



## NATIONAL DEBATE ON YOUNG DRIVERS' SAFETY



# National Debate on Young Drivers' Safety

## Final Report

### A report by Atkins and Professor Stephen Stradling

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## Executive Summary

This report presents the findings of a national debate on young driver issues undertaken across Scotland. It has been undertaken to meet a commitment in Scotland's Road Safety Framework to "conduct a public debate on young driver issues including graduated licences and additional training".

The debate has involved young people (defined for this purpose as those aged between 17 and 25), their parents and carers, representatives from the road safety community, the motor insurance industry and other members of the public.

The debate was undertaken using a range of engagement approaches including a brainstorming session, semi-structured interviews with representatives from the road safety community, focus groups, and an online survey. **Over 700 people were involved in the debate.**

Participants were asked to provide feedback on six generic categories of road safety interventions broadly based around four of the five 'Es' which help to deliver Scotland's Road Safety Framework for 2020 Engineering, Enforcement, Education and Encouragement. The fifth E from the Framework – Evaluation – is considered to be an underpinning discipline for all interventions.

### Summary of findings

#### a) Evidence of effectiveness

It is important to note that there is currently limited evaluation evidence globally regarding the long term effectiveness of many young driver interventions. However, while there is little evidence to prove their effectiveness, there is also limited evidence to suggest that they do not work. While some interventions may not perform 'conversion' work on those currently driving or about to drive with bad attitudes road safety interventions may well perform 'maintenance' work, supporting and maintaining those whose current orientation is to see good driving as necessarily involving safe driving.

#### b) Support/Acceptability

In general, there were strong levels of support and acceptability amongst young people, and parents, carers and others, for interventions relating to education and training for younger children and pre-drivers; interventions relating to enforcement and restorative justice; and encouragement and leadership measures (including incentives). There was widespread support for lowering of the drink drive limit for all drivers. Views and opinions were mixed regarding education, training and testing interventions for learner and novice drivers; graduated driver licensing and license restrictions; and use of technology to regulate driving and encourage better driving behaviour.

Parents were invariably more supportive of any intervention than young people, and young females tended to be more supportive of any intervention than young males.

Differences across the three groups (young males; young females; and parents, carers and others) were most marked for interventions relating to:

- strengthening the learner driver training and testing approach
- graduated driver licensing and license restrictions, and
- use of technology to regulate driving and encourage better driving behaviour.

Most focus groups participants felt that the current driving test does not prepare learners sufficiently well for driving conditions in Scotland but young males were slightly more supportive than young females of making the driving test harder. Young males had confidence in their ability to pass a harder test, while females can find the testing process a stressful experience and favour a minimum period of training or practice before taking the practical test.

Young people, particularly young males, were more supportive of those interventions which would not affect their driving opportunities. For example, both sexes opposed restrictions on driving at night and driving with passengers, but were less opposed to a requirement to display green 'P' plates to inform other drivers that they have only recently passed their test; and were less opposed to a ban on driving high performance vehicles, which were generally seen as unaffordable anyway. Young males had mixed views on mandatory use of speed limiting technology, alcolock technology, and continuous and downloadable data recorders. Many commented that they would find ways round the technology if required to install it in their car – in contrast young females, and parents, carers and others were more likely to view these types of interventions as having a valuable role to play.

In general, young males, particularly those still at school and those who had left school but had not continued into further or higher education, tended not to view themselves as being at risk while driving; instead focusing on the risks facing passengers and other road users. Few seemed to be aware that they were more likely to be involved in a road collision than other drivers.

Young people aged 17 to 20 years, were also less supportive of education and awareness interventions than 21 to 25 year olds; and were also less supportive of financial incentives to encourage safe driving than 21 to 25 year olds.

Overall, graduated driver licensing (GDL) options attracted least support from all groups, although in general, parents, carers and others were far more supportive than young males of all GDL options. Opposition reduces with age, from 17 to 20 years to 21 to 25 years) and most forms of graduated licensing would be supported by the majority of drivers on the road, particularly those over 25 years.

Stakeholders from the road safety community considered the most effective interventions to be strengthening the learner driver training and testing approach, a greater focus on pre-driver education and training as part of a life-long approach to road safety education, and some form of graduated licensing. They identified the need for more enforcement by



police, awareness courses for young driver offenders, and greater involvement from parents.

### c) Implementation risks

Some of the interventions are not within the gift of the Scottish Government as they are covered by reserved powers. However, given the Scottish Government's willingness to advocate for change to reserved powers where there is evidence that these measures would be effective (for example the call to lower the national drink drive limit) these interventions have been included for consideration.

The interventions considered vary in terms of their affordability. Options relating to graduated licensing would require new legislative powers, an extensive publicity campaign, and significant enforcement (at least initially), and are likely to represent the most costly interventions proposed.

Some interventions will also have adverse impacts on young peoples' lifestyles and opportunities. Options for strengthening the learner driver training and testing approach or increase participation in post-test training have the potential to increase the average cost of learning to drive. Graduated licensing options could impose significant constraints on young drivers' lifestyles and opportunities, and would be seen by many as penalising the majority who drive safely. Interventions which require young drivers to use technologies to regulate or encourage better driving would be seen as too much of a 'big brother' approach by some young drivers, while compulsory use of continuous and downloadable data recorders as part of a parent-young driver agreement risk removing the trust that exists between parents and young people.

## **Recommendations**

Recommendations for improving young driver safety have been developed drawing on the findings of the debate and a detailed assessment of the options emerging from the debate. Recommendations are categorised as 'action', 'collect evidence/evaluate' and 'advocate'. Each recommendation that is accepted will need to be captured in an action plan with lead and support agencies and external partners identified.

### **Action recommendations** (implement now):

- Continue to encourage a life-long approach to learning in all schools, as part of the Curriculum for Excellence through the provision of free resources and support, to help ensure that all pupils are taught about road safety issues as pedestrians and cyclists, as car passengers, and as future drivers. (Recommendation 1)
- Introduce a lower drink drive limit in Scotland for all drivers. (Recommendation 8)
- Ensure police enforcement continues to be a priority and is undertaken in a strategic and targeted manner, focusing on those young drivers most at risk. (Recommendation 10)

- Work with employers to improve the safety of young drivers at work. (Recommendation 13)
- Raise awareness amongst parents regarding their role in young driver safety and how they can best perform this role, highlighting resources already available (e.g. Road Safety Scotland's 'So, Your Teenager is Learning to Drive leaflet) and providing advice on parent-young driver agreements. (Recommendation 14)
- In consultation with service users, improve public transport availability at night, in conjunction with 'reduce mileage/don't travel' messages, focused on locations where there are high numbers of young driver casualties and limited public transport provision. (Recommendation 15)
- Encourage better governance and evaluation of interventions. Ensure that road safety education and awareness interventions are based on scientific theory and evidence of effectiveness, and represent good value for money. (Recommendation 16)
- Explore the possibility of using Insurance Premium Tax as a mechanism to raise revenue to fund road safety interventions. (Recommendation 17)

**Collect evidence/evaluate recommendations** (collect further evaluation evidence before determining the scale and nature of implementation on a wider scale):

- Collect further evidence on the benefits of a broad range of education and training interventions, delivered before and while young people learn to drive. (Recommendation 2)
- Collect further evidence through trials and pilots to determine the effectiveness of road safety messages using a range of innovative approaches, including e-learning methods, computer gaming environments, and web based applications and downloads. (Recommendation 3)
- Evaluate the effectiveness of undertaking post-test training, as part of a holistic life-long approach to learning. Investigate the effectiveness of accreditations for post-test training courses to encourage insurers to offer lower insurance premiums (representing a real discount) for young drivers who have taken effective action to improve their safety. Consider whether financial incentives would be effective in persuading young drivers to take up evaluated post-test training. (Recommendation 6)
- Gather evidence to help consider whether and, if so, how graduated licensing could be implemented in Scotland. (Recommendation 7)
- Undertake a trial and evaluation of an optional road safety awareness course for young driver offenders, as an alternative to a Fixed Penalty Notice and penalty points. (Recommendation 9)

- Undertake separate pilot projects for use of speed limiting technology and black box data recorders, and evaluate the interventions. (Recommendation 12)

**Advocate recommendations** (encourage others to take action):

- Encourage the Driving Standards Agency to review the case for a minimum period of learning and a requirement to demonstrate experience in different driving conditions via a log book or practical assessments, in no more than five years time. (Recommendation 4)
- Feed into the work of the Driving Standards Agency to develop a Continuous Professional Development intervention and encourage or require Approved Driving Instructors to participate in additional training. (Recommendation 5)
- Continue to press the UK Government to make not wearing a seat-belt an endorsable offence which could result in penalty points on a driver's licence and a fine for passengers (as in Northern Ireland), in the context of all drivers. (Recommendation 11)

# 1. Introduction

## 1.1 Background

This report presents the findings of a national debate on young driver issues undertaken across Scotland.

The debate has involved young people (defined for this purpose as those aged between 17 and 25), their parents and carers, representatives from the road safety community, the motor insurance industry and other members of the public. It has been undertaken to meet a commitment in Scotland's Road Safety Framework (Scottish Government, 2009a), to:

*“Conduct a public debate on young driver issues including graduated licences and additional training.”*

It will be used by Transport Scotland and other stakeholders to determine what policy initiatives or practical interventions may be implemented to support a reduction in young driver casualties in Scotland.

The debate builds on qualitative research commissioned by the Scottish Government (ODS Consulting, 2008) which found that young people (aged 16 to 25 years) were open to gaining more driving experience after passing their Driving Standards Agency (DSA) test through participation in Pass Plus or similar, but viewed restrictions on young drivers as discriminatory. However, in response to the consultation document published by the Scottish Government to inform the Road Safety Framework, restrictions for newly qualified drivers were mentioned as a key intervention in some responses (George Street Research, 2008).

## 1.2 Aims and objectives

The aims and objectives for undertaking the debate were to:

- identify potential solutions for improving young driver safety, and identify case study examples from Scotland and elsewhere
- explore issues relating to young drivers, which may determine the effectiveness of potential solutions
- determine the level of support for potential solutions from young people, parents and guardians, and the road safety community, and identify reasons for various levels of interest, and
- assess proposals against appropriate criteria and to provide recommendations.

Particular issues to be explored included:

- what support is there for the introduction of graduated driver licensing in Scotland and what form might this take?
- Pass Plus is not compulsory. Should it be? What other changes could make it more attractive to young drivers?
- what (if any) additional driver training or education would young people be encouraged to take (and why)?
- what would incentivise young drivers to take up further driver training or education – including financial incentives or qualifications valued by employers?
- are there new approaches to try to get the road safety message across such as, social networking websites and mobile phone downloads? Will they have more impact?
- what role can parents or carers play to help young drivers?
- should there be a lower drink drive limit for young and inexperienced drivers (zero tolerance) and if so, why?

### **1.3 Structure of this report**

The remainder of this report is structured as follows:

- Chapter 2 sets out the context for the debate, including the key facts and figures relating to young driver casualties in Scotland
- Chapter 3 describes how the debate was conducted (covering semi-structured interviews with representatives from the road safety community in Scotland, focus groups with young people and parents and carers, and an on-line questionnaire survey)
- Chapter 4 describes the broad intervention types that participants were asked to provide feedback on
- Chapter 5 presents feedback from the debate and describes the level of support for solutions from young people, parents, carers and others, and the road safety community
- Chapter 6 presents interventions for improving young driver safety, based on feedback from the debate and other sources including the study brief, Scotland's Road Safety Framework to 2020, and existing literature, and

- Chapter 7 discusses the issues surrounding the various intervention types and presents recommendations for actions to improve young driver safety in Scotland. This chapter is informed by a detailed assessment of possible options against criteria relating to 'evidence of effectiveness' and 'deliverability', presented in Appendix E.

In addition:

- Appendix A presents case study examples from Scotland and elsewhere
- Appendix B includes the topic guide for the focus groups
- Appendix C includes the online survey questionnaire
- Appendix D presents a summary of responses to the survey, and
- Appendix E presents a detailed assessment of possible intervention options.

## 2. Context

### 2.1 Introduction

This chapter sets out the key facts and figures relating to young driver casualties in Scotland. It describes the factors influencing young driver safety and presents key statistics about driving test passes. It provides the context for the detailed assessment of interventions in Appendix E.

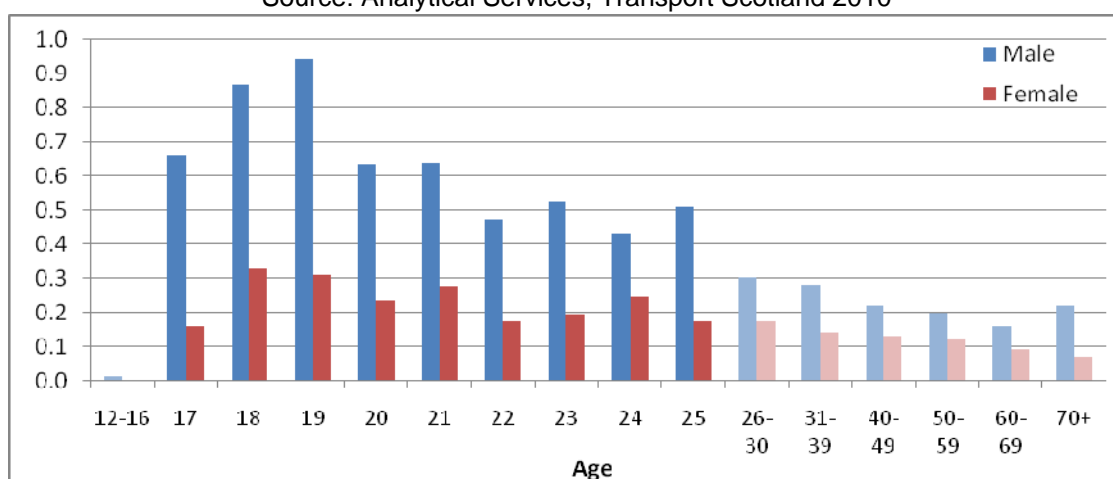
### 2.2 Key facts

On average, 34 young drivers (aged 17 to 25 years) were killed, 233 were seriously injured, and 1690 were slightly injured each year in Scotland between 2005 and 2009<sup>1</sup>. This equates to 34% of all fatal, 30% of serious, and 29% of all slight injuries involving car drivers over this time period. The estimated cost to the Scottish economy is £160 million per annum<sup>2</sup>.

Young males in Scotland are more than twice as likely to be killed or seriously injured driving a car than their female counterparts. Young males and young females are most at risk aged 18 to 19 years. Males aged 18 and 19 years are more than three times as likely to be killed or seriously injured driving a car than those aged 26+, and more than four times as likely as those aged 31+ (Figure 2.1).

**Figure 2.1 – Number per thousand population killed or seriously injured while driving a car in Scotland (2005 to 2009 average)<sup>3</sup>**

Source: Analytical Services, Transport Scotland 2010



<sup>1</sup> Data provided directly by Analytical Services, Transport Scotland, December 2010. Detailed breakdown of data published in Reported Road Casualties Scotland 2010.

<sup>2</sup> Based on accident values for all hours, from WebTAG Unit 3.4.1D, 2008 prices. Costs include casualty related costs (medical, lost output and human) and those for associated damage to vehicles and property, police costs and the administrative cost of insurance. Vehicle damage only collisions are not considered.

<sup>3</sup> Data provided directly by Analytical Services, Transport Scotland, December 2010. Detailed breakdown of data published in Reported Road Casualties Scotland 2010.

Crashes on Scottish roads involving drivers aged 17 to 25 years often include young passengers – around 45% of who are aged 15 and 59% who are aged 16 years (Scottish Government, 2009a).

Approximately one in five young novice drivers in Scotland are involved in a crash in their first six months of independent driving (Scottish Government, 2009a). Learner drivers tend to be involved in less severe collisions (involving slight injuries or vehicle damage only) than drivers who have recently received their full licence.

The number and proportion of young drivers involved in fatal and serious collisions in Scotland has reduced over the last decade. A comparison of 2005-2009 data with that for 1994-1998 shows a 48% reduction in the number of young drivers killed and seriously injured. In addition, the proportion of all fatal and serious collisions involving young drivers declined from 28.2% to 26.1% over this period (Scottish Government, 2009b, Table 18a).

### **2.3 Factors influencing young driver safety**

The Department for Transport (2008a) has identified five key factors associated with collisions involving younger and older drivers: speeding; drink driving; lack of seat belt wearing; drug driving; and careless driving.

The DSA (2009) has identified the following factors, associated with the high collision rate amongst newly-qualified drivers:

- over-confidence
- a lack of the right knowledge, understanding and attitude that make experienced drivers safer, and
- incomplete training and a practical test that focuses too heavily on vehicle control.

Other influences include: awareness of risks or perception of risk, the amount of driving experience in different conditions, peer pressure, and the driving behaviour of parents/carers and other experienced drivers who provide an example.

Similarly, the Institute of Advanced Motorists (2008) has identified four main reasons, corroborated by others, as to why young drivers have more accidents:

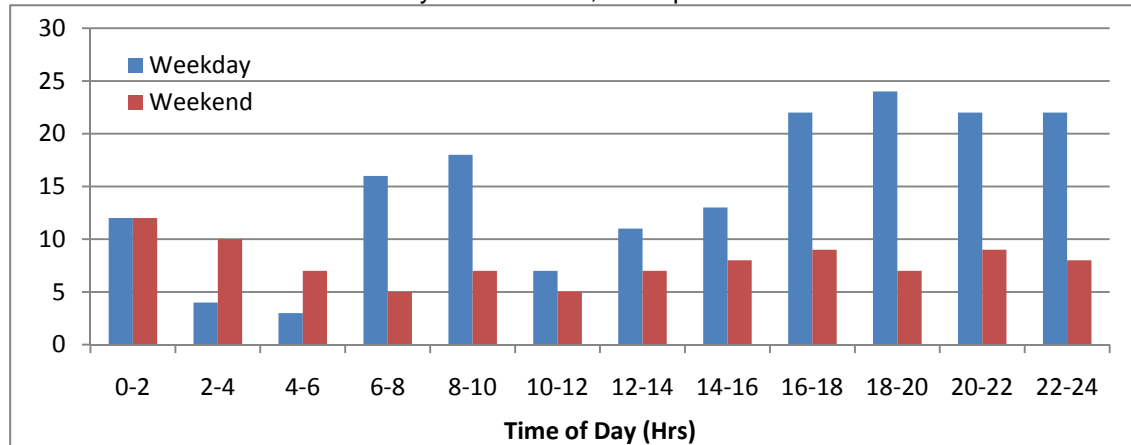
- inexperience and poor judgement in more difficult driving conditions – for example, young drivers often have a poor appreciation of road conditions and are unable to adapt their driving style to account for factors such as poor weather, poor visibility, minor rural roads, and external pressures including workplace cultures stressing the importance of quick delivery times or maximising the number of visits fitted into a day (Stradling, Meadows and Beatty, 2001)



- inadequate control of the car, resulting in single vehicle accidents, skidding, overturning, leaving the road – over half of accidents involving drivers aged 17 to 25 years in Scotland occur while vehicles are making general progress along the road, rather than performing particular manoeuvres (e.g. turning, changing lane, overtaking) and approximately a third of collisions in rural areas (37%) occur while manoeuvring around a bend (Scottish Government, 2009b, Table 17)
- lifestyle and attitude – factors such as alcohol, drugs, and peer pressure are particularly important in the context of social driving at night and weekends (see Figure 2.2); non-use of seatbelts is a contributory factor in these accidents, particularly in the context of passengers travelling in the rear seats, and
- economic factors – young drivers are more likely to have cheaper, older cars which offer them less protection from injury than newer vehicles and are less likely to be fitted with technology that reduces the risk of a crash occurring, such as differential braking which reduces the risk of loss of control at bends.

**Figure 2.2 – Number of drivers in Scotland, aged 17 to 25, killed or seriously injured by time of day, per year – 2005 to 2009 average<sup>4</sup>**

Source: Analytical Services, Transport Scotland 2010



Data for Scotland shows 16:00 to 00:00 hours to be the high risk period during the week, while 00:00 to 02:00 is the highest risk period at weekends. Across Great Britain, over 50% of accidents involving young male drivers that result in death or serious injury occur at night, compared with 35% for older drivers; Friday and Saturday nights are the most risky periods (Association of British Insurers, 2006).

Research published by the Association of British Insurers (2006) covering Great Britain found that that 17 to 20 year olds associate driving with personal status, are more inclined than older drivers to drive for pleasure or thrills, and are more likely to choose not to drive safely. Young male drivers are more likely than

<sup>4</sup> Data provided directly by Analytical Services, Transport Scotland, December 2010. Detailed breakdown of data published in Reported Road Casualties Scotland 2010.

others to indulge in competitive driving with others on the road, and this is much more likely to be a contributory factor in collisions<sup>5</sup>.

Research by mruk Ltd for the Scottish Executive (2005) found that younger men associate driving with power, speed and 'showing off' to their friends – they aspire to owning fast, powerful cars and are more likely to display annoyance at groups of other road users who constrain their progress. In contrast, younger females associated driving with freedom and view passing their test as a natural progression to adulthood.

Qualitative research for the Scottish Government (ODS, 2008) concluded that younger drivers rarely consider themselves to be at risk and mostly consider themselves to be good drivers. Passengers reported high levels of trust in their friends as drivers. They were also unsure about the legal limit for drink driving and were more likely to travel with a drink driver if they had also been drinking.

Research carried out by the Transport Research Institute at Edinburgh Napier University (Kinnear and Stradling, 2011) concluded that the higher incidence of crash involvement by younger drivers is partly explained by the fact that the frontal lobe region of the brain does not fully develop until a person is around 25 years old. The functions of the frontal lobe include recognising future consequences of current actions; selective attention; anticipation, feelings and emotions. This can result in a lack of fear or delayed gut instinct amongst young drivers faced with an emerging hazard on the road and thereby a reduced capacity to anticipate danger and take avoiding action.

Findings from a six year study funded by the DfT (Wells et al., 2008) found that **age** was an important factor in influencing 'survival times' (in months or miles) to first accident, with older drivers 'surviving' accident-free longer than younger ones post test. Any interventions that delay the onset of solo driving are therefore likely to have a positive outcome. Driving behaviour during the first six months has also been found to be important, with 'better' driving behaviours being associated with longer survival times suggesting that post-test training and testing should be undertaken as soon as possible after passing the test.

## **2.4 Driving test statistics**

The following paragraphs present information on the number of driving tests conducted, by age and gender, and the average pass rate. The data indicates the scale of intervention required, and shows the typical age at which young people learn to drive. The information is used to inform the design of interventions, and estimate the potential cost of interventions associated with the testing regime, as part of the detailed assessment of proposed interventions (see Chapter 6).

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<sup>5</sup> For example, 17-18 year old men have around 70% more of their accidents following competition with other road users than 30-59 year old men.

Between April 2009 and March 2010, 119,960 driving tests were taken in Scotland, of which 46% (55,656) were passes (Table 2.1). Seventy percent (83,769 tests) were undertaken by individuals aged 17 to 25 years. Seventy-four percent of passes (41,065) related to drivers aged 17 to 25 years.

**Table 2.1 – Annual car driving test statistics for Scotland (2009/10)**

Source: Driving Standards Agency 2010

Gender and Age	Number of tests conducted	Number of passes	% passes
Male (All ages)	58,718	29,008	49%
Female (All ages)	61,221	26,641	44%
Total (All ages) <sup>6</sup>	119,960	55,656	46%
Male (17-25 years)	41,948	21,601	52%
Female (17-25 years)	41,821	19,464	47%
Total (17-25 years) <sup>7</sup>	83,769	41,065	49%

Table 2.2 shows that in 2009/10:

- fifty-four percent of 17 to 25 year olds taking a driving test were aged 17 or 18; and a further 12% were aged 19 years
- fifty-seven percent of 17 to 25 year olds passing the test were aged 17 or 18, and
- the pass rate was highest amongst 17 year olds at 55%, dropping to 47% for 18 year olds, and staying at about this level for all age groups up to 25 years.

Trends were similar for both male and female drivers.

**Table 2.2 – Age profile of those taking and passing the driving test, and average pass rate in Scotland (2009/10)<sup>8</sup>**

Source: Driving Standards Agency 2010

Age (Yrs)	17	18	19	20	21	22	23	24	25	Total
Taking Test	31%	23%	12%	8%	6%	6%	5%	5%	5%	100%
Passing Test	35%	22%	11%	7%	6%	5%	5%	4%	4%	100%
Pass Rate	55%	47%	46%	46%	47%	46%	46%	46%	46%	49%

<sup>6</sup> RSIS Report 8A - Tests Conducted by Test Centre (Car practical driving test pass and fail statistics for Scotland, Driving Standards Agency website) (<http://www.dft.gov.uk/dsa/category.asp?cat=760>)

<sup>7</sup> Pass Rates by Candidate DTC, Age & Gender 16-25 (Static) (Car practical driving test by age (16-25) and gender for Great Britain, Driving Standards Agency website) (<http://www.dft.gov.uk/dsa/category.asp?cat=760>)

<sup>8</sup> Pass Rates by Candidate DTC, Age & Gender 16-25 (Static) (Car practical driving test by age (16-25) and gender for Great Britain, Driving Standards Agency website) (<http://www.dft.gov.uk/dsa/category.asp?cat=760>)

In summary, young people are most likely to learn to drive when they are 17 or 18, and those that do so at that age demonstrate a high pass rate. Any interventions aimed at pre- drivers therefore need to be focused on under 17 year olds; and delivered through schools, technical colleges, and employers recruiting large numbers of young people leaving school at 16, and other avenues of particular relevance to this age group.

### **3. Conducting the national debate**

#### **3.1 Overall approach**

The national debate was undertaken using a range of engagement approaches including a brainstorming session, semi- structured interviews with representatives from the road safety community, focus groups with young people (aged 17 to 25 years) and parents and carers, and an online survey.

The variety of approaches helped to capture a wide range of views from across the stakeholder groups, but also to explore these in depth with young people (drivers and non- drivers), parents and carers, road safety organisations, transport organisations, the business community as well as other members of the public.

This chapter sets out the different approaches in more detail. It also describes the broad intervention types which participants were asked to provide feedback on.

#### **3.2 Internal brainstorm**

An internal brainstorm exercise with Atkins 'Road Safety Working Group' (consultants specialising in road safety) and relevant colleagues of the study team was undertaken to:

- identify potential solutions for improving young driver safety
- explore strengths and weaknesses of the potential solutions
- identify case study examples, and
- discuss potential questions to be addressed in the debate.

#### **3.3 General stakeholder engagement**

A briefing note was sent out to 40 key stakeholders inviting written responses to key research questions identified through the literature review and the brainstorm. Stakeholders included road safety organisations, emergency services and transport organisations.

Responses were received from eight organisations; however, other organisations opted to contribute to the debate through other methods such as the online survey.

#### **3.4 Semi- structured interviews with road safety representatives**

Semi-structured interviews were undertaken with representatives from Transport Scotland, Road Safety Scotland, Royal Society for the Prevention of Accidents (RoSPA) Institute for Road Safety Professionals (IRSO), Association of Chief

Police Officers in Scotland (ACPOS), the Fire and Rescue Service, the Institute of Advanced Motorists (IAM), and the Association of British Insurers (ABI).

A framework of themes was developed for the interviews, but the structure was flexible, allowing new questions to be asked during the interview in response to what the interviewee had to say result of what the interviewee had to say.

Interviews were undertaken face-to-face or by telephone where practical. This method provided in-depth information.

### **3.5 Focus groups**

The primary means for in-depth engagement with young people (aged 17 to 25 years) was through a number of focus groups. In total thirteen focus groups (each consisting of between five and eight participants) were undertaken in December 2010 with:

- pupils aged 17 years from a secondary school in Anstruther, Fife (one male and one female group)
- apprentices/trainees attending Borders Technical College (two male and one female group)
- students from the University of Aberdeen (one male and one female group)
- workers aged 17 to 25 years, from a number of companies who drive for work in Strathclyde (one male and one mixed group)
- young people not in employment, education or training (NEET) in Edinburgh (one mixed group)
- call centre workers in Edinburgh (one mixed group with 21 to 25 year olds), and
- low income workers in the Highlands (one mixed group with 17 to 20 year olds and one mixed group with 21 to 25 year olds).

A separate focus group was also undertaken with eight parents and carers in Strathclyde.

The composition of the groups reflected casualty rates amongst young people with a bias towards male drivers and with specific focus on van drivers who drive for work.

The different locations and target groups ensured that participants included a range of driver types in terms of age and experience. Where possible, separate focus groups for male and female participants were undertaken as experience has demonstrated that young people, in particular females, engage in discussion more freely in single sex groups.

A total of 92 people participated in the focus groups.

## **Recruitment process**

The majority of focus groups participants were recruited in advance of the day the focus group was undertaken. The approach to recruitment differed depending on the focus group.

For the focus groups at the school, technical college and university a number of suitable establishments were contacted via telephone and/ or email and the chosen three were selected due to geographical location, availability to host a focus group and interest from the establishment.

The young workers (call centre, low income and young driver workers) were also recruited prior to the event but this time by promoting the event via the road safety and business communities. E posters and flyers as well as other literature were sent out via these networks, and to large employers including hospitals, call centres and hotels. Young people were then asked to contact the study team to confirm firstly if they were eligible to participate and then their attendance.

In attempting to recruit focus group participants who regularly drive at work the study team found that many companies with a strong focus on driving (e.g. couriers) require drivers to have a certain amount of driving experience. This effectively excludes most under 25 year olds.

Participants for groups involving young people not in employment, education or training (NEETs) were recruited from a young driver group for NEETs run by Lothian and Borders Fire and Rescue Service.

Parents and carers were recruited via engagement with the business community and in particular with certain companies who had been contacted for the young drivers' focus groups and showed a keen interest in getting involved.

## **Screening process**

All potential participants were asked a number of questions prior to the event to ensure that the final group included individuals from different backgrounds and different levels of driving experience, including non-drivers. The questions also determined whether or not individuals had penalty points on their driving licence, or had experience of a road traffic collision (personally or involving a family friend or relative). Potential participants who had experience of a collision were spoken to individually, to ensure that they understood the focus of the discussion, and to ensure that there was no risk of re-traumatisation.

## **Incentives**

All focus group participants were paid £20. This was for travel and subsistence but also to encourage participation and to reflect the importance of the debate.

### **Format of focus groups**

The focus groups were designed to be enjoyable, interactive and to encourage the participants have their say about what solutions could make a difference to the road safety problem. Each focus group lasted between an hour and 90 minutes. The topic guide for the focus group discussions is presented in Appendix B.

The groups were recorded using audio equipment to enable detailed analysis at a later date. Facilitators also took notes and recorded any significant gestures or behaviours.

A pilot focus group was undertaken to ensure that the structure and questions was appropriate for the debate.

### **3.6 Online survey**

At the same time a questionnaire survey was advertised online. The survey could be accessed by members of the public and the wider road safety community via a dedicated Facebook page or via links on various websites including universities, colleges, hospitals and websites associated with youth organisations, such as the Youth Parliament and Young Farmers Association.

The survey method allowed for a wide sample of opinions to be canvassed. Results are quantified which is useful when undertaking the assessment of proposals.

Responses were received from 108 young males (17 to 25 years), 152 young females (17 to 25 years) and 352 over 25 year olds. In the interests of inclusivity, all adults over the age of 25 were invited to respond. Thirty one responses were received from adults who do not have children and these people are classed as 'others' and their views have been included with those of parents and carers. This group is referred to as 'parents, carers and others' from this point forward.

The responses received may not necessarily be representative of the views of all young people, parents and carers, and others in Scotland.

The survey questionnaire is presented in Appendix C and a summary of responses is provided in Appendix D.

### **3.7 Dedicated 'Facebook' page**

Facebook is a social networking site which enables people to form virtual networks and connect with groups of friends to share information. A dedicated Facebook page was set up to reach young adults and teenagers who might not be reached through the more traditional websites.

The page introduced the study, providing headline statistics on young driver accidents, a summary of the debate aims and a link to the online questionnaire.



Regular 'posts' were written including questions on the debate; a summary of views and reminders of the consultation deadline.

The page was linked to other road safety organisations as well as youth organisations. Although there were no specific posts on the 'wall' there were around 150 hits to the page.

## 4. Types of intervention considered

### 4.1 Introduction

Participants in the debate were asked to provide feedback on six generic categories of road safety interventions broadly based around four of the five 'E's which help to deliver Scotland's Road Safety Framework for 2020 (Engineering, Enforcement, Education and Encouragement):

- A – Education and training for younger children and pre-drivers (Education)
- B – Education, training and testing for learner and novice drivers (Education)
- C – Graduated driver licensing and licence restrictions (Enforcement)
- D – Enforcement and restorative justice (Enforcement)
- E – Use of technology (Engineering), and
- F – Encouragement and leadership, including incentives and working with the private sector (Encouragement).

The fifth E – Evaluation – is considered as an underpinning discipline for all interventions (see Appendix E).

These categories were used to structure the topic guides for the semi-structure interviews and the focus groups, and to structure the questions for the general stakeholder engagement and the online survey.

These categories are also used in the rest of this report to structure the feedback from the debate (Chapter 5), the interventions for promoting young driver safety (Chapter 6), and the discussion of intervention types and recommendations (Chapter 7).

The following sections describe each of these intervention types highlighting the types of measures and approaches participants were asked about.

### 4.2 Intervention Type A – Education and training for younger children and pre-drivers

A range of education and training interventions are offered by Road Safety Scotland, most Scottish Councils, the police, fire and rescue and other road safety partners, aimed at younger school children (aged 10 to 15 years) and pre-drivers (aged 16 to 17 years)<sup>9</sup>. Some are designed as a self-contained single delivery and some are designed to be delivered over a number of weeks. Some are focused solely on road user behaviour and others are part of a more general program. Some are used to convey messages about the scale of the risk to

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<sup>9</sup> <http://www.roadsafetyscotland.org.uk/driving/young-drivers/young-driver-interventions/>

young persons and the consequences of certain behaviour; and some cover practical matters such as buying a car, insurance, in car activities, and practicing the theory part of the driving test.

