

LEARNING TO DRIVE

A CONSULTATION PAPER

A CONSULTATION ON LEARNING TO DRIVE



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MINISTERIAL FOREWORD



Over the past decade Britain's roads have become much safer. The number of people killed or seriously injured in road accidents has fallen by a third, making road travel in this country safer than almost anywhere else in the world.

However, while we have made progress in reducing the number of casualties, our evidence shows that those most at risk are newly-qualified drivers.

The great majority want to drive safely and abide by the law. But, their relative lack of experience of independent driving means that too often they are not properly equipped to assess and manage the risks they face on the road. One in five newly-qualified drivers is involved in an accident within six months of passing their test. This is reflected in the lack of confidence employers often have in newly-qualified drivers, and the higher insurance costs they face.

I want newly-qualified drivers to be better prepared for modern driving conditions. This document therefore proposes a number of reforms to the learning and testing process, to make it more thorough and better tailored to equipping drivers with the skills they need for independent driving today.

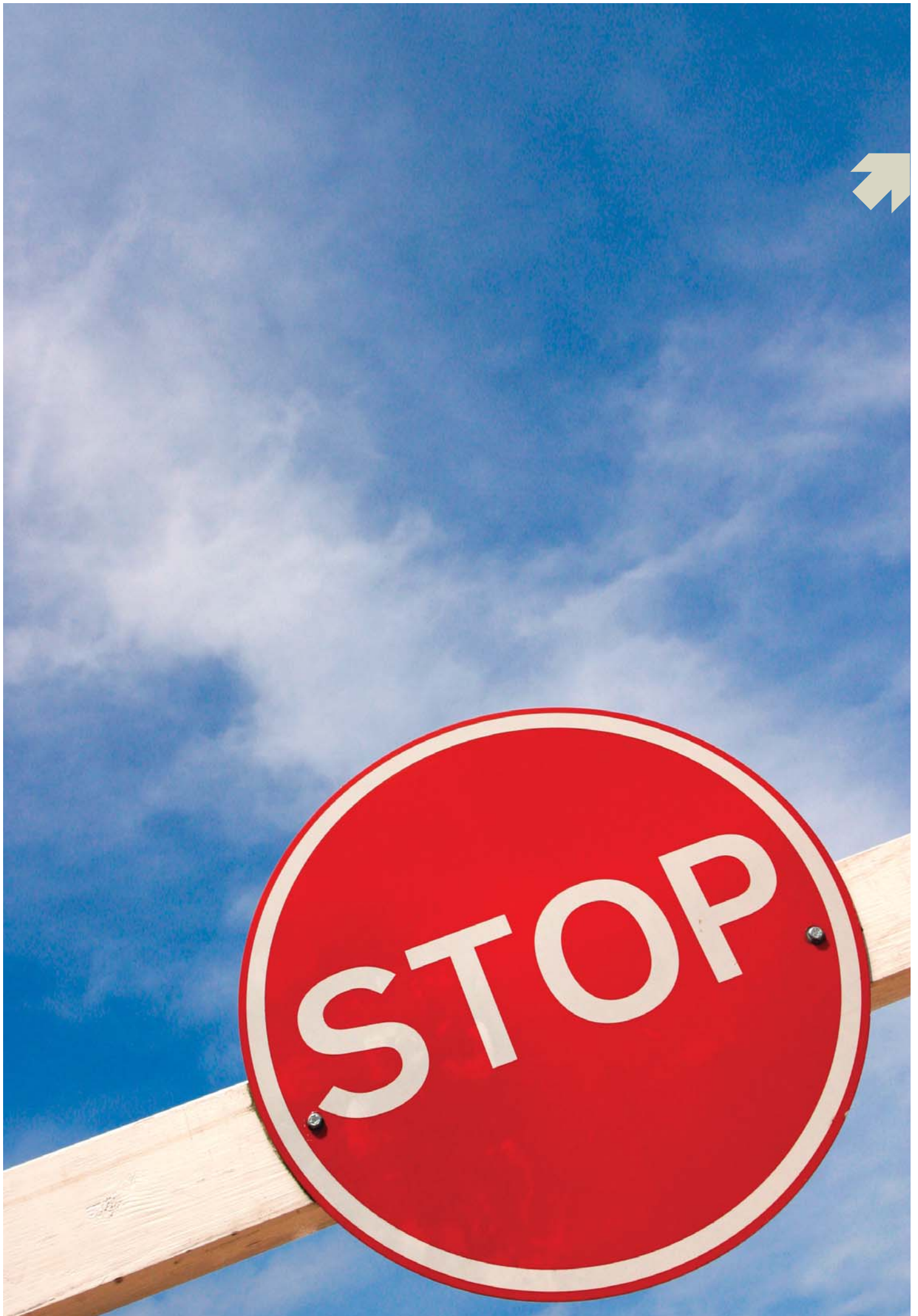
Some of these proposals are relatively simple developments, offering learners greater experience of different driving conditions and requiring them to demonstrate independent driving skills. Others are potentially more significant and could be offered as learning options; these we will pilot so that we can learn about their impact on safety.

But I believe it is a mistake to consider the driving test as the final chapter in the learning process. So, we should also encourage drivers to continue formal learning after they have passed their test. Many newly-qualified drivers recognise that they are not as safe as they could be, and yet currently only very small numbers undertake any form of extra training such as the Pass Plus scheme. I want to create a culture where continued learning will become the norm, making newly-qualified drivers safer.

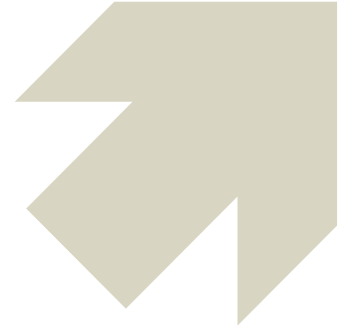
Safer driving among newly-qualified drivers should be reflected in lower insurance premiums and greater confidence among employers. We will therefore also test with the insurance industry whether additional learning options can be reflected in lower insurance premiums, offering incentives to learners to opt for the most thorough learning experience both before and after their driving test.

Improving the learning and testing process is crucial to producing safe drivers and safe roads. However, it is also essential that learners have access to high quality driving instruction which also means having reliable information about the quality of options on offer. This document therefore also proposes new ways of providing information about instructors so that learners can make informed choices, as well as ensuring instructors are properly trained.

These proposals are focussed on making driving on Britain's roads even safer, reducing the numbers of those killed or injured in the future. We want to hear your views so that you can help us keep Britain's roads amongst the safest in the world.



EXECUTIVE SUMMARY



THE PROBLEM: TOO MANY ACCIDENTS FOR NEWLY-QUALIFIED DRIVERS

1. About 750,000 people qualify for a full car driving licence each year and three-quarters of these are under 25. It is unacceptable that one in five has some kind of accident within six months of qualifying. Too many casualty accidents involve young drivers and - unlike the overall figures - the numbers have gone up in recent years.
2. There is a challenging problem with a minority of young drivers who ignore the rules of the road. But there is a much wider problem which affects all newly-qualified drivers, regardless of age. The great majority want to be law abiding and safe, but are not being prepared properly through the learning and testing process, for the challenges of driving alone.
3. The existing system is not working effectively because:
 - / newly-qualified drivers can be overconfident and overestimate their own ability;
 - / the driving test focuses too narrowly on vehicle control;
 - / learning is carried out inefficiently, because learners do not have sufficient information to plan their training properly; and
 - / the practical test is currently perceived as the end point of the formal learning process, with very few newly-qualified drivers undertaking further learning.

