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Draft Road Safety Strategy for for Northern Ireland to 2030

Road to Zero: Connecting Communities: Safer Roads for All



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Ministerial Foreword

I am delighted to share with you the draft Road Safety Strategy for Northern Ireland to 2030.

While I regret that I have not been able to secure Executive sign off for this Strategy, due to the absence of an Executive, my officials will continue to develop preparatory work, and coordinate with other Departments, on the final form of this Strategy in anticipation of the return of a functioning Executive.

Road Safety is an issue that impacts on all of us in our everyday lives. While we all have a personal responsibility to drive, cycle, wheel or walk in a way that keeps ourselves safe, we need to be mindful that responsibility is all the greater where we have the potential to do greater harm to other road users. I, as Minister for Infrastructure, am aware of the challenging priority that road safety presents to us all and am committed to the ongoing development of a safe and sustainable transport network that prioritises walking, wheeling and cycling, connects communities, keeps us free from road traffic harm and meets the needs of all of our citizens.

The previous Strategy set out the government's approach to improving road safety for all road users over the 10 year period to 2020. While the progress against the targets and indicators that has been evidenced is promising, there is a need for us to remain diligent and to build on the progress to date. Every death or serious injury is of immense regret and we must strive to remain focused on making greater gains in improving the level of road safety here.

In the current context, the North continues to face many challenges as we continue to emerge from the COVID-19 pandemic; however road safety remains a priority. This new Road Safety Strategy will play a pivotal role in supporting policies across a number of Executive priorities including sustainability, economic development, climate change and active travel.

This Strategy aims to build on work to address the challenges that have been identified through extensive engagement with a wide range of stakeholders and through public consultation by setting the direction upon which future road safety policies and actions will be based. This Strategy has been informed by a pre-consultation engagement exercise with key stakeholders, a formal public consultation on the draft Strategy and review of evidence and best practice. It is founded on the internationally recognised 'Safe System' principles and adopts an outcomes based approach, in line with the draft Programme for Government (PfG) outcomes framework. This means that there must be a focus on safe road use; safe roads and roadsides; safe vehicles; safe speeds; and better post-crash response as well as a range of associated activities, including performance monitoring and reporting.

This Strategy sets out a renewed focus on making our roads safer to use for all, particularly those who are more vulnerable, including pedestrians, cyclists, motorcyclists and horse riders, and reducing the number of people killed or seriously injured on our roads. One life lost is one too many and there is more we can and must do.

This Strategy identifies strategic priority areas which we - government, organisations and road users - need to focus our efforts on in order to overcome the recognised challenges and deliver on the strategic outcomes - that is Safe People, Safe Roads and Safe Vehicles- that have been identified. This Strategy also includes a detailed Action Plan which sets out the short term actions that should be taken forward to address the strategic priorities.

I recognise that many important road safety developments and initiatives will require more detailed and lengthy delivery timetables and

funding commitments and, in recognition of this, and in line with the Outcome Based Accountability (OBA) approach, following publication of this draft Strategy and Action Plan for 2022/23, work will be progressed, in association with NISRA and key stakeholders and delivery partners, to develop and design a number of key performance indicators (KPIs) and related priority actions. These KPIs will seek to measure the effectiveness of the actions taken and their impact in terms of realising improvements in the identified outcomes. They will keep our focus on delivering the most important actions that will make a positive difference.

Following the stakeholder engagement and co-design process, a finalised longer term action plan will be published later in 2023, setting out the actions that will be required to achieve progress and the indicators that will be established to measure success of the Strategy. The Strategy's actions and performance measures will be reviewed and evaluated, with new developments and innovations considered, on an annual basis. This will help to ensure that, throughout the lifetime of the Strategy, there will be a focus on the future and best practice to ensure that the North can respond to road safety challenges and embrace innovative solutions.

John O'Dowd MLA
Minister for Infrastructure

1. Executive Summary

The latest World Health Organisation (WHO) Global Status Report on Road Safety 2018 reports that the number of deaths on the world's roads remains unacceptably high, with an estimated 1.35 million people dying each year¹.

While a number of countries have seen success in reducing road traffic deaths over the recent years, progress varies significantly between the different regions and countries of the world. The progress that has been achieved in a number of countries to stabilise the global risk of dying from a road traffic crash has not occurred at a pace fast enough to compensate for the rising population and rapid motorization of transport taking place in many parts of the world. The report does however show that progress is being made in improving key road safety laws, making infrastructure safer, adopting vehicle standards and improving access to post-crash care. Further progress will depend upon the future success in addressing the range of significant challenges which remain.

In a local context, it is clear from the data that there has been considerable success in recent years. The previous Northern Ireland Road Safety Strategy to 2020: Annual Statistical Report 2021² confirmed that 3 of the 4 targets in the Road Safety Strategy to 2020 were achieved. Reporting against the 2020 targets will continue until the new targets proposed in this Strategy have been agreed by a future Executive. To this end the most recent Northern Ireland Road Safety Strategy to 2020: Annual Statistical Report 2022³ shows that, while in the 2021 year only 1 of the

4 targets have been achieved, significant progress continues to be made against the Strategy baseline (2004-2008) with Deaths and Serious Injuries (KSIs) reduced by 55% and 34% respectively in 2021 from the Strategy baseline and Children (-47%) and young people KSIs (-55%) also showing large decreases.

Despite this good progress however, a number of challenges remain. In particular the Police Service of Northern Ireland (PSNI) data regrettably continues to show that approximately 95% of road casualties are due to a number of dangerous road user behaviours with the majority of collisions being caused by carelessness/inattention, driving at excessive speed or being impaired through alcohol/drugs, despite interventions to date. Additionally, uncertainties remain as to the lasting impacts of the COVID-19 pandemic on our travel choices and behaviours.

The purpose of this Strategy is to continue our efforts in addressing important road safety issues and achieve greater reductions than before. In order to do so, it is recognised that a collaborative and partnership approach to road safety, across government, the private and public sector and with communities and organisations, is required. In this context the Strategy aims to provide a framework for government and other road safety stakeholders to establish their own road safety plans, objectives and interventions to eliminate road crashes which result in serious injuries or fatalities.

The challenge is for the Strategy to avoid complacency and to build on the progress that has been made towards saving lives and preventing injuries so that the North continues to have one of the lowest death rates in Europe. This will ensure that the benefits achieved against the previous strategy and targets can be built upon and enhanced.

1. https://www.who.int/violence_injury_prevention/road_safety_status/2018/en/
2. <https://www.infrastructure-ni.gov.uk/system/files/publications/infrastructure/ni-road-safety-strategy-to-2020-annual-statistical-report-2021.pdf>
3. <https://www.infrastructure-ni.gov.uk/system/files/publications/infrastructure/ni-road-safety-strategy-to-2020-annual-statistical-report-2022.pdf>

Strategy Development

In developing this Strategy the Department for Infrastructure (Dfi) undertook an extensive development process.

This included:

- Review of progress since the 2020 Road Safety Strategy;
- Review of international best practice;
- Review of data and statistics impacting on road safety;
- A process of pre-consultation engagement with key stakeholders; and
- An 8 week formal public consultation which included engagement and consultation with key stakeholders, the general public and children and young people.

As well as taking into account the findings of the strategy development process, this Strategy has been developed using the Outcomes Based Accountability (OBA) approach, which provides an evidence based way of working and focuses attention on the outcomes we seek to achieve and the impact of our actions on our people. This approach is consistent with the Executive agreed approach to the draft outcomes framework for the Programme for Government (PfG), an essential aspect of which is government working in partnership with people and communities everywhere to identify and deliver actions to improve people's health and wellbeing. While it is acknowledged that it will be a matter for a future Executive to decide how it wishes to progress the draft PfG, it is intended that this Strategy will be a key delivery mechanism for the PfG - by outlining the key road safety outcomes through which we will seek to deliver a real and lasting impact on road safety and in turn contribute to the wellbeing of our people.

This Strategy has also been informed by the Safe System principles which involve a holistic view of the road network and interactions among various types of road users, roads and roadsides, travel speeds and vehicles. It is hoped that the application of the Safe Systems approach to road safety, which addresses all elements of road safety in an integrated way, will facilitate further long term

reductions in fatalities. These Safe System principles recognise that some road users are more vulnerable, and that people will always make mistakes and may have road crashes, but that those crashes should not result in death or serious injury.

We all have a role to play to make every journey safe. This includes engineers building better roads, including roads that encourage active and sustainable travel, agencies such as the Driver and Vehicle Agency (DVA) testing and enforcing vehicles to ensure they are safe and roadworthy, the PSNI ensuring the rules of the road are being adhered to, health professionals providing after - crash care, and individuals making informed and careful choices to ensure that they connect safely and arrive at their destination without harm to themselves or others.

Strategic Outcomes

The Strategy sets out three strategic outcomes namely:

Safe People:

- Our People Will Be Safer On Our Roads

Safe Roads:

- Our Roads Will Be Safer For All

Safe Vehicles:

- Our Vehicles Will Be Safer

A range of strategic priority areas which will seek to achieve the outcomes have been identified, a summary of which is provided at **Annex A**. Each of the defined strategic priority areas will allow actions to be delivered which will impact on all of the three strategic outcomes. In addition, it is intended that the Safe System principles will be fully embraced across all of the strategic outcomes to enable the ambitious reductions in road deaths and serious injuries to be realised.

Taking into account road safety targets in both an international, regional and local context, a number of key targets have been set for the Strategy.

The targets, based on a 2014-2018 baseline are:

	% reduction by 2030	Target number by 2030
Number of people killed in Road Collisions	at least 50%	fewer than 35
Number of people seriously injured in Road Collisions	at least 50%	fewer than 376
Number of children (0-15) killed or seriously injured in Road Collisions	60%	fewer than 29
Number of young people (16-24) killed or seriously injured in Road Collisions	60%	fewer than 79

Following publication of this draft Strategy, work will be undertaken to develop a range of Key Performance Indicators (KPIs) which will seek to measure the effectiveness of the actions taken and their impact in terms of realising improvements in the identified outcomes. A finalised longer term action plan setting out the KPIs that will be established to measure success of the Road Safety Strategy to 2030 will be published later in 2023.

The Strategy's actions and performance measures will be reviewed and evaluated, with new developments and innovations considered, on a regular basis. This will help to ensure that, throughout the lifetime of the Strategy, there will be a focus on the future and best practice to ensure that the North can respond to road safety challenges and embrace innovative solutions.

An Action Plan for 2022/23 has been developed and is attached at **Annex B**.

Delivery and Governance

In order to achieve our ambitious targets it is important that partnership working, across government and all key stakeholders, is encouraged and embraced and that effective governance processes are established to deliver this Strategy.