Other initiatives seek to provide information about risks and consequences to a wider audience through advertisements on television and cinema and use of other media. The approaches used to get road safety messages across to young people have expanded in recent years, with greater use being made of social networking websites, mobile phone downloads, blogging sites, You Tube, and so on.

#### **4.3 Intervention Type B – Education, training and testing for learner and novice drivers**

The current approach to driver training and testing across the UK requires drivers to pass both a theory and practical test. The **theory test** is made up of a multiple choice part which tests individuals' knowledge of the Highway Code and driving theory; and a video-based hazard perception part. The **practical test** examines an individual's ability to drive safely in different road and traffic conditions, their ability to demonstrate knowledge of the Highway Code through their driving, their ability to perform specific driving manoeuvres; and, since October 2010, their ability to drive safely while making route decisions independently.

Learners are encouraged to use the **DSA Approved Log Book**, to record their progress during training. However, this is not a mandatory requirement and use of the Log Book is believed to be low. There is no minimal period of training required, and at present limited coverage of public responsibilities (in terms of behaviour and attitudes on the road) within the current driver training and testing approach.

Following the UK Learning to Drive Consultation in 2008, the DSA has developed a Competency Framework to be used as a basis for driver training and assessment, and is implementing a range of improvements to the current testing regime through the **Learning to Drive Programme** (see Appendix A).

#### **4.4 Intervention Type C – Graduated driver licensing and licence restrictions**

Graduated driver licensing (GDL) allows new drivers to build up their driving skills and experience gradually. Different stages of licensing are intended to reflect increased levels of driver competence.

A GDL scheme might involve:

- introducing minimum age requirements for different stages of licensing; or
- requiring drivers to hold a provisional licence for a minimum period, undergo a minimal period of driver training or practice and/or demonstrate a minimal period of safe driving (without any driving offences) before being entitled to apply or take a test for the next tier of licensing.

In addition, various restrictions might be placed on new drivers relating to, for example:

- maximum driving speed or maximum engine size/power
- use of vehicles with manual gearboxes
- carrying passengers (aged 17 to 25 years, or in general)
- driving at night (without supervision, or in general), and/or
- blood alcohol levels (e.g. zero tolerance for young and inexperienced drivers).

Some GDL schemes require novice drivers to carry a 'P', 'N' or 'R' Plate to inform others that the driver of the vehicle is newly qualified, for a fixed period.

The UK already has aspects of GDL in that supervision is required; motorway driving is prohibited until a learner driver has passed a practical test; and a probationary period is imposed for the first two years post-test, during which time a new driver will be subject to immediate revocation of their licence should they reach 6 or more penalty points (as opposed to 12 points for all other drivers).

More extensive GDL is widely used in Australia, Canada, New Zealand and the United States, where young people can generally start to learn to drive from the age of 15 or 16 (see Box 4.1).

#### **4.5 Intervention Type D – Enforcement and restorative justice**

Scottish police forces carry out routine enforcement activities and targeted enforcement campaigns to raise public awareness of specific issues, such as drink-driving and driving on rural roads.

This Scottish Safety Camera Programme is an initiative that is designed to influence driver behaviour, particularly by the targeted enforcement of speed limits. The Programme is operated by eight Safety Camera Partnerships that cover all of mainland Scotland<sup>10</sup>.

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<sup>10</sup> [www.scottishsafetycameras.com](http://www.scottishsafetycameras.com)

#### Box 4.1 – GDL examples<sup>11</sup>

In Australia, Canada, New Zealand and the United States novice drivers are often required to hold a 'learners licence' for a minimum period, typically six months. In some schemes (e.g. New Zealand), the minimum period is reduced if learners complete a recognised driver training course. A number of the GDL systems in Australia, Canada, New Zealand and the United States involve placing restrictions on the number of passengers (often below the age of 20 or 21) which young novice drivers may carry, and restrictions on night time driving. The Australian states of Victoria and New South Wales both restrict young drivers' access to high performance cars.

Other European countries have introduced partial GDL systems. For, example, Northern Ireland has operated a form of graduated licensing since 1968, requiring newly-qualified drivers to carry an 'R' (Restricted) plate for one year, and limiting them to a maximum speed of 45 miles per hour (see Appendix A).

There are several international examples of lower alcohol limits for learner drivers. All of the Canadian provinces enforce zero tolerance for learner and intermediate (probationary) drivers. This alcohol restriction is not lifted upon gaining a full licence, but upon a minimum age being reached. All five of the Australian states which operate a 'three tier' licensing system enforce zero tolerance during the 'learners' and 'intermediate' stage. The remaining three Australian states enforce a reduced alcohol limit of 0.2g/l until a learner has passed their test. The only European example of reduced alcohol limits for learners is in Austria, which operates with a reduced limit of 0.1 g/l during the learner stage.

The use of 'restorative justice', in the form of **driver awareness courses**, has become increasingly popular amongst police forces in England in recent years, where the police have the discretion to utilise awareness courses rather than issue a Penalty Charge Notice for certain offences. Most schemes are targeted at offenders of all ages, although interventions could specifically be aimed at young drivers. Driver awareness courses are not available in Scotland at present; however Procurators Fiscal have the option of 'referral to a support service such as social work or psychiatry'. A driver awareness course could be considered to be a support service for drivers who are more likely to be classified as risk takers on the roads.

The DVLA and insurance companies also have an enforcement role in ensuring vehicles/drivers on the road are properly registered, taxed, adequately maintained and insured. A report commissioned by the UK Department for Transport (Greenaway, 2004) notes that the likelihood of uninsured drivers being involved in a road traffic accident is almost certainly higher than average, citing the evidence from New Zealand (Blows et al., 2003). The introduction of **Continuous Insurance Enforcement** by the DfT in April 2011 will replace previous limitations whereby a prosecution could only take place if an uninsured motorist was caught

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<sup>11</sup> OECD and ECMT included a comprehensive review of GDL schemes in 2006 in their report on *Young Drivers – The Road to Safety (OECD and EMCT, 2006)*. The Transport Research Laboratory (TRL) also published a report on graduated driver licensing in other countries in 2002: *Graduated driver licensing – a review of some current systems (TRL Report 529, 2002)*.

at the wheel of a car. From April 2011, the DVLA will legally be able to compare insurance and DVLA databases to identify drivers without insurance. Those identified will initially receive a warning letter and ultimately a fine. The changes will apply to Scotland, Wales and England. As this intervention is already in motion, it is not considered further within this report.

#### **4.6 Intervention Type E – Use of technology**

Technologies designed to help to **regulate driving or encourage better driving** include:

- event (crash) data recorders which record information relating to vehicle crashes or accidents for analysis after the event (see Appendix A)
- continuous data recorders enabling employers and parents/carers to download information on fuel consumption, location and harsh braking/acceleration
- voluntary or mandatory use of Intelligent Speed Adaptation technology to limit speeds to the prevailing speed limit (see Appendix A), and
- ‘alcolock’ technology to immobilise a vehicle if the driver’s blood alcohol level is above the legal limit (see Appendix A).

Use or ‘take-up’ of these technologies amongst young drivers could be increased:

- through a court order, requiring use of any of the above technology as part of a sentence following a serious offence such as excessive speeding or drink driving
- as an incentive for reducing the duration of any restrictions as part of a graduated licensing scheme, or
- as an incentive for obtaining real car insurance savings or rebates.

There are also technologies that **make cars safer** including air bags, adaptive cruise control, anti-lock braking systems, headway detectors, and lane-changing alerts that typically target passive, but not active safety.

#### **4.7 Intervention Type F – Encouragement and leadership, including incentives and working with the private sector**

While the above intervention types are all designed to encourage safe driving behaviour, there are specific ways in which the Scottish Government, the insurance industry, private sector employers, and parents and carers can ‘encourage’ young drivers to participate in interventions and show ‘leadership’, by for example, demonstrating best practice. In particular there are a range of

**incentives** which can be offered to provide the 'carrot' necessary to support various 'stick' approaches described above.

The Scottish Government can provide leadership on young driver road safety issues by ensuring public funds are spent appropriately and deliver good value for money. This could be done by demonstrating good practice in terms of its own approach to young employees and encouraging good practice in other organisations it works with or takes tenders from.

It can encourage take-up of additional education and training by promoting and subsidising courses, offering offenders the opportunity to undertake additional training or education as an alternative to receiving a fine or penalty points, and offering other financial incentives.

It can also work directly with the insurance industry and private sector employers to encourage (or incentivise) good road safety practices, and can raise awareness about the important role that parents and carers can play in encouraging safe driving amongst young people.

Insurers, employers and parents can also play their own role in encouraging safe driving.

Other encouragement and leadership interventions look beyond the immediate road safety sphere and include messages to reduce driving occurrences and encourage greater public transport use, and to encourage eco-driving. A wider, co-ordinated transport policy can also have road safety benefits by encouraging use of more sustainable (and safer) travel modes.

## 5. Feedback from the national debate

### 5.1 Introduction

This chapter presents feedback on the **broad intervention types** described in Chapter 4, from:

- the road safety community via interviews and email responses;
- young people via focus groups and the on-line survey; and,
- parents, carers and others via focus groups and the on-line survey.

The information presented in this chapter represents the views, thoughts and perceptions of those involved in the debate, and are not necessarily points of fact.

Summary statistics from the online survey are presented at appropriate points within the chapter (in Tables 5.1 to 5.5, and 5.7 to 5.8). Respondents were asked to indicate their level of support for potential interventions as 'very supportive', 'supportive', 'neutral', 'unsupportive', or 'very unsupportive'. Overall responses have been categorised on the basis of the proportion of very supportive/supportive and very unsupportive/unsupportive responses received.

Detailed survey results and a summary of the profile of respondents are presented in Appendix D.



## 5.2 Intervention Type A – Education and training for younger children and pre-drivers

This section discusses interventions targeted at younger children and pre-drivers, and then specifically examines the use of innovative approaches to getting road safety messages across to young people.

### Younger children and pre-drivers

#### a) Road safety community

Most stakeholders emphasised the importance of a life-long approach to learning, including the need for intervention from an early age. The need for regular interventions to reinforce safety messages and maintain desirable attitudes and behaviours was also stressed. One stakeholder stressed the importance of a wide range of initiatives, reflecting different learning preferences and aims amongst different groups of young people. A focus on attitudes, peer pressure and passenger distraction was seen as being particularly important by the 21 to 25 year old participants.

A number of stakeholders mentioned the 'Safe Drive Stay Alive' initiative (see Appendix A) as being effective in terms of raising young people's awareness of the risks associated with driving. Some questioned the argument of recent research by McKenna (2010a) and others which suggests that, while memorable, these types of one-off interventions are limited in terms of their ability to influence driving behaviour. Some of the stakeholders interviewed had not had direct involvement in the intervention but may have been influenced by evidence of positive feedback from participants immediately following such events.

There was some concern that a busy school curriculum means that there is limited scope to address road safety issues; and some frustration that road safety education is not given greater priority. In this context there is a need to look for opportunities to provide parallel messages through joint initiatives involving, for example, the health sector. Road safety messages should also be supported by education and training in wider travel issues, including the provision of cycle training.

There was also concern that school-based initiatives don't reach everyone; particularly those leaving school at 15 or 16. In addition, curriculum pressures mean that schools have to scale down road safety education for years S5 and S6, a time when young people are thinking about learning to drive.

Once young people leave school the opportunities for receiving road safety education reduce significantly.

b) Young people

**Table 5.1 – Intervention Type A - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
How supportive are you of more road safety awareness courses to improve younger driver safety, for:			
- School pupils (10-15 year olds)	<b>Strong approval</b> (67% supportive; 11% unsupportive)	<b>Strong approval</b> (73% supportive; 9% unsupportive)	<b>Strong approval</b> (76% supportive; 5% unsupportive)
- Pre-drivers (16 year olds)	<b>Strong approval</b> (88% supportive; 4% unsupportive)	<b>Strong approval</b> (94% supportive; 4% unsupportive)	<b>Strong approval</b> (94% supportive; 1% unsupportive)
- Learner drivers	<b>Strong approval</b> (89% supportive; 3% unsupportive)	<b>Strong approval</b> (96% supportive; 1% unsupportive)	<b>Strong approval</b> (98% supportive; 0% unsupportive)
- Younger drivers (17-25 year olds)	<b>Strong approval</b> (77% supportive; 11% unsupportive)	<b>Strong approval</b> (83% supportive; 4% unsupportive)	<b>Strong approval</b> (96% supportive; 1% unsupportive)
- Passengers	<b>Moderate approval</b> (44% supportive; 3% unsupportive)	<b>Moderate approval</b> (56% supportive; 2% unsupportive)	<b>Strong approval</b> (97% supportive; 1% unsupportive)

Young people are generally supportive of a life-long approach to road safety education (Table 5.1), but recognise that this will only influence some young drivers.

*“[Education] could make a difference to some folk, but some folk are still going to be dangerous no matter what they are told and what the consequences are.”  
(Focus group participant)*

The younger participants of the focus groups (17 and 18 year olds) tended to be less convinced of the benefits of formalised education “as everyone knows that kind of stuff already”. The groups who had participated in ‘Safe Drive Stay Alive’ courses thought that they were excellent in terms of making young people think about the risks, but were delivered a year too early and need to be carried out when a person has passed their test.

*“Prior to passing ... the focus for a young person is to pass their test, and they are not interested at all in anything else.” (Focus group participant)*

Many young people commented that attitudes are difficult to change, and there's a danger of overload.

*"The reason why some people drive fast is the same as why they smoke, it's cool." (Online survey respondent)*

*"You're told the same things from school to actually learning to drive and it gets tedious." (Online survey respondent)*

A number of individuals identified the need to focus on better informing young drivers about the financial and practical implications for drivers involved in collisions (including increased insurance premiums and restrictions on independence due to loss of driving licence), as a means of moving away from 'it won't happen to me' attitudes.

In general, it was difficult to engage focus group participants in a lively discussion on this issue, particularly in comparison with 'more interesting' topics relating to licensing and testing (Intervention Types B and C) and technology (Intervention Type E). There was a feeling that school-based education initiatives had nothing new to offer, and the topic provoked less extreme views than other issues. Many participants were still in or had recently left full-time education and appeared to have 'had enough' of education.

Similarly, only 37 young people responding to the online survey provided a written comment about general awareness raising approaches, compared with 119 commenting on the use of social networking sites (and other innovative approaches), 46 commenting on licensing suggestions, 46 commenting on additional training. Only 38 comments were received about technology interventions. This does not reflect the level of interest in this topic evident at the focus groups.

### c) Parents, carers and others

Parents, carers and others also see the benefits of a life-long approach to road safety education (Table 5.1), but again recognise the limits.

*"Young men are often risk takers but you will have an effect on some people if you raise awareness and it will work better than new rules which are likely to be disobeyed by the people they seek to target. On the downside, most youngsters know peers who have been killed or injured and many take pride in carrying on as if nothing has changed. 'Go hard or go home' stickers in the Inverness area being a sad example of this attitude." (Online survey respondent)*

*"You can raise awareness, but it won't stop boy racers doing what they want to do." (Focus group participant)*

Suggestions for awareness raising interventions tend to focus on the 'hard-hitting type' which highlight the risks of collisions:

*"Both my sons attended Safe Drive Stay Alive in Aberdeen in their pre-driving years. Although the whole event was incredibly emotional and informative, the person who made the most impact was the young man in a wheelchair who talked about his life before and after his accident." (Online survey respondent)*

*"In Iceland when cars are demolished in road accidents they mount the cars onto large billboard frames - with a warning of effect of dangerous driving." (Online survey respondent)*

They also suggest that peer-based education interventions will be more effective:

*"Use peer education, someone who has been there and survived but living with the consequences." (Focus group participant)*

*"Youngsters need to be involved in producing anything to help raise awareness. Teenagers won't listen to adults but will listen to their peers." (Focus group participant)*

## **Innovative approaches to getting road safety messages across**

### **a) Road safety community**

Use of social networking website and similar media is seen as essential in getting the road safety message across to young people. Many young people's lives revolve around social networking sites, and this provides an opportunity for actively engaging with them. The DSA's use of Twitter and Facebook (see Appendix A) was highlighted as being particularly innovative, with both media receiving a large number of hits. Road Safety Scotland's Xbox initiative was also highlighted as an innovative approach worthy of further research and development (Appendix A).

However, it was argued that there is a need for proper research and evaluation into the effectiveness of these types of approaches.

A potential location for road safety advertising and information is the insurance comparison websites.

### **b) Young people**

Survey respondents came up with a wide range of suggestions for using new media such as social networking websites (Facebook), video sharing sites (YouTube) and mobile phone downloads/applications to get the road safety message across to young people.

Suggestions include:

- placing 'hard-hitting' video clips on social networking and video sharing sites illustrating the consequences of unsafe driving, including the impact on injured parties, friends, family, and the emergency services; and supporting advice on how to avoid consequences
- interactive games, e.g. on-line hazard awareness games with leagues to encourage participation and competition
- learning applications and driving simulation software / learning applications relating to the highway code and driving theory test / question and answer pages / information about safe driving
- use of controlled viruses or pop-up adverts to circulate 'hard-hitting' video clips, games, adverts for further driver training, driving tips from famous drivers (e.g. Top Gear/Fifth Gear presenters or Formula 1 drivers)
- alerts about adverse weather conditions in the local area and tips about how to drive in these conditions
- publicity about the number of accidents and deaths involving young people in the local area / naming and shaming those with driving offences, and
- rewards (e.g. music downloads) for young drivers with a clean driving licence.

The most common suggestions focused around the use of 'new' media to circulate hard-hitting videos showing collisions and the consequences, raise awareness of the issues and encourage discussion amongst young people. A number of young female (and parents, carers and others) suggested providing alerts about adverse weather conditions in the local area and tips about how to drive in these conditions<sup>12</sup>.

Views varied regarding the appropriateness of using the above type of media for getting across road safety messages. While many young people were supportive of the approach, others were very much against the suggestion, particularly the use of social networking sites.

*"No, don't try to be hip and cool. Social networking sites are not the correct forum for such a campaign." (Online survey respondent)*

*"I don't think they should be used. People look on those sites for entertainment not for advice/public announcements. If you force people to watch them during their 'fun time' they will ignore the message." (Online survey respondent)*

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<sup>12</sup> The survey was undertaken during December 2010, when heavy snowfall was experienced across much of Scotland.

Young people (and others) use these sites for socialising, not for information or learning. Using Facebook, to publicise road safety messages is seen by these respondents as patronising, inappropriate and intrusive; and risks alienating certain groups of users. Young male respondents were more likely to express this view than females. Respondents also commented that many Facebook pages and other websites are already cluttered with adverts, which many people ignore.

A number of focus group participants commented that television and cinema is a more appropriate media for road safety adverts. Many could remember a number of high profile advertisement campaigns.

### c) Parents, carers and others

*“If you start using social networks you also run the risk of an anti-improving group arising, which might be seen to be cooler.” (Online survey respondent)*

A number of survey respondents felt that every possible means of getting across road safety messages should be used, and felt that the popularity of this type of media amongst young people should be exploited.

*“It’s how they communicate, so let’s use them.” (Online survey respondent)*

Respondents often commented that these types of media should be used to change the image of driving, so that post-test training and safe driving in general is seen as the norm. However, others identified a number of risks associated with this approach. These include:

- risk that interventions will encourage risk takers to record their dangerous driving practices and create a competition to produce the most daring video
- risk of information overload and dilution of the road safety message
- social media is not targeted and young people can choose to or choose not to engage with it
- some messages/interventions are designed by people who do not use social media and the language and approach is inappropriate
- no control over the age of young people viewing hard hitting adverts/videos
- use of mobile devices to provide road safety interventions might send out the wrong message about the use of mobile phones while driving, and
- difficult to monitor if people are taking the information on-board.

### 5.3 Intervention Type B – Education, training and testing for learner and novice drivers

This section presents feedback relating to the current test and then discusses views regarding post test driver training.

#### Current test

##### a) Road safety community

Stakeholders raised concerns that the current approach to driver training and testing is not sufficient to equip young people with the skills and knowledge needed to drive safely.

There was some support for updating the test to cover a wider range of ‘real life’ driving conditions (such as motorway and night-time driving) through both professional lessons and private practice; for a minimum period of learning; and greater or mandatory use of learning log books showing experience of driving in different conditions and enabling learners to reflect on progress to date.

Some concerns were raised about variation in the quality of driving instruction across Scotland; an issue which the DSA is looking at.

There was strong support for young drivers being encouraged (but not required) to undertake as much driver training as possible. This needs to cover a wide range of competencies and areas relating to the driving experience, including attitudes, behaviour, use of in-car technology (e.g. driving with a sat-nav, adaptive cruise control, automatic braking systems), and understanding how a car actually works. Training should be seen as more than ‘a means to get a licence’. There is a need to make young people aware of the benefits of being a ‘good driver’ and understand that they will only become safe drivers as they build up their experience.

Driver training for young people needs to be part of a lifelong and structured approach to learning, and needs to be supported by pre-driver education from an early age and ongoing post-test training.

##### b) Young people

**Table 5.2 – Intervention Type B - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
A harder driving test for all	<b>Mixed views</b> (40% supportive; 37% unsupportive)	<b>Mixed views</b> (34% supportive; 37% unsupportive)	<b>Moderate approval</b> (54% supportive; 14% unsupportive)
A minimum period of training /practice before learners can take a practical driving test	<b>Moderate approval</b> (63% supportive; 26% unsupportive)	<b>Strong approval</b> (84% supportive; 10% unsupportive)	<b>Strong approval</b> (85% supportive; 6% unsupportive)

Most focus group participants, except those still at school<sup>13</sup> and those from the 'hard to reach' group who had yet to pass their test, felt that the driving test does not prepare learners sufficiently well for driving conditions in Scotland.

Explanations included:

- can only sit test in perfect weather conditions, some young people learn in the summer and have no experience of driving in winter conditions
- doesn't test driving at night, on motorways, in busy conditions, or in adverse weather including snow and ice

*"We learn on rural roads with only a couple of roundabouts and traffic lights. The first trip most people do when they pass their test is to the cinema in Dunfermline where we have to drive on the motorway. Doesn't make sense not to teach us how to do this whilst learning to drive." (Focus group participant)*

- some test locations do not encompass busy roads or certain types of junctions, and

*"You shouldn't be able to take your test in a small town like that." (Focus group participant)*

- doesn't prepare you for solo driving, would be useful to drive solo while learning, with an instructor following.

*"It can be daunting to get into your car completely on your own the minute you pass your test". (Focus group participant)*

Young people responding to the online survey expressed 'mixed views' about '**a harder test for all**'.

Focus group participants showed more support for updating the test to cover a wider range of 'real life' driving conditions (incorporating topics covered in Pass Plus). However, it was recognised that this could pose difficulties in rural areas where there are no motorways or busy junctions, and could require the use of driving simulators to test some conditions. Use of off-road centres to test car control in difficult conditions, as used in Finland, was suggested by a number of participants; however one participant thought that, unless extensive training is received:

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<sup>13</sup> Seven participants had recently passed their test, five were learning to drive and three had yet to start learning to drive.



*“In the heat of the moment it just goes out of your head.” (Focus group participant)*

Some female participants suggested that rather than making the test harder or more comprehensive, the focus should be on experiencing different driving conditions during the learning process through undertaking practical assessments with a driving instructor before sitting their test or demonstrating experience through use of a log book or checklist.

Others just wanted to pass their test and thought that they could learn more about driving in adverse conditions once they had their licence.

Respondents to the online survey showed ‘moderate to strong approval’ for ‘**a minimum period of learner training/practice**’ (Table 5.2). This would reduce pressure to pass quickly, and provide more opportunity to experience different driving conditions.

*“Some young drivers see passing their test as a competition, and try and pass with fewer hours or lessons than their friends.” (Focus group participant)*

Those against this proposal thought that the ‘learning period’ should reflect individual ability and circumstances or that instructors should decide when a pupil is ready. A number of focus group participants cited examples of friends who had passed their test shortly after their 17<sup>th</sup> birthday because they had been driving around the family farm since an early age or had experience of rally driving. Some thought a minimum period of on-road learning would still benefit these individuals and address issues of over-confidence.

Providing robust evidence to demonstrate supervised driving experience with parents could be difficult and mandatory, paid, lessons with qualified instructors would be unpopular.

Some participants suggested that the approach would be more palatable if the minimum age for ‘learning’ was reduced to 16 years, and if insurance premiums were reduced. Others felt a short minimum period wouldn’t make much difference, as most people learn over an extended period and it can take about three months for a test date to come through.

Some participants agreed that the inclusion of an **awareness course or assessment** as part of the learning to drive process would be beneficial, but pointed out that they receive awareness courses at school. Others were more sceptical.

*“Careful drivers don’t need them and dangerous drivers wouldn’t pay attention.” (Focus group participant)*

Many wouldn’t attend unless the courses were mandatory. Some felt that attitudes are very difficult to change.

*"I know somebody who's just gone to jail because somebody died in a car. All his friends are still driving around like idiots." (Focus group participant)*

Several participants identified graphic images of accidents as being memorable and effective in terms of making them think about the consequences of unsafe driving behaviour (based on attendance at Safe Drive Stay Alive performances, and other similar events), but felt that these type of interventions would have more relevance if offered to young drivers post-test. For example, there was support amongst one group for the approach in Bulgaria where new drivers are required to watch graphic images of car crashes after passing their test and before receiving their licence. Some participants felt that at the moment there can be quite a gap between attending an awareness-raising intervention and starting to drive independently, and it isn't until a person has experienced being behind a car themselves that they fully comprehend the potential risks facing them as a driver. A number of groups agreed that the closer the awareness course is to a person actually driving, the better.

**Cost** was a significant concern regarding the above proposals. Participants felt that learning to drive is already very costly, and that the above proposals could add to the cost of learning due to the need for more training, longer lessons, more expensive tests and/or more re-tests.

Participants also recognised that some young people will continue to drive dangerously regardless of any changes to the learning or testing requirements.

*"It's just the way some folk are." (Focus group participant)*

### c) Parents, carers and others

Parents, carers and others were more supportive than young people of a 'harder driving test for all'. They showed strong support for 'minimum period of training/practice', matching the views of young females (Table 5.2), but highlighted similar issues and concerns as young people.

### **Post test driver training**

#### a) Road safety community

A number of stakeholders questioned the effectiveness of **Pass Plus** training in making young people safer drivers, and raised concerns that many Approved Driving Instructors deliver the six hours of training in one day, rather than over an extended period. Stakeholders also raised the following concerns:

- no formal nationwide evaluation of the scheme has been undertaken to date
- the numbers undertaking the training are going down

- tuition does not explain why a driver should approach a situation in a certain way
- the scheme is seen by many young people as a means of getting low insurance or keeping parents 'on side' rather than a means to becoming a better driver, and
- the cost deters most young people and the current economic climate makes it difficult for local authorities to offer subsidies.

It was suggested that Pass Plus, or any similar course, needs to be quality assured, subject to a full and published evaluation, and marketed more effectively.

The Institute of Advanced Motorists (IAM) Advanced Test is seen as providing a comprehensive and thinking-based approach to driver training, but its ability to reach young drivers is seen as being limited by a poor image amongst young people (the course is associated with middle aged drivers); cost (£140, though often subsidised by local authorities); and the time commitment required (many weeks of preparation followed by a full test).

Other interventions highlighted as providing cost-effective and good quality training to young people include:

- Kirklees' Enhanced Pass Plus initiative – initial evaluation evidence available based on reduced reported collisions
- Staffordshire's Pass Plus Extra scheme – no collision-based evaluation currently available
- the Institute of Advanced Motorist's Momentum driver training initiative – recently launched to provide young people with an entry point to subsequently taking the full IAM Advanced Test
- a2om's e-learning package – based on research evidence and currently being offered to 5th and 6th year students in Fife (where the impact on casualty numbers will be compared after two years), and
- the BTEC in Driving Science run by Fife Council – developed by Fife Road Safety Unit and a2om, in conjunction with the Driver Behaviour Centre at Cranfield University.

Further information about these interventions is provided in Appendix A.

Post-test on-road training will need to remain voluntary, for a range of practical reasons. For example, some road conditions (e.g. motorways, box junctions, etc.) do not exist in parts of the Highlands and Islands, making a requirement to demonstrate competencies in these areas difficult for young drivers living in these locations.

Stakeholders agreed that a range of incentives is required to encourage young drivers to take up further driving or education. The insurance industry, employers, the police, the fire and rescue service, parents and schools all have an important role to play. Insurance discounts for those who have undertaken post-test training are expected to provide an incentive for some. However, the cost of insurance is prohibitive to many young drivers, and substantial discounts would be required to encourage some young people not to break the law and drive unlicensed. Hard-to-reach groups, including high risk takers, are likely to require more targeted intervention, such as awareness or rectification courses for young offenders, discussed in Section 5.5. Incentives are discussed further in Section 5.7.

#### b) Young people

Many focus group participants were open to undertaking **post-test driver training**, provided the cost was low and there were real financial benefits in terms of reduced insurance premiums. Some participants (including non-drivers) thought that additional experience would be sufficient.

Most were against compulsory further training, stating that the main test should be sufficient. Others felt that it would need to be compulsory in order to get the right people to undertake further training.

Some who had taken **Pass Plus** questioned the value of it in reducing insurance premiums and improving driving standards (quality of instructors varies; examples of participants receiving the certificate without completing the course; one participant covered three modules in one night and questioned the value of this; not long enough or sufficiently comprehensive). Others had decided not to undertake Pass Plus due to a lack of real financial benefits, reporting that they had been able to purchase cheaper insurance from insurers not requiring Pass Plus (or similar qualifications).

**Cost** and inability to influence some young people were also raised as issues.

*“Until further training is either compulsory or ‘cool’ it will remain problematic to attract those most at risk.” (Focus group participant)*

Any proposals that reduce the real cost of driving would encourage wider take-up of these interventions, but would not necessarily prevent certain groups of young drivers from reckless behaviour. Incentives are discussed further in Section 5.7.

#### c) Parents, carers and others

Parents agreed that some form of refresher course would be particularly useful after passing the initial test. Ideas ranged from 6 months to a year. The parents did acknowledge that this should apply to all new drivers and not just young drivers.

## 5.4 Intervention Type C – Graduated driver licensing and licence restrictions

This section firstly considers views and opinions regarding graduated driver licensing, and then presents feedback regarding the possible lowering of the drink drive limit.

### Graduated driver licensing

#### a) Road safety community

The majority of Scottish stakeholders involved in the debate were supportive of some form of graduated licensing being introduced in Scotland, provided that the rationale for restrictions and requirements for different stages of licensing are clear and based on evidence about casualty risks to young people. They identified a need for further consideration to be given to restrictions relating to use of high performance cars, driving at night, and carrying of passengers. There was also some limited support for mandatory use of P (probationary) or N (novice) plates for newly qualified drivers<sup>14</sup>.

There were views expressed that progression to a full unrestricted licence should be linked to both age (with some support for restrictions placed on those under 20) and driver training/practice. One stakeholder suggested that limiting restrictions to the first six months of driving might make the approach more palatable for young drivers, and would reflect evidence such as 500 - 1000 miles of post-test driving helps drivers to better appreciate road risk (Kinnear and Stradling, 2011).

Those who were less supportive considered that training and education initiatives would provide a better approach for all. They also highlighted concerns that the benefits derived from schemes in other countries may not be transferable to a Scottish context.

All stakeholders raised concerns about the practicalities of enforcing such a scheme, given the limited resources available to the police and the fact that drivers are not currently required to carry identification. The view was that while some young people would adhere to the requirements, others would not. Restrictions enforceable by 'observation' (e.g. those relating to young people driving at night and use of high performance vehicles) were considered more practical than those requiring vehicles to be stopped (e.g. restrictions relating to use of a manual gear box, or the number of passengers falling within a specific age range). Stakeholders also raised the following issues:

- how should the police deal with passengers where a young driver is found ignoring licensing requirements, should they be left at the side of the road?
- introducing a passenger limit might result in more cars on the road, and

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<sup>14</sup> Most interviews, however, did not address this issue.

- introducing restrictions relating to the use of high performance cars might require families to purchase an additional vehicle or might prevent young people from learning to drive or benefitting from additional practice using the family car.