4. In addition to the unacceptably high accident rate among newly-qualified drivers, there are other costs arising from the current learning and testing process. Newly-qualified drivers face high insurance costs. Employers do not feel that they are sufficiently trained to drive for work. Some newly-qualified drivers are over-confident, and misjudge both their driving ability and the risks involved. Many still identify areas where they need to improve their own performance.

OUR SOLUTION: IMPROVED TRAINING AND TESTING

5. Our reforms are designed to reduce the number of casualties among newly-qualified drivers. We must ensure their accident rate is closer to that of experienced drivers. This will bring additional benefits in higher employer confidence in newly-qualified drivers and lower insurance premiums.
6. We think that the most effective way of doing this is to reform the way people learn to drive, and the way they are tested. This means we will:
 - / create an overall driving test that gives a more realistic and rounded assessment of whether someone is fit to drive alone;
 - / make learning more focused and efficient, with greater clarity about what is required, so learners should not face any increase in costs;
 - / improve the training and testing of driving instructors and provide better information for the public on their qualifications and performance; and
 - / develop a wider range of opportunities for drivers to acquire skills and demonstrate that they have done so, both before and after they qualify, creating a culture of lifelong learning and driver development.

7. We believe that this approach will make people safer and better drivers. We expect to see as a result:
 - / lower numbers of accidents among newly-qualified drivers;
 - / higher levels of learner satisfaction that they have acquired the skills needed to drive safely;
 - / more opportunities and greater incentives for post-test learning, with this becoming increasingly common;
 - / higher levels of employer confidence in the driving test and driving qualifications; and
 - / lower insurance costs for drivers who have taken advantage of a wider range of learning options, both pre- and post-test, to improve their competence.
8. In developing our approach, we have considered a range of other options. In particular, we have looked at the merits of limiting the way learners can learn, or placing restrictions on drivers who have just passed their test. We think that an approach based on education and incentivisation will work better than one based on regulation and restriction, but we welcome further comments.
9. We recognise that there is a minority who flout the rules, and drive illegally. They are the most dangerous and carry a large share of responsibility for the over-representation of young people in road accidents. Their behaviour is not acceptable, and needs to be treated firmly. We will be publishing a separate consultation on how we intend to deal with those who break the law, whether through specific driving offences, or through driving without a licence or insurance.

OUR PROPOSALS: STEP 1 - AN IMPROVED DRIVING TEST

10. We have already started research into a comprehensive guide to what makes drivers safe. We will use this as the basis for modernising the learning process. We need a test that is thorough and consistent, which covers all elements of safe driving.
11. We will update the theory test so that it does more to test understanding of safe driving. The existing multiple-choice format can be strengthened by adding more detailed case studies, which probe a candidate's knowledge more thoroughly. We also want to consult on whether we should continue to make the theory test question bank publicly available.
12. The hazard perception test could do more to ensure learners have appropriate hazard perception skills and help learners to develop those skills. We want to explore the use of 3D animation in the place of existing film clips, and whether any changes should be made to the format.

13. The practical test focuses too much on a candidate's ability to control the car safely at the expense of other knowledge and skills. It needs to become broader, focusing more generally on whether candidates are ready to drive unsupervised. We will investigate adding a section of independent driving, where the candidate has to take responsibility for route finding (for example by following signs, or driving to a local landmark). We will look at a situational judgement exercise, where the candidate would explain what they have been thinking about a particular situation during the test. We will review the number of special manoeuvres we test and develop new ways of testing them.
14. We will also look at splitting the theory and practical tests into modules, to enable learners to pass elements of the test as they learn. For example, we could uncouple the hazard perception test from the knowledge test, or test the specified manoeuvres in the practical test separately from the general on-road driving element.
15. We want to offer better feedback at all stages of the test, regardless of whether or not a candidate is successful. We also want to explore whether a new marking system for the practical test could make it more effective and consistent.

STEP 2 - AN IMPROVED LEARNING PROCESS

16. Any changes to the test need to be balanced by more efficient and effective learning. On average, learners in Britain take more than 50 hours of lessons, and spend more than £1,500 to get their licence. We do not want to burden the learner with extra costs. Our aim is to develop new training and testing arrangements without increasing the average cost of learning to drive.
17. If learners have a better understanding of what is required of them, they will be able to learn more efficiently. We will produce a new syllabus for instructors and accompanying drivers, setting out what needs to be learned, and a student workbook, which will explain the syllabus from a learner's perspective. This will help learners to track their own progress, and to focus on their own shortcomings. Used properly, the syllabus and workbook will allow learners to learn better and avoid taking their test prematurely.
18. Learners need to be prepared for the full range of driving conditions, such as night time driving and driving in bad weather. The workbook will encourage them to gain a more thorough understanding and get a wider range of practical experience before taking their tests.

STEP 3 - BETTER INFORMATION ABOUT DRIVING INSTRUCTORS AND IMPROVED INSTRUCTOR TRAINING

19. Reforming the learning and testing process must be combined with better information for learners about the quality of driving instructors and better training for instructors.
20. Currently there is not enough information about the quality of driving instructors available for learners. Although there is a statutory registration scheme, the only way to find more about who is a successful instructor is through word of mouth. Both learners and instructors would benefit from more information being available – information such as trainee pass rates, training taken by instructors and the number of candidates an instructor has taken to test. We will introduce a star rating system so that learners will be able to access straightforward information about the quality of driving instructors. We will set up a website where this information about all instructors can be accessed in one place.
21. We will review the way driving instructors are trained and tested, before they qualify and after they are registered. We want them to be better able to focus their own training on those areas of driving behaviour and performance that have the closest link to safe driving.
22. We also want to look at ways of strengthening the link between student and instructor, for example by getting the person presenting a candidate for their practical test to sign a ‘test readiness certificate’.

STEP 4 – FURTHER OPTIONS FOR LEARNING AND QUALIFICATIONS

23. Learners are free to choose how they learn, whether that is with family and friends or with a registered driving instructor. We do not intend to change this. However we know that there are some important aspects of safe driving which are not typically covered by a learner. In addition most drivers see the test as the final stage of learning to drive and very few newly-qualified drivers undertake any further training or qualifications.
24. So as well as refocusing the testing process, we want to give learners the options and incentives to learn in new ways, both pre- and post-test, to gain bankable additional qualifications, give them a more rounded experience and make them safer drivers.
25. We want to engage with young people before they start learning to drive. We are developing a qualification in safe road use, aimed at young people still in school. This will give them the grounding they need to learn effectively and drive safely. It will also give them a recognised qualification, which could help them find work.
26. We want to develop new learning options which help people develop safer attitudes, encourage greater self-awareness and reduce the likelihood of dangerous behaviour. These options include helping learners assess their attitudes to driving and providing opportunities for group discussion. Driving instructors could use these tools to improve pass rates, where attitude to risk has been identified as a key issue for a particular learner.