It is acknowledged however that there are a number of key success factors that will enable the ambitious 2030 targets to be achieved.

These include:

- Executive/Political commitment: essential for the success of this Strategy.
- Funding and Resources: provision of adequate funding and resources to allow work to be taken forward, including for example the timely development and implementation of evidence-based policy and legislation, and changes to infrastructure, to allow outcomes to be delivered and positive impacts to be realised.
- Collaborative partnership working both within and outside of government to ensure interdependencies/linkages are exploited e.g. on climate change, sustainability and active travel initiatives.
- Establishment of an effective governance framework and clear accountability.
- Public support and buy in to the concept of 'shared responsibility' and to the interventions and messages that are delivered.
- Effective information and data sharing across all stakeholders to allow for targeted actions and interventions, and for lessons to be learnt, throughout the lifetime of the Strategy.

If these key success factors are not achieved, they are likely to present significant barriers to progress in relation to the Strategy and overall road safety performance.

To ensure these requirements and ultimately our targets are met, work on a robust governance framework is under development, which will allow for effective delivery, monitoring and review of the Strategy.

The delivery and governance processes will seek to acknowledge and encourage the concept of shared responsibility, one of the core underlying principles of the Safe System approach, and in turn, our Strategy. They will recognise that it is only by partnership working that we can achieve the targets and outcomes so as to make our roads safer for everyone and support the safety of future generations.



2: Road Safety Context

Progress against the Northern Ireland Road Safety Strategy to 2020

Evidence has shown that good progress had been made during the lifetime of the 2020 Road Safety Strategy. Analysis identified a range of actions that had been progressed by the Department for Infrastructure (DfI) to address road safety including:

- effective partnership working with key stakeholders, including the PSNI, via the Northern Ireland Road Safety Partnership (NIRSP), and with Sustrans on the delivery of the DfI/Public Health Agency (PHA) funded Active School Travel Programme;
- effective promotion and advertising campaigns, including TV and other media advertising, including a coordinated media calendar with the PSNI;
- effective delivery of education programmes on road safety issues, including driver improvement schemes such as Speed Awareness Courses and the Cycling Proficiency Scheme;
- the joint protocol between the DfI and PSNI for managing incidents on the Strategic

Road Network along with effective collision investigation and recording; and

- initiatives including the 20mph speed limit at schools, facilitating the introduction of Speed Indicator Devices (SIDs), the positive contribution to the elderly and disabled through the Community Transport Partnership (funded by DfI and DAERA), and the positive impact for motorcyclists on allowing them access to bus lanes.

Statistical analysis showed progress on the 2020 Strategy and against the 4 principal targets.

Target 1: To reduce the number of people killed in road collisions by at least 60% by 2020

Despite not meeting this target in 2020 when 56 deaths were recorded, this target was met 12 months later when 50 fatalities were recorded for 2021 (a decrease of 11% from 2020). The 50 deaths for the year represents a reduction of 60% from the 2004-2008 baseline figure (126). There has been a clear downward trend in fatalities since then. (See Chart 1.)



Chart 1: Number of road traffic fatalities, 2004-2021

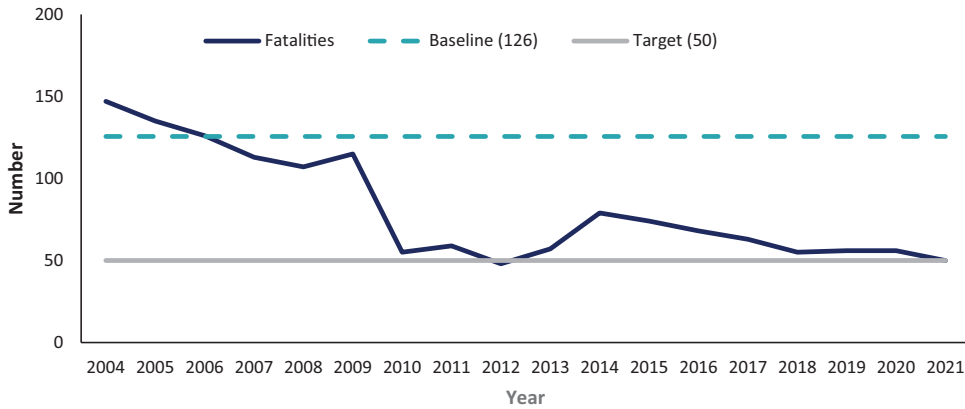


Chart 2: Number of road traffic serious injuries, 2004-2021

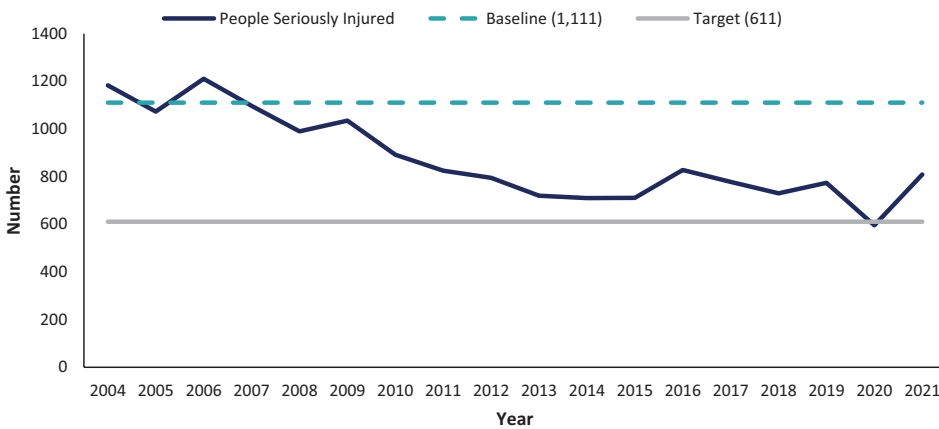


Chart 3: Number of children (aged 0 to 15) killed or seriously injured (KSIs) in road collisions, 2004-2021

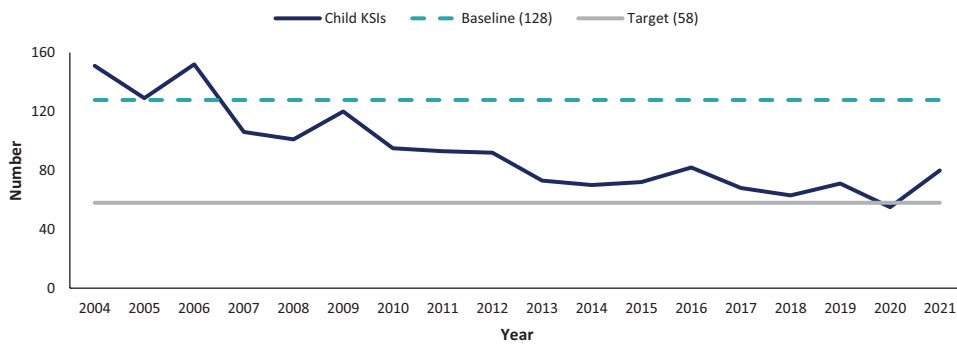
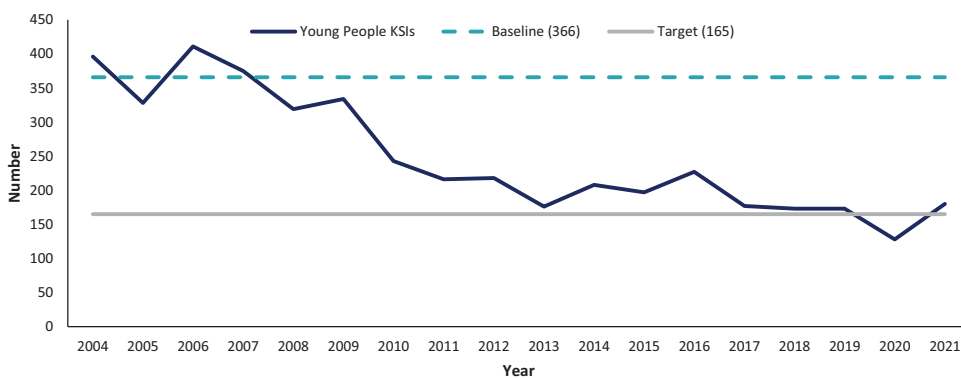


Chart 4: Number of young people (aged 16 to 24) killed or seriously injured (KSIs) in road collisions, 2004-2021



Target 2:

To reduce the number of people seriously injured in road collisions by at least 45% by 2020

The target was met in 2020 with 596 people seriously injured (SI) in collisions on our roads. In 2021, 809 people were seriously injured which is 27% less than the baseline figure of 1,111, but a 36% increase over the year. SI numbers have fell considerably between 2019 and 2020, but the 2021 figure is the highest since 2016.

(See Chart 2.)

Target 3:

To reduce the number of children (aged 0 to 15) killed or seriously injured in road collisions by at least 55% by 2020

The target was met in 2020 with 55 children killed or seriously injured in road collisions on our roads. In 2021, there were 80 children killed or seriously injured; twenty-five (45%) more than in 2020, the highest percentage increase of annual child KSIs since the strategy began. The 2021 figure represent a reduction of 37% from the baseline figure (128). (See Chart 3.)

Target 4:

To reduce the number of young people (aged 16 to 24) killed or seriously injured in road collisions by at least 55% by 2020

The target was met in 2020 with 128 young people killed or seriously injured in road collisions on our roads. In 2021, there were 180 young people killed or seriously injured, which is 41% more than the number recorded in 2020 and 51% less than the baseline figure of 366. The annual percentage increase in 2021 was the largest in the series. (See Chart 4.)

Since the Strategy baseline, the period of greatest reduction in KSIs appeared to be associated with falling numbers of driving tests applications, speeding and drink driving detections and increases in advertising spend and seatbelt wearing. There was also greater exposure to risk from increased travel of those more vulnerable road users, which

may to some extent, have offset the observed improvements in KSIs. The changes in the KSI trend seen in the final few years of the Strategy have coincided with either a slowing or reversal of trend in many of these key road safety factors. The 2020 figures also reflect the impact Covid-19 restrictions had on the fall in the number of road traffic collisions and casualties recorded.

Road Safety in an International Context

Comparison of international data 2021³ shows that the North is one of the best performing EU countries in terms of road safety and in an international context, the North (26.3) has a similar death rate to the Irish Republic (27.4) and a higher rate than Great Britain (24). Elsewhere in Europe, Norway had the lowest (15) while Bulgaria and Romania have the highest (81 and 93 respectively). (See Map 1.)

A short paper which compares our local fatality rate in 2018 to other countries is available at [International comparison of road traffic fatalities 2018](#).