There was some support for a voluntary graduated licensing system linked to additional training as part of an insurance discount scheme. The 'multi phase' system in Austria was also highlighted as a potential model for Scotland (see Appendix A). This requires novice drivers to undertake three additional training modules within a year of passing the 'first phase' theory and practical test. Those who don't, have their licence withdrawn.

b) Young people

**Table 5.3 – Intervention Type C - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
A ban on driving AT NIGHT	<b>Strong opposition</b> (6% supportive; 84% unsupportive)	<b>Strong opposition</b> (9% supportive; 82% unsupportive)	<b>Moderate opposition</b> (27% supportive; 46% unsupportive)
A ban on driving AT NIGHT, UNLESS accompanied by a passenger over the age of 21 who has held a full licence for 3+ years	<b>Strong opposition</b> (15% supportive; 75% unsupportive)	<b>Strong opposition</b> (13% supportive; 73% unsupportive)	<b>Mixed views</b> (40% supportive; 36% unsupportive)
A limit on the number of passengers in the vehicle, aged 16-25, DURING THE DAY	<b>Strong opposition</b> (12% supportive; 75% unsupportive)	<b>Moderate opposition</b> (19% supportive; 64% unsupportive)	<b>Moderate approval</b> (60% supportive; 20% unsupportive)
A limit on the number of passengers in the vehicle, aged 16-25, AT NIGHT	<b>Moderate opposition</b> (27% supportive; 62% unsupportive)	<b>Moderate opposition</b> (33% supportive; 53% unsupportive)	<b>Strong approval</b> (75% supportive; 13% unsupportive)
A ban on driving high performance cars	<b>Moderate approval</b> (57% supportive; 26% unsupportive)	<b>Strong approval</b> (68% supportive; 17% unsupportive)	<b>Strong approval</b> (93% supportive; 2% unsupportive)
A lower drink drive limit	<b>Moderate approval</b> (61% supportive; 22% unsupportive)	<b>Moderate approval</b> (66% supportive; 20% unsupportive)	<b>Strong approval</b> (81% supportive; 6% unsupportive)
Compulsory use of green 'P' plates to inform others that the driver is newly qualified for a fixed period (i.e. 6 months)	<b>Mixed views</b> (35% supportive; 44% unsupportive)	<b>Moderate approval</b> (56% supportive; 24% unsupportive)	<b>Strong approval</b> (84% supportive; 6% unsupportive)
Do you think that there should be a probationary period for newly qualified drivers, which could involve one or more of the above restrictions and/or further training?	<b>Mixed views</b> (48% = yes)	<b>Moderate approval</b> (60% = yes)	<b>Strong approval</b> (90% = yes)
How long should this period be?	48% = 6 months; 43% = 1 yr.	75% = 6 months; 21% = 1 yr.	27% = 6 months; 54% = 1 yr; 19% = 2 yrs.

In general, young people (particularly males) were not supportive of graduated licensing restrictions (Table 5.3). There was more support for a ban on driving high performance cars, a lower drink drive limit for all drivers, P plates, and a 6 month probationary period with restrictions and/or mandatory modules than for other licensing restrictions. For many, high performance cars were unaffordable so restrictions on driving these types of vehicle would have little impact on them.

P plates were seen as less of a restriction and therefore more tolerable than other conditions.

*"I'd rather have these and drive about than not at all." (Focus group participant)*

Opposition reduces with age, with 21 to 25 year olds less likely to be opposed to proposals than 17 to 20 year olds.

Young females showed 'strong approval' (11% more than young males) for a scheme involving a ban on driving high performance cars. Female focus group participants tended to be more likely to acknowledge that carrying passengers can be 'off-putting' for the driver.

A six month probationary period was seen as preferable to a year long period by both young males and females.

There are a range of reasons why young people do not like graduated licensing options. For example:

- placing restrictions on all young drivers, including those who drive safely, is seen as unfair

*"Not every 17 to 25 year old drives irresponsibly." (Focus group participant)*

- restrictions should be based on experience rather than age, placing 25 year olds in the same category as 17 to 20 year olds was seen as patronising
- targeting the young may alienate some drivers and encourage them to offend number of driving offences likely to go up, others would become nervous and wary of the police/enforcement would be difficult
- blanket restrictions do not address the need for more experience and training, and may reduce the amount of practice and experience gained during early years of driving

*"As a new driver I think that restricting when you can drive would be detrimental to my development as a driver, as I feel it is essential to gain as much experience as possible in different situations." (Focus group participant)*

- some drivers will drive recklessly whether or not they have restrictions placed on them
- night restrictions would limit employment, social and possible education opportunities, particularly in rural areas; could be very restrictive in winter, if based on hours of darkness, as it gets dark at 3 or 4pm; what about



emergency situations / lack of transport provision at night limits alternative options / some young people feel safer driving than travelling by public transport at night, parents would have to continue to transport young people around

- carrying passengers is not seen by some young people as creating an additional risk / passenger restrictions could create difficulties for young families / could create a perverse situation whereby a driver aged 21+ could accompany a provisional driver but at a 25 year old would not be able to drive alone at night / three passengers talking amongst themselves may be less distracting than holding a conversation with one passenger / might result in more cars on the road / might encourage young drivers to travel separately in convoys or do 'shuttle runs' for friends / contradicts sustainable travel messages about car-sharing (environmental issue)
- most young people can't afford high performance cars / lower performance cars can be modified to make them go faster / low performance cars can still be driven recklessly / high performance cars often have more built-in safety features / an engine-size or power threshold might send out the wrong message about the safety of smaller cars / police often target young drivers with high performance cars anyway, and

*"They might think I can rev the engine off that wee thing, but still smack into a tree and kill themselves." (Focus group participant)*

- P plates viewed as being ineffective / young people were unclear about how these would help / not viewed as 'cool' at the moment / concerns about standing out / won't change the way most young people drive / may encourage some drivers to behave inappropriately towards new drivers / may make new drivers think they are safer than they are.

One of the school-based focus groups suggested that restrictions might result in young people delaying learning to drive until they were old enough to do so without restrictions. Evidence presented in Chapter 2 suggests that this would have safety benefits.

There was some support for restrictions on maximum speed, but travelling at 45 mph on roads with higher speed limits (as in Northern Ireland, see Appendix A) was seen as dangerous by others. Two focus groups were supportive of the system in Australia where different stages of 'P' plates have different maximum speed limits. The speed is written on the 'P' plate making the regulation easy to enforce.

A number of participants suggested that restrictions should be focused on only those drivers who have committed serious driving offences. One group

suggested a free 'follow-on' test/assessment, three months after passing the practical test, to check progress and give feedback.

#### c) Parents, carers and others

In general, parents, carers and others were far more supportive of most graduated licensing restrictions (Table 5.3), and felt that a probationary period would allow young people to gain experience and develop their skills in less challenging conditions and/or in potentially safer vehicles.

Tighter legislation could also enable parents to take a more active role in influencing young driver behaviour and to a degree could assist with removing concerns about demands on police enforcement.

*"I would like to have the back up of legislation to ban my son from having several passengers or driving late at night while he gained his driving experience. I realise that parental rules might [currently] be ignored once out of sight. Legislation would back up parental concerns and these new rules would have to be followed." (Online survey respondent)*

### **Drink drive limit**

#### a) Road safety community

There was strong support for a lower drink drive limit for all drivers, not just young or novice drivers. Drink driving is not just a problem amongst the young, and in some parts of Scotland the main offenders are those aged 35 to 55. Most stakeholders felt that allowing more drinking once drivers reach a certain age would convey the wrong message at the wrong time. Such an approach would also be difficult to enforce. Only one stakeholder supported a lower limit for younger drivers, but questioned whether this should be related to age or experience.

#### b) Young people

There was moderate to strong approval from survey respondents for a lower drink drive limit (Table 5.3). Focus group participants were strongly in favour of a lower drink drive limit, but for all drivers not just the young. Some participants admitted incidents of drink-driving and many were unclear about safe drink driving levels. Some relied on breathalysers to check blood alcohol levels. A minority were concerned that 'zero tolerance' would limit socialising opportunities or thought it unnecessary.

#### c) Parents, carers and others

There was strong approval (81%) from parents, carers and others responding to the survey for a lower drink drive limit. This was further reinforced at the focus group with parents agreeing there should be a lower drink drive limit but that it

should be the same for all drivers, not just young and/or new drivers. This group thought that young drivers were possibly more aware of drink driving than other generations and perhaps less likely to offend.

## 5.5 Intervention Type D - Enforcement and restorative justice

This section presents views and opinions on interventions relating to enforcement and restorative justice.

### a) Road safety community

*“A visible presence on the road makes most people drive safely.” (Focus group participant)*

The effectiveness of an increased police presence in encouraging all drivers to drive safely was highlighted by a number of stakeholders. However, it is recognised that such an approach is unlikely to be affordable in the short to medium term given the current pressure on public spending.

A more targeted approach is therefore required. One stakeholder reported that a number of community police officers have developed good relationships with drivers of modified cars ('cruisers') and have ensured that modifications to vehicles are within legal requirements. Another stakeholder suggested greater use of 'Bluetooth' technology to send road safety text messages to young people before they leave 'high risk' venues, e.g. pubs and clubs. The police are able to do this providing they are in close proximity to the venue in question. Some forces have used a similar approach to remind people not to drink and drive over the Christmas period.

Another stakeholder identified the need for legislation to make non-wearing of seatbelts an endorsable offence, in the same way as mobile phone use, speeding and drink/drug driving are.

There was support for the introduction of driver awareness courses for young offenders in Scotland. Specific reference was made to English-based interventions being implemented by Thames Valley and Lancashire Police. The Thames Valley intervention is specifically targeted at young people and has been shown to reduce re-offending rates by more than 60% (see Appendix A). Lancashire Police recently invited offenders to attend a short course, one or two days after an offence the offence had been recorded rather than waiting several months (no collision-based evaluation evidence yet available).

In addition, a need for a more targeted and tailored support for young drivers who lose their licence was identified (involving attitude or speed awareness training, for example); rather than just allowing them to re-take their test.

b) Young people

**Table 5.4 – Intervention Type D - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
How supportive are you of more road safety awareness courses to improve younger driver safety, for:			
- Driving offenders	<b>Strong approval</b> (92% supportive; 3% unsupportive)	<b>Strong approval</b> (94% supportive; 2% unsupportive)	<b>Strong approval</b> (97% supportive; 1% unsupportive)

Survey respondents showed strong approval (Table 5.4) for road safety awareness courses for driving offenders, amongst both age groups: 17 to 20 year olds and 21 to 25 year olds, with hardly any dissenters.

Focus group participants, however, had mixed views on the effectiveness of this approach. Some participants thought that penalty points are more effective and have a financial impact on young drivers for longer, and a number thought that awareness courses should be in addition to penalty points. Some saw awareness courses as an easy option.

*“Would be seen as a ‘tick box exercise’ by some”. “Would go in one ear and out the other”. (Focus group participant)*

Mandatory use of technology interventions by offenders and a graduated licence intervention for offenders also received support.

Police enforcement is seen as effective, but generally needs to be more frequent and more targeted at high risk locations (rather than just where speeding is known to be a problem), particularly on rural roads. One participant commented that drivers can be encouraged to continue to drive recklessly if they are stopped by the police but not prosecuted. There were some claims that young drivers can be unfairly targeted. Police intervention is seen as focusing on punishing poor driving behaviour rather than encouraging safe driving. A small number felt that the police should focus on serious crimes and shouldn't bother with traffic offences.

c) Parents, carers and others

Parents, carers and others also showed very strong support for road safety awareness courses for driving offenders (Table 5.4), but also saw this as an easy option compared with penalty points.

A clear and consistent policy regarding enforcement action by the police would be welcomed.

## 5.6 Intervention Type E – Use of technology

This section presents feedback on technology based interventions to regulate driving or encourage better driving, and also includes a separate section on technologies that make cars safer.

### **Technologies to regulate driving or encourage better driving**

#### a) Road safety community

Views regarding the role for this type of technology in improving young driver safety varied. Most stakeholders recognised the potential benefits of technology-based interventions, but considered the opportunities for changing behaviour and driving style to be limited. The scope for mandatory use (and widespread voluntary use) of in-car devices was seen as being restricted by enforcement issues – those who want to, will find ways around the technology – and affordability issues. In addition, there were concerns that mandatory use of technology by young people would be seen as too much of a ‘big brother’ approach, and an unfair burden to place on the majority of young people who drive safely.

There was also some concern that relying on technology is not the right way to change behaviour as this approach seeks to deter or prevent drivers from driving dangerously or while under the influence of alcohol, rather than seeking to change attitudes.

The role of event (crash) data recorders in enabling the police to identify causes of collisions involving vehicles driven by all ages was highlighted by many young people.

Continuous (and downloadable) data recorders were seen as having a useful role to play in some families, recognising the significance of parent influence (currently underused). However, units have been costly to fit and insurers have struggled to provide appropriate incentives to date<sup>15</sup>, not all parents have access to a computer, and not all parents are willing to be involved. Some stakeholders pointed to the initial success of Staffordshire’s Young Driver Coaching Programme which involved young drivers installing continuous data recorders as part of an insurance-based intervention (see Appendix A, initial evaluation evidence available based on number of recorded risky manoeuvres); but suggested that this type of intervention would only work with certain groups of young people.

The use of Intelligent Speed Adaptation (ISA) in all cars was strongly supported by a number of stakeholders, but it was recognised that further development and

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<sup>15</sup> This is likely to change over the next few years as the cost of units reduces.

piloting needs to be undertaken before this can be implemented. It was noted that ISA does not address inappropriate speeds for particular conditions.

Stakeholders were sceptical about the benefits of wide-spread use of ‘alcolocks’ in Scotland. The culture and level of enforcement in other countries where they are common was seen as being very different to that in Scotland.

b) Young people

**Table 5.5 – Intervention Type E - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
Greater use of continuous and downloadable data recorders	<b>Mixed views</b> (41% supportive; 50% unsupportive)	<b>Mixed views</b> (49% supportive; 31% unsupportive)	<b>Moderate approval</b> (62% supportive; 16% unsupportive)
Greater use of speed limiting technology	<b>Mixed views</b> (36% supportive; 51% unsupportive)	<b>Moderate approval</b> (64% supportive; 18% unsupportive)	<b>Strong approval</b> (71% supportive; 14% unsupportive)
Greater use of technology to prevent drivers from starting the vehicle if they are above the legal drink drive limit, if:			
- compulsory for 17-20 year olds	<b>Moderate approval</b> (56% supportive; 31% unsupportive)	<b>Strong approval</b> (71% supportive; 13% unsupportive)	<b>Strong approval</b> (76% supportive; 10% unsupportive)
- compulsory for 17-25 year olds	<b>Mixed views</b> (52% supportive; 35% unsupportive)	<b>Strong approval</b> (70% supportive; 13% unsupportive)	<b>Strong approval</b> (75% supportive; 10% unsupportive)
- voluntary and linked to cheaper car insurance	<b>Strong approval</b> (81% supportive; 11% unsupportive)	<b>Strong approval</b> (85% supportive; 5% unsupportive)	<b>Strong approval</b> (69% supportive; 15% unsupportive)

Technology-based options received ‘moderate’ to ‘strong’ approval from survey respondents, with some ‘mixed’ views from young males and females (Table 5.5). Young females were substantially more supportive of speed limiting technology and ‘alcolocks’ than male drivers. This may reflect lower levels of confidence in their driving ability and less of an association of driving with power, speed and ‘showing off’. Focus group participants appeared to be more supportive of these interventions than survey respondents<sup>16</sup>, and could see clear road safety benefits.

Mandatory use of additional technology is seen as too intrusive on young people’s freedom and seen as creating a ‘big brother’ society. However, voluntary use of technology linked to lower insurance premiums, in a business

<sup>16</sup> There was considerable confusion about how a speed limiter would work in practice; what limits would apply on 30, 40, 50 mph roads; and whether the system could be overridden in an emergency. Some focus group participants assumed that this would not be possible and therefore considered this to be a dangerous intervention. Survey respondents may have had similar concerns.

context, or by parents as a condition for lending their car, was seen as more acceptable. There was a view that young people shouldn't be singled out for this type of intervention, and that the focus should be on all drivers or offenders. The technology must be unobtrusive, reliable and low cost for it to become acceptable. Focus group participants and survey respondents raised a number of issues which questioned the effectiveness of these types of interventions (Table 5.6).

Most comments against 'alcolock' technology related to the likelihood that people would find ways around it. A number of focus group participants suggested that newly qualified drivers should be given breathalysers to test their alcohol level before driving. Another suggestion was that breathalysers should be available in pubs, clubs and restaurants.

#### c) Parents, carers and others

Parents were more supportive of technology-based interventions (Table 5.5), but some questioned the effectiveness of the approaches and felt that there was a limit to how much could be done to protect young drivers.

*"I think you've just got to grit your teeth when your kids pass their test." (Focus group participant)*

### **Technologies that make cars safer**

#### a) Road safety community

*"Young drivers probably aren't interested in safety features, but this is because safety isn't a message that has been pushed". "The typical profile of a lost life is a young person who when buying a car would not even think about air bags or other safety features." (Focus group participant)*

One stakeholder suggested that there should be greater coverage of the use of common in-car technology (e.g. sat-navs, adaptive cruise control, ABS, etc.) within the formal driver training and testing approach.

Manufacturers and car magazines are also seen as having an important role to play. However, it was noted that most young people buy second-hand cars, so the potential for improvements in this area to be effective is limited, unless insurers support young drivers in purchasing new, safer vehicles.

**Table 5.6 – Comments from young people, for and against technology based interventions**

Comments in support of technology based interventions	Comments against technology based interventions
<p>General:</p> <ul style="list-style-type: none"> <li>• Would influence driving style and behaviour of some drivers</li> <li>• Could encourage insurance companies to offer cheaper car insurance, Rewards good drivers</li> </ul>	<p>General:</p> <ul style="list-style-type: none"> <li>• Adds to the cost of driving</li> <li>• Doesn't tackle the root causes of accidents / preventative measure rather than a cure</li> <li>• Would find a way around the technology</li> </ul>
<p>Data recorders:</p> <ul style="list-style-type: none"> <li>• Could provide evidence in the event of a collision or incident</li> <li>• People who drive safely should have nothing to hide</li> <li>• Could be used in training to show when a driver has made a mistake and what the consequences could be / enables parents to help young people learn to drive and advise new drivers</li> </ul>	<p>Data recorders:</p> <ul style="list-style-type: none"> <li>• Young people don't like the idea of parents knowing their exact movements</li> <li>• Removes trust between parents and young people</li> <li>• Parents are often poor drivers and are not in a position to comment on young people's driving</li> <li>• Could make some young drivers self-conscious or feel under pressure</li> <li>• Data could be incorrectly interpreted</li> <li>• Wouldn't affect driving style at the time / drivers would forget about the technology</li> <li>• Would only work on people who drive safely anyway</li> </ul>
<p>Speed limiters:</p> <ul style="list-style-type: none"> <li>• Could reduce fuel consumption</li> <li>• One less thing to worry about</li> <li>• Could also prevent people driving too slow</li> <li>• Would target 'risk-takers'</li> </ul>	<p>Speed limiters:</p> <ul style="list-style-type: none"> <li>• What about in emergency situations when faster speeds are required to avoid an accident; overtake or get to a destination</li> <li>• Takes away opportunity to do something wrong and learn from it</li> <li>• Speed cameras can do the same job more cheaply</li> </ul>
<p>Alcolock technology:</p> <ul style="list-style-type: none"> <li>• It would make people think twice about drinking and driving and would possibly stop it altogether</li> <li>• Good for the day after drinking alcohol as it is difficult to sometimes know if you are still over the limit</li> <li>• If it was linked to a person's thumb print or retina then it that would be a good idea</li> </ul>	<p>Alcolock technology:</p> <ul style="list-style-type: none"> <li>• Could easily get someone else to use it who hadn't been drinking.</li> <li>• Unsure as to how would they be fitted on all cars</li> <li>• Would cost a lot of money</li> <li>• A preferred option is for pubs, clubs and restaurants to have breathalysers so that people could use them before they tried to drive home</li> </ul>



## 5.7 Intervention Type F – Encouragement and leadership, including incentives and working with the private sector

This section presents views and opinions regarding the separate roles of the insurance industry, employers, parents and carers, and central government in providing incentives to encourage young people to drive safely and providing an encouragement and leadership role.

### Role of the insurance industry

#### a) Road safety community

Stakeholders identified a road safety role for the motor insurance industry in terms of providing road safety information offering real discounts on premiums for those taking action to demonstrate safe driving, reducing premiums for learner drivers to enable more young people to use the family car for supervised practice, and as part of a voluntary GDL initiative based around a parent-young person agreement.

A number of companies have developed insurance policies that are targeted at young drivers (see Appendix A), but this remains a 'niche' market. For example, Young Marmalade offers a combined car purchase and insurance scheme, and insurance and GPS provider, i-Kube, encourages young people to leave their car at home between 11pm and 5am by offering financial discounts on premiums.

A number of stakeholders highlighted a need for more insurers to provide financial incentives for steps taken to reduce risk (like the Young Marmalade and i-Kube schemes) to make the market more competitive. There is currently limited competition in this part of the insurance market, and insurance comparison websites now enable young drivers to purchase cheap insurance from insurers who do not require additional qualifications (such as Pass Plus) or other protective measures.

Insurance initiatives involving the use of continuous data recorders to encourage safe driving were seen as having a role to play. At present, cost is a limiting factor, but as the cost comes down it is expected that more insurers will be incorporating this type of technology into policy offerings in the coming years.

The nature of the business model which many insurers follow means that actively encouraging safer driving is not as high a priority for most insurance companies as other aspects of the business, such as maximising margins from wider investments and tackling the increase in personal injury claims. In addition, many claims relate to low speed 'prangs', when drivers temporarily lose concentration.

Insurers are only able to offer reduced premiums where there is clear evidence that a road safety intervention reduces the number and severity of collisions and hence, the number and size of claims made. There is scepticism about the impact of Pass Plus on claims and insurers have mixed views regarding the value

of IAM qualifications. A common view amongst insurers is that those taking advanced driver training are genuinely interested in becoming better drivers, and probably already represent a low risk. Other young drivers see advanced training as a tick box exercise and further training may not lead to safer driving. Issues relating to Pass Plus have already been discussed in detail in Section 5.3.

When new initiatives are introduced, lack of evidence about impacts means that insurers often choose not to take the new initiative into account until evidence on benefits becomes clearer. If the cost of a proposed technology option is high and there is a risk of damage in a collision, then this might outweigh any road safety benefits for insurance premiums.

Concerns were raised that there is a huge amount of ignorance amongst young people about what insurance is for, with many believing that it is intended just to cover the cost of the vehicle. A number of stakeholders felt that this topic should be given much greater coverage in pre-driver training and education initiatives.

Two stakeholders felt that there was too much emphasis placed on insurance companies providing the 'big solution'; and that others, including parents and employers, have a part to play. Put another way, if other non-insurance initiatives work, then the cost of insurance will potentially fall naturally in future.

#### b) Young people

**Table 5.7 – Intervention Type F - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
Incentives to undertake additional driver training:			
- cheaper car insurance	<b>Strong approval</b> (91% supportive; 3% unsupportive)	<b>Strong approval</b> (90% supportive; 6% unsupportive)	<b>Strong approval</b> (89% supportive; 5% unsupportive)
- financial support to help with training fees	<b>Strong approval</b> (78% supportive; 8% unsupportive)	<b>Strong approval</b> (94% supportive; 3% unsupportive)	<b>Strong approval</b> (81% supportive; 6% unsupportive)

Cost was a significant concern for young people regarding proposals relating to training, testing and use of technology. Cheaper car insurance or financial support to help with training fees were popular suggestions for encouraging young drivers to undertake additional driver training amongst most respondents but were least popular with male drivers aged 21 to 25 years<sup>17</sup>.

<sup>17</sup> Only 80% were supportive of cheaper car insurance, and only 65% were supportive of help with training fees, as incentives for undertaking further training.

## Role of the employer

### a) Road safety community

Employers have a 'duty of care' towards their employees. A number of stakeholders identified a need for employers to take more responsibility for how employees drive, and for the road safety community to raise awareness of this duty and provide appropriate support. This might include paying for young drivers to participate in driving at work training interventions provided by a2om, drivesmarter, IAM, RoSPA and others.

*“Employers can’t influence what vehicles employees drive to work, but can play a role in promoting the road safety message through posters, company policy (e.g. no use of mobiles while driving, zero blood alcohol level), not phoning employees while they are driving, not setting unrealistic schedules, providing employees with road safety education.” (Focus group participant)*

One stakeholder identified a need for additional driver training qualifications to be given more prominence by employers.

*“There should be an opportunity for young prospective employees to demonstrate to potential employers that they are responsible drivers – perhaps through the type of licence they hold or through additional training they have done.” (Focus group participant)*

One stakeholder thought that the Scottish Government should work more closely with the alcohol industry, to promote road safety messages.

Another felt that the Health and Safety Executive could play a greater role in enforcing employers' duty of care towards their employees; combined with a programme of measures designed to raise awareness about their role in ensuring employees are safe while driving at work.

### b) Young people

**Table 5.8 – Intervention Type F - Online survey results**

Proposed intervention	Young males	Young females	Parents, carers and others
Incentives to undertake additional driver training:			
- Employers valuing additional driver training	<b>Moderate approval</b> (61% supportive; 15% unsupportive)	<b>Strong approval</b> (78% supportive; 9% unsupportive)	<b>Strong approval</b> (76% supportive; 5% unsupportive)

Only 39% of young male drivers aged 21 to 25 years supported the proposal for greater recognition of additional driving qualifications by employers, although support was higher amongst all young male and female respondents, including

drivers and non-drivers (Table 5.8). This may reflect concerns about reduced employment opportunities.

More generally, focus group participants recognised that employers have a role to play but views varied in terms of whether responsibility should be focused on the employer or the young driver. A number of participants described incidents where they had felt uncomfortable being asked to drive an unfamiliar vehicle (car or van) without any training or advice.

## **Role of parents and carers**

### **a) Road safety community**

The potential valuable role of parents in influencing driving behaviour and attitudes, and supporting young drivers, was stressed by most stakeholders.

Most felt that the 'parent role' is an underused resource, but acknowledged that parents are often unaware of the role they can play and that the road safety community could do more to address this. Most identified a need for more guidance for parents on their role in supporting young drivers.

However, it was felt that parents differ in their views about bringing up their children, in terms of their potential and ability to be a good role model. It was acknowledged that it can be very difficult to influence the behaviour of young people, particularly if they have their own money and have a strong interest in cars. In addition, parents that are interested in taking a more active role are probably the ones who are already setting a good example.

One stakeholder described difficulties in involving parents in road safety education events; reporting that many did not see driving or road travel as a high risk. Another pointed out the mixed evidence regarding the effectiveness of parent-child contracts or agreements.

In general, limited evaluation evidence makes it difficult to determine what form of parent-related intervention is most effective.

### **b) Young people**

Focus group participants had mixed views about the role of parents, some seeing them as an important influence on driving style and behaviour, others stating that they wouldn't be influenced by their parents' bad habits and that parental advice can *'go in one ear and out the other'*.

There was some support for parents attending some sort of awareness course while their children were learning to drive. Fifty-seven percent of young males and 65% of young female survey respondents were supportive of awareness courses for parents.

### c) Parents, carers and others

Seventy-three percent of parents, carers and others responding to the online survey were supportive of awareness courses for parents.

Parents see their role as instilling safe driving behaviour, and supporting and supervising learning. Post-test, their role depends on whose car the young person is driving and who is paying for the insurance and petrol. Once young people buy their own car, the parental role virtually disappears. Parents generally viewed their role as limited and believed that young people needed to be allowed to learn from their own experiences.

#### **Role of central and local government**

Focus group participants were asked if there was anything that would encourage them to drive less often. Higher fuel prices, cheaper and better public transport, and better local facilities were identified as factors that would encourage young people to drive less. However, a number commented that there was no alternative in rural areas.

*"I live in a small town. I need to drive...there aren't any major bus routes"*  
(Focus group participant)

## **5.8 Summary of debate findings**

Table 5.9 identifies the preferred approaches for addressing young driver safety, as identified by stakeholders from the road safety community; young people; and parents, carers and others:

- stakeholders were asked to identify their top three suggestions for addressing young driver safety. The number of ticks indicates the relative popularity suggested approaches
- online survey respondents were asked to indicate their level of support for a range of approaches. Table 5.9 identifies those which received 'strong support', i.e. 65 to 100% of responses were 'very supportive' or 'supportive'. Responses are shown separately for young male and young female respondents, and
- focus group participants were asked to write down what they thought were the three best ways for improving road safety amongst young drivers in Scotland. Those approaches included in Table 5.9 represent the top five suggestions. The numbers in brackets indicate the number of participants suggesting these approaches. Some participants used this exercise as an opportunity to highlight their opposition to specific interventions - "Allow young people to drive at night." (Focus group participant).

The approaches presented represent **common themes** considered within the debate.

Approaches 'preferred' by all four groups include:

- strengthen learner driver training and testing approach (Intervention Type B), and
- road safety awareness courses for pre-drivers, learners, novice drivers and, in the opinion of the road safety community, younger groups (Intervention Type A).

In addition, awareness courses for young driver offenders were identified by three groups (Intervention Type D). This topic was not widely covered in focus group discussions.

In general, there was strong support amongst young people, and parents, carers and others, for interventions relating to education and training for younger children and pre-drivers (Intervention Type A); interventions relating to enforcement and restorative justice (Intervention Type D); and encouragement and leadership measures (Intervention Type F). Views and opinions were mixed regarding education, training and testing interventions for learner and novice drivers (Intervention Type B); graduated driver licensing and license restrictions (Intervention Type C); and use of technology to regulate driving and encourage better driving behaviour (Intervention Type E).

Parents were generally more supportive of interventions than young people, and young females were more supportive of interventions than young males. Differences across the three groups (young males; young females; and parents, carers and others) were most marked for interventions relating to:

- strengthening the learner driver training and testing approach (Intervention Type B)
- graduated driver licensing and license restrictions (Intervention Type C), and
- use of technology to regulate driving and encourage better driving behaviour (Intervention Type E).

Young males were slightly more supportive than young females of making the driving test harder. Young males had confidence in their ability to pass a harder test, while females can find the testing process a stressful experience and favour a minimum period of training or practice before taking the practical test.

Young people, particularly young males, were more supportive of those interventions which would not affect their driving opportunities. For example:

- both sexes opposed restrictions on driving at night and driving with passengers, but were less opposed to a requirement to display green 'P' plates to inform other drivers that they have only recently passed their test,

and were less opposed to a ban on driving high performance vehicles, which were generally seen as unaffordable anyway, and

- young males had mixed views on mandatory use speed limiting technology, alcolock technology, and continuous and downloadable data recorders; and many commented that they would find ways round the technology if required to install it in their car – in contrast young females, and parents, carers, and others were more likely to view these type of interventions as having a valuable role to play.

In general, young males, particularly those still at school and those who had left school but had not continued into further or higher education, tended not to view themselves as being at risk while driving; instead focusing on the risks facing passengers and other road users. They did not seem to be aware that they were more likely to be involved in a road collision than other drivers.

Young people aged 17 to 20 year olds, were also less supportive of education and awareness interventions than 21 to 25 year olds; and were also less supportive of financial incentives to encourage safe driving than 21 to 25 year olds.

Overall, graduated driver licensing options attracted least support from all groups, although in general, parents, carers and others were far more supportive than young males. However, opposition to these options reduces with age, from 17 to 20 to 21 to 25 years) and most forms of graduated licensing would be supported by the majority of drivers on the road, particularly those over 25 years.

**Table 5.9 – Summary of preferred approaches (common themes) amongst those involved in the debate**

<b>Proposed intervention</b>	<b>Stakeholders</b> Themes receiving strongest support from interviewees	<b>Young people</b> Themes receiving strong support	<b>Young people</b> Themes receiving strongest support from focus group participants	<b>Parents, carers and others</b> Themes receiving strong support
<b>A – Learner driver training, education and testing</b>				
A greater focus on pre-driver education and training (as part of a life-long approach to road safety education)	✓✓	✓ (M, F)	✓ (awareness courses while learning or post-test – mentioned by 19 participants)	✓
<b>B – Other education and awareness interventions</b>				
Strengthen learner driver training and testing approach	✓✓	✓ (F) <sup>18</sup>	✓ (make Pass Plus compulsory or incorporate into main test – mentioned by 36 participants)	✓
Insurance incentives to undertake additional driver training		✓ (M, F)		✓
<b>C – Graduated driver licensing and licence restrictions</b>				
Some form of graduated licensing	✓✓	✓ (F) <sup>19</sup>	✓ (limit on engine size – mentioned by 26 participants)	✓
Lower alcohol limit <u>for all</u>			✓ (mentioned by 37 participants)	
<b>D – Enforcement and restorative justice</b>				
More enforcement by police	✓			
Awareness courses for young driver offenders	✓	✓ (M, F)		✓
<b>E – Use of technology</b>				
Financial incentives to encourage voluntary use of safety-related technology such as alcolocks		✓ (M, F)		✓
Mandatory use of alcolock technology		✓ (F)		✓
Greater use of speed limiting technology			✓	✓
<b>F – Encouragement and leadership</b>				
Encourage greater involvement of parents by providing appropriate information and support tools	✓	✓ (F)		✓

<sup>18</sup> Support relates to a minimum period of training or practice before taking the practical test.

<sup>19</sup> Young females were supportive of graduated licence scheme involving a ban on driving high performance cars and a lower drink drive limit.



## 6. Interventions for promoting young driver safety

### 6.1 Introduction

This chapter presents specific interventions for promoting young driver safety which were identified in the debate, or in existing literature and reports or from brainstorming within the study team. A brief summary describing the ‘*source*’ for each intervention is described below.

The options presented here do not represent an exhaustive list but are intended to represent the range of different types of approaches discussed in the debate. An initial assessment has been undertaken to ensure that the options presented here are implementable and would seek to tackle the causal factors and break the causal chain for common young driver accidents.

A brief summary describing the ‘*rationale*’ for each intervention is described below, indicating how the intervention would address the causal factors identified in Chapter 2, where appropriate. In addition, each option has been categorised in terms of whether or not it seeks to:

- improve driver competency and ensure young people gain the knowledge and experience that make experienced drivers safer (*‘driver competency’*)
- influence attitudes and behaviour regarding safe driving, speeding, drink and drug driving, seat belt wearing, over confidence and peer pressure, etc. (*‘attitude/behaviour’*)
- prevent injury accidents by minimising or removing risks (*‘preventative’*), and/or
- encourage safe driving by focusing on broader issues such as eco-driving, the purpose of car insurance, the role of safety-related car technology, etc. (*‘broader driving issues’*).

The interventions have also been subject to a more detailed assessment, against a range of criteria relating to evidence of effectiveness, acceptability, affordability, and broader impacts on young people.