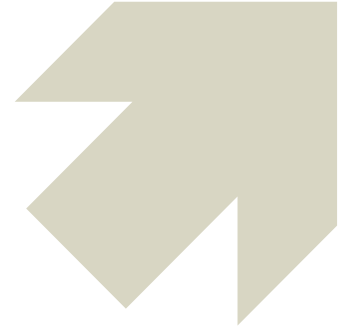
27. We also want to improve learning opportunities post-test, creating a culture of lifelong learning and making it increasingly the norm that people undertake further training. We want to encourage people to undertake further training and we aim to demonstrate through pilots that extra tuition could be rewarded with lower insurance premiums.
28. We will review the Pass Plus scheme, investigating ways of linking this with extra training or a voluntary assessment after qualifying for a full licence. We are also working with advanced test providers to develop a single advanced driving training brand, and will start using a common assessment system so that users and others can be confident in the standards achieved. We will also consider how newly-qualified drivers can gain supervised experience on the motorway.
29. We want to develop additional qualifications for people who can produce proper evidence that they have taken advantage of the improved and wider learning opportunities we propose - and in which employers and insurers can have confidence.
30. We will pilot this new approach to learning and assessment in partnership with employers and the insurance industry over the next five years. Once this period is over, we will review its effectiveness and consider what further steps should be taken.
31. We also want to reform the way drivers undertake education, training and reassessment after they commit motoring offences.

NEXT STEPS

32. We have an ambitious programme of reform, which will take time to develop, pilot and implement. We want people to engage with this consultation and share views on the general approach, as well as on specific proposals.



HOW WE ARE CONDUCTING THIS CONSULTATION



1. Through 2007 we have been working with stakeholders to explore the issues highlighted in this Consultation Paper. The Driving Standards Agency (DSA) has organised a series of workshops with stakeholders and reports from these are available on the DSA website.¹
2. We have been particularly keen to talk to young people. We have built on earlier engagement and set up a Young People's Forum. This has enabled young people to tell us about their ideas for change and how we can use this consultation to encourage other young people to get involved in the debate.

THE YOUNG PEOPLE'S FORUM

We launched the Young People's Forum as a way of finding out what young people think about learning to drive. Five forums have been held nationwide, involving young people aged 16-25, from pre-learner to new driver. Typical comments included:

"Driving means I have the freedom to go where I want, when I want."

"Driving is about adrenalin.... but it is also dangerous."

"Driving is too expensive".

"Driving winds me up - frustrating - I am a useless driver! Either I'm not good or it is the way it's taught. Had 20 lessons and still don't feel confident, still need to continue. Instructors cause frustrations."

The full report of the workshops can be found on the DSA website.

3. We have held workshops with driving instructors to find out how they think driver safety can be improved. They know the current driver training system. Their positive engagement is critical to improving the training offered to the public. We wanted to get their views about changes to the learning to drive process, and how we can raise the standards of training on offer.

¹ www.dsa.gov.uk

WORKSHOPS WITH DRIVING INSTRUCTORS

Driving instructors agreed that reform of the current learning to drive system is a priority. In particular, they highlighted the need to do more to engage with learners' attitudes.

“We're focused on delivering a test but should be on developing safe drivers”

“Driving is a social skill - it should be included in education”

“(Learners) are great in the car when they're learning but they change as soon as they pass - it's all about attitude”



4. We have met insurers, employers and safety organisations to find out their views on drivers who have been through the current training system. We have explored their perspective of driving standards, and discussed how to engage them in the development of new arrangements, so that reform will help drivers to meet their requirements.

JOINING THE DEBATE

5. Now that we have published our proposals we wish to continue a broad dialogue during a four month consultation period. We plan workshops, conferences and Young People's Forums to encourage these groups to get involved in shaping our proposals.

6. We have written to the organisations and persons listed at Annex C to this Paper to involve them in our consultation exercise. The list is not exhaustive, but represents the types of organisations who are affected by the changes proposed in this Paper. We welcome suggestions of others we could involve.

7. Throughout this Paper, you will find questions where we are seeking your views. In some cases we are at a stage where we seek views on the general direction for the work. In other cases we seek views on specific proposals which, subject to the results of this consultation and our prototype work, we could implement. In either case, we invite you to engage in the debate, and to participate in developing a safer future.

8. We have included our main questions in the Paper immediately following the related text. We have also included a consolidated question package at Annex D to the Paper.

9. We recommend that you use our online response form to answer these questions.² This provides a separate interactive questionnaire with links to the related text in the Paper. Alternatively, you can use the response form at Annex D. Please let us have your comments by 8 September 2008.

10. If you are responding on behalf of an organisation, it would be helpful if you could note this in your reply. Please also indicate the nature of the organisation, how many individuals' views are included in the response, and how these views were gathered.

11. If you have difficulties downloading the Paper, or using the response form, please email us on consultations@dsa.gsi.gov.uk or telephone 0300 200 1122 (follow the prompts for practical test enquiries). If you are unable, or do not wish to respond electronically, please reply to DSA Strategy Development Team, The Axis Building, 112 Upper Parliament Street, Nottingham, NG1 6LP.

12. In line with our policy on openness, we intend to make available the responses we receive. Unless you specifically request confidentiality, we may quote from a response or may publish it on our website. Please note that we must also comply with the terms of the Freedom of Information Act 2000. Confidentiality disclaimers generated by email systems will not be regarded as confidentiality requests.

² www.dsa.gov.uk

CABINET OFFICE CODE OF PRACTICE FOR CONSULTATIONS

1. Consult widely throughout the process, allowing a minimum of 12 weeks for written consultation at least once during the development of the policy.
2. Be clear about what your proposals are, who may be affected, what questions are being asked and the timescale for responses.
3. Ensure that your consultation is clear, concise and widely accessible.
4. Give feedback regarding the responses received and how the consultation process influenced the policy.
5. Monitor your department's effectiveness at consultation, including through the use of a designated consultation co-ordinator.

6. Ensure your consultation follows better regulation best practice, including carrying out a Regulatory Impact Assessment if appropriate.

Further information about the Code of Practice is available at the Department of Business Enterprise and Regulatory Reform website:
www.bre.berr.gov.uk/regulation/consultation/code.htm.

If you think this Paper does not comply with the Code, please write to our consultation coordinator, setting out the areas where you believe this Paper does not meet these criteria:

Graham Law, Consultation Co-ordinator, Driving Standards Agency, The Axis Building, 112 Upper Parliament Street, Nottingham, NG1 6LP

13. The Secretary of State for Transport has responsibility for driver training and testing in Great Britain. Education matters are devolved. Legislative responsibility for driver training and testing in Northern Ireland is devolved to the Northern Ireland Assembly under the Northern Ireland Act 1998, and arrangements there will be subject to a separate consultation.

