, the Collision Recording and SHaring system (CRaSH), and the DfT-funded Road Accident In-Depth Studies (RAIDS). DVSA Post Collision Examination for commercial vehicles could enhance the data available to the RSIB and inform the systemic approach.

The RSIB will produce actionable safety recommendations covering road design, vehicle safety, user behaviour, enforcement, and infrastructure. These insights will support national and local partners in reducing deaths and serious injuries, while improving transport and public health outcomes.

Linked Road Safety and Health Data

The DfT, NHS England and the Department of Health and Social Care (DHSC) have **committed to making the secure linkage of police-recorded collision data and healthcare data a shared policy priority,** to deepen understanding of the root causes and impact of road traffic collisions.

A pilot phase will use the Pre-hospital Research and Audit Network (PRANA) framework to initially optimise match rates and establish a foundational dataset. This pilot will test the feasibility and value of a national linked road safety and health dataset, building the case for sustained investment.

Linked data will enable new analytical capabilities that are not possible within standalone datasets. These include validating the accuracy of STATS19 injury severity classifications, identifying patterns and circumstances that contribute to serious collisions, and assessing the impact of collisions on NHS services.

Insights from the pilot will directly inform the RSIB's analytical approach, data priorities, and evidence base for safety recommendations.

A cross-sector Steering Committee will guide this work, including representatives from the DfT, DHSC, NHS England, the Office for Statistics Regulation, academia, and research organisations. A public and patient involvement strategy will also be commissioned to ensure transparency and trust, and demonstrate how data is being used to support public benefit.

Success will depend on a legislative and regulatory framework that supports ethical, secure data linkage. With support from the Confidentiality Advisory Group, the programme will ensure compliance with privacy requirements and all relevant data protection law while advancing a powerful tool to reduce road deaths, and ease NHS pressure, whilst supporting the government's broader goal of building an NHS fit for the future.

Ensuring vehicles are designed to protect all occupants

There is widespread and justified concern about the limitations of traditional collision testing methods[59]. Traditional collision testing has long relied on a crash test dummy based on a 75kg male. Recognising the potential disparities caused by this, **the government will drive forward amendments to international regulations to ensure equal protection for all vehicle occupants through improved crash testing.**

This work aims to exploit the latest technology to develop more representative testing approaches – using both physical dummies and computer simulations – to better reflect differences in sex, age, and body type. The goal is to ensure all occupants receive equal protection in a collision.

Tackling glare

DfT commissioned ground-breaking research into glare from oncoming vehicles' lights whilst driving at night. Of over 1,800 UK drivers surveyed as part of the project, more than half have stopped or reduced driving at night due to perceived glare[60]. Initial findings indicate that vehicle height and certain lighting technologies e.g. LED may be contributing to problems of glare, though further research is needed to confirm this.

The government will undertake further research aimed at identifying what vehicle design factors may be responsible for increased headlamp glare. This will be done for a range of different vehicle makes and models, and could then be used to generate proposals for amendments to international vehicle lighting regulations at the UN. In parallel, the DVSA will step up its market surveillance activities to catch those attempting to sell illegal retrofit headlamp bulbs in the UK.

Ensuring vehicles are designed to protect other vulnerable road users

There are concerns that larger vehicles, particularly the emerging trend for increased bonnet height in SUVs, may have a detrimental safety impact on vulnerable road users, particularly pedestrians, cyclists and children. Cardiff is the first city in the UK to charge SUVs and other large vehicles a higher fee to be able to park. This was for safety and environmental reasons as part of a 10-year parking plan approved by the council in October 2025. It also includes the principle of an additional charge for residential permits for vehicles weighing over 2.4 tonnes[61].

The government will collaborate with stakeholders and vehicle manufacturers to further understand safety concerns regarding increasing vehicle size.

Micromobility

New forms of transport, such as e-scooters, are increasingly popular for short urban journeys, offering flexible, low-emission alternatives to cars. However, their rapid uptake has raised important questions around safety, regulation, and integration with existing infrastructure. The government's e-scooter trials are generating important learning. The opportunity for new towns to now join these trials, alongside their recent extension to May 2028, will

further expand the evidence-base to inform options for future regulations.

These new modes are classed as motor vehicles, meaning they are illegal by default despite their widespread use, and this has been left unaddressed for too long. The government will pursue legislative reform for micromobility vehicles when parliamentary time allows, to provide a proportionate and agile process for regulating Low-speed Zero Emission Vehicles (LZEV), which could include e-scooters, pavement delivery robots, and motorised last mile delivery vehicles.