The range of options presented here are targeted at different stages of the learning to drive process, including the pre-driving phase, during the learning period, and post-test. Some interventions are already being implemented but could be delivered on a larger or more intense scale, while others would represent new approaches within Scotland. Any intervention taken forward will need to be subject to further research and a full evaluation of impacts. Some interventions will require public bodies, and in some cases non-public bodies, to work in partnership to deliver them.

**Table 6.1 – Intervention Type A - Education and training options for younger children and pre-drivers**

A	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
A1	<p><b>Increase the amount of road safety education provided to school children, as part of the Curriculum for Excellence.</b></p> <p>Source: Common theme within stakeholder interviews.</p> <p>Rationale: Seeks to raise awareness and influence attitudes from an early age.</p>		●		●
A2	<p><b>Increase the amount of pre-driver training offered by schools, technical colleges, employers, and local authorities (including qualifications such as SQA’s Safe Road User Award and Fife’s BTEC in Driving Science).</b></p> <p>Source: Common theme within stakeholder interviews.</p> <p>Rationale: Seeks to influence attitudes and behaviours, and influence how and when young people learn to drive.</p>		●		●
A3	<p><b>More use of innovative approaches, including use of social networking and mobile phone downloads by providers of road safety interventions.</b></p> <p>Source: Identified in study brief.</p> <p>Rationale: These types of media are commonly used by young people, on a regular basis. They could provide an effective means of getting road safety messages across to young people alongside more traditional approaches such as TV and cinema adverts and classroom-based education interventions.</p>		●		●
A4	<p><b>Published young driver ‘accident maps’ showing the location of car occupant casualties involving at least one young driver. <u>(New intervention)</u></b></p> <p>Source: Used in Wales.</p> <p>Rationale: Designed to highlight high risk routes to young people, to help target enforcement and identify need for engineering-based solutions.</p>		●		

An additional intervention proposed by some survey respondents was the use of role models (e.g. a Scottish Premier League footballer) to promote road safety issues and to help launch new interventions. However, this approach has proven to be problematic in the past (particularly when celebrities have subsequently been caught speeding), and Road Safety Scotland now have a policy not to use high profile celebrities in this type of role. This suggestion has therefore been excluded from the above list.

**Table 6.2 – Intervention Type B – Education, training and testing for learner and novice drivers**

B	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
B1	<p><b>A regulated learning environment e.g. a minimum period of learning and supervised practice/training, requirements for learners to log their learning experience and provide a record of their experience in driving in different conditions for discussion during the practical test, additional practical assessments during the learning process, etc. (New intervention)</b></p> <p>Source: DSA's Learning to Drive Consultation (DSA, 2008), IAM Motoring Trust (2008), stakeholder interviews. General agreement from road safety community, young people, and parents/carers that the current test does not prepare drivers sufficiently.</p> <p>Rationale: Seeks to improve driver competency by encouraging more supervised practice in a wider range of conditions and encouraging reflective learning. Seeks to addresses the following causal factors: inexperience and poor judgement in more difficult driving conditions, and inadequate control of the car, and likely to increase average 'survival time' if it delays the age for independent driving (see Chapter 2).</p>	•			
B2	<p><b>Strengthen the practical driving test so that it tests driving in a wider range of conditions. (New intervention)</b></p> <p>Source: Stakeholder interviews, focus group participants and survey respondents. General agreement from road safety community, young people, and parents/carers that the current test does not prepare drivers sufficiently.</p> <p>Rationale: Seeks to addresses the following causal factors: inexperience and poor judgement in more difficult driving conditions. General agreement from the road safety community that the current test does not prepare drivers sufficiently. Requirements may encourage more pre-licence practice, with positive benefits.</p>	•			
B3	<p><b>Mandatory attitude and awareness interventions as part of the learning process (pre or post-test). (New intervention)</b></p> <p>Source: Stakeholder interviews. Similar requirements exist in other European countries, including Switzerland and Austria (see Appendix A).</p> <p>Rationale: Addresses gap in the current driver training/testing process. Seeks to addresses the following causal factors: over confidence; a lack of understanding and attitude that make experienced drivers safer; incomplete training and a practical test that focuses too heavily on vehicle control.</p>		•		•
B4	<p><b>Increase participation in post-test driver training options, e.g. Pass Plus, IAM's Momentum driver training initiative, and a2om's e-learning package.</b></p> <p>Source: Qualitative Research undertaken for the Scottish Government in 2008 (ODS, 2008), stakeholder interviews, focus group participants and survey respondents. General agreement from road safety community, young people, and parents/carers that the current test does not prepare drivers sufficiently.</p> <p>Rationale: Seeks to addresses the following causal factors: inexperience and poor judgement in more difficult driving conditions; inadequate control of the car; a lack of knowledge, understanding and attitude that make experienced drivers safer. General agreement from the road safety community that the current test does not prepare drivers sufficiently.</p>	•	•		•

B	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
B5	<p><b>Continuous Professional Development (CPD) training for Approved Driving Instructors, and information to help learners select Approved Driving Instructors. (New intervention)</b></p> <p>Source: Scottish Government response to the DSA's Learning to Drive Consultation (DSA, 2008). EU-funded HERMES project (DGTREN, 2010)<sup>20</sup> undertaken to address identified need for CPD training.</p> <p>Rationale: Young people report that the quality of instruction varies between ADIs; that ADIs vary in terms of the range of driving conditions (including weather conditions and urban/rural driving) that they are willing to expose their pupils to; and the level of information and advice provided on gaining further training. Intervention seeks to raise the standard and consistency of training provided across all instructors so that young drivers are more prepared for driving on Scotland's roads.</p>	•	•		•

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<sup>20</sup> Draws on best practice and research to develop a short 3-5 day training course for driving instructors to allow them to develop their 'coaching' skills.full reference

**Table 6.3 – Intervention Type C – Graduated driver licensing and licence restrictions**

C	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
C1	<p><b>A GDL approach for all newly qualified young drivers involving restrictions and minimum age, training, practice or safe driving period requirements. (New intervention)</b></p> <p>Source: Study brief, stakeholder interviews, various international examples.</p> <p>Rationale: Seeks to minimise or remove exposure to risks, particularly those relating to lifestyle issues (e.g. peer pressure, passenger distraction, social driving at night), driving in difficult conditions (e.g. night driving), and inadequate control of high performance vehicles.</p>			•	
C2	<p><b>As C1 but with reduced restrictions for young drivers who have undertaken approved post-test driver training. (New intervention)</b></p> <p>Source: Variation of C1, various international examples.</p> <p>Rationale: Provides an incentive for post-test training (see B4).</p>	•	•	•	•
C3	<p><b>As C1 but for offenders only. (New intervention)</b></p> <p>Source: Variation of C1.</p> <p>Rationale: Seeks to minimise or remove exposure to risks for those drivers which are most likely to be at risk. Provides an incentive for non-offenders to drive safely.</p>	•	•	•	•
C4	<p><b>Mandatory carrying of P (Probationary) Plates or similar. Could be combined with Options C1 to C3 to help enforce any form of graduated licensing initiative. (New intervention)</b></p> <p>Source: Used in Northern Ireland, in conjunction with a 45 mph speed limit for newly qualified drivers.</p> <p>Rationale: To indicate to other road users that the vehicle is being driven by a newly qualified driver and to encourage other drivers to give novice drivers more time and consideration. It could also act as a reminder for novice drivers to drive safely, particularly if the plates were additionally displayed in the vehicle.</p>		•	•	
C5	<p><b>A requirement to undertake post-test training, practice and/or assessment after passing the current practical test within a given time limit or licence revoked. (New intervention)</b></p> <p>Source: Stakeholder interviews. International examples e.g. Austria's 'multiphase education approach.</p> <p>Rationale: Reflects views from some stakeholders that training and education initiatives would provide a better and more effective approach than GDL. In addition, young drivers recognised the importance of gaining experience in a the range of driving conditions covered in Pass Plus, but indicated that strong incentives would be required to encourage most to participate voluntarily.</p>	•	•	•	•

C	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
C6	<p><b>Introduce a lower drink drive limit for all drivers. (<u>New intervention</u>)</b></p> <p>Source: Study brief. Considered in the North Review. The Transport Select Committee proposed a 20 mg/100 ml limit for new drivers (DfT, 2008). International examples e.g. Canada, Australia, Austria (see Chapter 4).</p> <p>Rationale: DfT has identified drink driving as one of five key factors associated with collisions involving younger and older drivers (see Chapter 2).</p>			<ul style="list-style-type: none"> <li>•</li> </ul>	

**Table 6.4 – Intervention Type D – Enforcement and restorative justice**

D	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
D1	<p><b>Option for young offenders to attend a driver awareness course as an alternative to a fine and penalty points for specific motoring offences. (New intervention)</b></p> <p>Source: Stakeholder interviews. Increasingly popular in England.</p> <p>Rationale: Provides an incentive for taking part in additional education interventions. Could be used to target offences relating to speeding, and other offences relating to careless and inconsiderate driving.</p>		●	●	
D2	<p><b>Post-court educational interventions for young drivers committing serious traffic offences.</b></p> <p>Source: Stakeholder interviews, literature review.</p> <p>Rationale: Provides an incentive for those most at risk to take part in additional education interventions. Targets serious offences relating to speeding; careless and inconsiderate driving; ignoring traffic signs; and using a special road contrary to scheme or regulation.</p>		●	●	
D3	<p><b>More strategic and targeted (risk-based) enforcement by police e.g. visiting employers after collisions while driving for work, use of more night patrols, building relationships with ‘cruisers’ etc.</b></p> <p>Source: Stakeholder interviews, IAM Motoring Trust ( IAM 2008).</p> <p>Rationale: Seeks to influence the behaviour of those most at risk.</p>		●	●	
D4	<p><b>Encourage on and off-duty police officers, and other responsible groups, to report young drivers observed breaking the law (e.g. speeding, mobile phone use) so that a warning letter can be issued.</b></p> <p>Source: Stakeholder interviews. Trialled by some Scottish Police authorities.</p> <p>Rationale: Seeks to identify and influence the behaviour of those most at risk.</p>		●	●	
D5	<p><b>Amendment to existing legislation to make not wearing a seat-belt an endorsable offence which could result in penalty points on a driver’s licence<sup>21</sup>. (New intervention – Not just a young driver intervention)</b></p> <p>Source: Stakeholder interviews. Northern Ireland example.</p> <p>Rationale: DfT has identified lack of seat belt wearing as one of five key factors associated with collisions involving younger and older drivers (Department for Transport (2008a). Non-use of seatbelts is a contributory factor in collisions related to social driving at night and weekends, particularly in the context of passengers travelling in the rear seats (IAM, 2008).</p>			●	

<sup>21</sup> At present, drivers found not wearing a seat-belt can only be fined, as this is not an endorsable offence.

**Table 6.5 – Intervention Type E – Use of technology**

E	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
E1	<p><b>Mandatory use of technology such as event or continuous data recorders, Intelligent Speed Adaptation devices, and alcolocks for young driver offenders. <u>(New intervention)</u></b></p> <p>Source: Literature review, stakeholder interviews, IAM (2008). Rationale: Seeks to regulate driving or encourage better driving, and minimise exposure to risk.</p>			●	
E2	<p><b>Raise awareness of the role of new and existing technologies (including data recorders, alcolocks, sat-navs, anti-lock braking systems, air-bags, etc.) amongst young drivers, employers, and parents.</b></p> <p>Source: Literature review, stakeholder interviews, IAM (2008), international example (e.g. Safety Halls in Sweden – see Appendix A). Rationale: Interventions which encourage young drivers to drive ‘safer’ should reduce the number and severity of collisions. In-car safety features have contributed to reduced casualties in recent years.</p>			●	



**Table 6.6 – Intervention Type F – Encouragement and leadership, including incentives and working with the private sector**

F	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
F1	<p><b>Require all tenderers for Government contracts to have a Managing Occupational Road Risk (MORR) policy in place, with a focus on young drivers, where appropriate. (New intervention)</b></p> <p>Source: Stakeholder interviews. Also proposed in Scotland's Road Safety Framework.</p> <p>Rationale: Between 25% and 33% of road traffic accidents in Great Britain involve somebody who was using the road for work purposes<sup>22</sup>. Intervention seeks to ensure that young drivers are adequately prepared to drive at work. Ensures working practices do not encourage unsafe driving practices.</p>				•
F2	<p><b>Strengthened Health and Safety at Work legislation, mandating specific risk assessment for young people. (New intervention)</b></p> <p>Source: Stakeholder interviews. On a related issue, RoSPA has been campaigning to have the driving seat recognised by the Health and Safety Executive as a place of work, and a number of organisations including BRAKE, RoSPA and the TUC have called for all road accidents involving a driver who was working at the time to be reported under RIDDOR<sup>23</sup> in order to get more accurate road injury statistics and help raise the profile of young driver safety amongst employers<sup>24</sup>.</p> <p>Rationale: Between 25% and 33% of road traffic accidents in Great Britain involve somebody who was using the road for work purposes<sup>25</sup>. Intervention seeks to ensure that young drivers are adequately prepared to drive at work. Ensures working practices do not encourage unsafe driving practices.</p>	•		•	
F3	<p><b>More information about insurance products that are tailored to young drivers.</b> This option could be combined with other education and awareness options (Type A).</p> <p>Source: Stakeholder interviews.</p> <p>Rationale: Seeks to raise awareness about insurance-based incentives offered to young drivers who are able to demonstrate that they have taken actions to ensure safe driving behaviour.</p>				•

<sup>22</sup> <http://www.roadsafe.com/programmes/work.aspx>.

<sup>23</sup> Accidents that occur on the public road are not currently reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995 (RIDDOR), even if they involve someone at work at the time, unless a vehicle is transporting dangerous goods.

<sup>24</sup> [http://www.iosh.co.uk/news\\_and\\_events/connect/51\\_good\\_practice\\_occ\\_road\\_ris.aspx](http://www.iosh.co.uk/news_and_events/connect/51_good_practice_occ_road_ris.aspx)

<sup>25</sup> <http://www.roadsafe.com/programmes/work.aspx>

F	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
F4	<p><b>More information for young drivers about the makes models and features that help reduce insurance premiums.</b> This option could be combined with other education and awareness options (Type B). Source: Stakeholder interviews. Rationale: Seeks to encourage young drivers to purchase vehicles which have been shown to be associated with low collision rates.</p>				•
F5	<p><b>More information for employers regarding their role in young driver safety and guidance on how they can best perform this role, drawing on RoSPA's Young Driver at Work project, benefits of eco-driving, and the use of data recorders in vehicles used to drive for work.</b> Source: Literature review (e.g. RoSPA, 2009), stakeholder interviews. Rationale: Between 25% and 33% of road traffic accidents in Great Britain involve somebody who was using the road for work purposes<sup>26</sup>. Intervention seeks to ensure that young drivers are adequately prepared to drive at work.</p>	•	•		•
F6	<p><b>Encourage employers to recognise additional driver training qualifications. (New intervention)</b> Source: Study brief. RoSPA has been particularly proactive in encouraging employers to consider the safety of young drivers at work, through its Young Driver at Work Project (see Appendix A). Rationale: Between 25% and 33% of road traffic accidents in Great Britain involve somebody who was using the road for work purposes<sup>27</sup>. Intervention seeks to ensure that young drivers are adequately prepared to drive at work. Ensures working practices do not encourage unsafe driving practices.</p>	•	•		•
F7	<p><b>More information for parents regarding their role in young driver safety and guidance on how they can best perform this role (including advice on parent-young person agreements).</b> Source: Scotland's Road Safety Framework (Scottish Government (2009a)). literature review (parent-young person agreements), stakeholder interviews. Rationale: Parents have a significant impact on young drivers from an early age, in terms of influencing behaviour and attitudes, providing support and advice, influencing how and when a young person learns to drive, providing financial support for professional driving lessons, and allowing the family car to be used for supervised practice (or purchasing a car for the learner).</p>	•	•		•

<sup>26</sup> <http://www.roadsafe.com/programmes/work.aspx>.

<sup>27</sup> <http://www.roadsafe.com/programmes/work.aspx>.

F	Description	Driving competency	Attitude/ Behaviour	Preventative	Broader driving issues
F8	<p><b>Further measures to improve public transport availability at night, in conjunction with ‘reduce mileage/don’t travel’ messages.</b> This option could be combined with other education and awareness options (Type B).</p> <p>Source: Study brief.</p> <p>Rationale: Trains and buses are safe modes in comparison to travel by car, and greater use of these options by young people will lead to both safety and environmental benefits. McKenna (2010b) suggests that major interventions (e.g. free bus passes) to stimulate public transport use by older age groups are quite common and could be extended to young people in order to reduce the habit of car driving before it has started.</p>			●	●
F9	<p><b>Much greater coverage of eco-driving techniques into education and awareness courses for learner or new drivers or employers, highlighting the financial benefits of such an approach.</b> This option could be combined with other education and awareness options (Type B).</p> <p>Source: Literature review, stakeholder interviews.</p> <p>Rationale: The principles behind eco-driving – planning ahead, preparing early for junctions, traffic lights and so on, maintaining a consistent steady speed – are all measures that make people safe drivers; and also deliver financial savings (see Appendix A). An eco-driving approach could be covered in education interventions for pre-drivers and be given greater coverage within the current practical driving test<sup>28</sup>.</p>		●		●

<sup>28</sup> At present, driving test examiners provide drivers with feedback on how eco-efficient their driving style has been during the test. However, a candidate will not be ‘failed’ because they haven’t demonstrated eco-safe driving techniques.

## 6.2 Detailed assessment

The interventions identified above have been assessed against a range of criteria to inform the recommendations. The criteria are broadly based on those used in the Scottish Transport Appraisal Guidance (STAG), and include: evidence of effectiveness, support and/or acceptability amongst young people and parents/carers, risks including deliverability and enforcement issues, affordability, and broader impacts on young people.

Interventions have been categorised as 'weak', 'moderate', and 'strong' (or for the broader impacts on young people low, medium and high) against each of the above criteria, drawing on evidence from existing research and from the debate.

The process represents a high level and primarily qualitative assessment rather than a detailed appraisal of the proposed interventions.

It is recognised that this type of approach will always involve an element of subjectivity in terms of how the interventions are scored. However, it should be noted that the process is designed to help compare options, illustrate some of the strengths and weaknesses of the different approaches, highlight issues for further consideration, and inform the recommendations in Chapter 7. No attempt has been made to weight the various criteria or, score or rank different options.

A more detailed description of the assessment criteria is presented in Appendix E, along with a summary of the assessment results.

Recommendations are made for the majority of interventions listed in Table 6.1 to 6.6, and are presented in Chapter 7. Recommendations have not been made for a small number of interventions where the evidence considered in the assessment process suggests that it is not appropriate to do so, for one or more of the following reasons:

- significant deliverability challenges have been identified (e.g. B2), and
- the evidence of effectiveness suggests that the intervention will have little impact on young driver safety (e.g. D2).

## 7. Discussion of intervention types and recommendations

This chapter presents recommendations for improving young driver safety, drawing on the findings of the debate (presented in Chapter 5) and the detailed assessment of options discussed in Chapter 6 and presented in Appendix E. Supporting research evidence and case studies are referred to, where relevant.

Recommendations are categorised as follows:

- **action** - implement now
- **collect evidence/evaluate** - collect further evaluation evidence (e.g. through pilot initiatives) before determining the scale and nature of implementation on a wider scale, and
- **advocate** – encourage others (e.g. the UK Government or the Driving Standards Agency) to take action.

Each recommendation that is accepted will need to be captured in an action plan with lead and support agencies and external partners identified.

### 7.1 Intervention Type A – Education and training for younger children and pre-drivers

This section discusses recommendations targeted at younger children and pre-drivers, and then examines the use of innovative approaches to getting road safety messages across to young people.

It is important to note that **there is currently limited evaluation evidence regarding the long term effectiveness of education interventions for younger children and pre-drivers**, apart from evidence cited by Durkin and Tolmie (2010) on early intervention which suggests that children who are exposed to an intervention at an early age (6 to 10 years) could reap benefits in terms of reduced risk taking behaviour by the time they leave school, but that older children (9 to 11 years) are less susceptible. However, while there is little evidence to prove their effectiveness, there is also limited evidence to suggest that they don't work. While such interventions may not perform 'conversion' work on those currently driving or about to drive with bad attitudes they may well do 'maintenance' work, supporting and maintaining those whose current orientation is to see good driving as necessarily involving safe driving.

While the road safety stakeholders interviewed demonstrated strong support for evidence-based road safety education, as part of a life-long approach, it was widely acknowledged that these interventions will have **little impact on a minority of young drivers (mainly male) who enjoy taking risks.**

### **Younger children and pre-drivers**

Most stakeholders emphasised the importance of a life-long approach to learning, including the need for intervention from an early age (**Intervention A1**). This view is supported by evidence cited by Durkin and Tolmie (2010) as described in the earlier part of section 7.1 Clearly, the content of the intervention and whether it is pursued through the schooling system is important, as are other factors which are likely to influence the child's attitudes and behaviour.

Road Safety Scotland (RSS) provides free road safety educational resources for schools from early years through to end of secondary school although the use of these in schools is not compulsory and often competes for time in the curriculum with other health related subjects such as drugs and alcohol misuse.

**Recommendation 1 (Action):** Continue to encourage a life-long approach to learning in all schools, as part of the Curriculum for Excellence through the provision of free resources and support, to help ensure that all pupils are taught about road safety issues as pedestrians and cyclists, as car passengers, and as future drivers.

Stakeholders from the road safety community have identified a need for pre-driver interventions (**Intervention A2**) which cover issues surrounding practical aspects of driving, including:

- non-car options / 'eco' facts
- information on pre-test courses / choosing when and where to learn to drive / choosing an instructor / pros and cons of supervised learning / eco-driving
- the need for insurance, what it covers, and the availability of policies tailored for young drivers
- vehicle choice / features that make cars safer / technology options to regulate driving or encourage better driving / legal issues / after test issues and assistance, and
- risks to young drivers.

They also suggested that coverage of factors which affect the cost of driving may provide a means of effectively engaging with young people.

An important topic is choosing when to learn to drive. Research by Wells et. al. (2008) shows that the longer a young driver waits to learn to drive the more likely

it is that he/she will be a safer driver. Methods that delay the onset of driving by law or policy may not be practicable or welcomed by the public, but promulgation of relevant facts to young adults and parents may allow the public to consider these issues for themselves.

Pre-driver interventions need to be carefully designed and fully evaluated, as there is some evidence that they can encourage drivers to take their test earlier than would otherwise be the case (McKenna, 2010a). As most people sit their test at 17 further consideration needs to be given to the timing of such an intervention, recognising that the opportunities for ensuring wide-spread voluntary participation in any education intervention decreases significantly once young people have left school.

A new education resource is currently being prepared by RSS called 'Get in Gear', which is designed to assist those who organise pre-driver events for pupils in 5<sup>th</sup> and 6<sup>th</sup> years, apprentices and first year university students. The resource will be web-based and aims to provide a toolkit for partners which will enable them to provide the best possible training when organising young driver interventions. It seeks to explain why this approach should be chosen over others, outline best practice by providing access to resources using a 'shopping basket' approach which will allow users to select the best solution to specific problems in their own geographical areas. In addition to this optional area, there will be a 'must do' section which will emphasise compulsory modules such as training of trainers, evaluation, and links to Curriculum for Excellence.

RSS also provide information for parents and carers of those who are learning to drive. We recommend these should be linked under the same brand and the resource should also include information for employers.

Feedback from the debate suggests that young people are fairly ambivalent about education interventions, suggesting **a need for innovative approaches** encompassing classroom-based, theatre-style, and online resources such as e-learning materials. There is also a danger of information overload, requiring interventions to be carefully planned.

Many young people, parents, and stakeholders identified the 'Safe Drive Stay Alive' intervention (see Appendix A), and other similar interventions (**Intervention A2**), as being particularly effective in making young people think about the consequences of unsafe driving behaviour. However, concerns have been raised within the road safety community (McKenna, 2010a) about the effectiveness of this type of intervention in delivering casualty reduction benefits. Research also suggests that these type of interventions can cause emotional damage (where participants have friends or relatives who have been involved in serious or fatal conditions), can present bad behaviour as 'normal', and for some individuals, can increase the attractiveness of risk-taking activities by raising awareness about the risks involved. A number of young people suggested that these interventions would have more relevance if received **once the young person has real**

**experience of driving.** We recommend that further evidence is collected regarding the potential benefits of delivering this as a post-test rather than a pre-test intervention, recognising that strong incentives will be needed to encourage young drivers to attend.

**Recommendation 2 (Collect evidence/Evaluate):** Collect further evidence on the benefits of a broad range of education and training interventions, delivered before and while young people learn to drive. Interventions ‘tested’ should include:

- those covering practical aspects of driving, such as choosing whether, when, where and how to learn to drive, vehicle choice and the role of safety features, and information about eco-driving and insurance, and
- hard-hitting one off interventions such as Safe Drive Stay Alive.

We recommend that pilot interventions are developed using Road Safety Scotland’s new toolkit resource for young driver interventions, ‘Get in Gear’.

### **Innovative approaches to getting road safety message across**

Use of new media such as social websites, discussion forums and mobile phone downloads (**Intervention A3**) is now being used by a range of organisations (including the DSA, see Appendix A) to provide road safety messages. In Scotland, Road Safety Scotland has made use of the Xbox gaming platform to target road safety messages and Lothian and Borders Police has used Bluetooth technology to warn people in pubs not to drink and drive. These types of media are commonly used by young people, on a regular basis, and could provide an effective means of getting road safety messages across to young people alongside more traditional approaches such as TV and cinema adverts and classroom-based education interventions. A potential location for road safety advertising and information is the insurance comparison websites. However, further evidence is required about their long term effectiveness in terms of reducing road casualties.

Road safety stakeholders, parents and other older persons generally see these approaches as essential means to engaging with young people. However, a substantial proportion of young people felt that these approaches are an inappropriate use of social media. Typical comments were that these sites are for socialising not learning, are likely to be ignored, and risk alienating some young people some of whom viewed messages as ‘patronising and intrusive.’ Other risks include misuse by certain types of drivers (with competitions to report or record the most dangerous driving practices), exposure of younger children to hard hitting adverts, information overload and dilution of road safety messages, due to difficulties in targeting messages appropriately. While there is a role for limited and targeted use of new media, there still appears to be a role for more traditional memorable television and cinema adverts.



Trials should target different age groups, from young children up to 25 year olds, and beyond. Evidence collected in this debate suggests that use of social networking websites should be limited and targeted, and used to provide messages which would not be harmful if received by a younger audience.

Specific interventions which could be developed include alerts about the adverse weather conditions in the local area and tips about how to drive in these conditions; and online interactive hazard awareness games (or 'apps') with leagues to encourage participation and competition; and learning to drive applications or games. These interventions were popular suggestions amongst young people, and are in keeping with concerns raised.

**Recommendation 3 (Collect evidence/Evaluate):** Collect further evaluation and evidence, through trials and pilots, to determine the effectiveness road safety messages using a range of innovative approaches, including e-learning methods, computer gaming environments, and web-based applications and downloads.

Trials should target different age groups, from young children up to 25 year olds, and beyond. Evidence collected in this study suggests that use of social networking websites should be limited and targeted, and used to provide messages which would not be harmful if received by a younger audience. Subject to the findings, consider delivering these type of interventions more widely, alongside more traditional approaches used to provide road safety education.

## 7.2 **Intervention Type B – Education, training and testing for learner and novice drivers**

This section presents recommendations relating to the current test and post test driver training.

### **Current test**

There was general agreement from the road safety community that the current test does not prepare drivers sufficiently and widespread recognition amongst young people of the need for experience in a wide range of driving conditions during the initial learning and testing period or as part of a post-test intervention.

Regulating the learning environment (**Intervention B1**), involving a minimum period of learning or training and use of a log book<sup>29</sup>, represents one option for addressing these issues; and was opposed by only 26% of young males and 10% of young females (based on survey results). This approach would provide more opportunities to experience a range of driving conditions in a supervised

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<sup>29</sup> To encourage reflective learning and document the learning experience (including experience of driving in different conditions).

environment and would delay the age for solo driving; both of which have been shown to reduce casualties<sup>30</sup>.

In addition, evidence from around the world suggests that pre-licence driving practice reduces post-licence driving risk (OECD and ECMT, 2006). The report concludes that “*post-licensing driving risks would be greatly reduced if all learner drivers were to acquire much higher levels of pre-licensing driving experience*”, but found that formal pre-licence driver training with a qualified driving instructor is not consistently effective as a safety measure. This does not mean that formal training has no value, but that traditional training methods focus primarily on creating drivers who are technically competent and able to pass the driving test. The report concludes that in order to create safe drivers, training should focus on self-assessment, and on teaching an understanding of the factors that contribute to risk (**Intervention B3**). It should be noted, however, that much of the evidence used in the report comes from schemes where learner drivers are aged 15 or 16.

However, there is no guarantee that learners will practice more if a minimum learning period is introduced or practice in different conditions. There is also a risk that more young people will drive without a licence and undertake no formal training, increasing their accident risk.

Strengthening the practical driving test so that it tests driving in a wider range of conditions (**Intervention B2**), represents an alternative approach; but is less popular, particularly amongst young females, and presents practical challenges in terms of testing drivers in different conditions.

Both approaches represent a significant change to the current system (which is reserved to the UK Parliament and administered through the Driving Standards Agency and Driver Vehicle Licensing Agency) and would be opposed by many young drivers due to a potential increase in the cost of learning to drive (due to the need for more training, longer lessons, and more re-tests).

**Recommendation 4 (Advocate):** Encourage the Driving Standards Agency to review the case for a minimum period of learning and a requirement to demonstrate experience in different driving conditions via a log book or practical assessments, in no more than five years time. If this is not considered at a UK level, explore how this could be taken forward in Scotland, if trends in the scale and nature of young driver casualties continue to cause concern and there is evidence that other interventions being implemented will not deliver the level of improvement required.

Young people report that the quality of instruction varies between Approved Driving Instructors (ADIs); that ADIs vary in terms of the range of driving

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<sup>30</sup> Wells et al. (2008) show that the experience of driving in challenging conditions (e.g. busy town centres and driving in the rain) for at least two hours when learning is associated with longer ‘survival times’ (in months or miles) before having a first accident. Age is also an important factor with older drivers ‘surviving’ accident-free longer than younger ones.

conditions (including weather conditions and urban/rural driving) that they are willing to expose their pupils to and the level of information and advice provided on gaining further training. A requirement for ADIs to undertake Continuous Professional Development (CPD) training (Intervention B5) would raise the standard and consistency of training provided across all instructors so that young drivers are more prepared for driving on Scotland's roads.

**Recommendation 5 (Advocate):** Feed into the work of the Driving Standards Agency to develop a Continuous Professional Development (CPD) intervention and encourage or require Approved Driving Instructors (ADIs) to participate in additional training. The intervention should seek to improve the dissemination of appropriate information from ADI to pupil in relation to future risks, attitudes and availability of post-test assistance.

### **Post- test driver training**

Increasing participation in post-test training interventions (**Intervention B4**) represents another approach, which could address concerns about the adequacy of the current test to prepare drivers sufficiently to cope with conditions on the roads.

The OECD and ECMT (2006)<sup>31</sup> report that post-licence training can have both positive and negative effects on driver safety. Negative effects occur when training focuses on vehicle control skills such as skidding, possibly because young drivers become over-confident about their ability to handle a car in dangerous conditions, which they would previously have avoided. A number of studies (e.g. Keskinen et al., 1992; Gregersen, 1996; and Engstrom et al., 2003)<sup>32</sup> have concluded that post-test training should focus on risk awareness issues, including improving knowledge, experience and recognition of dangers (**Intervention B3**), rather than vehicle control.

Young drivers are open to gaining more driving experience after passing their test but specific concerns were raised about the effectiveness of Pass Plus. Road safety stakeholders commented that it is often delivered in one day rather than over an extended period, focuses on how rather than why, can be treated as a 'tick box' exercise, and has not been subject to any formal evaluation. Young people also queried the quality of tuition provided and questioned the financial benefits in terms of reduced premiums. The case for making Pass Plus compulsory in its current form is therefore weak. There are also practical difficulties in requiring young drivers to demonstrate competence in coping with certain road conditions including motorways and box junctions, which do not exist in some rural parts of Scotland.

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<sup>31</sup> Reported in OECD and ECMT (2006), Young Drivers – The Road to Safety.

<sup>32</sup> Quoted in OECD and ECMT (2006) and Husband (2010).

Again, cost is a key concern. Incentives which reduce the cost of driving, including real discounts on insurance premiums<sup>33</sup> or subsidised petrol, would make post-test training interventions more attractive to young drivers.

Most post-test driver training options currently available to young drivers in Scotland have not been fully evaluated. We therefore recommend that evaluation evidence is collected on the effectiveness of undertaking post-test training, as part of a holistic life-long approach to learning. Evaluation evidence currently being collected by the DSA on the effectiveness of its new Attitude Advisor tool (Appendix A) will form an important part of the evidence base.

Young drivers and parents could then be made aware of the range of evaluated and recommended post-test training interventions available when applying for their test. Financial incentives could be offered to those who 'sign-up' before taking their test. This approach would seek to encourage quick uptake of training post-test and would ensure decisions are made when parents are likely to be most able to influence a young person's driving decisions and behaviour.

Feedback from young people suggests that those most at risk (including persistent driving offenders) are unlikely to undertake additional post-test training unless it becomes mandatory, for example, as a condition for obtaining a full licence (similar to Austria's 'multiphase education' approach, described in Appendix A). While there would be concerns about the cost, the findings from this debate suggest that most young people and other members of the public would appreciate the benefits of such an approach.