OUR RESPONSE TO THIS CONSULTATION

14. We will publish a Response to Consultation Report, showing how the comments we have received have informed and modified our proposals. This will be published on the DSA website when it has been completed, and we will publicise when it is available.

FURTHER DOCUMENTS

To help provide a full understanding of the issues involved, the following documents are being published alongside this Consultation Paper:

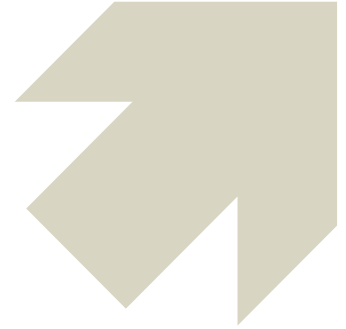
- / a **Competence Framework for drivers of cars and light vans**, as described in Chapter Five;
- / a partial **Impact Assessment**, identifying expected impacts of the proposed changes (and alternatives);
- / **Learning to Drive: the Evidence**: a review of evidence on the weaknesses with the current arrangements for learning to drive and driver training and testing, supporting the case for change;
- / **Cohort II: a study of learner and new drivers**: a report of a study for the Department on newly-qualified drivers, examining how they learnt and their subsequent driving record;
- / **Feeling safe, itching to drive: pre-driver and learner perspectives on driving and learning**: a qualitative research report on the attitudes and perceptions of pre-drivers;
- / findings of workshops held with instructors and young people during the preparation of this Paper; and
- / background investigation reports undertaken as part of this project.

They can be accessed at www.dsa.gov.uk, www.direct.gov.uk/learningtodrive or www.transportoffice.gov.uk

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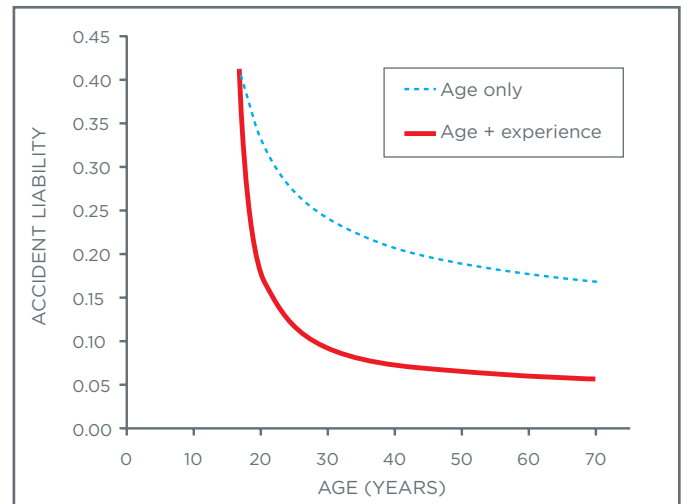
THE CASE FOR CHANGE



THE PROBLEM

- 1.1. Driving for most people is safer than ever before. Major improvements in road design and vehicle technology, new safety legislation and long-running campaigns have had a major impact on the annual numbers of deaths and serious injuries. Since the mid 1990s, road casualties have fallen by 33% and are on track to reach a Government target of 40% reduction by 2010. Today Britain is one of the world leaders in road safety, with the fifth lowest casualty rate in the world.³
- 1.2. However, although the roads are safer, they are not yet as safe as they should be. The public is rightly concerned about the numbers of young people killed and seriously injured on our roads. Around 16% more drivers aged 16-19 are killed today compared with fifteen years ago.⁴ We must help them to exercise the freedom and opportunities brought by driving in a safe and responsible way.
- 1.3. There is a popular belief that young drivers are dangerous and that young people wilfully drive in an unsafe manner. Research from this country and abroad shows that this is unfair to the great majority. Drivers of all ages have a much higher risk of accidents in the early months after they have qualified to hold a full driving licence.

GRAPH 1: ILLUSTRATION OF THE RELATIONSHIP BETWEEN AGE AND EXPERIENCE AS FACTORS IN ACCIDENTS



Source: Using data from the Cohort II study, see Wells et al (2008)

- 1.4. The graph above shows how safety is associated with age and experience. The blue line shows the average safety of people of different ages when they start driving unsupervised for the first time. Drivers starting aged 27 years are about 30% safer than drivers starting aged 17 years.

³ Road Casualties Great Britain 2006, Department for Transport, 2007, table 51

⁴ Road Casualties Great Britain 2006, table 30

OUR RESEARCH INDICATES THAT MOST YOUNG PEOPLE ARE NOT INTENTIONALLY DANGEROUS.

- 1.5.** The red line shows the average safety of a person who starts driving at 17 and how their safety improves in subsequent years. After only one year, the person is already over 50% safer, and after two years the person is two thirds less likely to have an accident. This effect is even stronger among young male drivers, who can be up to 80% safer after two years.⁵ But whatever the age, it is inexperience that makes people unsafe.
- 1.6.** It has been estimated that newly-qualified drivers and their passengers accounted for one in five of all car deaths in Britain in 2006; this equates to over 300 deaths.⁶ This is unacceptable.

Newly-Qualified Drivers are defined throughout this Paper as people who have qualified to get a full licence within the past two years. Not all newly-qualified drivers are young – a quarter of them are aged 25 or over. They are a cross-section of the community, including parents, pensioners and experienced drivers from abroad. At any time there are approximately 1.5 million newly-qualified drivers.

FACTORS WHICH CONTRIBUTE TO THE PROBLEM

- 1.7.** We have undertaken a detailed analysis of the problems of the existing training and testing system, which we are publishing alongside this Consultation Paper.⁷ Some of the main findings are summarised in **Annex A** to this Paper.
- 1.8.** Our research indicates that most young people are not intentionally dangerous. They want to be safe drivers and to interact well with other road users.⁸ However, they often lack the right knowledge, understanding, skills, attitude or motivation to equip them for the challenges that lie ahead.
- 1.9.** A minority actively seek to break laws and behave dangerously. Although this risky behaviour is aggravated by inexperience, we see it as a distinct problem. We must distinguish the minority whose deliberate and dangerously bad driving flouts basic road safety rules.
- 1.10.** However, many newly-qualified drivers are overconfident, and do not realise their own limitations when they qualify. In one recent study, 15% of drivers who had passed their practical test in the previous six months said that they were more skilled than other drivers. A total of 42% said they were more likely than others to avoid risky situations.⁹ A poll by the THINK! campaign found that 37% of drivers with fewer than three years of driving experience reported that they drove too fast for the conditions compared with 28% for all drivers.¹⁰

⁵ Based on data from Wells, P., Tong, S., Sexton, B., Grayson, G. and Jones E., *Cohort II: a Study of New Drivers, volume 1*, Department for Transport, 2008; Forsyth et al, *Cohort Study of Learner and Novice Drivers*, Department for Transport, 1995

⁶ Estimates of the number of newly-qualified drivers, together with their passengers, involved in injury accidents form part of the Impact Assessment published alongside this consultation document.

⁷ The consultation evidence document is available at www.dsa.gov.uk.