The LZEV Framework will enable safe, legal use of new technology and allow the police to tackle irresponsible and anti-social use. Further consultation and regulations will be developed once the LZEV Framework has been approved by Parliament before any specific new vehicles are legalised and regulated. By taking a proactive, evidence-led approach, Great Britain can harness the benefits of micromobility while minimising risks and ensuring equitable access to safe travel.

Summary

Taking advantage of technology, data and innovation for safer vehicles and post collision care

The commitments made in this chapter are:

- consult on mandating the fitting of 18 new safety technologies for specific vehicle categories produced in unlimited series under the Great Britain type approval scheme
- explore the opportunities to join ‘Data for Road Safety’
- collaborate with a range of stakeholders to maximise the safety benefits of ADAS technologies
- collaborate with industry to ensure provision of clear, accurate information about ADAS functionality, limitations and user responsibilities
- establish a data-led Road Safety Investigation Branch for Great Britain
- make the secure linkage of police-recorded collision data and healthcare data a shared policy priority between the DfT, NHS England and the DHSC
- drive forward amendments to international regulations to ensure equal protection for all vehicle occupants through improved crash testing
- undertake further research aimed at identifying what vehicle design factors may be responsible for increased headlamp glare
- collaborate with stakeholders and vehicle manufacturers to further understand safety concerns regarding increasing vehicle size

Theme 3
Ensuring infrastructure is safe

Safe roads and roadsides, and speed management are important in ensuring road safety. The road network in Great Britain is a varied mix of motorways, large A roads that connect towns, urban roads in towns and cities, and local rural roads between villages. The SRN is the backbone of the road network with more than 4,500 miles of motorways and A roads, carrying 34% of traffic in England[62]. These roads are the safest type of roads; in 2024 there were 1,931 KSIs on the SRN, 7% of the total for England[63]. Conversely, roads in rural areas are the least safe in terms of fatalities. In 2024 there were 959 fatalities on rural roads accounting for 60% of all fatalities, while only carrying 45% of traffic[64].

Safe roads and roadsides and safe speeds are pillars within the Safe System and key to the collective work to reduce collisions and casualties on the roads. It is important to recognise where there are issues on the road network, enabling action to be taken to address these and keep all road users safe.

This section explores how a flexible approach which encourages partnership working and recognises local expertise, will allow issues to be addressed relating to roads and speed on the road network, improving safety for all road users.

Investing in a safer road network

The government will provide £24 billion of capital funding between 2026-27 and 2029-30 to maintain and improve motorways and local roads across the country[65]. This funding increase will allow National Highways and local authorities to invest in significantly improving the long-term condition of England's road network, delivering quicker, safer and more reliable journeys.

This future funding builds upon the record investment of £1.6 billion in local road maintenance for 2025 to 2026, representing a £500 million increase compared to last year. This investment is enough to fix the equivalent of over 7 million extra potholes over this period[66].

Local roads and speed

Local authorities and National Highways play the lead role in ensuring safe speed limits are set on England's roads. Following research and consultation, **the government will publish a new edition of the best practice guidance 'Setting Local Speed Limits' and will update separate guidance on the use of speed and red-light cameras.** This is to support authorities to make the best decisions about managing speed on the roads they are responsible for.

Integrated settlements consolidate central government funding for transport and local infrastructure alongside other functions, including economic development and regeneration; skills and employment support; housing and strategic planning; environment and climate change; and health, wellbeing and public service reform. Integrated Settlements allow Mayors to spend money in a way that better reflects their local priorities, empowering them to make the strategic policy decisions necessary to foster growth and deliver better outcomes for their residents. Through these Integrated Settlements the government is consolidating over £6bn in transport funding, demonstrating the commitment to giving local leaders greater consolidation and flexibility.

Rural road segmentation

In 2023, the RAC Foundation published research by Agilysis about the characteristics of a 'rural road'[67]. This was the first step in breaking down rural roads into several subcategories to better understand how to define these roads. This segmentation helps target safety interventions more effectively, ensuring resources are spent where they can have the greatest impact.