The opportunities for ensuring wide-spread voluntary participation in any education intervention decrease significantly once young people have left school, suggesting a need to link participation in some way to applying for or passing the theory or practical test, on a voluntary or mandatory basis. One longer term option could be to change the physical method of issuing the first full licence and require newly qualified drivers to attend a short training intervention before receiving the paper licence (two to three weeks after passing the test)<sup>34</sup>. This would allow a period of reflection post-test and would provide an opportunity to discuss the responsibilities of becoming a qualified driver. Feedback from young people indicates that many would not attend these types of interventions unless they were mandatory.

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<sup>33</sup> At present, young drivers can often find cheaper insurance offers, which do not require further driver training experience, through use of insurance comparison sites. To be effective in encouraging take-up of further training, the discount needs to be applied at 'checkout'.

<sup>34</sup> Currently the law permits a new driver to start driving immediately after a successful practical test and before a physical licence is delivered in the post to a candidate's home address from the DVLA. The examiner takes a candidate's provisional licence, scans the details and sends it electronically to DVLA.

**Recommendation 6 (Collect evidence/Evaluate):** Evaluate the effectiveness of undertaking post-test training, as part of a holistic **life-long** approach to learning. Investigate the effectiveness of accreditations for post-test training courses to encourage insurers to offer lower insurance premiums (representing a real discount) for young drivers who have taken effective action to improve their safety. Consider whether financial incentives would be effective in persuading young drivers to take up evaluated post-test training.

### 7.3 Intervention Type C – Graduated driver licensing and licence restrictions

This section presents recommendations relating to graduated driver licensing and the drink drive limit.

#### Graduated driver licensing

Graduated licensing seeks to minimise or remove exposure to risks, particularly those relating to lifestyle issues (e.g. peer pressure, passenger distraction, social driving at night), driving in difficult conditions (e.g. night driving), and inadequate control of high performance vehicles.

There was strong support for some form of graduated licensing (**Intervention C1 – C5**) amongst the **road safety community**, linked to both age and experience, however there are concerns about the practicalities of enforcing such a scheme given the limited resources available to the police, and the fact that drivers are not currently required to carry identification. Those who were less supportive considered that training and education initiatives would provide a better approach for all. They also highlighted concerns that the benefits derived from schemes in other countries may not be transferable to a Scottish context.

The OECD and ECMT (2006) report that most evaluations of graduated licences undertaken to date have reported 'significant reductions in crashes and fatalities', but with wide variations in effectiveness. The effectiveness of the previous licensing system is an important factor, as is the number and type of GDL elements. A number of studies demonstrate the casualty benefits of night time and passenger restrictions, for example:

- Senserrick and Whelan (2003) cite a number of studies identifying substantial benefits for night time driving restrictions
- Vlakved (2004) reports that the presence of friends in the vehicle has been shown to have an adverse influence on young drivers' driving style, while the presence of parents has been found to have a positive influence
- Chen et al. (2000) found that for 16 and 17 year old drivers in the North America, the risk of death doubled when taking three passengers compared with one, at all times of the day, and

- research published by Cardiff University (Jones and Palmer, 2010) estimates that the introduction of a GDL in the UK involving restrictions of carrying passengers and driving at night for those aged 17 to 19 could save more than 200 lives and result in 1,700 fewer serious injuries each year.

Casualty reduction recorded in the US following implementation of GDL systems has been attributed, in some part, to the increased participation of parents. Simons-Morton (2007) reports that stricter state restrictions have made parents more aware of the risks involved in novice driving due to stricter state restrictions. The approach has also empowered parents to apply their own rules.

**Young people** involved in the debate were generally opposed to graduated licensing options involving restrictions on vehicle use (i.e. night use, passenger numbers) though not, apart from a quarter of the young male drivers, on vehicle performance. In some forms, these vehicle use options place unfair restrictions on most safe drivers; limit employment, social and educational opportunities (particularly those in rural areas); and **do not address the need for more experience and training in more challenging driving conditions**. While exemptions for work, education, and other non-recreational driving could be introduced, it is difficult to see how such an approach could be effectively policed.

Restrictions on driving high performance cars would be most acceptable to young drivers, partly because these vehicles are unaffordable to most and also because there is perceived to be a clear link to road safety benefits. The OECD and EMCT report (2006) however, is sceptical about the safety benefits of this approach suggesting that the riskiest drivers tend to choose the most powerful cars, but are also most likely to have an accident regardless of the type of vehicle they are driving. Furthermore, lower performance cars often have poorer safety features.

A requirement to display P, R or N plates for a probationary period is seen as more tolerable by young people, but the road safety benefits are unclear to many. However, use of these types of plates could help to enforce any GDL intervention.

Young drivers are open to gaining more driving experience after passing their test and recognise the benefits of doing so. Relaxing restrictions for those who volunteer for post-test training would increase the attractiveness of a GDL scheme for most young people, and address concerns that graduated licensing on its own does not address the need for more experience and training in more challenging driving conditions. The possibility of requiring young drivers to undertake post-test training whether on-road, classroom or e-learning as part of the GDL scheme (similar to Austria's 'multiphase education' approach) should also be considered.

Perhaps not surprisingly, **parents, carers and others** involved in the debate were far more supportive of most graduated licensing options, and felt that a probationary period would allow young people to gain experience and develop

their skills in less challenging conditions and/or in potentially safer vehicles. Stakeholders from the road safety community also considered that some form of graduated licensing approach would be an effective measure for reducing the number of young drivers killed and seriously injured on Scotland's roads.

**In general**, opposition to the proposed interventions reduces with age (including from 17 to 20 years to 21 to 25 years) and **most options would be supported by the majority of drivers on the road**. Table 7.1 shows the level of opposition to licensing constraints and restrictions, including 'a harder driving test for all' and a 'minimum period of training/practice before learners can take a practical driving test'.

**Table 7.1 – % of survey respondents who drive and are 'unsupportive' or 'very unsupportive' of restrictions on licensing**

Restriction	Gender	Young people (17–20 yrs)	Young people (21–25 yrs)	Parents, carers and others (>25 yrs)
A ban on driving AT NIGHT	M	95%	84%	50%
	F	84%	76%	45%
A ban on driving AT NIGHT unless accompanied by a passenger over the age of 21 who has held a full licence for 3+ years	M	85%	73%	38%
	F	78%	67%	35%
A limit on the number of passengers in the vehicle, aged 16-25, DURING THE DAY	M	85%	70%	20%
	F	77%	54%	19%
A limit on the number of passengers in the vehicle, aged 16-25, AT NIGHT	M	71%	62%	16%
	F	65%	45%	12%
Do you think there should be a probationary period for newly qualified drivers?	M	51%	42%	5%
	F	43%	22%	6%
Compulsory use of P Plates	M	51%	35%	10%
	F	25%	24%	6%
Support for a harder driving test for all	M	40%	35%	16%
	F	50%	32%	15%
A ban on driving high performance cars	M	31%	27%	5%
	F	18%	16%	2%
Support for a minimum period of training/practice before learners can take a practical driving test	M	26%	22%	6%
	F	13%	6%	7%

*Note – Those without a licence are excluded from this analysis. The results may therefore differ slightly to those presented in Chapter 5.*

These specific proposals are discussed in the previous section but could be incorporated within a GDL scheme. From midway down the table, generally there

are less than 50% of young drivers against: restrictions relating to a probationary period for newly qualified drivers, use of P Plates, a harder driving test, a ban on driving high performance cars, and a minimum period of training/practice before learners can take a practical driving test.

The introduction of a GDL scheme in Scotland would represent a radical step that would be strongly opposed by many young drivers, and would be at odds with the recommendations in the Calman Report on Scottish Devolution (Commission on Scottish Devolution, 2009) that driver licensing and the standard of driving expected from those using the integrated road network of Great Britain should remain a responsibility of the UK Government. The Scottish Government does not have devolved powers in relation to driver testing and licensing.

It should be recognised that, in the short to medium term, the background of other interventions in Scotland and across the rest of Great Britain is not static and it may be premature to attempt to implement radical change whilst other ideas are being 'tested'. For example recent changes to the driving test and the new DSA competency framework have not yet had time to mature.

A GDL approach could deliver significant benefits and the evidence supporting the effectiveness of such an approach is stronger than for most safety interventions considered in the debate.

**Recommendation 7 (Collect evidence/Evaluate):** Gather evidence to help consider whether and, if so, how graduated licensing could be implemented in Scotland. Consideration should be given to how this could be implemented in a manner that secure approval from young and inexperienced drivers, while still being effective in reducing the number of young drivers killed and seriously injured on Scotland's roads. The possibility of requiring young drivers to undertake post-test training as part of the GDL scheme (similar to Austria's 'multiphase education' approach), or relaxing restrictions for those who volunteer for post-test training, should be considered.

### **Drink drive limit**

There is consensus amongst the road safety community, many young people, parents and others that there should be a lower drink drive limit for all and not just young drivers (**Intervention C6**). All groups perceive a clear link between stricter limits and road safety benefits. Allowing drivers to drink more when they reach a certain age would send out the wrong message about drink driving and would not address the problem amongst older drivers. 'Zero tolerance' would remove temptations to drink moderately and address uncertainty about safe drinking levels, but questions were raised about whether 'zero tolerance' is practical or enforceable.

These views are consistent with the findings of the North Review of Drink and Drug Driving Law (North, 2010), which concluded that while there is a strong case for a lower limit for the first five years of driving (based on evidence that



inexperienced drivers may be more affected by the adverse effects of alcohol and at lower levels), there are real policing difficulties with age related provision and singling out novice drivers fails to address the issue that the most problematic group of young drivers are those in their mid twenties<sup>35</sup>. However, the report recommended that the Government should review the situation after five years and, if the anticipated casualty reductions in that population do not materialise, consideration should then be given to introducing a limit of 20 mg/100 ml for those drivers. The overall recommendation of the report was that the current prescribed blood alcohol limit of 80 mg / 100 ml of blood should be reduced to 50 mg / 100 ml for all drivers, but should not be reduced to 20 mg/100 ml as such a change in the UK would risk the loss of public support for strengthening drink drive legislation.

**Recommendation 8 (Action):** Introduce a lower drink drive limit in Scotland for all drivers. The Scottish Government should develop an action plan for introducing appropriate legislation once the Scotland Bill has been passed.

#### 7.4 Intervention Type D – Enforcement and restorative justice

There was strong support for introducing driver awareness courses for young drivers caught committing certain driving offences (**Intervention D1**), amongst all groups involved in the debate. Many young people would see this as preferable to penalty points suggesting high uptake, but evidence would need to be collected to determine the impact on casualty rates<sup>36</sup>. A number of young people thought that awareness courses should be in addition to penalty points.

**Recommendation 9 (Collect evidence/Evaluate):** Undertake a trial and evaluation of an optional road safety awareness course for young driver offenders, as an alternative to a Fixed Penalty Notice and penalty points. Significant experience exists in England to develop this intervention (e.g. Thames Valley Young Driver Scheme, which uses a cost-effective online approach).

Post-court education interventions (**Intervention D2**) represent a possible option for influencing the behaviour of serious offenders. The Road Safety Act 2006 (covering England and Wales) makes legal provision for a 'post-court educational intervention' for four serious traffic offences relating to speeding, careless and inconsiderate driving, ignoring traffic signs, and using a special road contrary to

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<sup>35</sup> Average annual mileage increases the longer a driver has been qualified, increasing exposure to risk. The risk of involvement in a drink drive accident remains high for a minority of male drivers until well beyond any conceivable probationary period.

<sup>36</sup> The Thames Valley young driver offender scheme is reported to be 60% more effective at reducing re-offending rates than Fixed Penalty Notices, but the impact on casualty rates has yet to be reported (see Appendix A).

scheme or regulation. Similar legal provisions to those contained in the Road Safety Act 2006 would need to be applied in Scotland before more general post court courses could be offered. On completion of a course, offenders could be offered a reduction or deletion of their endorsement points or disqualification period. In anticipation of the possibility of new courses in England and Wales, the DfT commissioned qualitative research to examine the likely effectiveness of this type of interventions (Beuret and Chorlton, 2010). The report, however, was sceptical about the effectiveness of this type of intervention concluding that *“the worst offenders will refuse the offer because of their preference for alternative penalties (in part resulting from their opinion of themselves as skilled drivers, being able to overcome disadvantages of disqualification, and seeing disqualification as worth it to lose points)”*.

There was a strong consensus amongst police and wider road safety community that increased police presence and intervention encourages safer driving. Targeted police enforcement (**Intervention D3 and D4**) is important in influencing the behaviour of those most at risk and identifying those who persist in driving recklessly, but is likely to be constrained by levels of available funding.

**Recommendation 10 (Action):** Ensure police enforcement continues to be a priority and is undertaken in a strategic and targeted manner, focusing on young drivers most at risk.

This might include more night patrols, working with organisations which employ a large number of young people driving for work, building relationships with ‘cruisers’, and sending warning letters to young drivers spotted breaking the law (e.g. speeding, or using a mobile phone while driving) by off-duty police officers.

A number of stakeholders identified the need to amend existing legislation to make not wearing a seat-belt an endorsable offence (**Intervention D5**). While we are unaware of any evaluation evidence to demonstrate the effectiveness of strengthening seatbelt legislation on driver behaviour, the DfT has identified lack of seat belt wearing as one of five key factors associated with collisions involving younger and older drivers (DfT 2008a). In addition, non-use of seatbelts is a contributory factor in collisions related to social driving at night and weekends, particularly in the context of passengers travelling in the rear seats (Institute of Advanced Motorists, 2008). This intervention requires discussion with the DSA and the UK Government to determine the likelihood of changes being implemented at a GB-wide level. The Scottish Government does not have devolved powers in relation to seatbelt legislation and a change to legislation in Scotland only would not be consistent with recommendations in the Calman Report that the standard of driving expected from those using the integrated road network of Great Britain should remain a UK Government responsibility.

**Recommendation 11 (Advocate):** Continue to press the UK Government to make not wearing a seat-belt an endorsable offence which could result in penalty points on a driver's licence and a fine for passengers (as in Northern Ireland), in the context of all drivers.

## 7.5 Intervention Type E – Use of technology

### Technologies to regulate driving or encourage better driving

Road safety stakeholders recognised the potential benefits of technology based interventions which seek to regulate driving or encourage better driving e.g. data-recorders, speed limiters, alcolocks (**Intervention E1**), but considered the opportunities for changing behaviour and driving style to be limited. Young people showed moderate to strong support for these types of interventions, particularly if they encouraged insurance companies to offer cheaper insurance. Voluntary take-up is likely to be limited, but a mandatory requirement for young drivers to install this type of technology would be seen as too much of a 'big brother' approach by most. In addition it is likely that drivers most at risk will find ways around the technology.

The impact these technologies on casualty numbers is poorly understood within a UK context, and we recommend that further evaluation evidence is collected.

**Recommendation 12 (Collect evidence/Evaluate):** Undertake separate pilot projects for use of speed limiting technology and black box data recorders, and evaluate the interventions. These could be based on voluntary participation or could involve working with a public body and installing the technology in all vehicles driven by young people for a work purpose.

### Technologies that make cars safer

Young drivers may be more cognisant of technologies that make cars safer (e.g. air bags, sat-navs, adaptive cruise control, anti-lock braking systems, etc.), and open to suggestion when purchasing a vehicle.

Research suggests that understanding of the use and role of technologies that make cars safer (e.g. anti-lock braking systems, etc.) (**Intervention E1**) is poorly understood. Research with DfT's Citizens' Panel for Road Safety (DfT, 2010) shows very poor public appreciation of the importance of these features when purchasing vehicles. When asked about European New Car Assessment Programme (EuroNCAP), almost two-thirds were not aware of this scheme, which provides consumers with information on the safety of different cars by using a star rating system. There was little appreciation of specific car safety features or the manufacturers' safety record as issues that the public would investigate before

purchasing a car. Greater awareness of EuroNCAP and other safety features could drive the market quicker than the present commercial led model.

In addition, some people wrongly believe that air bags are always sufficient to protect them in an accident, and that wearing a seatbelt as well is unnecessary. Young men are prominent amongst drivers not wearing a seat-belt (DfT, 2008b).

In-car safety features have contributed to reduced casualties in recent years. We therefore recommend that young people are made more aware of the role of new and existing technologies which make cars safer, as part of education and training interventions targeted at pre-drivers, learners and newly qualified drivers (see **Recommendations 2 and 6**).

## **7.6 Intervention Type F – Encouragement and leadership, including incentives and working with the private sector**

### **Role of the insurance industry**

Real discounts on insurance, to reduce the cost of driving, are seen as the most effective approach for incentivising young drivers to take-up further training or education. However, the cost of insurance is prohibitive to many young drivers and substantial discounts would be required to encourage some young people not to drive uninsured. The scope for insurers to offer significant discounts is currently limited by other commercial pressures and lack of evidence about the impact of additional training interventions on insurance claims.

Free or subsidised training interventions would be attractive to those with a genuine desire to become better drivers (who probably already represent a lower insurance risk). However, they are unlikely to be effective across the majority of young drivers unless associated with rewards which reduce the cost of driving (e.g. subsidised petrol).

Hard to reach groups, including high risk takers, are likely to require more targeted interventions such as awareness or rectification courses for young drivers. Image remains a problem, and unless further training is compulsory or 'cool' it will be difficult to attract those most at risk.

We recommend that the Scottish Government investigate the effectiveness of accreditations for post-test training courses to encourage insurers to offer lower insurance premiums (offering real discounts) for young drivers who have taken effective action to improve their safety. This is covered in **Recommendation 6** on post-test training. Road Safety Scotland's new Get in Gear education resource may include some form of accreditation scheme for new interventions.

## Role of the employer

The following recommendations build on the work of RoSPA's Young Drivers at Work Report (RoSPA, 2009) and issues raised by road safety stakeholders.

While support was generally high across all male and female survey respondents (61% for females, 78% for males), only 39% of young male drivers aged 21 to 25 years supported the proposal for greater recognition of additional driving qualifications by employers requiring young people to drive at work. This may reflect concerns about reduced employment opportunities. While this wouldn't be a popular intervention amongst those most likely to be effected, these results suggest that this approach would provide an effective incentive for young people with real implications in terms of employment opportunities.

**Recommendation 13 (Action):** Work with employers to improve the safety of young drivers at work. In particular, we recommend that the Scottish Government:

- raises awareness amongst employers regarding their role in young driver safety and provide guidance on how they can best perform this role, drawing on RoSPA's Young Driver at Work project
- raises awareness of the safety, environmental and financial benefits of eco-driving, and use of data recorders in vehicles used to drive for work
- encourages employers to recognise additional driver training qualifications
- ensures all tenderers for Scottish Government contracts have a Managing Occupational Road Risk (MORR) policy in place, with a focus on young drivers - the use of MORR policies is a legal requirement so this should not place a high burden on industry - a further recommendation is to measure the quality of such policies in tender evaluation methods so as to sharpen the industry's approach, and
- holds discussions with the Health and Safety Executive to discuss possible approaches including developing existing HSE Guidance Notes for employers, giving greater emphasis to young driver issues; encouraging risk assessments for young drivers; and application of RIDDOR to young driver collisions.

## Role of parents and carers

The valuable role of parents and carers in influencing driving behaviour and attitudes, and supporting young drivers, was stressed by most stakeholders. The parental role was identified as an under-used resource which could be effective pre- and immediately post-test.

Parents see their role as instilling safe driving behaviour, and supporting and supervising learning. Post-test, their role is viewed as more limited, particularly if young people pay for their car, insurance and petrol.

Stakeholders identified a need for greater awareness amongst parents and those supervising learner drivers about their role (**Intervention F7**). This should cover:

the safety benefits of delaying learning to drive; how to prepare for, structure and undertake practice sessions; advise on purchasing a vehicle; encouraging post-test training and parental involvement post-test (including ongoing advice and setting restrictions and guidelines).

These views are supported by wider research. As highlighted above, evidence from around the world indicates that pre-licence driving practice reduces post-licence driving risk (OECD and ECMT, 2006). This suggests that learners will benefit from gaining as much supervised practice as possible while they are learning to drive. Graham (2004) reports that parents place emphasis on themselves to teach their children the necessary driving skills, but that they often lack the important road user knowledge required to do so. Graham also provides evidence that young people can pick up bad habits from their parents. Simon-Morton and Hartos (2003) found that many parents are not involved in their children's driving much beyond the date that they pass their test.

The use of continuous data recorders to enable driving behaviour to be reviewed and discussed afterwards (such as the GreenRoad Safety Centre – see Appendix A.6) which forms part of Staffordshire's Young Driver Coaching Programme) is likely to be a useful tool for some parents and young people, but limited in uptake. As the cost of these units comes down over the next few years, it is likely that the number of insurance products offering lower premiums for drivers using recorders as part of a parental coaching initiative will increase.

Parent-young person agreements, representing a signed commitment from both parties to abide by a set of negotiated promises, could be used to control exposure to risk during the first few months of driving, when collision risk is high<sup>37</sup>. However, feedback from the debate suggests that 'buy-in' from parents and young people would be variable, and would not address the safety of young drivers in the highest risk group. Use of data recorders as part of such an approach would be seen by many young people as undermining issues of trust between parents and young people.

We recommend that the Scottish Government raises awareness amongst parents regarding their role in young driver safety and how they can best perform this role. Possible approaches might include raising awareness of on-line resources available (e.g. Road Safety Scotland's 'So, Your Teenager is Learning to Drive' leaflet and RoSPA's website - [www.helpingldrivers.co.uk](http://www.helpingldrivers.co.uk)); through schools' links with parents, through Approved Driving Instructors, and by mailing information to all parents with a 16 year old child; by encouraging the police and local authorities to provide education interventions for parents; and by encouraging insurers to provide guidance on the role that parents can play.

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<sup>37</sup> The approach can be treated as a form of voluntary graduated licensing by placing restrictions on exposure to high risk night time driving and restricting peer passengers. The approach signals the seriousness with which all parties view the topic, clarifies driving privileges, and controls exposure to risk during the first few months of driving when collision risk is high (McKenna, 2010b).

**Recommendation 14 (Action):** Raise awareness amongst parents regarding their role in young driver safety and how they can best perform this role, highlighting resources already available (e.g. Road Safety Scotland's 'So, Your Teenager is Learning to Drive leaflet) and providing advice on parent-young driver agreements.

### **Role of central and local government**

Trains and buses are safe modes in comparison to travel by car, and greater use of these options by young people will lead to both safety and environmental benefits. However, feedback from the focus groups with young people suggests substantial improvements are required across Scotland to encourage mode switch from car to bus or train or even to discourage mode switch from bus or train to car, particularly in rural areas. The number of young people choosing not to drive may be low unless there are attractive alternatives available using other modes.

**Recommendation 15 (Action):** In consultation with service users, improve public transport availability at night, in conjunction with 'reduce mileage/don't travel' messages, focused on locations where there are high numbers of young driver casualties and limited public transport provision.

## **7.7 Further overarching recommendations**

Two further sets of recommendations are proposed relating to the overarching issues of evaluation and funding.

### **Evaluation evidence**

Scotland's Road Safety Framework to 2020 recognises the need for sound evaluation evidence to ensure that actions taken are effective in helping to reduce road deaths and serious injuries. This requirement underpins all of the options identified above.

At present there is insufficient evidence to compare the effectiveness of the options considered in this report in a consistent manner. The Scottish Government has indicated that it will consider, with partners, local pilots of initiatives for evaluation and promulgation of results across Scotland. Any interventions taken forward will need to be supported by an appropriately funded evaluation approach.

**Recommendation 16 (Action):** Encourage better governance and evaluation of interventions. Ensure that road safety education and awareness interventions are based on scientific theory and evidence of effectiveness, and represent good value for money.

Alongside, or as part of RSS's Get in Gear Project, the Scottish Government, in partnership with road safety organisations, should support and encourage:

- evidence-based interventions, drawing on the BURSE<sup>38</sup> portal being developed by DfT and other means of sharing best practice / lessons learned
- evaluation of interventions, with reference to the E-VALU-IT online toolkit developed by DfT and RoSPA, and
- reduced duplication of effort where different organisations are developing different initiatives.

The Scottish Government should also:

- ensure interventions don't normalise bad behaviour, and
- prepare guidance on how to design road safety education interventions for young people, both pre- and post-qualification, reflecting recent research.

Improvements to published data on annual young driver casualties could include:

- inclusion of single-vehicle accident data for young drivers
- ensuring consistency in data presentation such that the key age range 17 to 25 and appropriate sub categories (e.g. 17 to 20, 21 to 25) are consistently used, and
- including time of day data and passenger casualty information.

A scoping exercise would need to be carried out to understand the cost and time of providing more comprehensive data in the annual publication of "Reported Road Casualties Scotland", considering the limitations of the STATS19 system of reporting.

## **Funding**

Given the current pressures on public spend, it is recognised that resources available for implementing these interventions will be limited and that funding from additional sources may be required. One potential source is Insurance Premium Tax (IPT) charged on car insurance premiums for all drivers. It is estimated that only a marginal increase in the chargeable rate would be

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<sup>38</sup> DfT and RoSPA have recently developed an online toolkit called E-VALU-IT (<http://www.roadsafetysafetyevaluation.com>), in collaboration with local authority practitioners, to help professionals to evaluate ETP projects. In addition, the DfT is leading the BURSE project (Better Use of Road Safety Evidence), which is aiming to help road safety professionals make better use of the road safety evidence that is available. The portal will provide an entry point to all major published and publically funded research, statistics, reports and good practice examples; and will provide advice to road safety practitioners about the relevance and importance of material to specific road safety challenges.



necessary to fund significant programmes of work, due to the current high total value of insurance premiums (in excess of £11 billion annually across Great Britain). This concept requires further investigation, particularly as this tax is currently administered by Westminster and given the general avoidance of hypothecated taxes within the UK.

**Recommendation 17 (Action):** Explore the possibility of using Insurance Premium Tax as a mechanism to raise revenue to fund road safety interventions.

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## Appendix A - Case study examples

### A.1 Introduction

This chapter presents case study examples for each of the intervention types identified in Chapter 3. The case studies presented here have been highlighted in research documents or by road safety stakeholders contributing to this study, as being effective or of potential interest.

The extent to which the case study interventions have been evaluated varies. In a minority of cases evidence has been collected regarding the impact on the number of young drivers involved in collisions. Other evaluations have focused on the number of young people found to be committing driving offences before and after the intervention. More generally, a qualitative evaluation has been undertaken focusing on feedback from participants. It is important to note that positive feedback does not mean that the intervention has been effective in reducing collision rates. Other initiatives have yet to undergo any formal evaluation.

### A.2 Intervention Type A – Education and training for younger children and pre-drivers

#### Crash Magnets (for pre-drivers)

Road Safety Scotland's **Crash Magnets**<sup>39</sup> resource and website for senior pupils aims to encourage responsible attitudes to driving before they get behind the wheel. The resource covers issues such as drink driving, speeding, seatbelt use and mobile phone use.

The Crash Magnets resource comprises a DVD with five programmes covering subjects such as; driver distraction, speed, the cruise culture and drink and drug driving. It delves into the role of the accident and emergency services and the harrowing aftermath of a serious crash. Young people from across Scotland are Vox Pop subjects in each programme, expressing opinions and talking about their experiences. This encourages students to feel confident about talking out in class about their opinions and experiences. Additional teaching materials stretching to ten lessons are also available.

A qualitative evaluation of the initiative, undertaken by Heriot-Watt University (2007) and based on feedback from participants, found that Crash Magnets: lowered intentions to speed in the future; lowered the acceptability of not wearing a seat-belt, speeding and drink-driving; and improved attitudes towards driving violations in general. Benefits were found to have a long-term and short-term effect. The evaluation did not look at actual impacts on collision rates.

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<sup>39</sup> [www.crashmagnets.com](http://www.crashmagnets.com)

### Safe Drive Stay Alive (for pre-drivers)

**Safe Drive Stay Alive** is a hard hitting drama-based approach, run by the emergency services in partnership with private and public sector partners and delivered to young pre-drivers (aged 14 to 17) in some parts of Scotland.

The Safe Drive Stay Alive website<sup>40</sup> describes the intervention as follows: *“As the drama unfolds and the emergency services arrive on the scene, the faces on film literally step onto stage. Pausing the film for a moment, they speak to the audience about their experiences, the reactions of the driver and passengers, the medical implications and how seeing such trauma affects them personally. Until the end, the audience is unsure which of the car’s occupants will make it.”*

The Safe Drive Stay Alive project has been successful in achieving a number of awards and accolades since its inception (including a Prince Michael of Kent International Road Safety Award).

Recent research, however, has raised concerns about the effectiveness of hard hitting approaches in the medium to long term, and has suggested that the emotional impact caused by these types of initiatives means that they are doing more harm than good<sup>41</sup>.

### Driving Standards Agency (use of innovative approaches)

The DSA has made good use of Twitter and Facebook<sup>42</sup>, both of which receive a large number of hits. The ‘I can’t wait to pass my driving test!’ page is regularly updated with driving tips and advice about learning to drive. There is also a discussion forum and links to YouTube. In January 2011, there were approximately 5,500 members.

Learning to Drive support materials, produced by the DSA, are available in a range of formats including books, CDs, computer games, etc. Others have produced mobile phone downloads based on DSA material.

### Road Safety Scotland’s Xbox initiative (use of innovative approaches)

Road Safety Scotland’s Driver Behaviour Strategy aims to reduce crashes involving younger drivers. According to media experts, young people are unlikely to see advertising on traditional media channels, preferring satellite television or gaming consoles as evening entertainment. RSS therefore worked with Microsoft to tap into the live gaming market, in an award winning initiative. In a world first, Microsoft agreed to trial geographical marketing within the **XBox environment**. RSS has now run two campaigns, one on drink driving and one to support the rural road distraction cinema advert. Using ISP addresses, RSS was able to

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<sup>40</sup> <http://www.safedrive.org.uk/shows.html>

<sup>41</sup> McKenna F (2010) Education in Road Safety: Are we getting it right? Report Number: 10/113 for RAC Foundation.

<sup>42</sup> <http://www.facebook.com/mydrivingtest>

target only those with a Scottish-registered address and, while users from across the world continued to see adverts from global companies, Scottish gamers saw road safety adverts.

There has been no formal evaluation of the long term impact of this approach, as yet, however the immediate short term impact has been found to vary for under 21s and 21-25s.

### **A.3 Intervention Type B – Education, training and testing for learner and novice drivers**

#### DSA's Learning to Drive programme

Following the Learning to Drive Consultation in 2008, the DSA has developed a Competency Framework, to be used as a basis for driver training and assessment. The framework is based around five key driving roles and 37 competency elements setting out the standard of driving that a safe and responsible driver is expected to meet:

- Role 1: Preparing the car/light van and its occupants for the journey
- Role 2: Guiding and controlling the car/light van
- Role 3: Using the road in accordance with the Highway Code
- Role 4: Interacting appropriately with other road users, and
- Role 5: Reviewing and adjusting driving behaviour over your lifetime.

The Competency Framework forms the basis for driver training and assessment improvements being implemented through the DSA's **Learning to Drive Programme**. The five components of the programme are:

- **The Theory Test Project** - Since September 2009 a case study component has been introduced to assess candidates' understanding of driving theory, and holders of the Safe Road User Qualification (SRUQ) have received a partial credit towards the theory test and been able to sit an abridged theory test
- **The Pre-Driver Project** – The **Safe Road User Qualification (SRUQ)** has been developed by the DSA and the Scottish Qualifications Authority (SQA). It is aimed at 14-16 year olds and comprises two forty hour modules covering knowledge and attitude in relation to road use. The course is designed to be taught in schools and colleges to pupils as part of, for example, their Personal, Health and Social Education (PHSE). The course is not compulsory so only a portion of school aged children will receive it
- **The Practical Test Project** – The Learning to Drive consultation acknowledged that the practical car test should focus less on manoeuvres and

more on general driving. The Practical Test will be progressively strengthened over several years following trials for the various proposed developments. From April 2010, candidates have been given the choice of being accompanied by an observer who would sit in on the practical test and would ensure that the candidates get the most out of the post-test feedback. Since October 2010, an assessment of competence to drive independently has been introduced

- **Modernising Driver Training Project** – The DSA has launched a trial to assess a proposed new learning to drive syllabus and process (including an accompanying student workbook), and
- **The Post Test Project** – The DSA is working with employers and others to develop a post-test training and CPD qualification.

The DSA has also developed a tool to assess driver attitudes, called the **Attitude Advisor**. The Attitude Advisor identifies attitudes by asking drivers to give their reactions to 20 different driving situations. The assessment then provides feedback which highlights the respondent's mix of safe and potentially risky driving attitudes, allowing the driver to review and reflect upon their own driving behaviour. The survey takes 15 to 20 minutes to complete. There is no pass or fail outcome.

The prototype version of the Attitude Advisor was first evaluated in a small scale trial in 2008. The results of the trial were sufficiently encouraging to develop the tool further. A major national trial of the next version of the Attitude Advisor, with over 3000 participants is currently in progress. The results of the trial will be used to validate and finalise the questionnaire and to decide its future use.

### Pass Plus

The DSA, with the help of insurers and the driving instruction industry, has developed **Pass Plus**. It is mainly aimed at new drivers in the first year after passing their test. The six training modules cover driving in different conditions: in town, in all weathers, on rural roads, at night, on dual carriageways, and on motorways. The course takes at least six hours to complete, with the majority of this time spent in the car. The cost is in the order of £150, depending on location.

Some local authorities in Scotland offer help with Pass Plus course fees by giving a subsidy for those residents who complete the Pass Plus programme. Fife was the first local authority to offer such a reduction. To date, over 4,000 new drivers in Fife have received training and a 27% reduction in collisions has been recorded.

To date, there has been no formal evaluation of the Pass Plus initiative. In January 2010, however, the DSA commissioned research on the development of



the Pass-Plus scheme for newly qualified drivers following concerns about its continued effectiveness.