⁸ *The Good, the Bad and the Talented: Young Drivers' Perspectives on Good Driving and Learning to Drive*, Department for Transport, 2006

⁹ Wells et al, 2008

¹⁰ THINK! annual survey 2007 report



- 1.11.** When asked about specific aspects of driving, new drivers were able to identify weaknesses in their own driving skills. In the same sample, over half of the respondents (57%) claimed that they needed to improve their ability to judge what other drivers will do, and around three in ten (34%) stated that they felt their driving in heavy traffic could be improved. This could indicate that they have not been adequately taught these skills or that they did not feel confident in using these skills to a high standard. Either way, this represents a void which neither driver training nor the various parts of our driving test have addressed.
- 1.12.** The overall driving test is recognised as a relevant, challenging test of driving knowledge and skill. Overall, the existing system has done much to help develop a good road safety record.¹¹ But it is increasingly clear that our current system of learning, training and testing has major limitations.
- 1.13.** A practical test was introduced in 1935 as a precondition for getting a full licence at a time when cars were much more difficult to drive and many drivers were unable to properly control the vehicle. As a result, the test was focused almost entirely on vehicle handling. While our test has changed over the years, it is still largely true of the practical test today. Good vehicle control is essential but it is only part of what a safe driver must be able to know and do. Social responsibility, emotional control and an understanding of what other road users are doing are all vital, but are neglected by some learners.
- 1.14.** People place a great deal of faith in our national driving test. But ultimately a test can check the competence and safety of the learner only on that occasion. The current test is not good at predicting whether someone will be a safe driver.
- 1.15.** The existing system of learning is ineffective. One study showed that those who passed the test had an average of 67 hours of driving experience, which is an increase from an average of 49 hours twenty years ago.¹² Nevertheless, people find it harder to pass the test and are no less likely to have an accident.

¹¹ A comparison of the British road safety record with other countries can be found in Road Casualties Great Britain 2006, table 51

¹² Wells et al, 2008

1.16. Learners do not understand what is involved in becoming a safe and competent driver. They know that they want to learn to drive, but they do not know what knowledge, skills and attitudes they need to acquire. They learn by repeating the same tasks, rather than getting experience in a wide range of conditions, such as driving in bad weather or at night.

1.17. The standard of tuition can also vary. Many instructors provide a good service, but learners have no way of telling them apart from those with a worse record. Instructors rely on personal recommendations from learner to learner, and have trouble evidencing their own success. On average, a learner spends around £1,500 learning to drive, and ultimately chooses how to spend this based on hearsay rather than factual information.

1.18. As a result of these problems, too many candidates waste their time and money attempting a test before they are ready, and put themselves in danger by taking their test before they are safe to drive alone. The practical test pass rate is only 44%, and the theory test pass rate is 67%. Many people who pass the practical test have not achieved a consistent standard. A study in which people were invited to take the practical test twice in the same week found only 64% got the same result on both occasions.¹³

1.19. One of the hardest parts of learning to drive is being able to drive safely without having the support of an instructor or an accompanying driver. Overconfidence and incomplete training, together with a practical test that focuses too heavily on one aspect of driving, leaves learners unprepared for driving unaccompanied. As newly-qualified drivers, they often lack the attitudes and understanding that make experienced drivers safer, and as a result they get involved in accidents which might be avoidable.

1.20. In addition most learners currently see the practical test as the final point in the process of learning to drive. Very few people take any form of further learning or training and there are currently limited opportunities and incentives to do this.

THE RESULTS

1.21. People recognise that newly-qualified drivers are more likely to have accidents compared with other drivers. Insurers reflect this in the premiums they charge new and young drivers. In a recent survey one in five drivers (19%) had some kind of accident in their first six months on the road, usually minor, and seven in ten (70%) had a near accident.¹⁴ As a result, a newly-qualified male driver aged 17 faces an average insurance premium of over £1,200; a female driver of the same age and driving experience pays around £800.¹⁵

¹³ Baughan, C.J et al, *Novice Driver Safety and the British practical driving test*

¹⁴ Wells et al, 2008

¹⁵ Association of British Insurers, *Young drivers - improving their safety record*, 2006

- 1.22.** We have received feedback from some employers that they do not have confidence that drivers have the driving skills they need. Some companies feel they have to give their staff further training before they let them drive company vans.
- 1.23.** Many new drivers, who have high levels of confidence immediately after passing their test, gradually realise their own limits once they start driving alone.
- 1.24.** There are signs that learners do not have faith in the existing system. Some learners now say that they think they will learn ‘real driving’ after they have passed their test. Some think that accidents are a normal part of driving.¹⁶ These are particularly worrying patterns. If learners decide that the official system is irrelevant, they may be more likely to drive unlicensed, which will not improve road safety as the evidence suggests that driving without a licence is strongly associated with being involved in a road accident.¹⁷

Q1. WHAT VIEWS DO YOU HAVE ABOUT OUR EXPLANATION OF THE HIGH ACCIDENT RATE AMONG NEWLY-QUALIFIED DRIVERS?

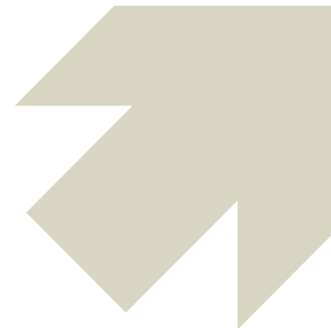
¹⁶ Feeling Safe, Itching to Drive, Department for Transport 2008

¹⁷ Knox et al, ‘Research into Unlicensed Driving’, Department for Transport, 2003

2.



THE STARTING POSITION



LEARNING ARRANGEMENTS

- 2.1. Learner car drivers must have a provisional licence before they can drive on the road. The licence is subject to conditions - learners must display an 'L' or 'D' plate, and must be supervised by an experienced driver.¹⁸ They are not allowed to drive on motorways.
- 2.2. Apart from this, there is no requirement to learn or train in a particular way. Learners are not required to take any professional lessons, or any minimum amount of practice. Nevertheless, most learners spend a long time preparing for their practical test. A recent study showed an average learner pays for 52 hours of lessons, and that 99% of learners have at least one lesson. 55% of learners take private practice.¹⁹

WHAT THE NATIONAL DRIVING TEST CURRENTLY INVOLVES

- 2.3. The test learner car drivers must pass before getting a full driving licence has evolved considerably since its introduction in 1935. It currently consists of six parts.
- 2.4. Parts (i) and (ii) are assessed in a theory test. This is delivered in 158 theory test centres nationally, and consists of 50 multiple choice questions and 14 hazard perception clips. This is a computer-based assessment.
- 2.5. Parts (iii) to (vi) are assessed in a practical test, carried out on-road from a national network of 380 driving test centres.²⁰ A driving examiner observes at least 30 minutes of on-road driving, in typical road and traffic conditions.

THE CAR DRIVING TEST

- (i) An assessment of knowledge (introduced 1996).
- (ii) An assessment of hazard perception skills (introduced 2002).
- (iii) An eyesight test assessed by reading a number-plate.²¹
- (iv) A 'show me, tell me' test of knowledge of the car itself (introduced 2003).
- (v) A practical test consisting of standard manoeuvres.
- (vi) A practical test consisting of general driving on the road.