From early 2026, **the government will explore whether the proposed rural roads categories are appropriate at a local level and assess their potential for national application.**

Improving the safety of rural roads for motorcyclists

Project PRIME is a targeted road safety initiative designed to help motorcyclists navigate sharp bends more safely. It uses special road markings and signage to guide riders, encouraging better positioning and smoother braking. A study of trials in the West Highlands of Scotland has shown promising results including measured improvements in rider behaviour at some trial sites[68].

Following these promising results, **the government is supporting PRIME pilot trials in new regions.** These will be subject to technical approval, and DfT will ensure that those conducting the trials include robust monitoring and evaluation to assess PRIME's impact.

Streetscape interventions that could reduce speeds

The government recognises that safer streets don't just improve individual journeys, they transform places. Safer streets support walking, wheeling and cycling, create safer school environments, and help shape places people want to live in.

The Manual for Streets[69], published in 2007, marked a shift in street design by putting consideration of people walking and wheeling first, followed by cyclists – aligning with the Highway Code's focus on protecting the most vulnerable.

The government will publish an updated Manual for Streets. It will continue to stress the importance of design that puts people first and have low speed as a key design principle. It will apply to new and existing streets including residential areas, new developments, town centres and so on. **The DfT will work with MHCLG to embed the updated Manual for Streets within the planning policy and guidance framework,** ensuring new roads promote low speeds and active travel.

Continuing to support National Highways to improve the safety of England's Strategic Road Network

The Strategic Road Network (SRN), comprising England's motorways and major A-roads, is a vital piece of national infrastructure which is managed by National Highways. Safety is a priority for National Highways and it has a long-term 'zero harm' ambition to eliminate KSIs on the SRN. Its interventions are underpinned by the Safe System approach. Despite the progress that has been made in reducing KSI casualties on the SRN, it is vital that action continues to be taken to further improve safety.

During the Interim Period (April 2025 – March 2026), National Highways is working to deliver targeted road safety enhancements, focusing on locations where measures are expected to have the greatest potential impact on reducing the number and severity of collisions. In the third road period (April 2026 – March 2031), National Highways intends to re-affirm its efforts to improve safety on the highest risk roads, focusing on those locations with the lowest International Road Assessment Programme (iRAP) star ratings. National Highways is also working with key partners, through its Road to Zero harm initiative, to implement safety measures as part of an evidence-based roadmap towards eliminating KSIs on the SRN.

The government will continue to support National Highways to further improve SRN safety.

Continuing to support smart motorways being as safe as possible

Whilst the latest analysis published by National Highways[70] continues to show that, overall, smart motorways are safer than conventional motorways in terms of deaths and serious injuries, government recognises public concerns and will not be building any new smart motorways.

During the second road period (April 2020 – March 2025), National Highways delivered safety improvements on existing smart motorways, including rolling out stopped vehicle detection technology and building over 150 additional places to stop in an emergency across all lane running motorways. National Highways is now progressing work to evaluate the impact of these measures. The government is continuing to collect five years of safety and economic data and expect this work to complete in 2028. Smart motorway safety performance continues to be monitored.

During the third road period (April 2026 – March 2031), National Highways will continue to take action to improve safety across the SRN, including on smart motorways.

Summary Insuring infrastructure is safe

The commitments made in this chapter are:

- publish a new edition of the best practice guidance 'Setting Local Speed Limits' and update separate guidance on the use of speed and red-light cameras
- explore whether the proposed rural roads categories are appropriate at a local level and assess their potential for national application
- support PRIME pilot trials in new regions
- publish an updated Manual for Streets and embed it within the planning policy and guidance framework

Theme 4
Robust enforcement to protect all road users

Enforcement is an important contributor to road safety – evidence shows that where it is done effectively it can help to reduce injuries and fatalities on the roads[71]. While education, road design, and innovation play vital roles in shaping safer road environments, enforcement ensures that road safety regulations are respected and upheld. Improving enforcement through effective strategies that penalise the most dangerous road users will serve as a visible reminder of the shared responsibility for safety on the roads[72].

Safe road users is one of the pillars of the Safe System. By improving enforcement through effective strategies that penalise the most dangerous road users, they will serve as visible reminders of the shared responsibility for safety on the roads.

When paired with data-driven approaches and community engagement, enforcement can target high-risk areas and behaviours. Ultimately, effective enforcement makes streets safer for pedestrians, cyclists, roadworkers, drivers and passengers alike.

This section explores how an updated motoring offences framework and continued focus on policing capability can help to ensure roads are safe for all.