#### Kirklees' Enhanced Pass Plus scheme

Kirklees Council uses a ground breaking driver training strategy to target high risk driver groups. Its subsidised Enhanced Pass Plus scheme aims to reduce crash involvement by:

- increasing the drivers' awareness of human factors that affect driving performance and their particular impact on novice drivers
- improving their ability to analyse near misses and self-evaluate driving performance, thereby becoming self-improving, and
- improving attitudes towards the driving task.

Kirklees has enhanced the DSA's six modules with three further enhancements. The scheme includes 8 hours of Pass Plus training plus a discussion group for £56. The main incentive for a novice driver is a reduced insurance premium.

Only 6% of the Kirklees Enhanced Pass Plus participants reported being involved in a collision three months post-course, compared to 23% of the control group (which consisted of clients from the standard pass plus scheme).

A formal evaluation of the scheme has been commissioned by the DSA, as part of wider research on the development of the Pass-Plus scheme for newly qualified drivers.

#### Staffordshire Pass Pus Extra

Pass Plus Extra is a scheme providing drivers with the opportunity of completing the DSA's Pass Plus scheme at a subsidised rate. All applicants must attend a compulsory two-hour interactive workshop to receive the subsidy.

At the time of the 'Young Drivers Road Safety Audit' of 2004 Staffordshire County Council was already subsidising participation in the Pass Plus scheme, being amongst the first to do so in England. In 2005 it was recognised that the Council were missing an opportunity to get added 'value for money' from funding the scheme, so ways of increasing the benefit received from providing the subsidy were investigated. As a result, the Shropshire decided to develop a road safety-based workshop to complement the scheme, which would provide the opportunity to engage with young and newly qualified drivers at a time when they would most benefit from road safety education.

The two-hour workshop was developed to be interactive and encourage participation, but most importantly it focused on the key areas where young drivers were most vulnerable. The aim was to focus on behavioural and attitudinal issues such as peer pressure, seat belt wearing and drink and drug

driving, rather than increasing pure driver knowledge such as road signs and so on. Attendance at the workshop is compulsory, entitling the applicant to receive the Pass Plus practical lessons for £60 or less.

The workshop has no PowerPoint content, unlike other enhanced Pass Plus workshop schemes, although a few video clips are shown. Instead, there are interactive tasks that have to be completed by clients. All workshops have a maximum of 14 clients in attendance, all working in pairs, so as not to pressurise any young driver unnecessarily.

Following the initial evaluation of the workshop, changes were made and a professionally produced pack was introduced. Several packs have been sold to other road safety units around the country, including Shropshire, Powys and Herefordshire.

### Momentum

The Institute of Advanced Motoring (IAM) has recently introduced **Momentum**, a 60 minute (home-based) online assessment and an on-road driving assessment with a qualified examiner. The programme costs £40 and is seen as an entry point to subsequently taking the full IAM Advanced Test. It addresses high risks such as rural roads, carrying passengers in the car, night-time driving and bad weather.

### A2om e-learning suite

Central Scotland and Fife Police are piloting an innovative and free computer-based e-learning training package, developed by a2om (and Dr Lisa Dorn). The package aims to influence attitudes and behaviour, in an engaging and interactive manner. It is currently offered to many schools in England, where it has been found to be effective. It is aimed at pre-drivers, those learning to drive and those wanting additional training.

The a2om e-learning suite is split into two sections: a2om highway and a2om mind:

- **a2om highway** is a fully interactive, on-line learning environment, which makes the theory of driving fun and stimulating. It seeks to develop knowledge and challenge attitudes in relation to driver behaviour, and
- **a2om mind** is designed to accelerate a new driver's ability to manage risk. Users are able to practise key skills that will help them to identify and deal with all kinds of risky situations.

The suite also includes mock DSA practical theory and hazard perception tests.

The pilot is being funded by the Strategic Road Safety Group set up to develop and implement Scotland's Road Safety Framework to 2020. The Group is

chaired by Stewart Stevenson MSP and includes health, police, fire and rescue, and Government representatives.

The e-learning suite will be offered to all 5th and 6th year students in Fife, while schools in Central Scotland will continue to receive training from road safety officers. The impact on casualty numbers will be compared after two years. Professor Steve Stradling is assisting the evaluation, to be led by Dr Paul Broughton of Owl Research.

#### BTEC in Driving Science

Fife Road Safety Unit and a2om have also developed a **BTEC in Driving Science**. This combines online learning with practical in-car tuition and is equivalent in level to a GCSE. The course has been developed in conjunction with leading universities including the Driver Behaviour Centre at Cranfield University and has been accredited by Edexcel. The Road Safety Unit is promoting the BTEC course through schools and colleges, and has also trained 26 local driving instructors to enable them to promote and run the course with their pupils. It is hoped that young people will take the course while learning to drive.

### **A.4 Intervention Type C - Graduated driver licensing and licence restrictions**

#### Graduated licensing in Northern Ireland<sup>43</sup>

Northern Ireland has operated a form of graduated licensing since 1968, requiring newly-qualified drivers to carry an 'R' (Restricted) plate for one year, and limiting them to a maximum speed of 45 miles per hour. The effect on road safety has been inconclusive.

The only comprehensive study of the Northern Ireland scheme was commissioned by the Department of Environment (Northern Ireland) from Queen's University, Belfast in 1992<sup>44</sup>. A random sample of drivers was contacted between June 1992 and March 1993. The original sample contained equal numbers of R drivers and those with between two and five years experience. A follow up survey was held a year later, between June 1993 and March 1994, and questionnaires were sent to some of the original R drivers. The results were published in October 1994. The survey found that the R plates did not have any discernible effect on accident reduction.

However, the system was found to be popular with the public. Ninety-six percent of all respondents were in favour of applying restrictions to drivers during the period immediately after passing the driving test; and the majority thought that

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<sup>43</sup> DSA (2008), Learning to Drive – A Consultation Paper.

<sup>44</sup> Reported in House of Commons Library (2009), Driving: young and novice drivers, Standard Note: SN/BT/517. Updated 24 April 2009 by Louise Butcher.

newly qualified drivers should be subject to special speed limits for a period of one year.

The apparent popularity may be linked to widespread flouting of the rules. Forty per cent of R drivers surveyed said that they exceeded 45 mph occasionally or often on roads subject to a 30 mph. limit, rising to 50% on single carriageway roads subject to a national limit of 60 mph.

Concerns have been raised that the law prevents driving instructors from teaching learners how to cope with the higher speeds which many young drivers will travel at once they have passed their test. Some young drivers have also reported that it seems dangerous to travel slowly on major roads.

Driver deaths are 40% more common in Northern Ireland than in the rest of the UK, notwithstanding these extra restrictions.

The authorities in Northern Ireland are currently considering what amendments might be made to the graduated licensing arrangements alongside reforms to driver training and testing. In recent years, political uncertainty and variant views of different ministers have prevented a public consultation on removing the 45mph restriction, but with added restrictions e.g. passengers, alcohol. There are new plans for an open-ended consultation on Graduated Licensing options in Spring 2011. This is likely to consider options about removing the 45mph restriction again coupled with other restrictions instead. However, there is and has been some nervousness of removing the 45mph restriction when accidents amongst young drivers remain high.

#### Austrian 'Multiphase Education' Approach

The Austrian multiphase programme started on 1 January, 2003 on an obligatory basis.

Once drivers have passed the 'first phase' theory and practical test, they must participate in three training modules during the following year. If the novice driver fails to attend one or more of these modules, he/she will receive an automatic warning from the authorities, and within four months his/her licence will be withdrawn.

The three training modules include:

- a feedback drive within 2 to 4 months consisting of two driving sessions of 50 minutes each
- a one day road safety and psychological (attitude) education event, within 3 to 9 months, and
- a second feedback drive within 6 to 12 months consisting of two driving sessions of 50 minutes each.

The purpose of the feedback drives (on-road) is to train more advanced skills than in the driving test: hazard perception, social interaction, observing other road users and discussion of their behaviour. Austria has a network of privately owned off-road training centres where elements of the course can take place.

The post-licence period in Austria includes a probation period of two years, during which novice drivers must not commit any serious offences such as speeding, drunk driving, overtaking where not allowed and driving through red lights. If this happens, the driver must undergo a psychological examination and is subject to a one year extension of his/her probation period.

During the first two years, the number of 18 and 19 year old car drivers involved in accidents causing personal injury reduced by 11%; with a larger reduction reported for young male drivers<sup>45</sup>. Between 2002 and 2006 a 30% reduction in road casualties was recorded<sup>46</sup>.

The cost of completing the three training modules is approximately €180, paid for by the novice driver. Note, Austria has a system of compulsory private tuition when learning to drive. This means it has always been expensive. The number of compulsory lessons required pre-test was dropped to help make the new approach more palatable.

## **A.5 Intervention Type D - Enforcement and restorative justice**

### Thames Valley Young Driver Scheme<sup>47</sup>

Thames Valley Police & Safer Roads Partnership pioneered the UK's first driver offender rehabilitation scheme to target a particular demographic group rather than defining groups based on vehicle use or offending behaviour. Launched in April 2008, more than 9,000 young drivers passed through the scheme within the first two years.

The intervention takes the form of a group workshop and five e-learning modules developed by a2om, on the basis of scientific research. Participants have enforced 'lock outs' between modules ensuring a period of reflection. The modules include pass/fail assessments to ensure the participant has engaged with the learning material.

While there is a risk that offenders may ask a friend or family member to complete the e-Learning sessions for them, evaluation evidence shows that the Young Driver Scheme is proving to be nearly 60% more effective in reducing re-offending rates than issuing a Fixed Penalty Notice.

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<sup>45</sup> Bartl and Esberger (2005), Multi-phase driver licensing - first analysis of effectiveness. Quoted in Cole (2008), United States Driver Training: A blueprint for the future, p20.

<sup>46</sup> Information provided by Test and Training International, Austria – providers of post-test training modules and assessments.

<sup>47</sup> <http://www.a2om.com/software/police.aspx> ; <http://www.roadsafetyawards.com/>

One limitation is the requirement for access to a computer. This may limit participation amongst those on low incomes in rural areas, where library facilities or similar are not available, if the approach was to be applied elsewhere.

## A.6 Intervention Type E - Use of technology

### Event data recorders

The European Commission may soon recommend that all European vehicles be fitted with an **event data recorder (EDR)** that monitors a vehicle's speed and the actions of its driver (including use of brakes, horn and indicators), following a three-year study called Project Veronica<sup>48</sup> which investigated the feasibility of EDRs to increase safety and responsibility on the roads. The data could improve the ability of authorities and insurance companies to reconstruct the events leading up to a crash and consequently inform any legal action or insurance claims. There is also a presumption that awareness of the EDR will keep drivers honest and make them more risk averse, and hence safer. It is likely, however, that it would be left to the member states to decide whether to implement the recommendations.

### Staffordshire Young Driver Coaching Programme – GreenRoad Safety Center

A number of insurers have trialled the use of **continuous data recorders** as part of a scheme to offer lower insurance premiums to young people. One example is the Young Driver Coaching Programme led by Staffordshire County Council.

The Young Driver Coaching Programme is a three way partnership involving learner drivers, their parents, the driving instructor and the road safety team.

A key feature of the programme is the installation of sensors and a GPS unit to monitor how the driver is handling their car. Any excessive manoeuvres which could be potentially dangerous, such as harsh acceleration and braking, erratic cornering or any combination of these are recognised and alerted to the driver via the LCD panel.

As soon as a journey has ended, detailed information on every inappropriate event is transmitted to a secure website where the driver and their parents can log in and view a journey log.

The following package of incentives seeks to encourage young drivers to install the units once they have passed their test:

- Use of the GreenRoad Safety Center costing £18 a month (12 month contract) plus a £30 installation fee. This price includes a subsidy from Staffordshire County Council Road Safety

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<sup>48</sup> [http://www.veronica-project.net/index.php?option=com\\_frontpage&Itemid=1](http://www.veronica-project.net/index.php?option=com_frontpage&Itemid=1)

- A 25% discount on any Admiral car insurance policy relating to the young driver, once the unit has been installed in the car
- The opportunity for the young driver to earn rewards worth over £10 a month by driving green, funded by Admiral Insurance, and
- Additional driver training support from the Staffordshire County Council Road Safety team.

Forty young drivers took part in the trial starting in April 2008. Overall drivers reduced the number of high-risk driving manoeuvres by an average of 58%. The number of high-risk manoeuvres while driving at night declined by 71%. Those drivers who started the pilot in the highest risk group reduced the number of risky manoeuvres by 65%.

#### Intelligent speed adaptation

Research commissioned by the DfT in 2008 confirmed that **Intelligent Speed Adaptation** has the potential to be an attractive road safety feature for drivers who wish to use it<sup>49</sup>. DfT will be working with motor manufacturers, local authorities, road safety groups and others to consider how future development of ISA technology should be encouraged<sup>50</sup>.

#### Alcohol ignition interlocks

**Alcohol ignition interlocks** are used in most parts of North America and have been trialled in Australia. Programmes are generally used for repeat offenders, either as an alternative to disqualification or to follow a disqualification. They are also widely used in Sweden. Early in 2009, approximately 750 offenders drove a car with an alcolock built-in, and almost 40,000 alcolocks had been installed in lorries, school buses, and taxis.

The DfT undertook research into the practicalities of an alcolock-based judicial programme<sup>51</sup>, and concluded that the costs of implementing and enforcing a scheme are likely to be disproportionate<sup>52</sup>. There was also concerns that a scheme might give those who could afford to take part the benefit of a discounted disqualification without evidence that participation achieves a long-term change in a drink driver's behaviour.

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<sup>49</sup> Carsten et al. (2008) Intelligent Speed Adaptation. Series of project reports available online at: [www.dft.gov.uk/pgr/roads/vehicles/intelligentspeedadaptation/](http://www.dft.gov.uk/pgr/roads/vehicles/intelligentspeedadaptation/)

<sup>50</sup> Road Safety Compliance Consultation (DfT, 2008).

<sup>51</sup> Beirness, D.J., Clayton, A. and Vanlaar, W. (2008) An Investigation of the Usefulness, the Acceptability and Impact on Lifestyle of Alcohol Ignition Interlocks in Drink-Driving Offenders. Road Safety Research Report 88. Department for Transport: London

<sup>52</sup> Road Safety Compliance Consultation (DfT, 2008).

## Technologies that make cars safer

The Vehicle Safety section of the RoSPA website<sup>53</sup> provides a range of information about vehicle safety technology including publications on Choosing Safer Vehicles (2002) and Satellite Navigation (Sat Nav) Devices (2007).

First Car Magazine, winner of the Prince Michael International Road Safety Award in 2008 provides young people with advice on buying, owning and driving their first motor vehicle.

## Safety Halls in Sweden

In Sweden young people attend safety hall events at which they learn of the importance of safety features in the car. For example, the importance of seat belts is illustrated by the experience of a simulated crash on a seat belt sledge at a few miles per hour, and the benefits of correctly adjusted headrest by a similar experience. Overall, it has been demonstrated that knowledge and attitudes have changed as a function of attendance<sup>54</sup>.

McKenna (2010b) suggests that a key difficulty is in translating the information into action, and that if a similar intervention is introduced in the UK, measures should be in place to follow up this knowledge with future action. This might include ensuring seat belt use becomes a habit, getting young people to set the head rest in the vehicle that they use, and ensuring that young people can use websites providing information on the crashworthiness of vehicles and identify suitably crashworthy vehicles given different budgets.

## **A.7 Intervention Type F – Encouragement and leadership, including incentives and working with the private sector**

### Aviva 'black box' approach (insurance intervention)

Aviva trialled a 'black box' pay-as-you-go approach based on higher rates for driving at night when the accident risk is greatest, but found that the scheme was not economically viable. They now issue guidance to parents instead.

'The road to success - Our guide to teaching your child to drive' provides guidance on how to pick the best car for your son or daughter; getting the most out of insurance; setting an example; preparing for the road; mirrors, signal, manoeuvre; listening to the experts; and creating a parent/young driver agreement.

Aviva report public downloads and have authorised Focus



<sup>53</sup> <http://www.rospa.com/roadsafety/adviceandinformation/vehiclesafety/>

<sup>54</sup> McKenna F (2010) The public health benefits of road safety education for teenagers. Think piece for Road Safety Scotland.



Multimedia to include it in their learning to drive DVD pack sold in W.H. Smiths etc. which sells in tens of thousands per year. Aviva also encourages staff to e-mail it to customers adding young drivers to their insurance policy. The company has also allowed a couple of councils to print hard copies and dual brand for local distribution.<sup>55</sup>

#### NFU Mutual parent-young driver agreements (insurance intervention)

NFU Mutual has a good long-term relationship with many of its customers, and encourage families to enter into parent-young driver agreements<sup>56</sup>.

#### Young Marmalade (insurance intervention)

Young Marmalade specialise in getting young people into safer, new and nearly-new cars. They also offer driving lessons if required and insurance at competitive rates.

Young Marmalade is a combined car purchase and insurance scheme designed to keep young drivers safe. It enables them to get: cheaper car insurance; a larger no claims bonus; and a new or nearly new car with modern safety features such as airbags, anti-lock braking systems, a high EuroNCAP safety rating and stability control. Young drivers are also rewarded for undertaking more driver training.

Young Marmalade controls the risks for the insurance company, which means that the premiums for this sector are the lowest in the UK.

#### i-Kube<sup>57</sup> (insurance intervention)

i-Kube incentivises young drivers to stay off the road when they are more at risk of being involved in an accident - between 11pm and 5am. i-Kube offers young drivers a discount on the standard premium offered providing they agree to the installation of an i-kube GPS device in their car and to limitations regarding driving the vehicle between 11pm and 5am. They also claim to offer a Pass Plus discount that is higher than many well known insurers; a claim which seems to be supported by customer feedback comments on various web-based forums.

If the vehicle is driven (by anyone) during 11pm and 5am, the insurance is still valid, but a charge of £100 per night is applied. The unit costs £249, which covers annual monitoring and installation.

#### RoSPA's Young Drivers At Work resource (for employers)

The RoSPA Young Drivers At Work project was a two year project run between 2008 and 2010. The project was conducted with support from the DfT's road

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<sup>55</sup> Information provided directly by the Association of British Insurers, Dec 2010.

<sup>56</sup> <http://www.nfumutual.co.uk/lifestyle/related-articles/motor/safer-driving.htm>

<sup>57</sup> <http://www.i-kube.co.uk/>

safety partnership grant and with the help of a working group including the DfT, DSA, Buckinghamshire and Lancashire County Councils, Birmingham City Council, Roadsafe, and Tesco.com.

The first phase was a research project designed to get a better understanding of the risks faced, and created, by young (17 to 24 years) drivers at work. The results were published in a report in March 2009.

Key findings:

- 60% of employers surveyed felt that the current system of driver training and testing was 'not at all' or 'not very' adequate for preparing young drivers to drive for work
- Three-quarters of employers surveyed reported that their young employees were driving in situations that were not covered by the current learner test, for example driving at night or in icy conditions
- More than half of employers surveyed would like to see a post-test driving qualification introduced. Accident reduction and compliance with health and safety legislation were the two main reasons why employers would find post-test training useful
- Developing safer driver attitudes, driving in different conditions, enhanced hazard perception, and motorway driving were the top issues employers would like a post-test qualification to include
- Employers preferred training for a post-test driving for work qualification to take place during work time. They wanted the qualification to be accredited to a national standard. Large-sized companies and non-commercial organisations would have the capacity to provide accredited driving training in-house. They could also provide facilities for others if established as national assessment centres, and
- Employers are using probation periods and restrictions on what young drivers can initially do, in order to structure their driving for work experience.

Based on this research RoSPA developed a Young Drivers at Work Workshop, which aims to:

- develop participants' knowledge about the specific issues to do with driving for work
- help young at-work drivers understand how they can develop the additional skills they need when driving for work, and,

- identify new ways that the employer can help their younger drivers use the road safely, by understanding the influence that they are having from the perspective of their young drivers.

To ensure the workshop can be used by as many people as possible, an online toolkit is freely available at [www.rospa.com/roadsafety/youngdriversatwork](http://www.rospa.com/roadsafety/youngdriversatwork).

The workshop comprises several activities, each with its own set of learning outcomes. An online **Activity Guide** sets out how each activity is designed to run, with information about what the facilitators and participants need to do at each stage, how long it will take, equipment is needed.

The workshop takes between two and a half and three hours to run, depending on the amount of discussion. It involves activities relating to beliefs, attitudes and knowledge; what is different with driving at work; what causes an accident at work; journey planning; the vehicle; young person's occupational road risk policy; employer's activity; and scenarios.

**Workshop Facilitator's Notes** contain the practical experiences learnt from running 12 pilot workshops. They provide facilitator's with an indication of the type of discussion which emerged from the activities and how to guide discussions towards the learning objectives for each session.

#### Grampian Police Road Safety Presentations (for employers)

In Grampian, the oil industry has been proactive in raising awareness of road safety issues amongst employees. Grampian Police deliver a 1 hour PowerPoint-based training session to employees.

#### RoSPAs Helping L Drivers website (for parents)

RoSPA has developed an online resource ([www.helpingldrivers.com](http://www.helpingldrivers.com)) to help parents and carers to ensure that learner drivers get the most benefit from their learning period.

The website includes links to various free resources aimed at parents of learner drivers. These include:

- **Helping Young People Learn To Drive** - This small booklet summarises the information which can be found on the website about how best to supervise a learner during private practice. It also covers issues, such as how to prepare a car and a route and what happens after the test
- **Safer Driving: Parents and Young Drivers** - This give facts and information about risks to young drivers and how you can draw up an agreement between yourself and your son or daughter to ensure that they are safe by adhering to certain conditions. It includes an example agreement.

### New driver evenings (for learners and parents)

Fife Police hold new driver evenings every fortnight and invite parents to attend, along with young drivers. Most young drivers bring one or two parents along, and the evenings typically attract an audience of 40 to 50. Organisers report that excellent feedback has been received from parents.

### Staffordshire Young Driver Coaching Programme Resource Pack (for learners and parents)

The **Young Driver Coaching Programme Resource Pack (YDCP)** was devised by Staffordshire County Council's Road Safety Unit and launched in August 2009. It consists of a learner driver's record book and a supervising driver's information guide. Both are intended to be used in conjunction with an Approved Driving Instructor.

The **driver's record book** is broken down into ten key skills which the instructor dates and signs when in their opinion the learner is ready to cover that skill in private practice sessions.

The **supervising driver's information guide** is divided into short colour-coded sections on specific skills ranging from moving off, to hazards, and eco driving techniques.

An evaluation of the early months of the project was commissioned by the Council's Road Safety Unit<sup>58</sup>. In the first four months of the project, seventeen families signed up including eight male and nine female learners. The Resource Pack helped to more effectively structure private practice sessions as the driver's record book gave parents a greater idea of their learners' progress.

Only one-quarter of potential ADIs agreed to participate in the scheme. Some did not respond to approaches, others considered themselves too busy. Some learners were prevented from participating because they lacked a supervising driver or a suitable car for private practice.

The enthusiasm of parents was crucial to the recruitment process. Many parents were not interested in being responsible for teaching their learner to drive, or were interested in supervising but not in committing to the YDCP Resource Pack. Some parents reported that the overall size and apparent demands of involvement were a deterrent, but that, once involved, the scheme was considered manageable.

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<sup>58</sup> A Process Evaluation of the Staffordshire Young Driver Coaching Programme Resource Pack (University of Keele and RoSPA, February 2010).

### Cheshire's 'Going Solo' website<sup>59</sup> (for parents)

Cheshire Safer Road Safety Partnership has produced 'Going Solo', an on-line resource for parents of newly qualified drivers. This highlights the risks facing young drivers and what parents can do to reduce the risk. It also provides guidance to parents on creating a Vehicle Access Agreement which allows parents and newly qualified driver to clearly set out conditions in the first 12-months for borrowing the family car, or for the newly qualified driver driving their own car. A template is provided which parents can download.

### Fiat's eco:Drive Initiative

Eco-driving involves driving in a way which reduces fuel consumption and emissions. As part of the practical driving test examines assess ability to drive in a way that shows eco-safe driving techniques. Examiners provide feedback and guidance at the end of the test, but candidates will not fail the test if they don't demonstrate eco-safe driving techniques.

The principles behind eco - driving – planning ahead; preparing early for junctions, traffic lights and so on; and maintaining a consistent and steady speed – are all measures that make people safer drivers. They encourage drivers to be aware of their surroundings and to drive smoothly. The techniques taught in eco-driving training courses are similar to those taught in advanced driving courses aimed specifically at making people better, more aware, safer drivers.

Fiat's eco:Drive initiative<sup>60</sup> was developed as a tool to involve drivers in a process of understanding, reviewing and improving their driving performance over time. With eco:Drive, drivers use a USB stick to record information from their car's inboard computer whilst driving, which is then analysed on through the eco:Drive computer programme.

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<sup>59</sup> <http://www.goingsolouk.com/>

<sup>60</sup> Fiat (2010) Eco-driving uncovered: The benefits and challenges of eco-driving, based on the first study using real journey time data.

## **Appendix B – Focus group topic guide**

# National Debate: Topic Guide

## 1.1. Introduction

Good morning/afternoon, as we've already mentioned in our session introduction, the purpose of today's workshop is to get your views and opinions on how to improve road safety in Scotland for younger people.

All your views are valid and important for the debate and I will be making sure everyone has the opportunity to express their opinions. There is no right or wrong answers – we simply want to gather your opinions on the most effective ways to improve road safety for young drivers.

Please note that the questions do not relate to any firm proposals on the part of Transport Scotland. At this stage we are simply gathering views.

The session will be recorded to assist writing up the findings but please be assured that comments will not be attributable to individuals and these recordings will only be heard by the study team at Atkins. The recordings will not be given to Scottish Government, and will be destroyed after analysis has been completed. Is everyone happy that this focus group will be recorded?

## 1.2. Section A: Warm Up/Ice-breakers

**A1 - Firstly, can we just go around the group and introduce ourselves, by stating your name, age, whether or not you drive, and if you do, how long you have been driving for?**

**A2 - To get the session started, I'd just like you to do a quick practical exercise. Can you each look at the following list of things that affect the way people drive. These range from parental guidance to road conditions and driving training. Could you rank this list from 1 to X in order of how much you think each factor influences the way you drive? (With 1 having the most influence.) Note that there are no right or wrong answers, we just want to understand the factors that affect the way you drive as an individual. Assist / explain as necessary**

*Facilitator: Collect response.*

Discuss within the group the option each member ranked the highest. Why does each member think this factor has the greatest influence over their driver behaviour?

**A3 - What do you think are the main causes of accidents for 17-25 year olds in Scotland? Prompt if necessary: driver behaviour, speed, not paying attention, peer pressure, adverse driving conditions, alcohol / drug use etc.**

## 1.3. Section B: Driver Training and Testing

In this section of the session we'd like to ask you some questions about training to learn how to drive.

**B1 – Firstly, do you think the current driving test prepares learners well enough for driving conditions in Scotland? Why do you think this?**

*Prompt if necessary: does it cover enough practical issues – i.e. road conditions, road safety, how to drive in extreme weather conditions etc.*

**B2 – Do you think the practical driving test should be made harder so that young drivers are prepared for all road conditions in Scotland? This may include driving in town, in all weathers, on rural roads, at night, on dual carriageways and on motorways. Why do you think this?**

Can you explain why this would be a good idea / what would the benefits be to young people? *(Prompt: how do you think it would impact driver behaviour and safety awareness?)*

What are the reasons for this not being a good idea / why wouldn't it work?

What would be the disadvantages for young people?

In what ways do you think the practical driving test should be made harder? *Prompt: I.e. longer test, motorway driving, town and rural driving etc.*

**B3 – Do you think that there should be a minimum period of training / practice before learners are able to take their practical test?** Prompt if necessary: i.e. learners will have to undertake training / practice for a minimum of, say, 3 months before they are able to take their practical test

Can you give details as to why you think this would be a good idea / what would the benefits be to young people? *(Prompt: what effect do you think this would have on young driver's ability? How long do you think learners should be training / practicing before they are able to take their practical test?)*

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

Have you any ideas for how this idea could be adapted so that it might work?

**B4 – Do you think awareness courses would be a useful part of learning how to drive? Courses may cover a range of issues, including peer pressure, alcohol and drug use, speeding, seat belt use, driver responsibilities and the wider consequences of inappropriate behaviour, insurance requirements, traffic laws and the penalty point system, etc.**

Can you give details as to why this would be a good idea / what would the benefits be to young people? *(Prompt – how would it affect people's driving / safety awareness / accident rates? Do you think they would work in encouraging young people to drive more safely? When should these courses be undertaken? With theory test? Pre Practical? Post practical before receiving licence?)*

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

**B5 – After gaining your full driving licence, how willing would you be / are you to participate in further driver training?**

Can you explain why you think this would be a good idea / what would the benefits be to young people? *Prompt: Do you think this would make you a better driver? When / how often do you think training should be taken?*

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

**B5 – What incentives would encourage you to take up further driver training or education – e.g. financial incentives or qualifications valued by employers?**

Can you explain your reasoning for this?

How would these approaches work to encourage further training?

**B6 - Finally, I'm going to ask you about Pass Plus.**

**Pass Plus is aimed at new drivers in the first year after passing their test. The six training modules cover driving in different conditions: in town, in all weathers, on rural roads, at night, on dual carriageways, and on motorways. The course takes at least six hours to complete, with the majority of this time spent in the car. The cost is in the order of £150, depending on location.**

**Pass plus is not compulsory. Do you think it should it be?**

Can you explain why this would be a good idea? What would the benefits be to young people? *(Prompt: What could make it more attractive to younger drivers?)*

For what reasons wouldn't this be a good idea? *(Prompt: What could make it more attractive to younger drivers?)*



What would be the disadvantages for young people?

## 1.4. Section C: Graduated Licensing

In this section we will discuss suggestions for graduated licensing. Graduated licensing involves different stages of licensing reflecting increased levels of driver ability. It is used to build up experience and confidence for new drivers in lower risk conditions, before exposing them to more risky driving situations.

A graduated licensing scheme might, for example, involve holding a learner's permit while learning to drive, a restricted or probationary license for a period after passing the practical driving test, before finally gaining a full driver's license. This would apply to all new and inexperienced drivers, and not just to young people.

**C1 – During the probationary period, certain restrictions or requirements might apply. To start off with, please can you look at the following list of possible restrictions, and as a group, using these stickers, tell me / indicate which options you would support, be unsupportive of, or not have any opinion on. Then rank them in order of your preference.**

*Assist / explain as necessary.*

*Facilitator: Collect response and use to introduce the following questions.*

**C2 – Should there be a probationary period for newly qualified drivers, aged 17 to 25 years? Why**

Can you explain your reasons for thinking this would be a good idea / what would the benefits be to young people? (*Prompt: How long should the probationary period be? What age group should it apply to?*)

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

**C3 – What is your opinion on the compulsory use of green 'p' plates to inform others that the driver is newly qualified? (As in Northern Ireland)**

Can you explain your reasons for thinking this would be a good idea / what would the benefits be to young people? (*Prompt: how long do you think P plates should be used?*)

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

**C4 – One of the options discussed here is a ban on driving at night:**

Can you explain your reasons for thinking this would be a good idea / what would be the benefits to young people?

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people (*Prompt if necessary: impact on lifestyle, whether it would have an impact on employment, socialise at different times, ignore the ban*)

If you were allowed to drive at night, but only with someone over 21 who had held a full driving licence for 3+ years, how would this affect your lifestyle? Do you think this is a better option than a complete ban on night time driving for new drivers?

**C5 – Another option was to limit the number of passengers you were allowed in your car at one time.**

Can you explain your reasons for thinking this would be a good idea / what would be the benefits to young people?

For what reasons wouldn't this be a good idea? Why wouldn't it work?

What would be the disadvantages for young people (*Prompt if necessary: impact on lifestyle, whether it would have an impact on employment, socialise at different times, ignore the ban*)

**C6 – Another suggestion was as a ban on driving high performance cars. This may include vehicles with 'sport' enhancements such as large engines, those with high bhp, which may seem appealing, but may easily be used irresponsibly because newly qualified drivers do not have enough experience to effectively handle such high powered cars.**

Can you explain your reasons for thinking this would be a good idea / what would be the benefits to young people?

For what reasons wouldn't this be a good idea? Why wouldn't it work?

What would be the disadvantages for young people (*Prompt if necessary: impact on lifestyle move jobs, socialise at different times, ignore the ban*)

**C7 – [If time allows] Should the progression between license stages, be based on time periods, experience, or age?**

Can you explain why you think this?

How do you think new drivers should progress through stages of licensing? *Practical tests? Theory tests? E-learning? Periods of time?*

**I'm now going to ask for your views on the drink drive limit...**

**C8 – Should there be a lower drink drive limit for newly qualified drivers, aged 17 to 25 years?**

Can you explain your reasons for thinking this would be a good idea/ what would the benefits be to young people? (*Prompt: do you think the lower drink drive limit should be for just those aged 17-25, or for all?*)

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

[If time allows] Those who drive – are you aware what the current drink drive limit is? And can you say that you always know you are within this limit when driving?

## 1.5. Section D: Technology

In this section we'd like to talk about the use of technology to address young driver road safety issues in Scotland.

**D1 – It's possible to fit cars with data recorders that enable people – including parents and carers – to download information on how and when the vehicle is driven (i.e. speeds, harsh breaking / accelerating etc.) What are your views on this?**

Can you explain your reasons for thinking this would be a good idea/ what would the benefits be to young people?

For what reasons wouldn't this be a good idea / why wouldn't it work?

What would be the disadvantages for young people?

Would driving a car with this technology change the way you drive? Why?

**D2 – Another type of technology that can be fitted into cars is speed limiters. These limit the vehicle’s maximum speed to the national speed limit. What are your views on this?**

Can you explain your reasons for thinking this would be a good idea/ what would the benefits be to young people?

For what reasons wouldn’t this be a good idea / why wouldn’t it work?