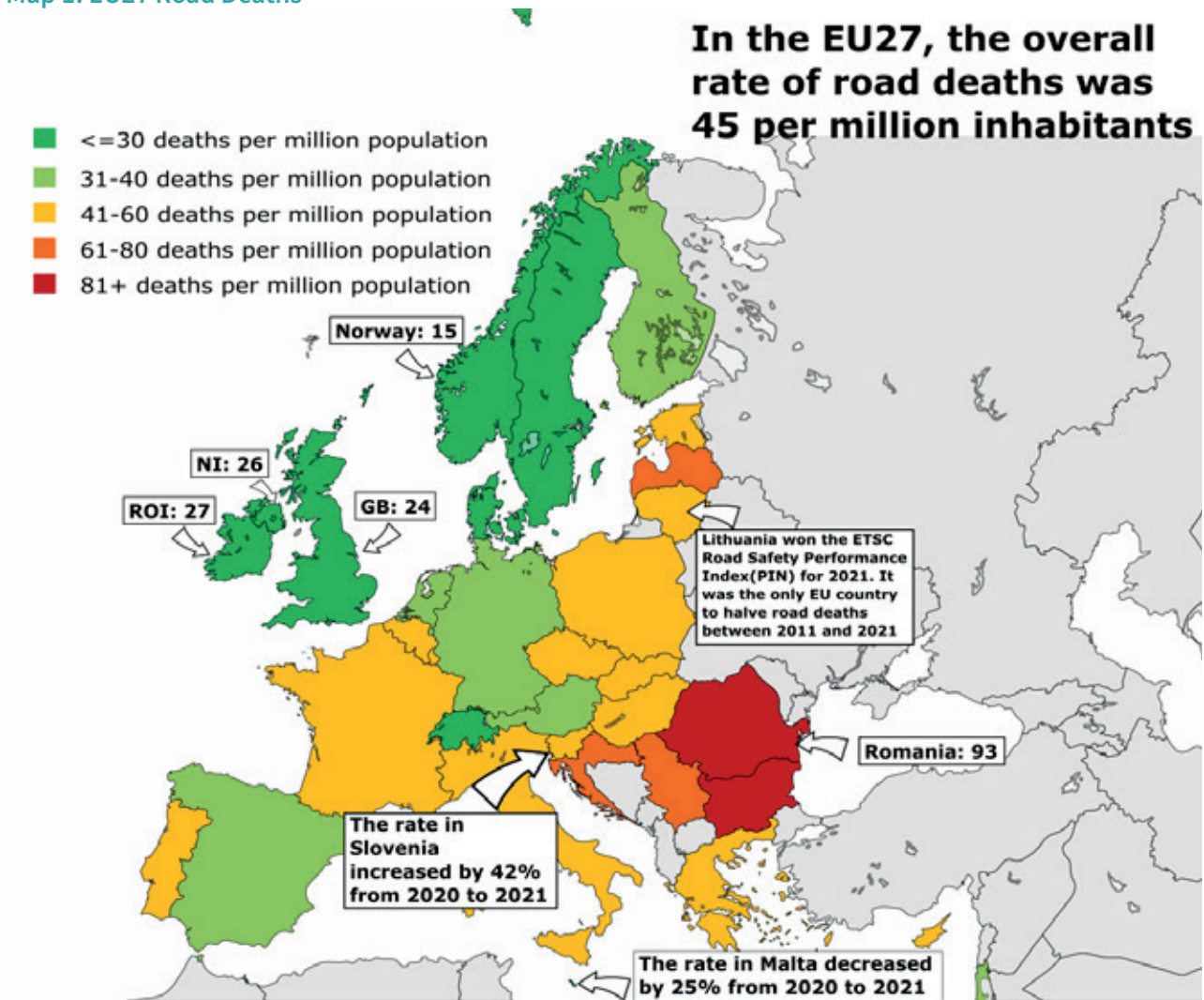
Review of other international strategies has identified that both International Road Traffic and Accident Database (IRTAD) countries and EU countries have adopted strategies and targets based on the EU Road Safety Policy Framework 2021-2030 - Next steps towards 'Vision Zero'.⁴

This framework is based on the Safe System approach which is derived from European best practice and now recommended globally by the World Health Organization and reframes road safety policy by focusing it on preventing deaths and serious injuries. Most developed countries recognize that, in order to achieve further reductions in KSIs a step change in road safety delivery is required: from providing focus for improved joint working, to embedding the Safe System ambition and approach into the delivery of national and local activity.

3. [15th Annual Road Safety Performance Index \(PIN\) Report | ETSC](#)

4. [European Commission, Directorate-General for Mobility and Transport, Next steps towards 'Vision Zero' : EU road safety policy framework 2021-2030, Publications Office, 2020, <https://data.europa.eu/doi/10.2832/261629>](#)

Map 1: EU27 Road Deaths



The Costs of Road Traffic Collisions

Regarding the monetary value of avoiding casualties, in 2021, the Department for Transport set the average value of prevention per road traffic casualty at £2,114,526 for a fatality, £237,614 for a serious injury and £18,318 for a slight injury⁵.



5. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1021947/ras60001.ods

3. Our Strategy Development Process

In preparing this new Road Safety Strategy, extensive discussions with a wide range of stakeholders and delivery partners was undertaken.

Throughout July and August 2021 pre-consultation engagement was undertaken with key stakeholders, including statutory bodies, including the PSNI, the Northern Ireland Ambulance Service (NIAS), other Government Departments, local council representatives and a range of road user representative bodies, including Sustrans, Motorcycle Action Group - UK (MAG), Road Haulage Association (RHA), The Inclusive Mobility and Transport Advisory Committee (IMTAC) and the Northern Ireland Women's European Platform (NIWEP). This provided an opportunity for views to be shared and for the Department to build a consensus around the key priorities that the new Strategy should address, in advance of a formal consultation being launched.

Feedback from the pre-consultation engagement exercise was then used to inform the Strategy consultation document, along with:

- Feedback from the Committee for Infrastructure;
- Literature review, including review of international best practice; and
- Data analysis.

A formal consultation on the proposed content of the new Road Safety Strategy was held between 15 November 2021 and 10 January 2022. As part of the consultation process, Departmental officials facilitated 4 public engagement sessions throughout December 2021 which included representation from both members of the public and a range of stakeholder representative bodies including RHA, a range of Policing and Community

Safety Partnerships (PCSPs), Cycling UK, Cycling Ulster, MAG-UK, British Motorcyclists Federation (BMF) and AECOM.

In addition officials engaged directly with a number of key stakeholders and delivered presentations on the Strategy consultation as requested.

In recognition of the importance of the need to take into consideration the impact of road safety on children and young people and their needs, as recognised in the **Stockholm Declaration**, the Department invited a number of primary and post primary schools, representing both urban and rural communities to provide feedback via questionnaires, with a focus group being delivered to primary school children.

Other bodies representing the views of children and young people, including Parenting NI, Secondary Students' Union of Northern Ireland, Ulster University Students' Union, Queens University Students' Union, Northern Ireland Youth Forum and Youth 19 at Derry and Strabane City Council were also invited to participate in the consultation. The Youth Justice Agency facilitated engagement with youths who had come to the attention of the criminal justice system through illegal driving which provided the Department with valuable insight into behaviours and attitudes around road safety.

A report on the findings of the consultation is available on the DfI website:

<https://www.infrastructure-ni.gov.uk/publications/consultation-outcome-report-new-road-safety-strategy-northern-ireland-2030>



4. Our Road to Safety: Strategic Approach

The aim of this Strategy is to provide a focus and direction for road safety policy and action until 2030, recognising that policy, decisions and actions in many other areas can and do impact on the achievement of road safety outcomes and outcomes in other areas of society.

For example road safety has close linkages with policies on transport, infrastructure, planning, health, education, emergency services, energy, environment, technology and justice, among others.

In terms of transport, the Department is also committed to a long-term vision for active travel across the North with an emphasis on shaping communities around people. In this scenario, the objective is to significantly increase the proportion of journeys made by walking, wheeling and cycling, so that this becomes the most popular choice for the many shorter, everyday journeys that we all make. What deters many people from active travel is their concern about ‘road safety’. Accordingly, road safety policies need to be focused on measures that address this significant concern.

It is recognised that improvements in road safety can make a significant contribution across a number of governmental strategic priorities and support a range of key cross-cutting themes.

It is intended that this Strategy will be a key delivery mechanism for the PfG, the draft outcomes framework of which adopts the Outcomes Based Accountability (OBA)⁶ approach which provides a blueprint for cross-cutting and collaborative working - both within central government and with a wide range of delivery partners in other sectors: in local government, in the community and voluntary sectors and with the private sector. The current draft PfG outcomes framework consists of 9 high level outcomes, which are expressed as succinct high-level statements of the societal impacts the Executive wants to make.

The Road Safety Strategy is following a similar approach. It will build on the outcomes identified in the draft PfG outcomes framework, including ‘Our children and young people have the best start in life’ and ‘We all enjoy long, healthy active lives’ and seek to help deliver upon those outcomes, whilst also supporting the wider delivery of the PfG. While it is acknowledged that it will be a matter for a future Executive to decide how it wishes to progress the draft PfG, it is intended that the key road safety outcomes will allow us to deliver a real and lasting impact on road safety and in turn contribute to the wellbeing of all of our people.

The Strategy outlines 4 ambitious targets to 2030, and in line with the OBA approach, following publication of this draft Strategy, work will continue to identify the Key Performance Indicators (KPIs) which set out the changes we want to achieve through our Strategy. Detailed action plans will also be co-produced and co-designed with stakeholders and delivery partners, which will shape our collective efforts, inspire collaboration and frame a shared vision for the future to improve road safety delivery.

6. Friedman M (2005) *Trying Hard is not Good Enough: How to produce measurable improvements for customers and communities*. Trafford Publishing

Safe System Approach

The Strategy embraces the Safe System approach to road safety improvement.

The internationally recognised Safe System approach is recognised as the optimal, best practice approach to achieving significant reductions in road user fatalities and serious injuries. It is based on well-established safety principles and requires a shared responsibility between all of those who use the road transport network; from system providers (including government, industry organisations that design, build, maintain and regulate roads and vehicles) to road users for safe travel outcomes on the road network. The approach is based on an ethical position where it can never be acceptable that people are seriously injured or killed on our roads with the long-term goal of elimination of death and serious injury on roads.