Launching a consultation into motoring offences across Great Britain

The government is committed to reviewing the motoring offences framework, which has not been substantially changed since the introduction of the Road Traffic Act 1988, and the Road Traffic Offenders Act 1988. This will bring it up to date, ensuring that penalties are appropriate to the harm caused, and that they act as a suitable deterrent.

Holding a driving licence is not an automatic right. Effective use of the penalty points system, licence suspension and disqualification, and vehicle seizure, encourages better behaviours, and when necessary, removes the most serious offenders from the road.

The government will aim to make roads safer by pinpointing the offences which correspond to the greatest impacts on the number of KSIs. The government will ensure that the motoring offences framework is clear, and that where drivers endanger others, their behaviour has consequences. While most drivers are responsible and law abiding, too many continue to break the law and make the roads unsafe.

As part of this review into motoring offences, **the government is consulting** on the following key areas:

- **Taking tougher action on drink driving by lowering the drink drive limit in England and Wales, including an even lower limit for novice drivers.** The current limit (i.e. the legal maximum level of alcohol in the bloodstream on testing) is the highest in Europe and (in England and Wales) has not changed since it was introduced in 1969. This is despite the fact that in 2023, 1 in 6 fatalities were in drink drive collisions[73].
- **Reviewing the penalties and mandatory training for drink and drug driving offences, including consulting on the use of alcohol interlock devices.** Driving under the influence of drink and drugs is unacceptable and puts other road users at risk. This government is determined to combat this behaviour and ensure that all such drivers are dealt with appropriately.
- **Bringing in new powers to suspend the driving licence for: (1) those suspected of committing a drink and/or drug driving offence until attendance at court or a guilty plea, or if bailed pending forensic analysis being undertaken; (2) those under investigation for the most serious motoring offences resulting in a fatality or serious injury.** It can take some time for those arrested on suspicion of drink and drug driving to be convicted. Under the current system, that means they are free to continue driving in the meantime. Given the seriousness of driving under the influence of drink or drugs, the government is determined to take action. This is particularly important where someone has been killed or seriously injured as a result.
- **Exploring alternative methods for drug driving evidence collection and processing.** The current collection and processing methods require review. The current process is subject to significant delays. Exploring alternative matrices will allow a more flexible approach to adapt to future technologies which could improve speed of results, supporting more robust enforcement outcomes.

- **Introducing penalty points for failure to wear a seat belt, and additional penalty points for drivers who do not ensure child passengers wear seat belts.** Since its introduction in 1991, mandatory seat belts for drivers and passengers has been one of the most effective policy interventions in the history of road safety. However, too many people are still dying in road collisions when not wearing a seat belt. For example, in 2024, 25% of car occupant fatalities were not wearing seat belts[74].
- **Taking tougher action on those who fail to stop and report collisions, those who choose to drive unlicensed or without insurance, and those with no MOT.** Failing to stop and report an incident is unacceptable, particularly in cases where an individual has been seriously or fatally injured. Driving without a licence or insurance puts other road users at risk from unsafe drivers, and at a disadvantage if there is a collision involving an uninsured driver. Lastly, people who drive without an MOT are risking their vehicles being unroadworthy and are a safety risk not only to themselves but to other road users.
- **Addressing the problem of illegal number plates, including 'ghost' number plates.** To do this, the government will work with the DVLA, the DVSA, the police and industry to review the current standard for numberplates; and empower the DVLA to carry out more robust checks on numberplate suppliers. Targeted research will also be conducted to understand the full scale of the problem and explore the potential use of AI to identify illegal plates. The government will consult on introducing tougher penalties for driving a vehicle with illegal plates, including penalty points and ultimately vehicle seizure.

The government will ensure that the motoring offences are clear, and that where road users endanger others, their behaviour has consequences. A priority will be to consider the right balance between deterring, punishing, rehabilitating and acting to move road users away from more serious driving behaviour that can lead to fatal and serious injury. Consideration will be given to the potential impacts on the justice system.

Continuing to work closely with the police and other enforcement agencies to ensure the outcomes of the Roads Policing Review are fully considered

The government recognises that roads policing is a key enabler for improving road safety, and that risky behaviour increases the number of incidents on UK roads, contributing to congestion, pollution, and affecting the economy. Evidence suggests that wider criminality can also be disrupted by effective roads policing[75].