2.6. From September 2008 examiners will also assess the candidate's ability to follow the principles of 'eco-safe driving' during the practical test. Examiners will provide feedback on this, but it will not form part of the test result.

2.7. We design the different elements of our testing arrangements to be as inclusive as possible, as well as having real road safety benefits and complying with European requirements. Most candidates tell us that our driving tests are fair and effective.²²

¹⁸ A 'D' plate is an option in Wales

¹⁹ Wells et al, 2008

²⁰ The number of test centres includes permanent and remote centres and outstations.

²¹ The number plate test is carried out before the practical test begins. The future of this procedure will be included in a forthcoming consultation by the Driving and Vehicle Licensing Agency on Health and Driver Licensing.

²² Independent DSA customer satisfaction surveys undertaken on behalf of DSA found 94 % of candidates were either satisfied or very satisfied with the theory test and 89% were either satisfied or very satisfied with the practical test.

MINIMUM EUROPEAN UNION REQUIREMENTS

European law requires the driving test to deal with certain topics.²³

THEORY TEST REQUIREMENTS

- / Road traffic regulations
- / Driver alertness, attitude, judgement, behaviour, etc.
- / Safe use of the road
- / Other road users
- / General rules and regulations
- / Vehicle safety equipment
- / Environment
- / Tunnels

PRACTICAL TEST REQUIREMENTS

- / Basic checks on vehicle condition
- / Stopping and moving away
- / Dealing with junctions
- / Two manoeuvres (one in reverse gear)
- / Driving on straight roads, bends and in space limited conditions
- / Overtaking, being overtaken and changing lane
- / Joining and exiting high-speed roads (where practical)

OUR EUROPEAN UNION OBLIGATIONS

2.8. European law sets out minimum requirements for tests which have to be passed to get a driving licence.²⁴ It requires some issues to be dealt with in a theory test and some in a practical test. It also sets a minimum time for learners to be tested on the road.²⁵

EUROPEAN REQUIREMENTS FOR DRIVING EXAMINERS

2.9. From 2011, current European standards regarding examiners for practical driving tests will include new legislation specifying:

- / competences required by a driving examiner - e.g. knowledge and understanding of driving assessment, personal driving skills;
- / general requirements for examiners - e.g. minimum age, requirements on types of driving licences held;
- / a specific requirement that an examiner may not also be active whilst being a commercial driving instructor;
- / an initial qualification process - what training a person has to complete before they are able to act as an examiner, examination requirements; and
- / a quality assurance process - the need to have arrangements in place to maintain driving examiner standards and a requirement to undertake periodic training.²⁶

2.10. DSA is involving others who employ driving examiners to introduce these requirements in an effective and efficient manner.²⁷ That work will need to take account of any changes to the examiner's role as a result of changes to the practical test following this consultation exercise.

THE RISK OF LEARNER DISENGAGEMENT

2.11. There are some 750,000 new learners every year engaged in the process of qualifying as car drivers. For our measures to be effective we must engage those affected and make the delivery arrangements inclusive. There is also the possibility that people will opt out of the official system and avoid getting a licence at all. Regulation and enforcement will be more effective if they support arrangements that are respected and supported by the public.

²³ Full list in Commission Directive 2000/56/EC, Annex II

²⁴ The second Driving Licence Directive (91/439/EEC) Article 7, Annex II as inserted by Commission Directive 2000/56/EC. A Third Driving Licence Directive (2006/126/EC) will in respect of these provisions come into force on 19 January 2009.

²⁵ For a practical car test this is 25 minutes

²⁶ Existing standards defined in Directive 91/439/EEC, Article 7, Annex II, paragraph 9.1 as inserted by Commission Directive 2000/56/EC. New standards defined in Directive 2006/126/EC, Annex 4, which will in respect of these provisions come into force on 19 January 2011.

²⁷ Examiners are employed by the Ministry of Defence, some police and fire authorities and some bus operators



- 2.12.** Too many people currently choose to opt out of the system and drive without a licence. Research carried out by the Department for Transport estimates that crashes involving unlicensed drivers account for 6,300 casualties a year, including 900 killed or seriously injured.²⁸ These crashes are notable for their severity, for the number of passengers injured and for the youth of those involved.²⁹ An unlicensed young male driver is up to 11.6 times more likely to be involved in a crash than an average motorist.³⁰
- 2.13.** Alongside unlicensed driving, there is a related problem of uninsured drivers. Estimates from insurers and the Driver and Vehicle Licensing Agency suggest that around 5% of the motoring population is uninsured.³¹ This problem is exacerbated by the high cost of motor insurance for young drivers.
- 2.14.** One of our key challenges is to persuade those people who might opt out of the present system that learning to drive and getting a full licence is a better choice.

UNLICENSED DRIVING

Recent research has looked at reasons why people drive unlicensed and divides them into three categories:³²

- / young people who have had no contact with the criminal justice system and often intend to take the driving test. They believe that unlicensed driving is not a crime;
- / young people who think that unlicensed driving is socially acceptable. They tend to be worse-off financially and have a lower inclination to take the test. They have records of lower academic achievement, and can be put off by the computerised theory test. Frequent contact with the criminal justice system means that members of this group are not intimidated by the fact that unlicensed driving is illegal, and see it as a relatively minor offence; and
- / 'essential' drivers who have previously held a full licence but have been banned from driving. They believe they have no choice but to continue driving, either for work or to meet family commitments.

²⁸ Knox et al, 2003

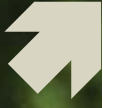
²⁹ Knox et al, 2003

³⁰ Knox et al, 2003

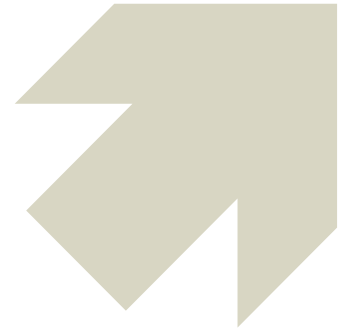
³¹ Greenaway, 'Uninsured Driving in the UK, Department for Transport', 2004, Chapter 3

³² 'Why people drive without a licence', Department for Transport, 2008

3.



OUR APPROACH TO REFORM



GOALS

3.1. There are too many accidents involving newly-qualified drivers. Our research has shown that this is the result of three factors:

- / inefficient, unfocused training;
- / too much confidence among newly-qualified drivers with the practical test being seen as the end point of the learning process; and
- / too much emphasis on vehicle handling, especially at the practical test, at the expense of good attitudes and a proper understanding.

3.2. Our priority in reforming the system has to be to reduce the number of accidents involving newly-qualified drivers. We want to make newly-qualified drivers as safe as drivers with more experience, and we want to encourage learners and newly-qualified drivers to undertake wider learning. Currently, a newly-qualified driver is twice as likely to make an insurance claim than an experienced driver, and more than twice as likely to have a serious accident.³³

METHODS

3.3. In order to achieve our goal, we need a thorough reform of both learning to drive and the overall driving test. We cannot limit reform to any single aspect if we are to deliver the outcomes we want. Stronger learning pre-test cannot work unless it is properly validated by an effective test, and a stronger test will just cause frustration unless it is accompanied by better learning. We also want to expand opportunities for learning post-test.