The five pillars of the Safe System approach are:

Safe Road Use:

- Under the Safe System approach, safe road use aims to assist road users so they have the knowledge, capability, motivation and technology to use the roads and vehicles safely, so that if a collision does occur this does not lead to death or serious injury. The Safe System encourages safer road use in various ways, including through road safety education, training and awareness, setting road user standards, traffic legislation and targeted enforcement. Safe road use incorporates a wide range of safety behaviours such as driving without impairment (due to alcohol, drugs, fatigue or distraction), helmet wearing, seat belt wearing and adhering to speed limits. The emphasis is placed on a philosophy of shared and proportionate responsibility where everyone who uses the roads is encouraged to use the roads safely and decide the most sustainable way to travel, know and comply with road rules and take responsibility for the safety of themselves and others, especially the vulnerable.

Safe Roads and Roadsides:

- Under the Safe System approach, safe roads and roadsides aims to support correct road use

through providing ‘self-explaining’ roads (i.e. they are designed so that the driver is aware of what is expected of them and behaves appropriately) and forgiving roadsides (i.e. roadsides that minimize the impact of collisions) so as to reduce the risk of crashes occurring, and the severity of injuries if a crash does occur. Safe roads and roadsides involves the planning, design and operation of roads and roadsides so that roads are predictable and forgiving of errors. The Safe System seeks to ensure that safety features are incorporated into the road design from the outset including, for example, segregated road space for different road users; developing and enhancing safer routes for vulnerable users; and appropriate speed limits are put in place to protect the most vulnerable road users. There is also an emphasis on a proactive approach to road safety, with improvements made to improve both the actual and perceived risks of road safety. Crash hot spots are identified, and targeted engineering measures taken to remedy them, e.g. by improving road surfaces, removing roadside obstacles to vision, or installing traffic lights.

Safe Speeds:

- Under the Safe System approach, safe speeds aims to aid crash avoidance and to help and encourage road users to understand and travel at appropriate speeds to the conditions and within the speed limits. It seeks to establish appropriate speed limits, set according to road features and function and the known physical tolerances of road users, enforce existing limits and educate road users. Successful Safe System approaches ensure that the set speed limits on parts of the network are not higher than the built-in protections provided by roads, roadsides and vehicles. Although collisions may occur, they should not lead to death or serious injury.

Safe Vehicles:

- The Safe System approach seeks to ensure that vehicles are designed, built and regulated to minimize the occurrence and consequences of collisions and includes measures to help avoid collisions and to mitigate the severity of a collision before it occurs. The safe vehicles element of the Safe Systems approach seeks to

address the safety of road users both inside and outside the vehicle and recognises that well-maintained vehicles reduce the risk of collisions and in the event of a collision reduce the harm to road users, cyclists, horse riders, pedestrians, motorcyclists, vehicle occupants and those who may have a disability. Legislation and Industry standards and initiatives also have a role to play along with new and emerging technologies which provide for a range of vehicle safety features and technologies that can either detect and prevent potential collisions or reduce the severity of injuries sustained in the event of a collision. The critical importance of enforcement in ensuring that the required vehicle standards are met must also be acknowledged.

Post-crash Response:

- Under the Safe System approach, post-crash seeks to provide for an effective and appropriate response to collisions. In the event of a crash measures are put in place to prevent death, limit the severity of the injury and the suffering caused, and to provide survivors with the best opportunity for recovery. This includes a robust and appropriate emergency response alongside the provision of long-term support and care. This approach seeks to ensure that road victims receive appropriate medical care and rehabilitation to minimise the severity of long-term impact of their injuries. Learnings from collisions are captured and acted upon. It recognises that post-crash response can make a vast difference to saving lives and can enable the best possible response to collisions, ensure victims are effectively cared for, and facilitate meaningful investigations into the causes and potential solutions for health. Not only does this impact on the achievement of the strategic outcomes but also on the health outcomes of those involved in a road traffic collision by the ability to quickly locate and provide emergency first responder care, in order to stabilize victims and transport them to hospital for further specialist treatment.

The Safe System's ethical goal of serious casualty elimination requires a long-term timeframe for actions to be developed and implemented in successive timeframes, to deliver incremental serious casualty reductions and support progress towards the long-term goal.

Adoption of a long-term Safe System approach is identified good practice for managing for results and is supported by other key international road safety stakeholder organisations such as The Organisation for Economic Co-operation and Development (OECD) and International Transport Forum (ITF) (OECD/ITF Towards Zero Ambitious Road Safety Targets and the Safe System Approach 2008)⁷. The recently adopted (September 2020) United Nations (UN) Decade of Action for Road Safety 2021 - 2030 and the WHO and UN Global Plan for the Decade of Action, released in October 2021, emphasise the need for a holistic approach to road safety and calls on government and partners to implement an integrated safe system approach⁸.

7. <https://www.itf-oecd.org/sites/default/files/docs/08targetsummary.pdf>

8. <https://www.who.int/teams/social-determinants-of-health/safety-and-mobility/decade-of-action-for-road-safety-2021-2030>

// Targets for the 2030 Strategy:

This Strategy takes cognizance of targets which have been set in a wider UN/EU/UK context. For example, the EU Road Safety Policy Framework⁹ sets out the EU Safe System results hierarchy which it encourages its members to follow, namely:

- Long-term goal of Zero deaths and serious injuries by 2050
- Interim targets of 50% fewer deaths and serious injuries between 2020 and 2030
- Intermediate outcome targets based on Key Performance Indicators directly linked to reducing deaths and injuries

The UN Decade of Action for Road Safety 2021-2030 and the UN and WHO Global Plan for the Decade of Road Safety include ambitious targets of preventing at least 50% of road traffic deaths and injuries by 2030¹⁰.

In addition, the Stockholm Declaration¹¹ agreed by UN Member States in February 2020, includes calls for a reduction in road traffic deaths and serious injuries by at least 50% from 2020 to 2030.

While the most review of our road safety targets up to 2020, as detailed in Section 2, show that while only 1 of the 4 targets have been achieved, significant progress from the 2004-2008 baseline position has been made. Importantly the trend assessment comparing the baseline with the most recent 5 year rolling average provides for a more robust assessment of progress against targets and has identified a decrease in trend.

It is within this wider and local context, including consideration of the performance against the 2020 targets, that the targets for this Road Safety Strategy to 2030 have been identified. It is recognised that it will not be possible to eliminate deaths and serious injuries on our roads by 2030; however it is not accepted that any death or serious injury is inevitable and this Strategy will strive to achieve the maximum reduction in casualties by 2030.

The targets, based on a 2014-2018 baseline are:

	% reduction by 2030	Target number by 2030
Number of people killed in Road Collisions	at least 50%	fewer than 35
Number of people seriously injured in Road Collisions	at least 50%	fewer than 376
Number of children (0-15) killed or seriously injured in Road Collisions	60%	fewer than 29
Number of young people (16-24) killed or seriously injured in Road Collisions	60%	fewer than 79

9. <https://op.europa.eu/en/publication-detail/-/publication/d7ee4b58-4bc5-11ea-8aa5-01aa75ed71a1>

10. www.who.int/teams/social-determinants-of-health/safety-and-mobility/decade-of-action-for-road-safety-2021-2030

11. www.government.se/492199/contentassets/2b0b907242fc407da58757bf2b70370e/stockholm-declaration-english.pdf

Strategic Outcomes

Through ongoing engagement with key stakeholders, the formal public consultation process and review of available evidence and best practice, three strategic outcomes for the Road Safety Strategy have been identified:

- 1. Safe People:
Our People Will Be Safer
On Our Roads**
- 2. Safe Roads:
Our Roads Will Be Safer
For All**
- 3. Safe Vehicles:
Our Vehicles Will Be Safer**

// 1. Safe People: Our People Will Be Safer On Our Roads

Safe people relates to the need for increased support for responsible road use, ensuring all road users use the roads safely and comply with the rules, taking responsibility for the safety of themselves and not put others at risk or make them feel more vulnerable, especially road users such as people walking, wheeling, cycling, motorcyclists, horse riders and those with a disability.

Road users should pay full attention to the road ahead, understand and travel at appropriate speeds to the conditions and within the speed limits, not drive after taking drink or drugs and give sufficient room to all other road users no matter what their mode of travel. It is recognised that education and awareness campaigns can encourage safe behaviour by targeting such high-risk behaviours and influence responsible behaviour to achieve positive road safety outcomes. It is also recognised that enforcement of the law can also create, promote and maintain a safe road environment by ensuring that road users adhere to traffic laws.



Evidence: what is known?

Analysis has shown that:

Gender: Gender: 6 out of 7 (86%) of fatalities that occurred on the roads in 2021 were male.

Age: in 2021 those aged 35 to 49 accounted for the greatest percentage (22%) of fatalities and those aged 35-49 also accounted for the greatest percentage (21%) of KSIs.

Road user type: pedestrians, cyclists and motorcyclists are identified as the most vulnerable road user group with the rate of KSI per 100 million KMs by road user type in 2021 showing: car user 3, pedestrian 30, pedal cyclist 61 and motorcyclist 288.

Human error: In the vast majority of cases (90% to 95%) human error was identified as the cause of collisions. Careless driving accounted for 72% of all collisions and 74% of all injuries in 2021 with the top three causation factors being inattention or attention diverted, driving too close and emerging from minor road without care. Excessive speeding, despite showing a reduction of 78% in fatal and serious collisions compared to the 2004-08 baseline, was the fifth highest causation factor for fatal and serious collisions in 2021, with impairment by drugs/alcohol by driver/rider as the second highest factor.

Active travel: pedestrian and pedal cyclist perceptions and associated road traffic casualties continue to be a potential barrier to increasing active travel. The Travel Survey NI (TSNI) (2017 - 19) data shows common reasons for both pedestrians and cyclists are heavy traffic, motorists without consideration and speeding traffic.

Driving Test Pass-Rates

For January to March 2022, the pass-rate for private-car driving tests was 56.1%, taking it back to comparable levels pre-Covid in 2019-20 when the quarter four pass rate was 55.0%.

Prior to the pandemic, pass-rates for all categories of vehicle remained broadly unchanged over the five years up to the onset of Covid restrictions in 2020. Although pass-rates for private cars reached a high of 66% in quarter three of 2020-21, pass-rates for this

category have been trending downwards since then and returned to pre-Covid levels in both quarters three and four of 2021-22. The spike in pass-rates for private cars seems to have been a temporary effect related to the pandemic.

Based on a rolling four-quarter average, the pass-rate for private-car driver testing dropped from 64.2% in quarter one to 58.9% in quarter four of 2021-22, falling back to pre-Covid pass-rates of typically 54%-55%.

Using rolling four-quarter averages, pass-rates across all four main vehicle categories were generally higher than the equivalent pass-rates in Great Britain, except for Motor Cycles, which are similar to those in GB.