Effective enforcement requires work across organisations to deliver robust, proportionate enforcement in the most targeted and effective way. The government's 3-year Roads Policing Review (RPR), jointly led by the DfT and the Home Office, conducted pilot projects, exploratory research and collaborative stakeholder exercises to address how roads policing is delivered as a multi-agency, collaborative service. The final report of the RPR and research summary will be published in due course.

Building on this work, **the government will introduce a new Roads Policing Innovation Programme**, continuing to work collaboratively with key partners including the police, Police and Crime Commissioners, the DVSA, the Traffic Commissioners and others. This programme will focus on national coordination, technological innovation, and targeted enforcement to improve road safety and reduce criminality.

One example of innovation is the 'National Tutelage Service', hosted by the police since 2021. It adopts a highly successful compliance-nudge approach to highlight to the registered keepers of vehicles apparent lapses in compliance around motor insurance. Using ANPR data and Motor Insurers' Bureau insurance records, it identifies uninsured vehicles and notifies owners of non-compliance by letter. Between 2020 and 2023, 78% of over 700,000 recipients became compliant after receiving a letter, reducing the need for direct enforcement[76]. It is an award winning, innovative service that is seen as demonstrating all the best principles of road safety enforcement, such as procedural justice, efficiency, and nudge tactics.

The RPR expanded this work through 'Tutelage+', to include the additional checking of MOT data from DVSA and Vehicle Excise Duty data from DVLA. It also explored issues such as vehicles without a registered keeper, and carried out research to: (1) test automating the validation process for Tutelage; and (2) to better understand how the relationships between specific types of road traffic offending can create an information advantage for operational interventions.

By cross-referencing datasets, Tutelage+ helps identify and target problem vehicles for enforcement action. This work will be further developed by the DfT, Home Office, and national policing partners, through the Roads Policing Innovation Programme.

Tackling fraud

The DVSA plays a key role in tackling fraud. It is crucial that the driving test (and equivalent motorcycle tests) are protected. Identification and investigation of impersonation fraud for both theory and practical driving tests help to keep the roads safe from unqualified drivers and act as a deterrent. The DVSA also regulates MOT garages to ensure compliance with vehicle roadworthiness requirements. The DVSA will continue to use technology and increasing automation to detect and investigate MOT fraud, for example, by cross-checking vehicle testing dates with records from the police National ANPR Service. Where appropriate, the DVSA will prosecute cases of fraud.

Commercial Vehicle Regulation and Enforcement

LGVs and alternative 'last mile' modes are increasingly common, but generally less tightly regulated than HGVs. It is important to be responsive to these new modes and adapt to risks whilst enabling innovation. Larger vehicles, often run by commercial fleet operators, can cause significant harm if involved in collisions, so have specific roadworthiness and safety requirements placed on them by law. The DVSA works with the police, Traffic Commissioners, and operators to enforce these rules and deter non-compliance.

Recent enforcement action, such as 'Operation Milkman', highlights the risks posed by non-compliant operators. In this

operation, DVSA uncovered widespread overloading and mechanical defects across several dairy delivery firms[77]. These cases show how cutting corners on safety can endanger lives and distort fair competition – and why robust enforcement remains essential.

For compliant operators, additional tests and checks cause delays and cost their bottom line. The DVSA, alongside operators, has developed the Earned Recognition scheme. Provided the operator can assure the DVSA upfront about its driver and vehicle standards, and the systems in place to ensure consistent compliance, which are assured by the provision of regular data reports, Earned Recognition operators will be subject to reduced checks. To enable compliant operators to get on with their business and to target enforcement where it's needed, **the government will explore opportunities to further DVSA's 'Earned recognition' scheme.**

Persistent non-compliance will face robust enforcement. The DVSA will continue to take action to ensure that no operator gains a competitive advantage by compromising safety. Moreover, the government will ensure that penalties and sanctions which apply to commercial vehicles are kept under review, to ensure that they provide sufficient deterrent to offending, including non-UK operators using UK roads.

Trailer and towing safety

In Great Britain, there are a number of vehicles and trailer types that are frequently operated in an unsafe or non-compliant manner in terms of roadworthiness, loading and driver skills[78]. Some of these are for personal use, such as caravans and light trailers. However, there are a number of vehicles operated in an unsafe manner which do not require operator licences, such as vans, pick-ups and their trailers, despite being used commercially.