3.4. In all of our reforms, we will engage educationalists and assessment experts. We will also work in partnership with employers, insurance companies and the vocational education and training bodies, to ensure that they understand the standards measured by the new assessments and that they meet their requirements.

AN IMPROVED DRIVING TEST

3.5. The first step is to update the overall driving test so that it becomes a truly modern assessment. The test needs to look as broadly as possible at whether the candidate is ready to drive unsupervised. This means looking at the full range of knowledge and skills needed for an independent driver. If we do this, we can be sure that newly-qualified drivers are properly prepared for driving alone.

3.6. In order to modernise the test, we need to have a comprehensive understanding of what it means to be a safe driver. We need a scientific basis for all of our assessment standards, to ensure thorough coverage and consistent assessment.

3.7. The current test, particularly the practical test, is seen to focus heavily on vehicle control. However recent research shows how important attitude and understanding of risk and interaction with other road users are to safe driving.³⁴ We need to find ways of incorporating these elements into our tests. This way, we can expect drivers to have a more rounded understanding of what it takes to be a safe driver, with greater self-awareness and a better ability to deal with other road users.

³³ Association of British Insurers, *Young drivers: Reducing death on the roads: Four actions to save lives*, 2006

³⁴ The CIECA Goals for Driver Education (GDE) matrix can be found at www.cieca.be.

- 3.8. We need our tests to be as impartial as possible, and marked so that they give an accurate picture of a candidate's ability. Any assessment needs to maintain our traditions of fairness and transparency.

AN IMPROVED LEARNING PROCESS

- 3.9. A more thorough test could mean that learners would have to do more preparation for the test. We need to offset this with greater efficiency and effectiveness in the learning process.
- 3.10. Learners do not understand what they need to learn to be safe drivers. We need to give them a better understanding of what they have to learn. If we do this, they will be able to target their learning and practice on their weaknesses. They will know when they are ready to take their tests, and will not waste time and money on premature attempts.
- 3.11. There may be new, more efficient ways of learning to drive. Foreign experience suggests there are real benefits of providing a tight, focused programme of in-car training using a syllabus, and we want to help instructors to provide similar services here.

BETTER INFORMATION ABOUT DRIVING INSTRUCTORS AND IMPROVED INSTRUCTOR TRAINING

- 3.12. Learners need better information about the quality of instructors when choosing their driving instructor. Good instructors deserve the right to advertise their ability and their success. Providing this information will mean the overall quality of training will rise, and learners will get better value for money from their driving lessons.

FURTHER OPTIONS FOR LEARNING AND QUALIFICATIONS

- 3.13. We know that there are currently some important aspects of safe driving which are not typically covered by a learner. We also know that most learners regard obtaining a full licence as the final stage in their learning process, and are very unlikely to undertake any further training or qualifications. We need to increase the opportunities for learning both pre- and post-test.
- 3.14. Evidence shows that there are some aspects of learning to be a safe driver which can take place off the road. New learning options can help make drivers make a better assessment of their own ability, develop safer attitudes and drive more responsibly.
- 3.15. For example we know that young people are interested in learning about driving at school before the age at which they can attain their provisional licence. Practical driving skills need to be learned on the road, in the traffic. But we can develop a course aimed at younger people, teaching them how to be safe road users, and what they will need to do to become safe drivers. If young people have this preparation, they should be able to learn to drive and be safer drivers once they have gained their full licence. We can reward those who prepare in this way with a useful qualification.
- 3.16. There are similar opportunities which might be available to all learners. For example, there are ways of harnessing the effect of peer attitudes on individual attitudes through driver discussion groups.



3.17. Learners need to get a full range of experience on the road. This means encouraging learners to drive in a full range of conditions, for example in poor weather or busy traffic. Learners with broader experience will be better prepared for the challenges of driving when they have their full licence.

3.18. Learning to drive should not stop after the practical test, and we want to encourage lifelong driver development. In particular, we want to offer qualifications for people wanting to prove their ability. This would help them to get jobs, or to get a better deal from insurers, which in turn should act as an incentive to undertake wider learning.

FURTHER BENEFITS

3.19. An approach based on better learning and better assessment has benefits beyond saving lives:

- / learners will find the learning process clearer and easier to engage with;
- / if newly-qualified drivers have fewer accidents, their insurance premiums should be lower;
- / there will be fewer incentives to drive without a licence or without insurance; and
- / employers will have more confidence in the driving ability of their staff.

All road users benefit from better driving standards.

3.20. One particular benefit would be greater compliance with eco-safe driving techniques. This helps drivers reduce their fuel consumption by 5-10%, saving them money and reducing emissions. Good driving standards also help reduce congestion, which further decreases emissions.

COMPLIANCE

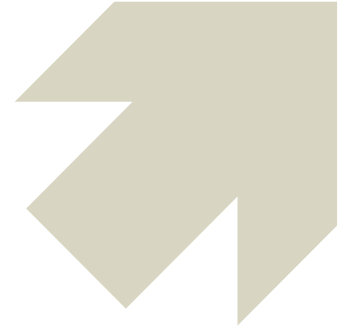
3.21. Our approach is based on education, and on providing good incentives to encourage participation. The new system for learning to drive should be attractive enough that the vast majority will comply with the compulsory elements, and many others will take advantage of the voluntary options.

3.22. We recognise that there is a minority who flout the rules, and drive illegally. They are the most dangerous and carry a large share of responsibility for the over-representation of young people in accident statistics. Their behaviour is not acceptable, and needs to be treated firmly. We will be publishing a separate consultation on how we intend to deal with those who break the law, whether it be through specific driving offences, or through driving without a licence or insurance.

4.



OTHER APPROACHES



- 4.1.** The right response to the safety of young and other newly-qualified drivers has been debated for some years and three main choices have emerged for reducing them:
- / additional regulation of the way people learn to drive, by making them take a certain number of lessons, making them learn for a fixed period or by changing the age at which they are allowed to get a provisional or full licence;
 - / various restrictions on some or all newly-qualified drivers, for example by preventing them from driving at night or carrying passengers; and
 - / fundamental reform of driver training and testing underpinned by modernised standards.
- 4.2.** We believe that the third of these options is the most appropriate and effective, since it is the only one which can definitely improve driving standards. This not only makes people safer, but can also deliver cheaper motor insurance, better employment opportunities and greater employer confidence.
- 4.3.** But we are willing to discuss the other options. The three choices are not mutually exclusive and some people argue that they could be applied together. Comments on all three approaches – and any others – are welcome.
- 4.4.** Each of the three approaches could improve safety. But we must also consider the costs for those learning to drive. We are keen to address as many of the problems of the current system as possible. But we want to do this in an effective and proportionate way. We prefer not to disadvantage or inconvenience safe, law abiding drivers, or encourage people to drive outside of the official system.