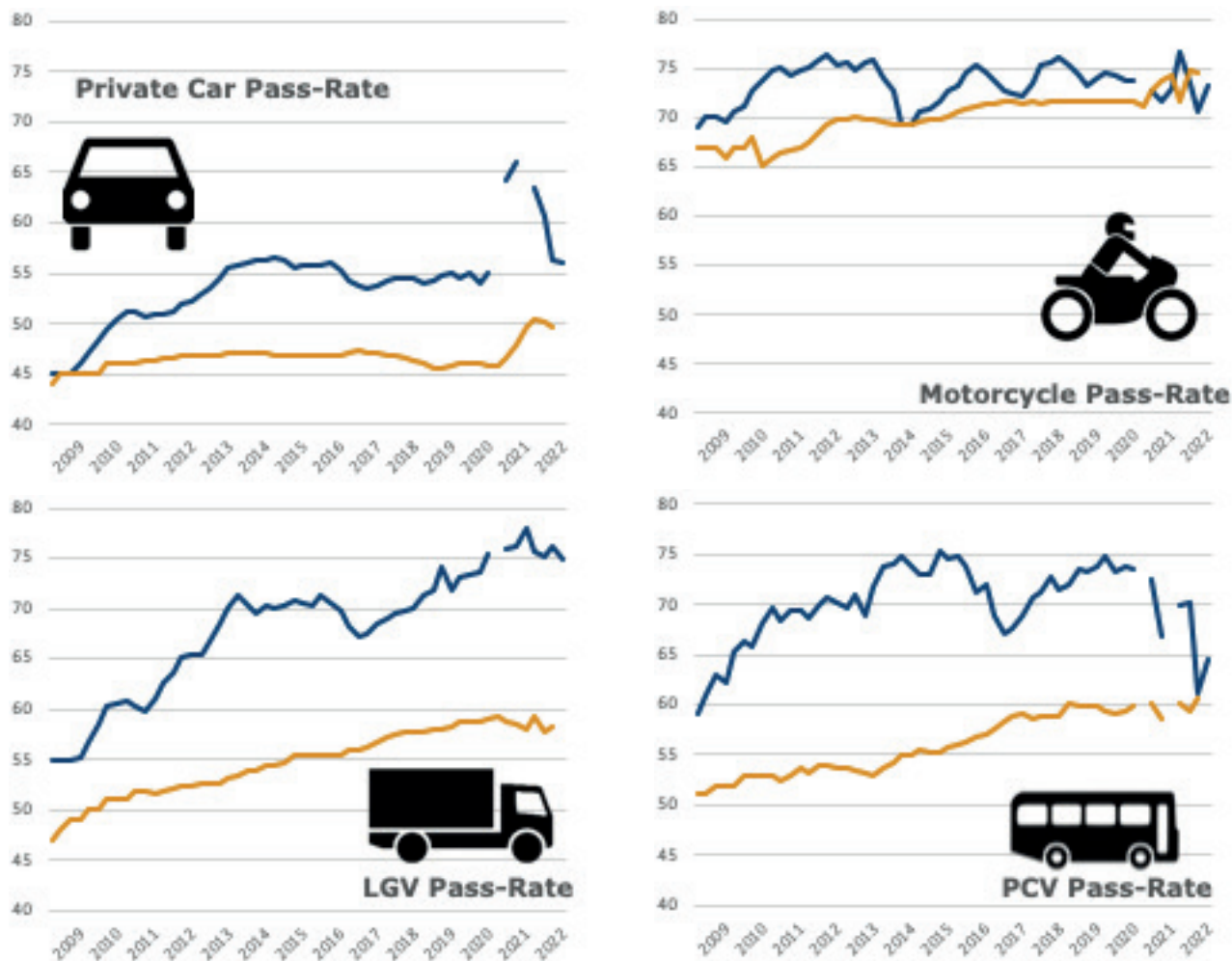
Part of the difference between the North and GB pass-rates may be attributable to regional driving conditions including the volumes of traffic and complexity of available road networks for driver testing.

Challenges

The challenges which may impact on our ability to ensure our people will be safer have been identified as:

- Human error remains a key source of road traffic collisions with illegal behaviours including speeding, driver distraction, use of mobile phones, drink/drug driving contributing to this.
- Illegal behaviour resulting in the need for more enforcement of existing regulations relating to our roads and more PSNI/DVA presence on our roads.
- The need to change the habits, behaviours and attitudes of all road users and gain their acceptance that the road is a shared space.
- Concerns surrounding the risk to vulnerable road users (identified as pedestrians, cyclists, motorcyclists and horse riders) and the need to enhance the safety of these road users to ensure they are safer on the roads.
- The need for promotion of sustainable modes of transport as well as walking, wheeling and cycling and to address the barriers to active travel.
- The need for policy to be proactive as opposed

Figure 1: Driving Test Pass-Rates (Rolling 4-quarter Averages)



to retrospective, that is, the need to identify and apply local intelligence as opposed to historical data to target problem areas and prevent collisions instead of responding to them.

- Geographical challenges faced in the North, specifically on rural roads including the increased risk presented by smaller roads with more bends and hidden dangers, poorly maintained roads, slow moving vehicles and vehicles travelling at higher speeds resulting in more serious injuries. Other geographical challenges identified included the extended travel times required for emergency responders to get to the scene and in turn for emergency responders to transport the casualties to hospital and the impact on recovery.

Current Context

Since the introduction of the 2020 Strategy there have been ongoing developments and actions which contribute to addressing some of the challenges that have been identified. These include:

- Legislative change including:
 - The Road Traffic (Amendment) Act (NI) 2016 which introduced a range of measures aimed at improving road safety.
 - The Road Traffic Offenders (Northern Ireland) (Amendment) Order 2020 and the Road Traffic (Fixed Penalty) (Amendment) Order (NI) 2020¹² which came into effect on 3 February 2021 and provided for 6 penalty points and a fixed penalty fine of £200 for mobile phone use while driving.

12 <https://www.legislation.gov.uk/nia/2016/11/contents>
<https://www.legislation.gov.uk/nisr/2020/334/contents/made>
<https://www.legislation.gov.uk/nisr/2020/336/contents/made>

- Ongoing programme of measures to promote road safety and provide advice and guidance by the Department for Infrastructure including the Cycle Proficiency Scheme, Practical Child Pedestrian Safety Training scheme, Active School Travel Programme (co-funded by DfI and the PHA and delivered by Sustrans, and the annual Teacher Aid Calendar.
- An ongoing road safety public information programme which aims to encourage behavioural change by targeting the main causes of road traffic casualties as identified by PSNI data.

These include excessive speeding, drink/drug driving, and careless/inattentive driving. In addition emphasis is also given to more vulnerable road users such as people walking, wheeling or cycling, horse riders and those riding motorcycles. Awareness of the lifesaving benefits of seatbelt wearing and the dangers of rural roads are also addressed. In addition new public information campaigns are developed to make the public aware of changes in legislation, for example, the increase in penalty points and fines associated with the use of handheld mobile devices.



// Strategic Priority Areas:

Whilst the ongoing actions identified above will continue to be monitored in terms of their impact on road safety, the following strategic priority areas have been identified to enable us to achieve the outcome of ‘**Our People Will Be Safer On Our Roads**’, the introduction and implementation of which will be subject to available budgets:

Education/training: DfI will work with stakeholders to take forward measures relating to education and training to ensure that all road users have the appropriate attitudes, skills and knowledge to ensure safe road behaviour and to reduce the chances of human errors and illegal behaviour being taken. This will include, for example, proactive and remedial education to communicate future legislative changes and in response to road safety concerns that may arise over the lifetime of the Strategy.

Communication/awareness: this includes taking forward measures relating to targeted communication and public information advertising campaigns to raise awareness on road safety matters, delivered in an age-appropriate manner. These will seek to engage the public at an individual level, and the Department to work at partnership level, to influence all road users to change their attitude and make better choices, taking personal responsibility for their own safety and to ensure they do not put other road users at risk.

Active and Sustainable Travel: DfI will work with stakeholders to bring forward measures aimed at encouraging active and sustainable travel; and identifying and addressing barriers to encourage and enable safe, active and sustainable travel choices. This includes increased investment

in fully segregated cycling infrastructure to encourage and ensure more active and sustainable travel.

Policy/legislation/regulation: this includes ongoing consideration of policies, laws and regulations aimed at improving road user behaviour and the enforcement of these. This will also include the impact of other policy or legislative change on road safety, including energy policy, climate change, social inclusion and health.

Enforcement: DfI will work with stakeholders to ensure communication and awareness campaigns are backed up by strong enforcement of the laws to exploit the crucial role that enforcement, allied with communication and awareness play in the achievement of positive road safety outcomes.

Partnership Delivery: DfI will work with stakeholders to establish and build strong collaborative partnership working to deliver on the outcomes, ensure road safety messages are consistent and communicated at a local level, to avoid duplication of effort and provide value for money.

High level actions that have been identified in relation to the achievement of this outcome and that will be delivered in 2022/23, subject to budget availability, are included in the Action Plan at Annex B. It is acknowledged that the action measures under each of the strategic priority areas will in turn impact on, and help to deliver, the achievement of the other strategic outcomes (Safe Roads and Safe Vehicles) identified in the Strategy.

// 2. Safe Roads:

Our Roads Will Be Safer for All

Safe roads relates to those who manage, maintain and develop our road infrastructure as well as those who use them; all must contribute to eradicating fatal and serious injuries. Responsible behaviour on the part of every individual road user is the basis for safety on the roads. However, since road users are human and make mistakes, it is important that the management of the network reflects this and promotes the need to ensure that roads are designed, maintained and operated in a manner that not only promotes safe driving and appropriate speed choice, but also mitigates the consequences of collision.



Evidence: what is known?

Analysis has shown that:

In 2021, 70% of fatalities, 53% of those Killed or Seriously Injured (KSIs) and 36% of collisions occurred on rural roads.

Fermanagh and Omagh Local Government District had the highest rate of KSI casualties per population in 2021 highlighting the increased casualty risk on less densely populated often rural roads. Although rural roads are a priority, the focus should include safety of all roads.

Approximately three-fifths (62%) of pedal cyclists were killed or seriously injured on urban roads¹³ and 85% of pedestrians were killed or seriously injured on urban roads¹⁴.

Challenges

The challenges which may impact on our ability to deliver a safer road system have been identified as:

- The ability to deliver on the statutory requirement for ongoing road maintenance and the funding challenge this presents. Examples include minimising the impact of overgrown hedges/trees/verges and unfilled potholes on road safety.
- The need to consider planning policy, road design and infrastructure provision in an integrated way to improve the safety of all road users. This includes the need for major roads projects not solely to focus on providing more roads and road space which may encourage the growth of vehicle usage but also to invest in healthy, safer and sustainable transport alternatives so as to improve the safety of vulnerable road users and encourage active and sustainable travel. This requires planners to be involved when new developments are being designed to ensure the consideration and allocation of safe road space.
- The need for improved infrastructure to encourage and ensure safe, active and sustainable travel and which also contributes positively towards addressing the climate emergency and health impacts for our people.