To improve driver skills and competence, **the government will explore the benefits and feasibility of financial incentives for voluntary training, and awareness raising on trailer and towing safety.** The government will also take the following actions to ensure roadworthiness and load security:

- work with industry to develop and publish recommended maintenance standards for light trailers, LGVs and agricultural trailers
- refine the DVSA's approach to enforcement to target operators of LGVs and trailers who don't have robust systems to ensure safety
- launch an industry-led communications package on load security and roadworthiness
- explore the case for a wider safety review of LGVs[79]

Summary

Robust enforcement to protect all road users

The commitments made in this chapter are:

- consult on taking tougher action on drink driving by lowering the drink drive limit in England and Wales, including an even lower limit for novice drivers
- review the penalties and mandatory training for drink and drug driving offences, including consulting on the use of alcohol interlock devices
- review bringing in new powers to suspend the driving licence for: (1) those suspected of committing a drink and/or drug driving offence until attendance at court or a guilty plea, or if bailed pending forensic analysis being undertaken; (2) those under investigation for the most serious motoring offences resulting in a fatality or serious injury
- consider exploring alternative methods for drug driving evidence collection and processing
- gather feedback on introducing penalty points for failure to wear a seat belt, and additional penalty points for drivers who do not ensure child passengers wear seat belts
- gather feedback on taking tougher action on those who fail to stop and report collisions, those who choose to drive unlicensed or without insurance, and those with no MOT
- consult on addressing the growing problem of illegal number plates, including 'ghost' number plates
- introduce a new Roads Policing Innovation Programme
- explore opportunities to further DVSA's 'Earned recognition' scheme
- explore the benefits and feasibility of financial incentives for voluntary training, and awareness raising on trailer and towing safety


Enforcement
cameras

4

Chapter 4
Ensuring commitments are delivered

Next Steps: A Safer Future Is Within Grasp

Effective governance and robust monitoring are essential to ensuring government and its delivery partners are accountable for the commitments made in this strategy. As work progresses towards a safer road system for all, it is vital that progress is tracked, decisions are evidence-led, and responsibilities are clearly defined across national and local levels. Strong governance ensures that the strategy remains focused, coordinated, and adaptable – especially as new technologies, behaviours, and risks emerge.

The vision is clear: reduce the numbers of people killed or seriously injured on roads in Great Britain. To support this, **the government will establish a new Road Safety Board**, chaired by the Minister for Local Transport and including representatives from across government and delivery bodies. The Board will meet at least once a year and work in partnership to ensure strategic oversight and joined-up delivery of the strategy.

The Board will monitor progress against national targets and SPIs, with ongoing tracking embedded in the regular work of the DfT. While evaluation will be proportionate, all policies and interventions will be appropriately assessed to ensure they are delivering the intended outcomes. The remit of the Board will also include identifying potential barriers to delivery and drawing on international best practice to inform future action.

The Road Safety Board will be supported by an Expert Advisory Panel, which will provide insight from those working directly with road users and communities. This panel will help government to understand how the strategy is impacting road safety, including the number of KSIs, and share best practice from across the sector. Membership will be drawn from a wide range of organisations, including local authorities, emergency services, active travel groups, road safety organisations, motorcycle groups, and professional driver and rider associations.

This strategy is the beginning of a broader conversation. Its success depends on strong partnerships between government, local authorities, businesses, road safety professionals, emergency services, and the public. Collaborative governance and meaningful monitoring will ensure that the strategy remains dynamic, evidence-led, and focused on saving lives.

This is a strategy for everyone – pedestrians, cyclists, motorcyclists, horse riders, families, roadworkers, workers, drivers, all of us. Everyone uses the roads, and all benefit from making them safer. Deaths and serious injuries can be cut by 65% (70% for children) by 2035. Better health, stronger local economies, more independence for children, and a transport system that works for all can be unlocked. Together, a future can be built where everyone feels able to travel on roads however they choose, where every journey starts and ends safely.

Appendix A: Safety Performance Indicators

Safety performance indicators (SPIs) provide an understanding of performance against the commitments made in this strategy, whether intervention measures are effective, and whether it has set the right directions.

The most obvious measure of success is overall reductions in the numbers of those killed or seriously injured on the roads. However, this data can only be gathered and analysed after an incident has occurred, and is therefore known as a 'lagging' indicator. 'Leading' indicators, on the other hand, allow trends to be identified and anticipated before they happen, helping to identify gaps in safety or the comprehensiveness of interventions.