What would be the disadvantages for young people?

Would driving a car with this technology change the way you drive? Why?

**D3 – Vehicles can also be fitted with ‘Alcolock’ technology – which stops the car being started if the driver is above the legal limit. What are your views on this?**

Can you explain your reasons for thinking this would be a good idea/ what would the benefits be to young people?

For what reasons wouldn’t this be a good idea / why wouldn’t it work?

What would be the disadvantages for young people?

Would driving a car with this technology change the way you drive? Why?

## 1.6. Section E: Enforcement

In this section, I’d like to talk about how driving restrictions are enforced to encourage safe driving

**E1 – Should drivers who are found committing a driving offence be given the option of attending a driver awareness course rather than taking penalty points on their licence? The course would cover the risks and consequences of unsafe driving, such as speeding or using a mobile phone.**

Can you explain your reasons for thinking this would be a good idea/ what would the benefits be to young people? *(Prompt: Do you think these courses would have an impact on your driving ability / behaviour? Would this impact be for the short or long term?)*

For what reasons wouldn’t this be a good idea / why wouldn’t it work? *(Prompt: Do you think these courses would have an impact on your driving ability / behaviour? Would this impact be for the short or long term?)*

What would be the disadvantages for young people?

**E2 – Do you think the Police do enough to enforce safe driving amongst young people?**

Can you explain why do you think this?

What else do you think the Police can do to reduce the amount of accidents involving younger drivers?

## 1.7. Section F: Other Education and Awareness

Now we’d like to talk about other education and awareness schemes to improve road safety.

**F1 – Do you think social networking websites such as Facebook and Twitter, could be used to raise awareness about road safety in Scotland? What about mobile phone downloads (apps), blogging sites; You Tube; online gaming sites?**

Can you explain why would this approach be a good idea / what would the benefits be to young people? *(Prompt: How do you think these methods should be used? Would you make use of / pay attention to advertising and awareness campaigns in these formats?)*

Can you explain your reasons for thinking this would be a good idea/ why wouldn't it work? *(Prompt: What do you think should be done to encourage use of this approaches?)*

What would be the disadvantages for young people?

**F2 – [for applicable groups] Do you think employers should have a responsibility to ensure their employees drive safely?**

How do you think they should encourage safe driving?

Should employers provide young people who drive for work with additional driver training?

**F3 - What role can parents or guardians play in raising awareness of road safety issues to young drivers?**

Should parents be made more aware of their role in influencing young driver behaviour? How should this be done? *(Prompt: how effective would advice / training / awareness be on you as a driver?)*

**F4 – Is there anything that would encourage you to drive less often?** *(Prompt if necessary: better social clubs, more frequent public transport, more reliable public transport, more localised groups / facilities?)*

## 1.8. Section G: Final Question and Close (all groups to complete)

**G1 - As a final task, can I ask you all to write down the three best ways you think we can improve road safety amongst younger drivers in Scotland. This can be any of the methods we've discussed today, or if you have your own ideas please include these.**

*Facilitator: Collect response.*

**G2 - Does anyone have any further thoughts or comments on how to improve road safety for younger drivers?** *Probe fully*

**That's the end of our session today, thank you all very much for participating and sharing your views on road safety issues. As a thank you, you can all collect £20 from my colleague\*.**

\*Each respondent will be asked to sign upon receiving their money.

## **Appendix C – Online survey questionnaire**

## 1. Introduction

Thank you for taking the time to answer this survey and take part in the National Debate on Younger Driver Safety.

Every year around 24,000 younger drivers pass their test in Scotland, and as many as 1 in 5 will be involved in a crash in their first six months of independent driving. Throughout the UK, 1 in 8 British drivers are under 25, but a quarter of drivers who die in traffic collisions are in this age group.

This is your chance to share your views on what can be done to improve the safety of younger drivers on Scottish roads.

The questionnaire will take no more than five minutes to complete, and as a thank you for participating, all respondents fully completing the questionnaire and providing their email address will be entered into a prize draw to win the latest Ipod Nano.

To start the survey, please hit 'Next'.

## 2. Background

Firstly, we'd like to ask you a few questions about yourself...

**\* 1. Are you:**

Male

Female

**\* 2. Which of the following best describes you?**

Aged 16 or under

Aged 17-20

Aged 21-25

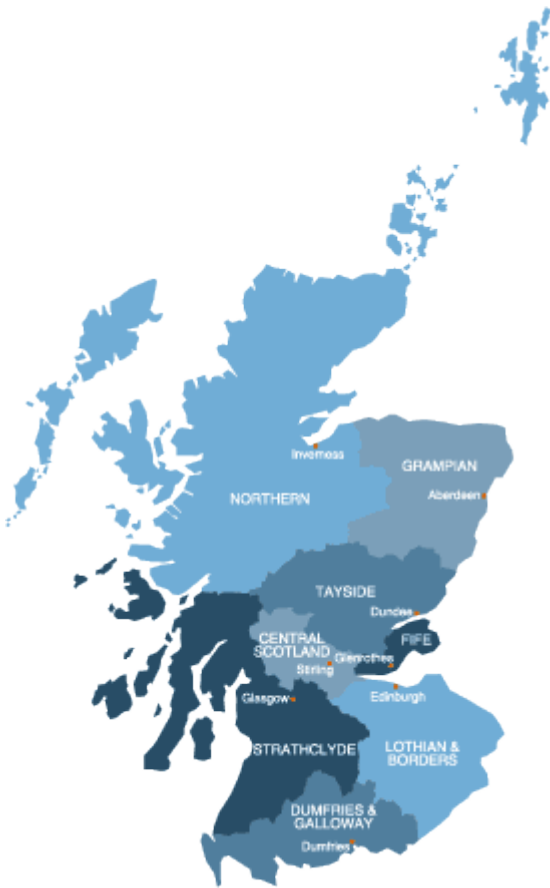
A parent or carer with one or more children aged 17-25

A parent or carer with children NOT aged 17-25

Other (please specify)

### \* 3. Where do you live?

- Central Scotland (i.e. Perth, Stirling)
- Dumfries and Galloway
- Fife
- Grampian
- Lothian and Borders
- Northern Scotland (i.e. Highlands and Islands)
- Strathclyde
- Tayside
- Other UK
- Other (please specify)



### 3. Background

**\* 4. Do you have a driving licence?**

- No
- Yes - a provisional licence
- Yes - a full driving licence
- Other (please specify)

**4. Background**

**5. How long have you been driving (either with a full licence, or as a learner with a provisional licence)?**

- Under 6 months
- 6 months - 1 year
- 1-2 years
- 2-3 years
- 3-4 years
- 4-5 years
- 5+ years

**5. Driver Training**

Now we would like your opinion about a range of training suggestions for new drivers.

**\* 6. How supportive would you be of the following training suggestions?**

	Very supportive	Supportive	Neutral	Unsupportive	Very unsupportive	Don't know
A) A minimum period of training / practice before learners can take a practical driving test	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
B) A harder driving test for all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 7. How much would you agree that the following would encourage younger drivers to undertake additional driver training?**

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Don't know
A) Cheaper car insurance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
B) Financial support to help with training fees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
C) Employers valuing additional driver training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**8. If you have any further comments about training for younger drivers, please provide them here:**

**6. Licensing Options**



Next we'd like to ask you some questions about licensing suggestions for new drivers.

**\* 9. How supportive would you be about the following restrictions on newly qualified drivers, aged 17-25, for a certain period after passing their test?**

	Very supportive	Supportive	Neutral	Unsupportive	Very unsupportive	Don't know
A) A ban on driving AT NIGHT	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
B) A ban on driving AT NIGHT, UNLESS accompanied by a passenger over the age of 21 who has held a full licence for 3+ years	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
C) A limit on the number of passengers in the vehicle, aged 16-25, DURING THE DAY	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
D) A limit on the number of passengers in the vehicle, aged 16-25, AT NIGHT	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E) A ban on driving high performance cars	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
F) A lower drink drive limit	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
G) Compulsory use of green 'P' plates to inform others that the driver is newly qualified for a fixed period (i.e. 6 months)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 10. Do you think that there should be a probationary period for newly qualified drivers, which could involve one or more of the restrictions mentioned in Question 9, and/or further training?**

- Yes
- No
- Don't know

## 7. Licensing Options

**11. How long do you think this period should be?**

- 6 months
- 1 year
- 2 years
- Don't know
- N/A - do not agree with a probationary period
- Other (please specify)

## 8. Licensing Options

**12. If you have any further comments on licencing suggestions, please provide them here:**

## 9. Other Education and Awareness Options

Here we'd like to gather your opinion on awareness raising approaches to improve road safety.

- \* **13. Road safety awareness courses inform people about driver behaviour, influences and consequences. They can cover issues relating to speeding, mobile phone use, drink/drug driving, peer pressure, etc. Some courses also cover route planning, the highway code, traffic laws, basic car maintenance, etc.**

**How supportive are you of more road safety awareness courses to improve younger driver safety, for:**

	Very supportive	Supportive	Neutral	Unsupportive	Very unsupportive	Don't know
School pupils (10-15 year olds)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pre-drivers (16 year olds)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Learner drivers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Younger drivers (17-25 year olds)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Parents and carers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Driving offenders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Passengers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

- 14. How do you think social networking sites i.e. Facebook, Twitter; You Tube, blogging sites, or mobile phone downloads should be used to improve young driver safety?**

- 15. How effective do you think the approaches outlined in Q13 would be for improving road safety amongst younger drivers?**

- Very effective
- Effective
- Neutral
- Uneffective
- Very uneffective
- Don't Know

- 16. If you have any further comments on awareness raising approaches, please provide them here:**

## 10. Technology Options

Now we'd like to ask you some questions about the use of technology to improve road safety.

\* **17. Vehicles can be fitted with data recorders which allow people (including parents and carers) to download information to monitor how and when the vehicle is driven (i.e. speeds, harsh breaking / accelerating etc.)**

**How supportive would you be of greater use of data recorders?**

- Very supportive
- Supportive
- Neutral
- Unsupportive
- Very unsupportive
- Don't know

\* **18. Vehicles can be fitted with technology which limits the vehicle's maximum speed to the national speed limit.**

**How supportive would you be of greater use of speed limiting technology?**

- Very supportive
- Supportive
- Neutral
- Unsupportive
- Very unsupportive
- Don't know

\* **19. Vehicles can be fitted with technology which prevents them from starting if the driver is above the legal drink drive limit.**

**How supportive would you be of use of this technology, if it was:**

	Very supportive	Supportive	Neutral	Unsupportive	Very unsupportive	Don't know
A) Compulsory for 17-20 year olds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
B) Compulsory for 17-25 year olds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
C) Compulsory for everyone	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
D) Voluntary, and linked to cheaper car insurance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**20. If you have any further comments on the use of technology to improve younger driver safety, please provide them here:**

## 11. Additional comments

**21. Do you have any other suggestions for reducing road fatalities and serious injuries amongst 17-25 year olds in Scotland? If so, please provide them here:**

## 12. Classification

Finally, we'd like to ask you some classification questions. Please note that this information will only be used for this analysis, and will not be attributable to individual respondents.

\* **22. Which of the following ethnic backgrounds best describes you?:**

- White (Scottish, English, Welsh, Irish, Polish, any other white background)
- Mixed or multiple ethnic backgrounds
- Asian, Asian Scottish or Asian British (Pakistani, Indian, Bangladeshi, Chinese etc.)
- African, Caribbean or Black
- Other ethnic group
- Refuse to answer

**23. Do you have any disabilities that affect the way you travel?**

- No
- Refuse to answer
- Yes - please give details:

\* **24. Which of the following best describes you?**

- Student
- Full / part time employed
- Unemployed
- Retired
- Other (please specify)

\* **25. Are you a road safety professional?**

- No
- Yes, please describe

## 13. Classification

\* **26. Have you received any penalty points for committing a driving offence?**

- No
- Yes
- N/A - do not have a full licence
- Refuse to answer

\* **27. Which of the following best describes you?**

- I drive my own car and pay my own insurance
- I drive my own car and someone else pays for the insurance
- I drive someone else's car and they pay the insurance
- I drive someone else's car and pay the insurance myself
- N/A - I have not passed my driving test / I do not currently drive
- Other (please specify)

## 14. Close

**28. Finally, if you would like to be entered into a prize draw to win the latest Ipod Nano, please enter your email address here:**

**Note that email addresses will only be used for this prize draw and will not be used for any other purposes or passed on to third parties.**

Thank you for taking the time to complete this survey. Please now submit your responses by hitting 'Finish'.

If you have any further questions on this national debate, please contact [nationaldebate@atkinsglobal.com](mailto:nationaldebate@atkinsglobal.com).

## Appendix D – Summary of survey responses

### D.1 Characteristics of respondents

Responses were received from 108 young males, 152 young females, and 383 parents, carers and other adults aged 25+. This is referred to as parents, carers and others in the main report.

#### Age profile

Table D.1 shows the age of young male and female respondents. A small proportion were aged 16 or under.

**Table D.1 - Which of the following best describes you? (Young People)**

Answer Options	Young Males	Young Females
Aged 16 or under	7%	3%
Aged 17-20	53%	34%
Aged 21-25	41%	63%
<b><i>answered question</i></b>	<b>108</b>	<b>152</b>

Approximately three-quarters (77%) of respondents in the 'parents, carers and others' category had one or more children aged 17 to 25.

**Table D.2 - Which of the following best describes you? (Parents, Carers and Others)**

Answer Options	Parents, Carers and Others
A parent or carer with one or more children aged 17-25	77%
A parent or carer with children NOT aged 17-25	16%
Other (please specify)	8%
<b><i>answered question</i></b>	<b>383</b>

#### Location

Responses were received from across Scotland. Fifty percent of respondents in the 'parents, carers and others' category were from the Grampian region, reflecting the reach and popularity of targeted websites.

**Table D.3 – Where do you live?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
Central Scotland (i.e. Perth, Stirling)	5%	7%	3%
Dumfries and Galloway	2%	3%	2%
Fife	14%	9%	6%
Grampian	13%	33%	50%
Lothian and Borders	26%	16%	15%
Northern Scotland (i.e. Highlands and Islands)	8%	5%	11%
Strathclyde	22%	21%	11%
Tayside	10%	6%	0%
<b><i>answered question</i></b>	<b>108</b>	<b>152</b>	<b>383</b>

### Driving qualifications

Around three quarters of young person respondents had a full driving licence, with most of the remainder holding a provisional licence. Nearly all 'parents, carers and others' respondents held a full licence.

**Table D.4 – Do you have a driving licence?**

Answer Options	Young Males	Young Females	Parents, carers and others
No	7%	8%	2%
Yes - a provisional licence	20%	11%	2%
Yes - a full driving licence	73%	82%	96%
Other (please specify)	0%	0%	1%
<b>answered question</b>	<b>108</b>	<b>152</b>	<b>381</b>

### Driving experience

Responses were received from young persons with a range of driving experience. Nearly all 'parents, carers and others' respondents had been driving for at least 5 years.

**Table D.5 – If applicable, how long have you been driving (either with a full licence, or as a learner with a provisional licence)?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
Under 6 months	15%	11%	0%
6 months - 1 year	10%	14%	1%
1-2 years	23%	14%	0%
2-3 years	16%	13%	0%
3-4 years	17%	9%	1%
4-5 years	7%	5%	0%
5+ years	13%	34%	97%
<b>answered question</b>	<b>101</b>	<b>140</b>	<b>367</b>

### Ethnic background

Most respondents were from a white ethnic background.

**Table D.6 – Which of the following ethnic backgrounds best describes you?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
White	91%	96%	97%
Mixed or multiple ethnic backgrounds	2%	1%	0%
Asian, Asian Scottish or Asian British	3%	2%	0%
African, Caribbean or Black	0%	0%	1%
Other ethnic group	0%	0%	0%
Refuse to answer	3%	2%	3%
<b>answered question</b>	<b>93</b>	<b>137</b>	<b>347</b>

## Disabilities

Only a very small minority of respondents had any disabilities that affects the way that they travel.

**Table D.7 – Do you have any disabilities that affect the way you travel?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
No	98%	99%	96%
Refuse to answer	2%	2%	3%
Yes - please give details:	0%	0%	2%
<b>answered question</b>	<b>93</b>	<b>137</b>	<b>344</b>

## Employment status

The majority of young male respondents were students, while young female respondents included a mix of students and those in full or part-time employment. Nearly all 'parents, carers and others' respondents were in full or part-time employment.

**Table D.8 – Which of the following best describes you?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
Student	69%	46%	1%
Full/part time employed	30%	54%	97%
Unemployed	1%	0%	1%
Retired	0%	0%	1%
Other (please specify)	0%	0%	1%
<b>answered question</b>	<b>92</b>	<b>137</b>	<b>344</b>

## Driving record

Of those holding a driving licence, 13% of young males, 5% of young females and 29% of 'parents, carers and others' respondents had penalty points on their driving licence.

**Table D.9 – Have you received any penalty points for committing a driving offence?**

Answer Options	Young Males	Young Females	Parents, Carers and Others
No	72%	86%	68%
Yes	13%	5%	29%
N/A - do not have a full licence	13%	9%	2%
Refuse to answer	2%	0%	1%
<b>answered question</b>	<b>93</b>	<b>137</b>	<b>345</b>



### Car ownership, etc.

Young male and female respondents come from a range of backgrounds in terms of who owns the car that they drive and who pays the insurance.

**Table D.10 – Which of the following best describes you?**

<b>Answer Options</b>	<b>Young Males</b>	<b>Young Females</b>	<b>Parents, Carers and Others</b>
I drive my own car and pay my own insurance	38%	52%	88%
I drive my own car and someone else pays for the insurance	7%	9%	2%
I drive someone else's car and they pay the insurance	17%	16%	3%
I drive someone else's car and pay the insurance myself	8%	3%	0%
I have not passed my driving test/I do not currently drive	28%	19%	4%
Other (please specify)	3%	2%	2%
<b><i>answered question</i></b>	<b>93</b>	<b>137</b>	<b>345</b>

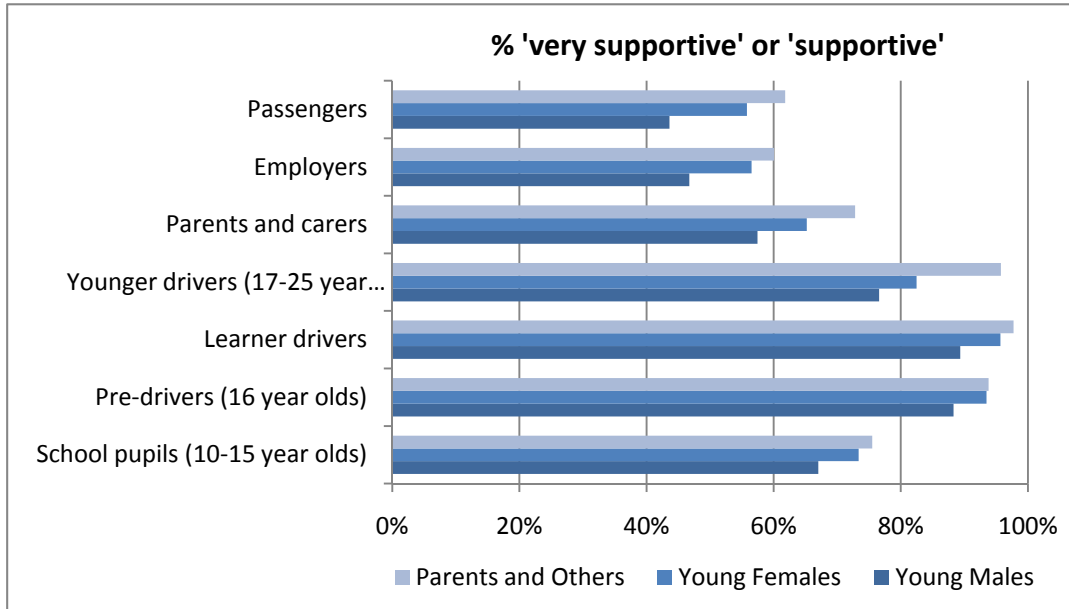
### Summary

In general, young person respondents are aged 17 to 20 or 21 to 25, from a range of locations across Scotland, are students or in full/part-time employment, are predominantly white, are most likely to have a full driving licence without penalty points, have a range of driving experience, and may or may not own the car that they drive and pay for the insurance.

'Parents, carers and others' respondents are most likely to have one or more children aged 17 to 25, are from a range of locations across Scotland but with about half coming from the Grampian region, are in full/part-time employment, are predominantly white, have a full driving licence without penalty points and at least 5 years driving experience.

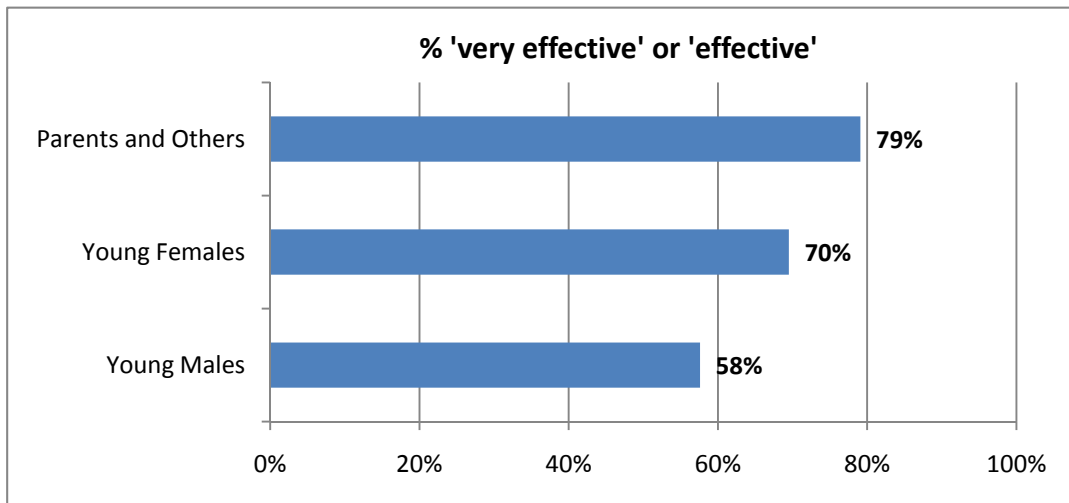
**D.2 Education and training for younger children and pre-drivers (and others)**

**Figure D.1 - How supportive are you of more road safety awareness courses to improve younger driver safety**



Number answering question: young males = 94; young females = 139; parents, carers and others = 354.

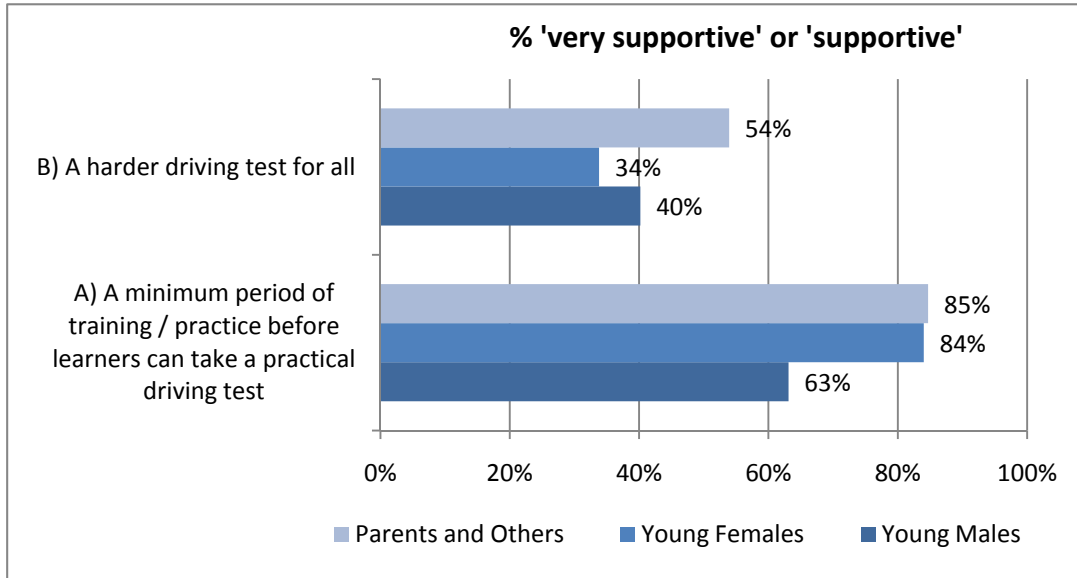
**Figure D.2 - How supportive are you of more road safety awareness courses to improve younger driver safety**



Number answering question: young males = 92; young females = 128; parents, carers and others = 354

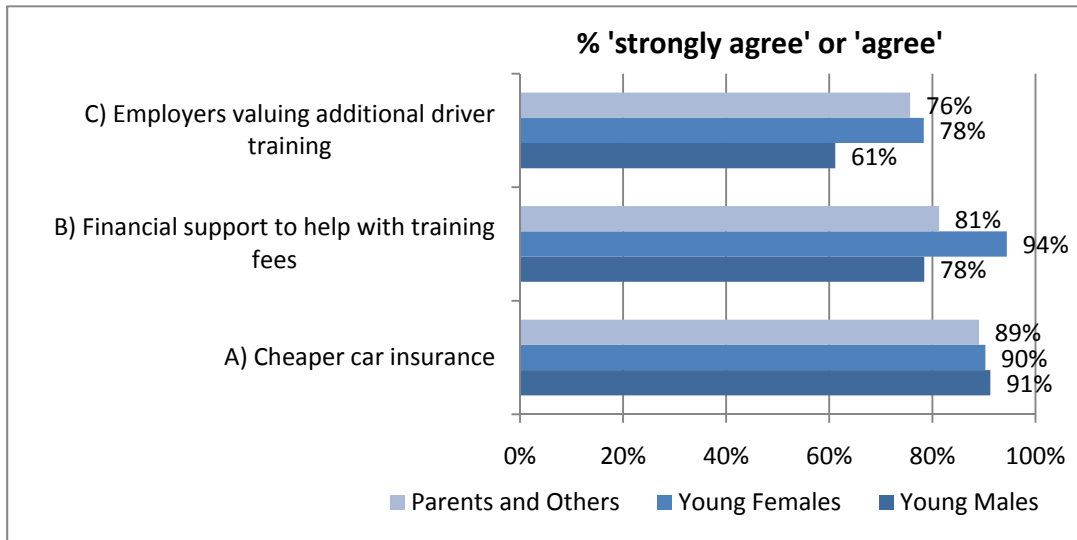
### D.3 Education and training for learners and novices

**Figure D.3 - How supportive would you be of the following training suggestions?**



Number answering question: young males = 101; young females = 142; parents, carers and others = 340

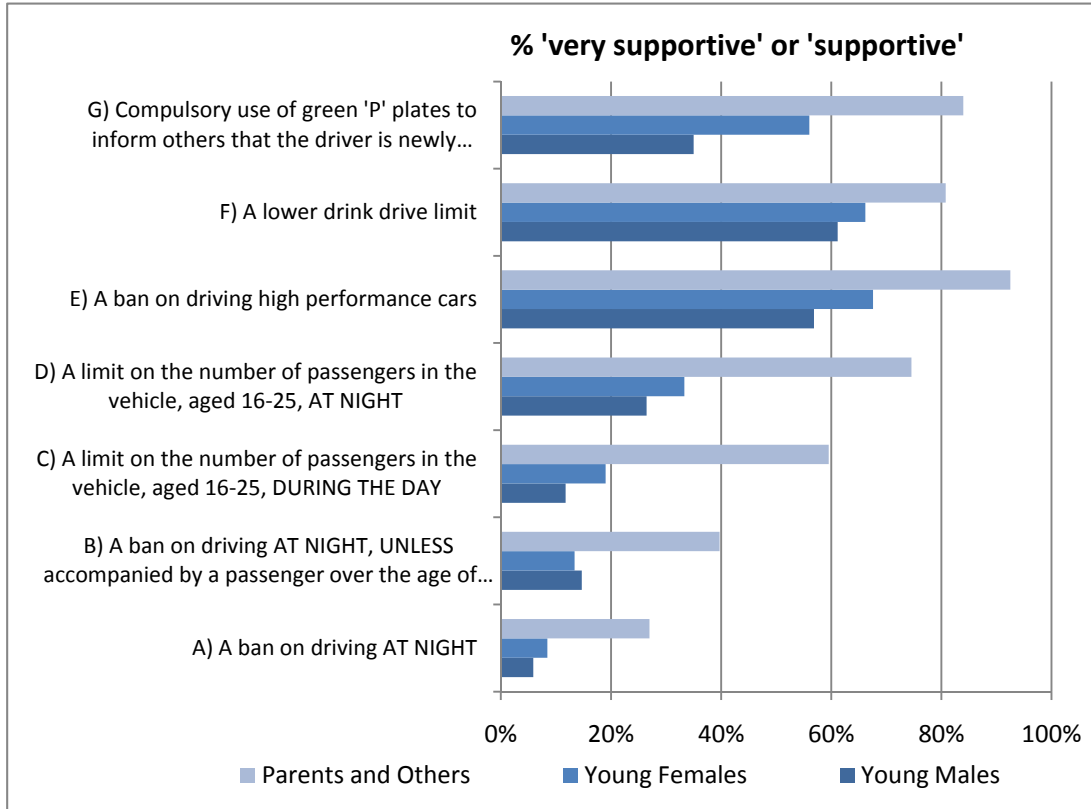
**Figure D.4 - How much would you agree that the following would encourage younger drivers to undertake additional driver training?**



Number answering question: young males = 102; young females = 143; parents, carers and others = 347

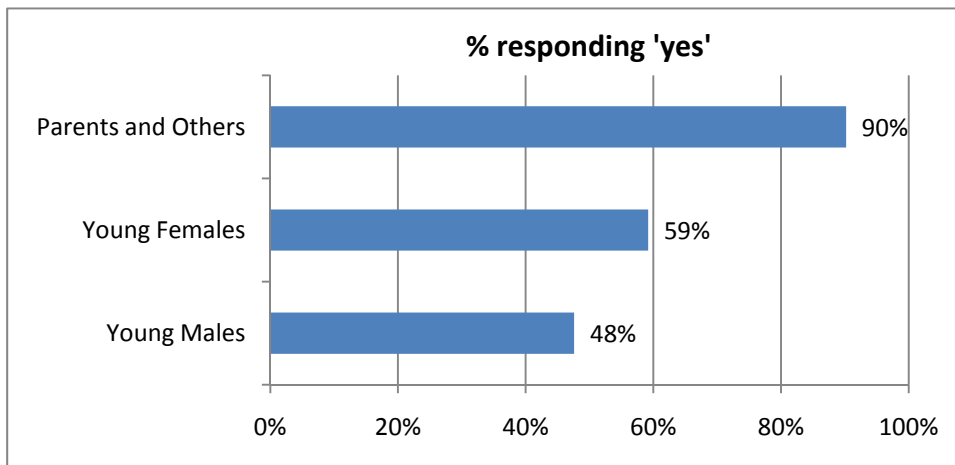
**D.4 Graduated driver licensing and licence restrictions**

**Figure D.5 - How supportive would you be about the following restrictions on newly qualified drivers, aged 17-25, for a certain period after passing their test?**



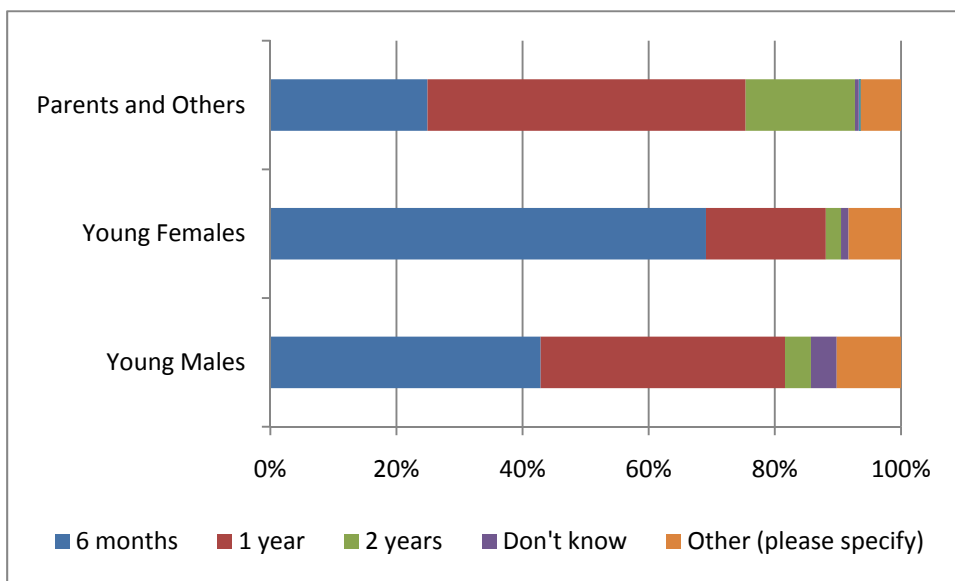
Number answering question: young males = 100; young females = 140; parent, carers and others = 342.

**Figure D.6 - Do you think that there should be a probationary period for newly qualified drivers, which could involve one or more of the above restrictions and/or further training?**



Number answering question: young males = 103; young females = 142; parent, carers and other = 366.