¹³ Statistical report – Pedal cyclist killed and seriously injured (KSI) casualties in Northern Ireland, 2014-2018 | Department for Infrastructure (infrastructure-ni.gov.uk)

¹⁴ Pedestrian KSI casualties in Northern Ireland, 2013 - 2017 | Department for Infrastructure (infrastructure-ni.gov.uk)

Improved infrastructure should include the development of a safe shared space for all road users, including vulnerable road users, including pedestrians, cyclists, motorcyclists and horse riders.

- Both the positive and negative impact of new technologies and forms of mobility and their impact on road capacity particularly when operating in mixed conditions alongside ‘traditional’ vehicles. Negative impacts are recognised as the risks associated with the lack of noise from electric vehicles, particularly on rural country roads; concerns over the safety of e-bikes and e-scooters, both to riders and pedestrians; and the impact of in-vehicle driver distractions enabled by technology, such as allowing drivers to send text messages. It is also recognised however that new technologies such as e-bikes and e-cargo bikes may support active travel and offer feasible alternatives to car travel.
- The need for more enforcement of existing regulations relating to our roads and the need for more PSNI/DVA presence on our roads.
- The risks associated with rural roads (identified as any single carriageway with a speed limit greater than 40 mph) and rural country roads presented due to a lack of driver awareness of these roads, slow moving large agricultural vehicles, poor maintenance, including no footpaths, and less visible enforcement; and
- The need to address concerns surrounding excessive speeding with demand for the wider adoption of 20mph speed limits outside schools and the whole school journey along with the desire for wider adoption of Speed Indicator Devices (SIDs), particularly in rural areas.

Current Context

Since the introduction of the 2020 Strategy there have been continual developments aimed at maintaining and improving our roads and which, going forward, may contribute to addressing the challenges that have been identified. These include:

Road Engineering

- Upgrade of TrafficWatch NI website and an increase in the number of CCTV camera feeds available online including CCTV on the A6 to allow the public to update themselves on weather and traffic conditions when planning a journey.
- Street lighting: ongoing replacement of street lights with use of LED road lighting units and use of energy from sustainable sources, which in the next two years, will result in a reduction of approximately 38% in energy consumption since 2016.
- Upgrading strategic roads to improve standards and reduce collision rates.
- Use of Variable Message Signs (VMS) to warn road users of incidents and to communicate road safety messages, including messages consistent with DfI and PSNI campaign calendars.
- Close liaison with PSNI to manage serious incidents on the strategic road network.
- Ongoing monitoring of progress on Cooperative – Intelligent Systems and Services (C-ITS) and Connected and Autonomous Vehicles (CAVS) in the UK and Ireland including their impact on road safety.
- Camera enforcement: work with NIRSP to operate speed cameras and red light running cameras.
- The Department continues to maintain an ongoing commitment to the application of appropriate speed management techniques as part of its role in helping to reduce the impact that excessive speed has on the number and severity of collisions. This includes:
 - Keeping abreast of developments elsewhere in England, Scotland and Wales in terms of national speed limits and considers change when appropriate;
 - Following the trial of a new arrangement of traffic signs at 7 schools, as reported on in August 2020¹⁵, the Department has embarked on an ambitious programme of works that has resulted in the provision of part-time 20 mph speed limits at over 200 schools. The

Department would propose to continue providing part-time 20mph speed limits at schools, subject to available funding; and

- The introduction of 20mph limits along with traffic calming features which slow traffic at over 700 locations and will continue to provide traffic calming measures along with 20mph zones where a need is identified and confirmed.

Road Maintenance

The Department's focus is on encouraging people to make sustainable travel choices by ensuring the road network is accessible and safe, as demonstrated in:

- The Department undertakes a continuous programme of planned road maintenance to prevent deterioration of the roads network. This includes a system of regular safety inspections to ensure safe passage for road users, routine roads maintenance activities to public safety including street lighting maintenance, grass cutting to prevent obstruction of sightlines and traffic signs.
- In addition to investing in the strategic road network, the Department undertakes an annual programme of Local Transport and Safety

Measures (LTSM) schemes comprising minor road improvements and road safety schemes including:

- Highway improvements, such as minor road re-alignments and widening;
- Traffic management measures including traffic signing and junction improvements;
- Collision remedial measures;
- Traffic calming measures particularly in residential streets;
- Facilities to enhance walking and cycling;
- Safe Routes to Schools Initiative/ Active Schools Travel Programme (mentioned above);
- Reducing inconsiderate and unsafe parking by providing dedicated on-street parking facilities; restricting waiting and stopping where necessary for traffic management and road safety reasons; and enforcing existing restrictions and requirements; and
- Reducing roadside hazards by providing vehicle restraints; and providing passively safe street furniture.



Road Design and Planning

- When designing roads the Department follows the latest design standards guidance to ensure that it is continually and proactively providing features that contribute to the safe passage of people using our roads. For example, the Department largely applies the standards contained within published design guides including those published by the National Highways (Design Manual for Roads and Bridges), Transport Scotland, the Welsh Government, the Department for Transport, Transport for London and the Chartered Institution of Highways and Transportation.
- With regards to planning, regional planning policy recognises road safety as an important consideration in both decision-taking and plan making. Regional Strategic Objectives for Transportation within DfI's Strategic Planning Policy Statement (SPPS) provide for, amongst other things, the promotion of road safety. The SPPS, through its regional strategic objectives seeks to promote sustainable patterns of development which reduce the need for motorized transport, encourages active travel and facilitates travel by public transport in preference to the private car. The SPPS sets out a number of

other policy areas, for which road safety is also a consideration, including Renewable Energy and Development in the Countryside.

- The SPPS must be taken into account in the development of Local Development Plans (LDP), which provides Councils with the opportunity to assess the transport needs, problems and opportunities within their plan areas and to ensure that appropriate consideration is given to transportation issues, which may include road safety, informed by local transport studies and engagement with the Department, including DfI Roads where relevant. The SPPS encourages LDPs to provide the means to promote, influence and deliver a shift to more sustainable travel modes within a council area.

// Strategic Priority Areas:

Whilst the contribution and impact on road safety of the work above undertaken by the Department will continue to be monitored, the following strategic priority areas have been identified to enable us to achieve the outcome of **'Our Roads Will Be Safer For All'**, the implementation of which will be subject to available budgets.

Road Engineering and Infrastructure:

measures aimed at ongoing road maintenance, road design - both the design of existing roads and ensuring the appropriate design of new roads - and safety measures to improve the standards of our roads to enhance the safety of the road system for all road users and reduce the likelihood and/or severity of a collision, recognising that human errors will occur, supported by adequate funding.

Policy/legislation/regulation: consideration of existing policies, laws and regulations, and developing new policies, aimed to improve the safety of the road infrastructure and strengthening the enforcement of this.

Technology: Consideration of new and emerging technologies and leveraging of this information to ensure the safety of our roads along with the need to ensure roads are properly designed to support the adoption of emerging technologies.

Strategic actions to support the delivery of these priority areas are set out in the associated Action Plan at Annex B.

// 3. Safe Vehicles: Our Vehicles Will Be Safer

Safe vehicles relates to the assumption that well-maintained vehicles reduce the risk of collisions and in the event of a collision reduce the harm to all road users, including pedestrians, cyclists, horse riders, motorcyclists and vehicle occupants. Continuous improvement in vehicle design and the incorporation of new technologies increase the level of protection for occupants and other road users when vehicles are involved in collisions. Awareness of the necessity to maintain vehicles also needs to be reinforced.

Evidence: what is known?

Analysis has shown that:

The latest statistical data from the DVA is available from the Departmental website¹⁶. This relates to Quarter four (January to March) 2021-22, and includes trends in vehicle testing, driver testing, transport and roadside enforcement.

Vehicle Test Pass-Rates

In quarter four, the overall pass-rate for full tests was 79.6% half a percentage point increase from quarter three (79.1%) and continuing the upward quarterly trend during 2021-22. The Covid era drop in vehicle test pass-rates would suggest that vehicle owners did not maintain their vehicles during periods of test exemption, though pass rates in 2021-22 seem to be trending back to pre-Covid levels.

For 2021-22, the overall pass-rate for full tests was 77.6%, five percentage points lower than in 2020-21 (82.7%) which was the highest annual pass-rate on record. The 2021-22 annual pass-rate for full tests varied by category, from 73.3% for light goods to 91.5% for motor cycles (for categories where there were at least 2,000 tests).

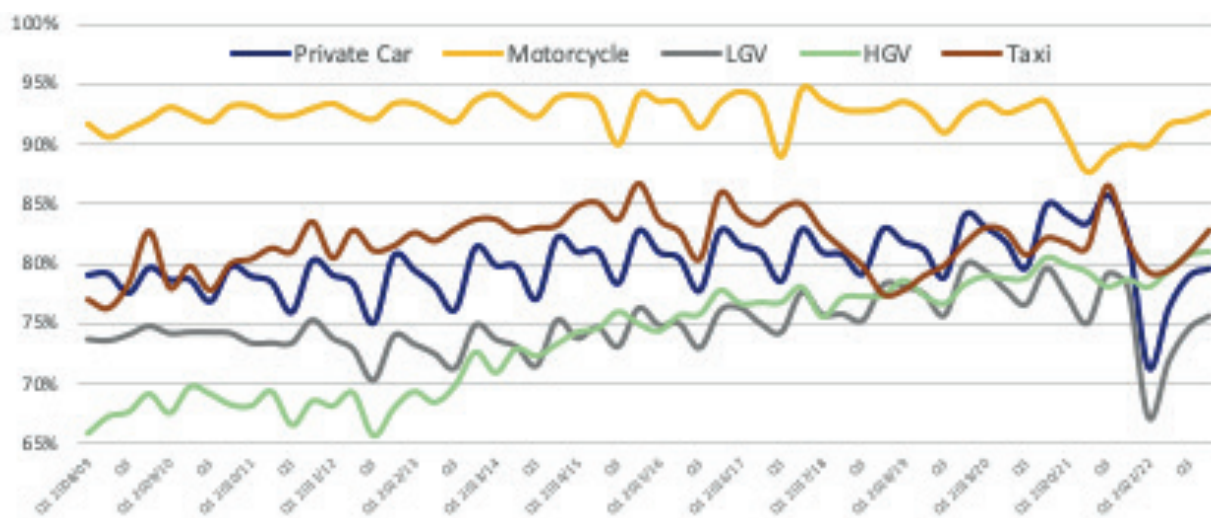


16 <https://www.infrastructure-ni.gov.uk/publications/dfi-driver-vehicle-operator-and-enforcement-statistics-2021-22-quarter-four>