The government intends to monitor the following list of SPIs to help to achieve the targets of reducing the number of those killed or seriously injured on roads in Great Britain by 65% (70% for children) by 2035. Future collaborative work may be needed to ensure these indicators are helpful and the government has the data sources to enable their measurement.

No.	SPI description	Assessment frequency	Leading or Lagging
1	Number of fatalities caused by road traffic collisions.	Annual	Lagging
2	Number of serious injuries caused by road traffic collisions.	Annual	Lagging
3	Number of casualties of all severities caused by road traffic collisions.	Annual	Lagging
4	Rate of cyclists/pedestrians killed or seriously injured on England's roads, measured as the number of fatalities and serious injuries per billion miles walked and cycled (Road Safety Statistics).	Annual	Lagging
5	Number of people under 25 killed or seriously injured in road traffic collisions.	Annual	Lagging
6	Number of people over 70 killed or seriously injured in road traffic collisions.	Annual	Lagging
7	Proportion of motorcyclists killed or seriously injured in road traffic collisions with ineffective observation as a contributory factor.	Annual	Lagging
8	Proportion of motorcyclists killed or seriously injured in collisions where speed was a contributing factor.	Annual	Lagging
9	Estimated number of people killed or seriously injured in road traffic collisions involving someone driving/riding for work, or working on the roads.	Annual	Lagging
10	Proportion of casualties in road traffic collisions with Index of Multiple Deprivation (IMD) in lowest decile.	Annual	Lagging

No.	SPI description	Assessment frequency	Leading or Lagging
11	Proportion of traffic volume with drivers travelling within the speed limit on 20mph/30mph/national speed limit roads.	Annual	Leading
12	Proportion of people killed or seriously injured in road traffic collisions where speed was a contributing factor.	Annual	Lagging
13	Proportion of motor vehicle occupants killed in road traffic collisions that were recorded as not wearing a seat belt.	Annual	Lagging
14	Proportion of motor vehicle occupants using a seat belt in front seats.	Every 3 years	Leading
15	Proportion of people killed or seriously injured in road traffic collisions where drink / drug use was a contributory factor.	Annual	Lagging
16	Proportion of drivers using a mobile phone whilst driving.	Every 3 years	Leading
17	Proportion of people killed or seriously injured in road traffic collisions where 'distraction inside or outside the vehicle' was a contributing factor.	Annual	Lagging

To ensure that the government is monitoring a comprehensive set of SPIs, availability of data is being explored across a range of areas for potential further leading indicators. These include post-crash care, vehicle safety, road user behaviour, and equity in road safety outcomes. SPIs related to these areas could, for example, monitor: access to timely medical assistance for seriously injured collision victims, the proportion of vehicles with valid MOT, tax and insurance, the safety ratings of new passenger cars, and casualty rates in areas with high ethnic minority populations. Other indicators under consideration are the flow weighted average decimal star iRAP safety rating of the most important roads, and self-reported driving under the influence of alcohol or drugs. While robust data collection methods for some of these indicators are not yet in place, the government is committed to exploring viable approaches and welcomes stakeholder input to help shape this work.

Appendix B: Acronyms

ADAS	Advanced driver assistance systems
ANPR	Automatic Number Plate Recognition
ATE	Active Travel England
AV	Autonomous vehicle
CBT	Compulsory Basic Training
CRaSH	Collision Recording and SHaring System
CWIS 3	Cycling and Walking Investment Strategy 3
DfT	Department for Transport
DHSC	Department of Health and Social Care
DVLA	Driver and Vehicle Licensing Agency
DVSA	Driver and Vehicle Standards Agency
HGV	Heavy goods vehicle
IMD	Index of multiple deprivation
iRAP	International Road Assessment Programme
KSI	Killed or seriously injured
LABCo	Local Authority Bus Company
LGV	Light goods vehicle
LZEV	Low-speed Zero Emission Vehicle Framework
MHCLG	Ministry for Housing, Communities and Local Government
MoJ	Ministry of Justice
NCAP	New Car Assessment Programme
NH	National Highways
NTAS	National Travel Attitudes Survey
PCCs	Police and Crime Commissioners
PRANA	Pre-hospital Research and Audit Network
RAIDS	Road Accident In-Depth Studies project
RPR	Roads Policing Review
RSIB	Road Safety Investigation Branch
SHARP	Safety Helmet Assessment and Rating Programme
SPI	Safety performance indicator
SRN	Strategic Road Network
TfL	Transport for London

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