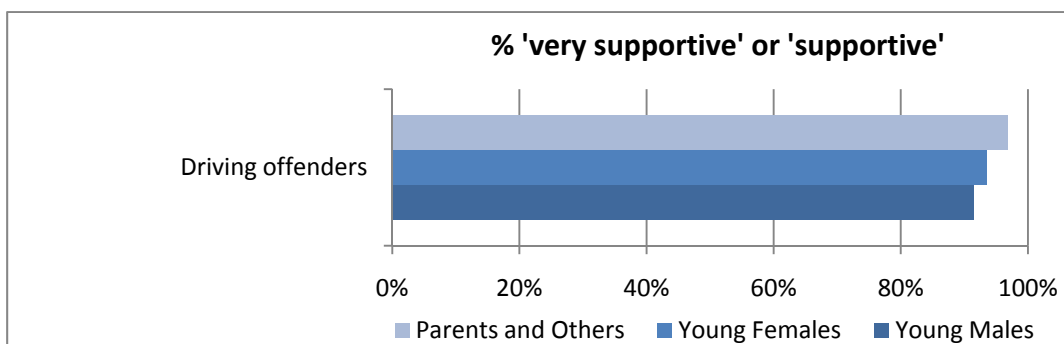
**Figure D.7 - How long do you think this period should be?**



Number answering question: young males = 49; young females = 84; parents, carers and other = 329.

## D.5 Enforcement and restorative justice

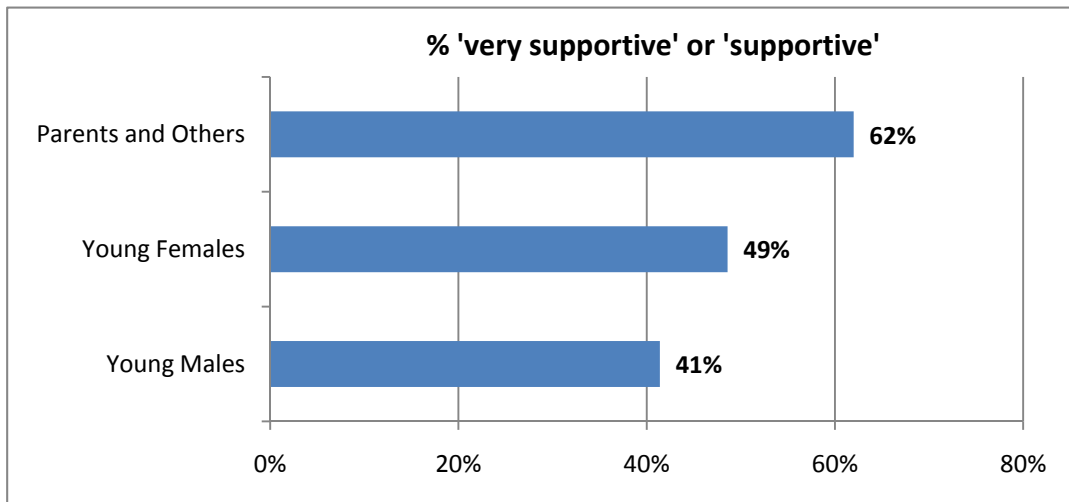
**Figure D.8 - How supportive are you of road safety awareness courses targeted at younger driver offenders?**



Number answering question: young males = 94; young females = 139; parent, carers and other = 354.

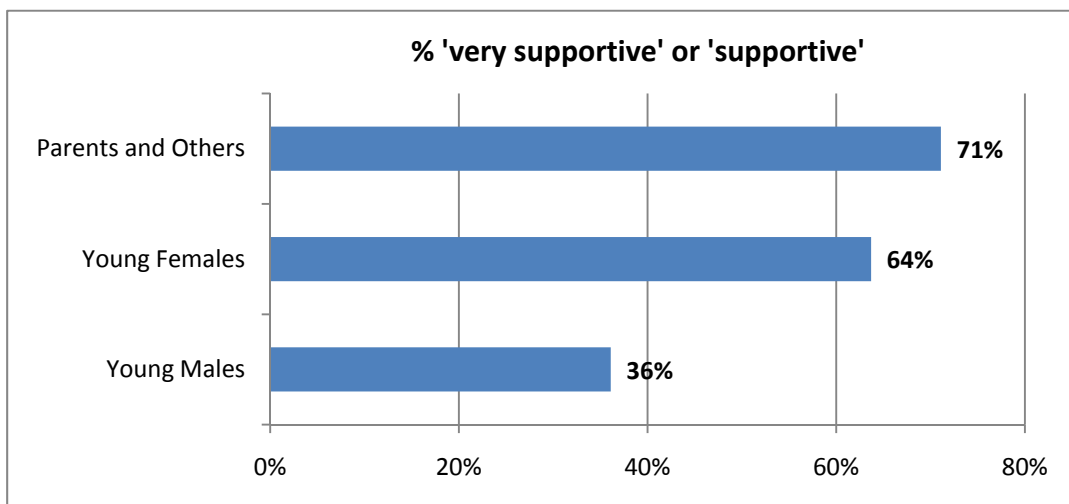
## D.6 Use of technology

**Figure D.9 – How supportive would you be of greater use of data recorders which allow people (including parents and carers) to download information to monitor how and when the vehicle is driven?**



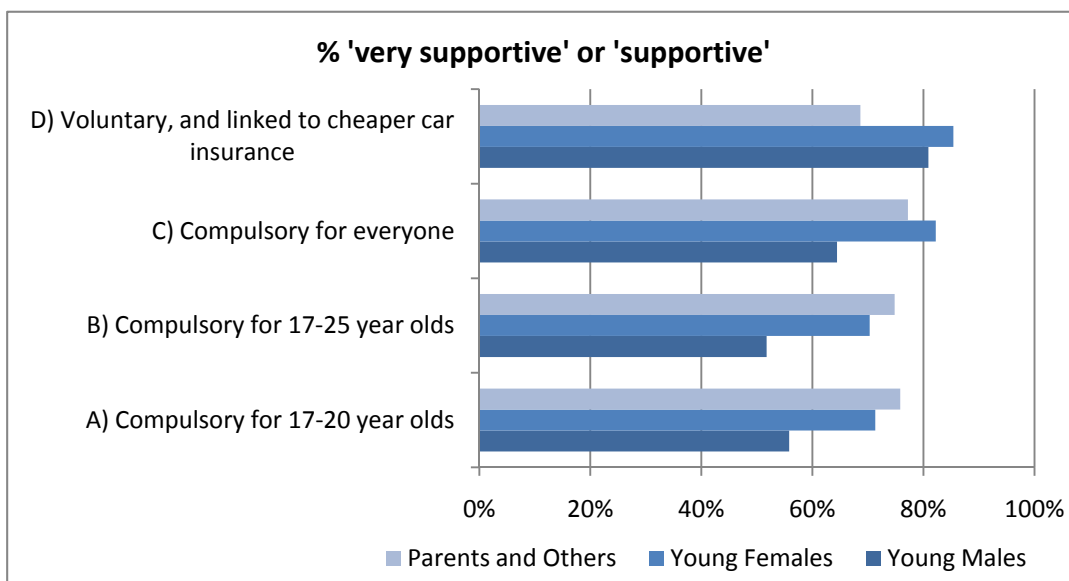
Number answering question: young males = 94; young females = 13; parents, carers and other = 352.

**Figure D.10 – Vehicles can be fitted with technology which limits the vehicle's maximum speed to the national speed limit. How supportive would you be of greater use of speed limiting technology?**



Number answering question: young males = 94; young females = 138; parents, carers and other = 352

**Figure D.11 – Vehicles can be fitted with technology which prevents them from starting if the driver is above the legal drink drive limit. How supportive would you be of use of this technology, if it was:**



*Number answering question: young males = 83; young females = 124; parent, carers and other = 249.*

## **Appendix E – Assessment of interventions**

### **E.1 Assessment criteria**

Each intervention has been categorised against the following criteria:

#### **Evidence of effectiveness**

Criteria: Is there quantified (evaluation-based) evidence to suggest that the proposed intervention will have a positive impact on reducing road fatalities and serious injuries amongst 17-25 year olds in Scotland?

Scoring: Interventions have only been scored if there is robust evidence which demonstrates their impact on casualty numbers. Where evaluation evidence or clear research evidence is not available, a 'not assessed' descriptor has been used. This does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.

Notes: Evaluation evidence regarding the effectiveness of pre-driver interventions has been limited to date, making it difficult to identify which type of road safety education interventions have been more or less effective (Laucsbury et al., 2007). McKenna (2010b) reports that many road safety education interventions do not possess the key ingredients of being based on theory or formal knowledge and of being evaluated in such a way that a causal inference can be made about a change in injuries. Many evaluations which have been undertaken focus on whether participants liked the interventions and if they raised awareness.

#### **Support/Acceptability amongst young people (and/or parents, where more applicable)**

Criteria: Is the proposed intervention supported by or acceptable to young people (and/or parents, where more applicable)?

Scoring: 'Strong', 'moderate' or 'weak' rating are based on average support across young males and young females (and/or parents, where more applicable) based on feedback from the online survey, as presented in survey result tables in Chapter 5. Evidence of support from other sources is also considered where appropriate.

Notes: It was not possible to quantify opinions on all the proposed interventions as part of the debate consultation process.

#### **Deliverability and enforcement**

Criteria: Are there feasibility constraints relating to technology requirements, legal issues, timescales and other similar factors? Is the proposed solution enforceable in practical terms and given the level of resources likely to be available to the police and other relevant bodies?



**Scoring:** A 'strong' rating has been applied where there are no significant delivery or enforcement issues; and a 'weak' rating has been applied where legislative change or additional devolved powers are required.

**Notes:** Much of the legislation relating to the driver training and testing regime is reserved to the UK Parliament. The current system of driver training and testing across the UK is administered by the Driving Standards Agency, an executive agency of the UK Department for Transport. Where there is sufficient evidence and support, the Scottish Government can ask the UK Government for changes to be made to legislation or ask for additional devolved powers in order to make changes in Scotland alone. The Scottish Government might do this in cases where there is strong evidence to suggest that the course of action would lead to a decrease in road deaths and serious injury and strong support for change.

The Calman Report on Scottish Devolution (Commission on Scottish Devolution, 2009), however, recommended that driver licensing and the standard of driving expected from those using the integrated road network of Great Britain should remain a responsibility of the UK Government, and that devolution of this duty to the Scottish Government would be inappropriate. Nevertheless, the option of the Scottish Government to lobby for change on a UK wide basis remains open.

### **Affordability (public purse)**

**Criteria:** Is the proposed solution affordable for the public purse, in terms of initial implementation, on-going and enforcement costs? Will the police, road safety officers, schools, etc. have the resources to implement the proposed solution?

**Scoring:** Intervention categorised as 'low' if indicative cost is less than £5 million, 'medium' if between £5 – 20 million, and 'high' if more than £20 million.

**Notes:** In estimating indicative costs it has been assumed that 85,000 young people take their test each year (120,000 including all ages) and approximately 40,000 young people pass each year (55,000 including all ages)<sup>61</sup>. It has also been assumed that there are approximately 225,000 pupils in years S1 to S4 and 75,000 pupils in years S5 and S6<sup>62</sup>.

### **Potential for adverse impacts on young people**

**Criteria:** Will the intervention have an adverse impact on young people, in terms of the affordability of learning to drive; education, employment and social opportunities; and social inclusion and equity issues?

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<sup>61</sup> RSIS Report 8A - Tests Conducted by Test Centre (Car practical driving test pass and fail statistics for Scotland, Driving Standards Agency website) (<http://www.dft.gov.uk/dsa/category.asp?cat=760>) AND Pass Rates by Candidate DTC, Age & Gender 16-25 (Static) (Car practical driving test by age (16-25) and gender for Great Britain, Driving Standards Agency website) (<http://www.dft.gov.uk/dsa/category.asp?cat=760>)

<sup>62</sup> Pupils in Scotland, 2009, Statistical Bulletin Education Series, Nov 2009 (Table 3.3).

Scoring: A 'low' rating has been applied where there is low potential for adverse impacts on young people; and a 'high' rating has been used to indicate that there is high potential for adverse impacts on young people.

Notes: Seeks to highlight issues such as, would the intervention increase the cost of learning to drive and have a disproportionate impact on those from poorer backgrounds or not in full-time employment; would it be seen as unfairly targeting young drivers; would it have a disproportionate impact on those in rural areas, etc.

## E.2 Assessment results

The results of the assessment process are presented in the following tables. The key below sets out the scoring system for all columns.

	Strong / or low potential for adverse impacts on young people
	Moderate / or medium potential for adverse impacts on young people
	Weak / or high potential for adverse impacts on young people
	Not Assessed

**Intervention Type A – Education and training for younger children and pre-drivers**

ID	Proposed intervention	Evidence of effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
A1	Increase the amount of road safety education provided to school children, as part of the Curriculum of Excellence.	Moderate – Evidence cited by Durkin and Tolmie (2010) suggests that children who are exposed to an intervention at an early age (6 to 10 years) could reap benefits in terms of reduced risk taking behaviour by the time they leave school, but that older children (9 to 11 years) are less susceptible.	Strong - Support for more road safety awareness courses for school pupils (from survey): young males = strong young females = strong	Moderate – School timetable already very busy.	Moderate – Approx £10m, if £50 per pupil. Some resources available free. <i>Note ~ 225,000 S1 to S4 pupils in 2009.</i>	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 1
A2	Increase the amount of pre-driver training offered by schools, technical colleges, employers and local authorities	NOT ASSESSED. Limited evaluation evidence regarding the long term effectiveness of this type of intervention.	Strong - Support for more road safety awareness courses for pre-drivers (from survey): young males = strong young females = strong	Moderate – School timetable already very busy, particularly for 15, 16 and 17 year olds. Limited opportunities to deliver effectively to those who have left school.	Moderate – Approx. £7.5m, if £100 per pupil. Some resources available free. <i>Note ~ 75,000 S1 to S4 pupils in 2009.</i>	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 2
A3	More use of innovative publicity campaigns, including use of social networking and mobile phone downloads	NOT ASSESSED. Limited evaluation evidence regarding the long term effectiveness of this type of intervention.	Moderate – Mixed views in general, but some strong views against.	Strong - No significant delivery or enforcement issues.	Strong – Cost likely to be low in comparison to other interventions considered, typically < £1 million.	Medium - Risk of alienating certain groups or young people or diluting the road safety message.	Recommendation 3
A4	Publish young driver 'accident maps' showing the location of car occupant casualties involving at least one young driver	NOT ASSESSED. No evaluation evidence, but should encourage an evidence-led approach to the design and delivery of interventions, and raise awareness about high risk routes.	Not specifically addressed in online survey.	Strong - No significant delivery or enforcement issues.	Strong – Minimal cost. Analysis costs are low in comparison to other interventions considered, typically <£1 million and probably lower.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 15

**Intervention Type B – Education, training and testing for learner and novice drivers**

ID	Proposed intervention	Evidence of effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and/or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
B1	A regulated learning environment e.g. a minimum period of learning or training, requirements for learners to log their learning experience / additional practical assessments, etc.	Weak - Evidence from around the world suggests that pre-licence driving practice reduces post-licence driving risk (OECD and ECMT, 2006.). However, no guarantee that learners will practice more if a minimum learning period is introduced or practice in different conditions. Risk that more young people will drive without a licence and undertake no formal training, increasing their accident risk.	Moderate / Strong - Support for a minimum period of training / practice (from survey): young males = moderate young females = strong  DSA Consultation (2009a) identified strong support for use of a Student workbook (similar to a log book).	Weak - Currently beyond Scottish Government's powers and responsibilities. Would create different system to rest of UK. Scottish learners may simply chose to take test in England.  Scottish Government supportive of pre-test training on rural roads in a variety of conditions (Scottish Government, 2009a).	Strong – For log book and discussion in test. Moderate – If practical assessments included.  DSA estimated £30 million transitions costs and £20 million running costs for similar changes on a UK basis (DSA, 2009b). A cost of £5 million appears feasible in a UK context.	Medium - May increase the average cost of learning to drive.  Would be seen as unfair by those who have previous experience of driving on a farm or for sport.	Recommendation 4
B2	Strengthen the practical driving test so that it tests driving in a wider range of conditions.	NOT ASSESSED. No evaluation evidence, but requirements may encourage more pre-licence practice, with positive benefits (OECD and ECMT, 2006). A focus on vehicle control skills can lead to over-confidence.	Moderate - Support for a harder driving test for all (from survey): young males = mixed young females = mixed But, widespread recognition of the need for experience in a wide range of conditions.	Very Weak – See B1 (Expected to be more of an issue than for B1). Also practical challenges in testing in different conditions. Difficult for learners in rural Scotland to practice on motorways or in busy urban areas. Use of simulators may be required to test night driving or in poor weather.	Weak – Would exceed costs for B1.	Medium – Likely to increase the average cost of learning to drive.	No – assessment does not show sufficient case
B3	Mandatory attitude and awareness interventions as part of the learning process (pre- or post test).	NOT ASSESSED. Perceived to be an effective intervention by most of the road safety community, but little formal evaluation evidence to demonstrate road safety benefits. Evaluation evidence for DfT's Attitude Advisor not yet available.	Moderate - Not specifically addressed in online survey, but strong support for voluntary road safety awareness courses for pre-drivers.	Weak – See B1.	Strong – At £50 per person, total cost ~£2m (£2.8m if extended to all age groups).	Medium – If increases the costs of learning to drive.	Recommendation 4
B4	Increase participation in post-test driver training options.	Weak- Most post-test driver training options currently available to young drivers in Scotland have not been fully evaluated. However, there is evidence that appropriate post-licence training can have a positive effect on driver safety, and that practice and experience reduces risk (OECD and ECMT, 2006; and DSA, 2009a).	Moderate - ODS Consulting (2008) found that young people were open to gaining more driving experience after passing their test, through participation in Pass Plus or similar. Similar feedback from focus group participants, but strong incentives required for most.	Strong - No significant delivery or enforcement issues. However, take-up likely to be limited unless mandatory or strong incentives are in place.	Strong - A £50 voucher for each young person would cost ~£2m (£2.8m if extended to all age groups).	Medium – If increases the costs of learning to drive.	Recommendation 6
B5	Continuous Professional Development (CPD) training for Approved Driving Instructors (ADIs), and information to help learners select ADIs.	NOT ASSESSED. Little formal evaluation evidence to demonstrate road safety benefits.	Not specifically addressed in online survey.	Moderate – Requires process to monitor CPD participation. Supported by Scottish Government in response to DSAs Learning to Drive Consultation.	Strong – If £500 per ADI, total cost ~£0.5m. Assume 1000 ADIs.	Low – No impacts on young people unless this increases the cost of lessons.	Recommendation 5

**Intervention Type C – Graduated driver licensing and licence restrictions**

ID	Proposed intervention	Evidence of Effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
C1	A graduated driving licensing (GDL) approach for all newly qualified young drivers.	Moderate – Most evaluations of GDL schemes abroad have reported 'significant reductions in crashes and fatalities', but with wide variations in effectiveness (OECD and ECMT, 2006; and Hartling, et al., 2009). Benefits not necessarily transferable to a UK context; but, evidence that passengers and driving at night create high risk scenarios. Senserrick and Whelan (2003), Vlakved (2004), Chen et al. (2000), demonstrate the casualty benefits of night time and passenger restrictions. Considered to be a potentially effective approach by majority of Scottish stakeholders interviewed. Research published by Cardiff University (Jones and Palmer, 2010) in November 2010 estimates that the introduction of a GDL in the UK involving restrictions of carrying passengers and driving at night for those aged 17-19 could save more than 200 lives and result in 1,700 fewer serious injuries each year.	Weak - Support for some form of graduated licensing (from survey): young males = weak young females = weak-moderate	Weak - Currently beyond Scottish Government's powers and responsibilities. Would create different system to rest of UK. The DSA examined support for graduated licensing in its Learning to Drive Consultation in 2008, and concluded that training and education initiatives would provide a better approach for all. At present, the UK Government has no appetite for the introduction of a UK-wide graduated licence system, and does not wish to place restrictions on newly qualified drivers. Significant enforcement issues, particularly relating to passenger restrictions.	Weak – Cost unknown, but intervention would require new legislative powers, an extensive publicity campaign, and significant enforcement (at least initially). Appears likely that this represents one of the most costly interventions proposed.	High - Would impose significant constraints on young drivers' lifestyles and opportunities. Would be seen as penalising the majority who drive safely.	Recommendation 7
C2	As C1 but with reduced restrictions for young drivers who have undertaken approved post-test driver training.	Moderate – See C1.	Weak - Not specifically addressed in online survey. Likely to be more palatable to young people than C1, but still opposed.	Weak – See C1.	Weak – See C1.	High – See C1.	Recommendation 7
C3	As C1 but for offenders only.	NOT ASSESSED. No clear evidence of benefits.	Moderate - Not specifically addressed in online survey, but likely to be more palatable to young people than B1.	Weak – See C1.	Moderate – See C1 (likely to be significantly cheaper, if targeted at offenders only).	Low – Minimal adverse impact on the majority of drivers.	Recommendation 7
C4	Mandatory carrying of P (Probationary) Plates or similar.	NOT ASSESSED.	Moderate - Support for compulsory use of P plates (from survey): young males = weak young females = moderate	Weak - Would create different system to rest of UK, but this may be less of an issue than for C1 to C3. Significant enforcement issues, but would still benefit many, even if not enforced.	Strong – See C1 (likely to be significantly cheaper).	Low – Minimal adverse impact on the majority of drivers.	Recommendation 7
C5	A requirement to undertake post-test training, practice and/or assessment after passing the current practical test within a given time limit or licence revoked.	Moderate Has proved a successful approach in Austria and reduced casualty numbers; however Austria has a poorer road safety record than Scotland (Scottish Government, 2009b, Table G).	Moderate - Not specifically addressed in online survey, but likely to be more palatable to young people than B1.	Weak - Currently beyond Scottish Government's powers and responsibilities. Would create different system to rest of UK. Enforcement - less of an issue.	Moderate –At £100 per person, total cost ~£4m (£5.6m if extended to all age groups). Moderate – Extensive advertising campaign required.	Medium – If increases the costs of learning to drive.	Recommendation 6
C6	Introduce a lower drink drive limit for all drivers	Moderate DfT has identified drink driving as one of five key factors associated with collisions involving younger and older drivers (DfT 2008). The North Review (North 2010) outlines a strong road safety case for reducing the drink drive limit for young drivers (but concludes, in the interest of presenting a consistent message) that the limit for young or novice drivers should not be lower than for other drivers.	Strong - Strong support from focus groups (and stakeholder interviews) for a lower limit for all drivers.	Moderate – Following the Calman Report on Scottish Devolution (June 2009), the Scotland Bill proposes to grant competence to the Scottish Ministers to set the drink drive limit in Scotland The Scottish Government voted for a lowering of the drink drive limit for all, from 80 to 50 mg / 100 ml in 2009. Both the previous and current UK Governments have rejected Scottish Government calls for a reduction in the drink drive limit across the UK as a whole which is the Scottish Government's preferred approach.	Moderate – Extensive advertising campaign required.	Low- minimal adverse impact on the majority of drivers.	Recommendation 8

**Intervention Type D – Enforcement and restorative justice**

ID	Proposed intervention	Evidence of Effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
D1	Option for young offenders to attend a driver awareness course as an alternative to a fine and penalty points, for specific motoring offences.	Moderate – Evidence from Thames Valley initiative shows intervention to be 60% more effective at reducing re-offending rates than Fixed Penalty Notices. Impact on casualty numbers unclear as yet. Potential to reach a relatively large number of high risk drivers given the number of FPN issued. For example, in Scotland in 2006-07 a total of 163,826 speeding offences were recorded by the police, for <u>all</u> drivers (Scottish Government, 2009a).	Strong - Support for driver awareness courses for employers (from survey): young males = strong young females = strong	Moderate – Not currently provided in Scotland, due to different prosecution system to England. However, referral option currently used for other types of (non-motoring) offences. Police have limited resources to deliver additional awareness training. May exclude young drivers without access to a computer, if course delivered as an e-Learning module.	Strong – Low cost if course undertaken online, or DVD presentation.	Low – Minimal adverse impact on the majority of drivers.	Recommendation 9
D2	Post-court educational interventions for young drivers committing serious traffic offences.	Weak - Qualitative research by the DfT was sceptical about the effectiveness of this type of intervention (Beuret and Chorlton, 2010).	Not specifically addressed in online survey.	Weak – Road Safety Act 2006 does not apply to Scotland.	Strong – Low overall cost due to anticipated low take-up.	Low – Minimal adverse impact on the majority of drivers.	No – assessment does not show sufficient case
D3	More strategic and targeted (risk-based) enforcement by police.	NOT ASSESSED. Strong consensus amongst police and wider road safety community that increased police presence and intervention encourages safer driving.	Not specifically addressed in online survey.	Moderate – Police have limited resources to deliver additional awareness training.	Moderate – Potential to be resource intensive.	Low – Minimal adverse impact on the majority of drivers – but could be seen as unfair targeting of young drivers.	Recommendation 10
D4	Encourage on and off-duty police officers, and other responsible groups, to report young drivers observed breaking the law (e.g. speeding, mobile phone use) so that a warning letter can be issued.	NOT ASSESSED. No clear evidence of benefits.	Not specifically addressed in online survey.	Strong – No significant delivery or enforcement issues. Already trialled in Grampian, focusing on mobile phone use.	Strong – Low cost. Minimal resources required.	Low – Minimal adverse impact on the majority of drivers.	Recommendation 10
D5	Amend existing legislation to make not wearing a seat-belt an endorsable offence which could result in penalty points on a driver's licence.	Moderate - No clear evidence of benefits. However, the DfT has identified lack of seat belt wearing as one of five key factors associated with collisions involving younger and older drivers (Department for Transport (2008a), and non-use of seatbelts is a contributory factor in collisions related to social driving at night and weekends, particularly in the context of passengers travelling in the rear seats (Institute of Advanced Motorists, 2008).	Not specifically addressed in online survey.	Weak – Would require a change to legislation.	Unclear.	Low – Minimal adverse impact on the majority of drivers.	Recommendation 11

**Intervention Type E – Use of technology**

ID	Proposed intervention	Evidence of Effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
E1	Mandatory use of technology such as event or continuous data recorders, Intelligent Speed Adaptation (ISA) devices, and alcolocks for young driver offenders.	NOT ASSESSED Impact on casualty numbers poorly understood within a UK context. Likely that drivers most at risk of collision will find ways around the technology. ISA / alcolocks – Do not tackle the root causes of accidents (i.e. prevents collisions rather than improving driver competency and behaviour).	Moderate - Support for greater use of continuous and downloadable data recorders (from survey): young males = moderate young females = mixed parents, carers and others = moderate <i>(note - question did not say if this would be mandatory)</i>	Moderate – Likely that drivers will find ways around the technology. Police have limited resources to enforce such an approach. Voluntary take-up likely to be limited. Calman Report recommended that driver licensing should remain a UK responsibility. DSA not looking at introducing more regulation.	Moderate – At £300 per person (for example), total cost ~£13.2m (£16.5m if extended to all age groups of learners).	Medium – Would be seen as a 'big brother' approach by many, and unfair targeting of young drivers. Removes trust between parents and young people. Young people don't like the idea of parents knowing their exact movements.	Recommendation 12 – but limited in scope.
			Weak / Moderate – Support for greater use of speed limiting technology (from survey): young males = weak young females = moderate <i>(note – question did not say if this would be mandatory)</i>	Weak – Further development of Intelligent Speed Adaptation technology required. Not a short-term solution. Calman Report recommended that driver licensing should remain a UK responsibility. DSA not looking at introducing more regulation.	Moderate – At £300 per person (for example), total cost ~£13.2m (£16.5m if extended to all age groups).	Medium – Would be seen as a 'big brother' approach by many, and unfair targeting of young drivers.	Recommendation 12 – but limited in scope.
			Moderate / Strong – Support for greater use of alcolocks (from survey): young males = moderate young females = strong	Moderate – Likely that drivers will find ways around the technology. Police have limited resources to enforce such an approach. Calman Report recommended that driver licensing should remain a UK responsibility. DSA not looking at introducing more regulation.	Moderate – At £300 per person (for example), total cost ~£13.2m (£16.5m if extended to all age groups).	Medium – Would be seen as a 'big brother' approach by many, and unfair targeting of young drivers.	Recommendation 12 – but limited in scope.
E2	Raise awareness of the role of new and existing technologies amongst young drivers, employers, and parents.	NOT ASSESSED No clear evidence of benefits, but evidence that drivers have a poor understanding of the role of standard safety features. In-car safety features have contributed to reduced casualties in recent years.	Not specifically addressed in online survey.	Strong – No significant delivery or enforcement issues. However, safety features are not currently a high priority for young drivers when purchasing a car.	Strong – No cost to public purse.	Low – Minimal adverse impact on young drivers. Whelan et al (2009) have noted that for roughly the same amount of money as needed for the above technology interventions, it is possible for young people to purchase safer vehicles.	Recommendation 12

**Intervention Type F – Encouragement and leadership, including incentives and working with the private sector**

ID	Proposed intervention	Evidence of Effectiveness Note – A 'weak' or 'NOT ASSESSED' rating does not mean that the intervention is not worthy of further consideration, but does highlight a need for further research and evaluation.	Support/Acceptability amongst young people (and/or parents, where more applicable) Note- Scores of strong, moderate and weak for support and or acceptability	Risk criteria			Linked to Recommendation ID
				Deliverability (excluding affordability) and enforcement Note: Classified as strong, moderate and weak	Affordability (Public Purse) Note: Classified as strong, moderate and weak	Impact on Young People (issues of affordability; employment, education, social opportunities; equity etc.) Note: Classified as high, medium and low	
F1	Require all tenderers for Government contracts have a Managing Occupational Road Risk (MORR) policy in place, with a focus on young drivers.	<b>Weak</b> Limited evaluation evidence regarding casualty benefits, but evidence of a relationship between an organisation's safety culture, the attitudes of its drivers to safe driving behaviour and accident risk Work Related Road Safety Task Group and Health and Safety Commission (2001). Evidence from the RoSPA Young Drivers at Work Report that the current system of driver training and testing not preparing young drivers to drive at work.	Not specifically addressed in online survey.	Strong – MORR policies are a legal requirement so this should not place a high burden on industry.	Strong – Cost likely to be low in comparison to other interventions considered.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 13
F2	Strengthened Health and Safety at Work legislation, mandating specific risk assessment for young people.	See F1.	Not specifically addressed in online survey.	Moderate – Requires legislative change or new guidance.	Strong – Cost likely to be low in comparison to other interventions considered.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 13
F3	Information about insurance products that are tailored to young drivers.	NOT ASSESSED. Limited evaluation evidence regarding the effectiveness of this type of intervention. Likely to be only part of the solution.	Not specifically addressed in online survey.	Moderate – Difficult for Scottish Government to support or endorse particular products.	Strong – Cost likely to be low in comparison to other interventions considered.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 2, 6
F4	Information for young drivers about the makes models and features that help reduce insurance premiums.	NOT ASSESSED. Limited evaluation evidence regarding the effectiveness of this type of intervention. However, evidence that young drivers have limited knowledge about these issues.	Not specifically addressed in online survey.	Strong – No significant delivery or enforcement issues.	Strong – Cost likely to be low in comparison to other interventions considered.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 2, 6
F5	Information for employers regarding their role in young driver safety	NOT ASSESSED. Limited evaluation evidence regarding the long term effectiveness of this type of intervention.	Not specifically addressed in online survey.	Moderate – May be difficult to reach some employers.	Strong – Cost likely to be low in comparison to other interventions considered.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 13
F6	Encourage employers to recognise additional driver training qualifications	NOT ASSESSED. Limited evaluation evidence regarding the long term effectiveness of this type of intervention, but see F1. Potential impact on employment opportunities could provide an effective incentive. See also B4.	Moderate – Support for employers valuing additional driver training (from survey): young males = moderate young females = strong. But less support from males aged 21 to 25, the group most likely to be affected.	Moderate – May be difficult to reach some employers.	Strong – Cost likely to be low in comparison to other interventions considered.	Medium – Could impose significant constraints on young drivers' employment opportunities. This would act as a significant incentive.	Recommendation 13
F7	Information and guidance for parents regarding their role in young driver safety	NOT ASSESSED. Limited evaluation evidence regarding the effectiveness of this type of intervention, but general consensus from road safety community that parents should play a greater role. Parent-young person agreements could be used to control exposure to risk during the first few months of driving when collision risk is high. Parental 'buy-in' and effectiveness may not address safety of young drivers in highest risk group.	Strong – Support for more road safety awareness courses for parents: young males = moderate young females = strong parents, carers and others = strong	Moderate – May be difficult to reach some parents. There would be a learning curve in which the acceptability of parent – young person agreements would change over time. With sufficient acceptability they could pave the way for a legislative intervention.	Strong – Cost likely to be low in comparison to other interventions considered.	Medium – Could constrain young person's use of car. Removes trust between parents and young people.	Recommendation 14
F8	Improve public transport availability at night, in conjunction with 'reduce mileage/don't travel' messages. Free or concessionary fares for young people.	NOT ASSESSED. Will remove risk of involvement in an injury collision as a driver or passenger. Number of young people choosing not to drive may be low unless there are clear incentives.	Not specifically addressed in online survey.	Strong - No significant delivery or enforcement issues (except affordability).	Weak – Feedback from focus groups suggests substantial provision required across Scotland to encourage mode switch, particularly in rural areas.	Low – No adverse impacts on young people, if appropriate public transport provision available.	Recommendation 15
F9	Incorporate coverage of eco-driving techniques into education and awareness courses for learner or new drivers.	NOT ASSESSED.	Not specifically addressed in online survey.	Strong - No significant delivery or enforcement issues (except affordability).	Strong – Minimal cost if incorporated into existing interventions.	Low – No impacts on young people relating to affordability, employment / education / social opportunities, or equity issues.	Recommendation 2



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Any enquiries regarding this document/publication should be sent to us at:

Transport Scotland, Victoria Quay,  
Edinburgh, EH6 6QQ.

0141 272 7100  
[info@transportscotland.gsi.gov.uk](mailto:info@transportscotland.gsi.gov.uk)  
[www.transportscotland.gov.uk](http://www.transportscotland.gov.uk)



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