Table 1: Vehicle Test Pass Rates by Test Category - Full Tests

Annual	Private Car	Motor cycles	Light Goods	Heavy Goods	Omni-bus	Trailers	LPCV	Taxi	Total
2008/09	78.8%	91.4%	74.1%	67.4%	76.3%	78.3%	75.1%	78.7%	78.3%
2009/10	78.5%	92.8%	74.2%	68.6%	77.3%	77.8%	73.8%	78.9%	78.2%
2010/11	78.5%	92.9%	73.9%	68.2%	78.2%	76.4%	73.0%	81.6%	78.1%
2011/12	78.4%	93.1%	72.8%	67.8%	77.4%	76.9%	72.1%	81.6%	78.0%
2012/13	78.9%	93.1%	73.0%	70.0%	79.4%	78.3%	72.6%	82.9%	78.5%
2013/14	79.8%	93.7%	73.4%	72.3%	80.5%	78.6%	75.5%	83.3%	79.4%
2014/15	80.8%	93.5%	74.4%	74.9%	82.0%	79.9%	77.9%	85.2%	80.5%
2015/16	80.5%	93.3%	74.7%	75.9%	83.3%	79.2%	80.4%	83.2%	80.3%
2016/17	81.0%	93.6%	75.8%	77.1%	84.2%	81.7%	79.3%	84.3%	80.9%
2017/18	81.0%	93.3%	76.3%	76.9%	85.1%	80.7%	78.4%	82.1%	80.9%
2018/19	81.5%	93.0%	77.8%	77.8%	84.1%	85.3%	77.6%	79.7%	81.8%
2019/20	82.0%	93.2%	78.2%	79.3%	83.9%	86.7%	78.1%	82.3%	82.1%
2020/21	83.1%	89.1%	78.1%	78.5%	88.3%	85.9%	71.9%	83.1%	82.7%
2021/22	77.1%	91.5%	73.3%	79.9%	85.9%	87.5%	78.4%	80.8%	77.6%

Figure 2: Full Vehicle Test Pass-Rates



Challenges

The challenges which may impact on our ability to ensure we have safer vehicles have been identified as:

- The ongoing importance of vehicle safety both in terms of vehicle maintenance and road worthiness. This includes issues such as the safety of modified cars and the need to ensure enforcement of the law.
- The benefits and risks associated with technological advances, including ‘in-vehicle’ developments, such as electric vehicles, e-bikes and e-scooters and their impact on vehicle, road and road user safety. This also includes associated education, encouragement, enforcement and infrastructure needs.
- Concerns in relation to both the size of agricultural vehicles and their licensing requirements, and Heavy Goods Vehicles (HGVs) and the consequential impact on road safety, particularly in rural country roads.
- The ongoing challenge faced in the delivery of vehicle and driver licensing services and poor service provision in rural areas.



Current Context

Since the introduction of the 2020 Strategy there have been ongoing developments aimed at ensuring that our vehicles are safer and which, going forward, may contribute to addressing the challenges that have been identified. These include:

- Enhancing the use of Information Technology during roadside spot checks to help identify and target non-compliant vehicles used by operators and drivers with a poor compliance record, including those that use poorly maintained vehicles.
- Using modern portable vehicle test equipment to help detect and prohibit the continued use of defective vehicles at the roadside.
- Continuously updating and evaluating HGV and Bus Operator Compliance Risk Scores (OCRS) based on roadside encounter data and referring licensed operators with a poor compliance record to the Transport Regulator for regulatory consideration.
- Visiting the operating centres of licensed HGV and Bus Operators with a poor compliance history in order to investigate their poor performance and offering advice and guidance in order to help improve vehicle safety and promote a compliance culture.
- Increasing multiagency working with other enforcement agencies in order to maximise the benefits of sharing staff skills, knowledge and experience and ultimately improve operational effectiveness.
- Using up-to-date digital drivers' hours analysis tools to identify lorry and bus drivers who operate in breach of maximum driving time and minimum rest limits and therefore are more likely to suffer driver fatigue.
- Increasing the roadworthiness compliance checks that are conducted as part of the periodic vehicle testing regime and the removal of exemptions from testing for some vehicle types.

// Strategic Priority Areas:

Whilst the ongoing actions identified will continue to be monitored in terms of their impact on road safety, the following priority areas have been identified to enable us to achieve the outcome of 'Our Vehicles Will Be Safer', the implementation of which will be subject to available budgets:

Policy/law/regulation: DfI will work with stakeholders to give ongoing consideration to existing policies, laws and regulations aimed at ensuring the safety of vehicles and the enforcement of these laws. This will involve keeping abreast of legislative and policy changes, both in other jurisdictions and in an international context.

Technology: DfI will work with stakeholders and provide ongoing consideration to new and emerging technologies and the leveraging of these developments to ensure the safety of our vehicles.

Service Delivery and Improvement: DfI will deliver effective service delivery and service improvement. This will include:

- the DVA maintaining, at a minimum, the quality of vehicle checks in recognition of the importance of these as a vital road safety measure in ensuring vehicles are kept to a high standard and allowing the routine removal of unsafe vehicles;
- investment in the development and standardization of battery technology and cell integrity indicators to encourage the uptake of Electric Vehicles (EVs); and
- ongoing consideration of driver licensing regime to ensure driver knowledge and skills are in tune with the changes in technology and rules of the road.

Strategic actions to support the delivery of these priority areas are set out in the associated Action Plan at **Annex B**.

5. Delivering Our Strategy

In order to achieve our ambitious targets and outcomes it is important that partnership working, across government and all key stakeholders is encouraged and embraced and that effective governance processes are established to deliver this Strategy.

There are a number of key success factors that will enable the ambitious 2030 targets and strategic outcomes to be achieved.

These include:

- Executive/Political commitment: essential for the success of this Strategy.
- Funding and Resources: provision of adequate funding and resources to allow work to be taken forward, including for example the timely development and implementation of evidence-based policy and legislation, and changes to infrastructure, to allow outcomes to be delivered and positive impacts to be realised.
- Collaborative partnership working both within and outside of government to ensure interdependencies/linkages are exploited e.g. on climate change, sustainability and active travel initiatives.



- Establishment of an effective governance framework and clear accountability.
- Public support and buy in to the concept of ‘shared responsibility’ and to the interventions and messages that are delivered.
- Effective information and data sharing across all stakeholders to allow for targeted actions and interventions, and for lessons to be learnt, throughout the lifetime of the Strategy.

If these key success factors are not achieved, they are likely to present significant barriers to progress in relation to the Strategy and overall road safety performance.

Governance

To ensure these requirements and ultimately our targets are met, work on a robust governance framework is under development and will continue to be progressed as part of the delivery of the 2022/23 Action Plan. This framework will provide clear decision making and accountability and will act as an essential supporting structure to the Strategy. It is intended that this governance framework will ensure effective delivery, monitoring and review of the Strategy. This will include consideration of processes which will support collaborative partnership working to ensure a joined-up approach to the delivery of the Strategy.

Both the recognition and acceptance of the concept of shared responsibility across all parts of our transport network system is one of the core underlying principles of the Safe System approach, and in turn, our Strategy. It is intended that governance processes will help encourage a shared understanding of road safety and seek the cooperation and commitment of all stakeholders to work together in a unified manner.

While it is envisaged that DfI will lead on the coordination of the Strategy, the governance framework will reflect the need for the delivery of the Strategy to be shared with key stakeholders, the whole of government, local communities and every road user. It is only by partnership working

and commitment that we can achieve the Strategy targets and outcomes so as to make our roads safer for everyone and support the safety of future generations.

The governance framework will be published as part of the finalised longer term action plan.

Funding

The progression of the actions in support of the Strategy will be subject to the availability of funding through the normal budgetary and public expenditure processes.

ANNEX A: Draft Road Safety Strategy for Northern Ireland to 2030

Strategic Priority Areas

Education/Training:

involves taking forward measures to ensure that all road users have the appropriate attitudes, skills and knowledge to ensure safe road behaviours and to reduce the chances of human errors and illegal behaviours. This includes proactive and remedial education to communicate future legislative changes and in response to road safety concerns that may arise over the lifetime of the Strategy.

Communication/Awareness:

involves taking forward measures relating to targeted communications and public information advertising campaigns to raise awareness on road safety matters, delivered in an age-appropriate manner. These will seek to engage the public at an individual level, and the Department to work at partnership level, to influence all road users to change their attitudes and make better choices, taking personal responsibility for their own safety and ensure they do not put other road users at risk.

Active And Sustainable Travel:

involves taking forward measures aimed at encouraging active and sustainable travel and identifying and addressing barriers to encourage and enable safe, active and sustainable travel choices.

Policy/Legislation/Regulation:

includes ongoing consideration of existing policies, laws and regulations, both locally, in other jurisdictions and in an international context, and developing new policies, aimed at:

- improving road user behaviour;
- improving the safety of the road infrastructure; and
- ensuring the safety of vehicles and the enforcement of these laws.

Enforcement:

includes measures to ensure communication and awareness campaigns are backed up by strong enforcement of the laws to exploit the crucial role that enforcement, allied with communication and awareness play in the achievement of positive road safety outcomes.

Partnership Delivery:

includes the establishment of strong collaborative partnership working to deliver on the outcomes, ensure road safety messages are consistent and communicated at a local level, to avoid duplication of effort and provide value for money.

Road Engineering and Infrastructure:

includes measures aimed at ongoing road maintenance, road design - both the design of existing roads and ensuring the appropriate design of new roads – and safety measures to improve the standards of our roads to enhance the safety of the road system for all road users and reduce the likelihood and/or severity of a collision, recognising that human errors will occur, supported by adequate funding.

Technology:

involves the consideration of new and emerging technologies and leveraging of this information to ensure the safety of our roads and our vehicles along with the need to ensure roads are properly designed to support the adoption of emerging technologies.

Service Delivery And Improvement:

includes effective service delivery and service improvement including maintenance of vehicle check levels, investment in the development and standardization of battery technology and cell integrity indicators to encourage the uptake of EVs and ongoing consideration of driver licensing regime to ensure driver knowledge and skills are in tune with the changes in technology and rules of the road.

ANNEX B: Draft Road Safety Strategy Action Plan for 2022/23

Action Number	ACTION AREA	Action	Link to Outcomes	Key Delivery Partners	Lead Responsibility
EDUCATION & TRAINING					
01 - (22/23)	Influence Road Safety Behaviours	DfI will work in partnership with key stakeholders to explore targeted initiatives to address road safety concerns and influence behaviours.	Safe People Safe Roads Safe Vehicles	DfI/DoJ/DfC	DfI
02 - (22/23)	Road Safety Education	DfI will continue to work in partnership with key emergency stakeholders (including NIFRS/NIAS/PSNI) and continue to develop and deliver consistent road safety education messages and initiatives.	Safe People Safe Roads Safe Vehicles	DfI/NIFRS/NIAS/PSNI	DfI
03 - (22/23)	Tractor Driving Trainer	DAERA's College of Agriculture, Food and Rural Enterprise (CAFRE) will deliver a (LANTRA) certified tractor driving training programme to 13-15 year olds across their 3 campuses (Greenmount, Loughrey and Enniskillen), which will seek to promote the health and safety of children and young people and to raise awareness of road safety matters with the aim of helping to address road safety concerns in rural communities and to reduce the number of farm related incidents.	Safe People Safe Roads Safe Vehicles	DAERA/CAFRE	CAFRE
04 - (22/23)	Ride Safe Equine Training	CAFRE will provide a programme of training and assessment for the BHS Ride Safe Award for their Equine Apprentices and full-time students, which will aim to influence the students' road user behaviours by instilling in them the knowledge and confidence to ride in the most common environments, including riding safely on the road, along public rights of way and across agricultural land, keeping them, their horse, and all other road users safe.	Safe People Safe Roads Safe Vehicles	DAERA/CAFRE	CAFRE

05 - (22/23)	Post-Crash Support	PSNI will give consideration to the establishment of a working group to review current support provision to victims and families affected by road traffic collisions.	Safe People Safe Roads	PSNI/DoH/ NIFRS/NIAS/DfI	PSNI
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COMMUNICATION & AWARENESS

06 - (22/23)	Road Safety Communication and Awareness	DfI will continue to work with stakeholders to bring forward targeted communication and awareness campaigns on issues impacting on road safety including, but not limited to: <ul style="list-style-type: none"> • Motorcyclists Safety; • Pedestrian Safety; • Cyclist Safety; • Increasing the profile of horse riders as vulnerable road users; • Careless driving; and • Other key causation factors of road traffic collisions. 	Safe People Safe Roads	DfI and key stakeholder representative bodies	DfI
07 - (22/23)	Road Safety Promotion	CAFRE, as part of its Student Support Service provision, will promote the importance of road safety to all CAFRE students. This will involve the delivery of talks and demonstrations organised in conjunction with the NI emergency services to help increase awareness of, and influence behaviour change on, road safety among young drivers including those from a rural community background.	Safe People Safe Roads Safe Vehicles	DAERA/CAFRE/ NIAS/NIFRS/ PSNI/DfI	CAFRE

ACTIVE & SUSTAINABLE TRAVEL

08 - (22/23)	Active Travel Legislation	DfI will consider bringing forward legislation in respect of active travel in the North as part of a wider 'call for evidence' on blue/green infrastructure.	Safe People Safe Roads	DfI	DfI
09 - (22/23)	Belfast Network Delivery Plan	DfI will publish the Belfast Cycling Network Delivery Plan.	Safe People Safe Roads	DfI	DfI

POLICY / LEGISLATION / REGULATION					
10 - (22/23)	Introduction of a fixed penalty for careless driving	Following the completion of the careless driving consultation in January 2022, DfI will take forward work on the introduction of a fixed penalty for the existing offence of careless driving.	Safe People Safe Roads	DfI/PSNI	DfI
11 - (22/23)	Review of Mobile Phone Legislation	DfI will assess options for adjustment to the current offence of using a mobile phone when driving. Implementation will be subject to public consultation and legislative change.	Safe People Safe Roads	DfI/PSNI	DfI
12 - (22/23)	Review of the Drink Driving regime	DfI will review and confirm policy proposals on drink driving regime in the North.	Safe People Safe Roads	DfI/PSNI	DfI
13 - (22/23)	Consultation on Biennial MOT testing	Following the outcome of the Call for Evidence on the potential introduction of Biennial MOT Testing for cars, light goods vehicles and motorcycles, DfI will take forward a public consultation to inform and underpin a future policy position on the way forward.	Safe People Safe Vehicles	DfI/PSNI	DfI
14 - (22/23)	Consultation on the proposal to ban tyres aged 10 years and older	DfI will bring forward a consultation on the banning of tyres aged 10 years and older being used on front axles of heavy goods vehicles, buses and coaches and on all axles on minibuses, and will develop proposals for the way forward for Ministerial consideration.	Safe People Safe Vehicles	DfI/PSNI	DfI
15 - (22/23)	Review of E-scooters policy	DfI will review the current policy position on e-scooters taking into consideration the findings from the E-scooter trials in Great Britain; evidence from other countries; and local road safety concerns and will develop proposals for the way forward for Ministerial consideration.	Safe People Safe Vehicles Safe Roads	DfI/PSNI	DfI
16 - (22/23)	Criminal Justice Legislation	DoJ will continue preparatory work to allow for the introduction of a sentencing bill, including provisions which will contribute towards road safety, such as increasing the maximum sentence for causing death by dangerous driving.	Safe People Safe Roads	DoJ	DoJ

17 - (22/23)	Powers to Prohibit Vehicles	DfI will commence preparatory work to amend the Road Traffic (NI) Order 1995 to enable Police and Vehicle Examiners to prohibit the continued driving of UK goods vehicles and buses used in contravention of drivers' hours rules. This will help improve road safety whilst aligning the North with powers already available to enforcement authorities in GB.	Safe People Safe Roads	DVA/DfI	DfI
18 - (22/23)	Graduated Driver Licensing (GDL)	DfI will commence preparatory work to amend the Motor Vehicles (Driving Licences) Regulations (NI) 1996 and the Motor Vehicles (Specified Restrictions) Regulations (NI) 1998 and develop the GDL IT training programme and log book for new candidates to commence driver training.	Safe People Safe Roads Safe Vehicles	DVA	DfI

ROADS ENGINEERING & INFRASTRUCTURE

19 - (22/23)	Establishment of an Infrastructure Commission	DfI will, in partnership with other departments, progress work on the establishment of an Infrastructure Commission through the TEO led working group.	Safe People Safe Roads	DfI / TEO / Other Departments	TEO
20 - (22/23)	Pavement Parking	DfI will review the current policy position on pavement parking taking into account the outcome of the 2021/22 pavement parking consultation and develop proposals for the way forward for Ministerial consideration.	Safe People Safe Roads	DfI/ PSNI	DFI
21 - (22/23)	Rural Roads - Collision Investigation	DfI will continue to examine the nature of collisions on rural roads and consider if engineering based solutions would mitigate risks.	Safe People Safe Roads	DfI	DfI
22 - (22/23)	Road Infrastructure Safety Management Directive	DfI will develop an approach for formulating a safety ranking for our TEN-T network, our motorways and any primary roads which connect our cities and regions with a view to meeting the requirements of the Road Infrastructure Safety Management Directive II (RISM II).	Safe People Safe Roads	DfI	DfI
23 - (22/23)	Speed Indicator Devices	DfI will seek an agreed position on the provision by third parties of Speed Indicator Devices, which are aimed at changing driver behaviour and improving road safety, with input from PSNI, PCSPs and DoJ.	Safe People Safe Roads	DfI	DfI

TECHNOLOGY					
24 - (22/23)	Cyclist Detection Technology Review	Dfi will, in recognition of the range of different technologies to detect the presence of cyclists at traffic signal installations, run a series of trials of these technologies to develop a tool box of measures to determine the most appropriate form of detection to ensure cyclist safety and ensure value for money.	Safe People Safe Roads	Dfi	Dfi
25 - (22/23)	ICT Improvements	DVA will continue to enhance its ICT Compliance and Enforcement System to improve functionality and access to information which will allow DVA to better target the least compliant vehicle owners/operators at the roadside.	Safe People Safe Roads Safe Vehicles	DVA	Dfi
26 - (22/23)	Modern Test Equipment	DVA will invest in portable vehicle test equipment which can be utilized to effectively assess the roadworthiness of vehicles at the roadside. This will ensure that more unfit vehicles are removed from our roads.	Safe People Safe Roads Safe Vehicles	DVA	Dfi
SERVICE DELIVERY & IMPROVEMENT					
27 - (22/23)	Conditional Offers	DVA will consider extending the circumstances under which fixed penalties can be offered to the operators and drivers of commercial vehicles. This will reduce the number of cases that must be referred for prosecution whilst speeding up regulatory follow-up action.	Safe People Safe Roads Safe Vehicles	DVA	Dfi
28 - (22/23)	Compliance Audits	DVA will continue to visit transport operators who have a poor compliance history in order to assess their business undertakings, providing advice and guidance to operators to encourage improved compliance, and reporting outcomes where appropriate to the Transport Regulator. Reported outcomes will be assessed in support of regulatory consideration.	Safe People Safe Roads Safe Vehicles	DVA/Dfi	Dfi

GOVERNANCE & DELIVERY					
29 - (22/23)	Governance Framework	Dfl will develop a governance framework to ensure effective delivery, monitoring and review of the Strategy. This will include consideration of processes which will support collaborative partnership working to encourage a shared understanding of road safety and ensure a joined-up approach to the delivery of the Strategy.	Safe People Safe Roads Safe Vehicles	Dfl with input from stakeholders	Dfl
30 - (22/23)	Consideration of the future role of the Northern Ireland Road Safety Partnership (NIRSP)	Dfl will work collaboratively with the PSNI to seek consensus from all stakeholders on the role, responsibility and accountability of the NIRSP within the context of the new governance framework.	Safe People Safe Roads Safe Vehicles	PSNI/Dfl	PSNI
31 - (22/23)	Strategic Partnership Working	Dfl officials will continue to engage with relevant Departments and agencies across these islands on road safety matters.	Safe People Safe Roads Safe Vehicles	Dfl / other Government Departments / Department for Transport / Devolved Administrations / Road Safety Authority	Dfl
32 - (22/23)	Reporting & Monitoring	Dfl will work with stakeholders to develop KPI's and report cards to record and monitor progress against the Strategy.	Safe People Safe Roads Safe Vehicles	Dfl with input from stakeholders	Dfl
33 - (22/23)	Delivery of the Strategy	Dfl will continue work to develop the action plan and identify longer-term actions for inclusion in a long term action plan that will allow for the strategic outcomes to be delivered.	Safe People Safe Roads Safe Vehicles	Dfl with input from stakeholders	Dfl

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