- 4.5.** We have explored the costs and benefits of the three different options in more detail in our partial Impact Assessment, which we are publishing in parallel with this Consultation Paper.³⁵ Comments are invited on that Assessment, as well as the issues raised in this Paper.

Q2. DO YOU HAVE ANY COMMENTS ABOUT THE CONTENTS OF THE PARTIAL IMPACT ASSESSMENT PUBLISHED ALONGSIDE THIS PAPER?

REGULATED LEARNING

- 4.6.** There are three main ways in which learning can be regulated:
- / a minimum training programme with an instructor (eg minimum number of lessons, or number of hours, or miles driven);
 - / a minimum learning period; and
 - / raising the minimum age for a provisional or full licence (or both).
- 4.7.** Supporters of this approach argue that learners do not get enough experience (defined variously in terms of number of lessons/ hours of tuition/ miles driven/ period spent as a “learner”) under the current system. They contend that learners need to spend more time under instruction or practising to get a full range of experience, and to prepare themselves properly for driving unsupervised.

³⁵ A copy of the partial Impact Assessment can be viewed at www.dsa.gov.uk

- 4.8.** Supporters claim that by making all learners train for a minimum period, or for a certain number of lessons, it would be possible to ensure a minimum standard among drivers, leading to safer driving, and reducing the casualty rate among newly-qualified drivers.
- 4.9.** Minimum learning periods or minimum numbers of lessons are used in several parts of Europe, including some countries with very good road safety records. Additionally, some countries only allow learners to train with a driving school.

ANALYSIS

- 4.10.** Requiring learners to do a minimum amount of training or wait at “learner” status can reduce casualties in two ways. First, it can delay them from obtaining a full licence - the evidence is that drivers rarely have accidents whilst they must be supervised.³⁶ Secondly, a minimum period of training could make drivers better motorists, and protect them through education.
- 4.11.** According to our estimates, simply delaying people from obtaining their full driving licence has a limited effect on casualty reductions.³⁷ In order to be compelling, regulated learning has to demonstrate that it is teaching something that reduces the accident involvement of newly-qualified drivers.

- 4.12.** Neither imposing a minimum learning period, nor raising the age at which someone can obtain a full licence can guarantee that any extra or better learning is taking place. Learners may do the same amount of training as before but spread it over a longer period of time. Learning to drive is an expensive process, and we can expect that learners will try to keep costs to a minimum. In any case, learners learn at different speeds, so a uniform minimum learning period would not be efficient or effective for everyone.
- 4.13.** There is no strong evidence to support new rules requiring learners to have any particular minimum number of paid lessons. Nor is there evidence that requiring a minimum number of lessons will ensure that learners get more experience. A recent study indicated that the average number of lessons taken by the typical learner in the UK is substantially more than the minimum number required abroad.³⁸
- 4.14.** At present there is no evidence that there is a measurable benefit from taking a larger number of lessons. Learners take 50% more lessons than they did fifteen years ago, and yet newly-qualified drivers are no safer. While there is some evidence that taking 10 lessons with an instructor can improve a learner’s chance of passing the practical test, more than 96% of learners already do this.³⁹

³⁶ Wells et al, 2008

³⁷ see section 3.3 of the Impact Assessment for a more detailed explanation.

³⁸ Wells et al, 2008; CIECA, SUPREME *thematic report on Driver Education, Training and Licensing*, 2007

³⁹ Wells et al, 2008, Appendix E7



4.15. Some countries which require a minimum number of lessons do not expect their learners simply to spend a certain period driving under instruction. For example, in Norway learners are also expected to go through a closely defined programme of driving instruction, similar to a school curriculum. Each of the required lessons covers a specific topic.

4.16. Therefore we cannot show that regulated learning would deliver benefits. We do not have evidence that:

- / a lack of compulsion, rather than a lack of general awareness and understanding, lies at the root of current learning weaknesses; and
- / regulation would ensure subjects that are not covered at the moment would receive proper attention.

4.17. A regulated approach to learning would have associated costs. Imposing delays in the qualification process would mean young people in rural areas seeking work or education could be disadvantaged. Some people have good reasons for needing to learn within a short period of time, for example if a family member dies.

4.18. Based on the balance of evidence currently available, suggesting that the benefits of regulated learning are unclear and that the costs are extensive, the Government is not persuaded of the case for this choice.

RESTRICTIONS ON NEWLY-QUALIFIED DRIVERS

4.19. Newly-qualified drivers could be subjected to restrictions such as:

- / a prohibition on driving between certain times at night;
- / a prohibition on carrying passengers; and
- / complying with a lower maximum level of blood alcohol.

Such restrictions are often described collectively as graduated licensing.⁴⁰

4.20. Graduated licensing has been supported by several road safety commentators. They have noted that newly-qualified drivers are highly at risk, and that certain situations are particularly dangerous. 50% of accidents involving young men take place at night.⁴¹ International data suggests that carrying passengers also makes a crash more likely.⁴²

4.21. In order to reduce accidents and casualties, advocates of graduated licensing propose banning newly-qualified drivers from driving in these situations. They argue that prohibiting newly-qualified drivers from driving at night, or with passengers, would reduce their exposure to risk, making them safer.

4.22. Graduated licensing is widely used in the United States and in Australia. Supporters claim casualty reductions of up to 60% among newly-qualified drivers.⁴³

⁴⁰ The Department will be undertaking a separate consultation on blood alcohol levels, and therefore this topic is not considered further as part of this consultation.

⁴¹ 'Memorandum submitted by the RAC Foundation for motoring', HC 355-I, Seventh Report of Session 2006-07 - Volume II, Transport Select Committee, Ev45

⁴² Chen, L H, Baker, S P et al, 'Carrying Passengers as a Risk for Accidents Fatal to 16 to 17 Year Olds' Jama 283. Note that the evidence from this study cited to the Transport Select Committee applied only to 16 year old drivers.

⁴³ Cited in House of Commons Transport Committee, Novice Drivers, 2007



ANALYSIS

4.23. In general these countries have a different “deal” with the young motorist. They are often allowed to learn as young as 14 and to have a full licence at 15 or 16 - subject to some restrictions which young people accept - and parents enforce - as a price worth paying for having this mobility so young.

4.24. Although impressive casualty reductions appear to have been achieved in some countries, the introduction of graduated licensing is often accompanied by stricter enforcement of existing traffic laws. It is also difficult to separate the casualty savings associated with graduated licensing from other causes, such as general improvements in car safety.

4.25. In the United States, claims of success for graduated licensing are based on studies of individual states, but nationwide research shows that the benefits are much more limited. Much of the success associated with graduated licensing come from introducing stricter age requirements for learner drivers - requirements that are already in place in the UK. Night time restrictions or passenger restrictions do not have any significant effect by themselves.⁴⁴

4.26. Graduated licensing would require compliance to be effective, and this could pose challenges. There is no requirement for GB drivers to carry their driving licences with them. Police enforcement of such regulations would have to take account of competing priorities. Enforcement activity might be considered as oppressive, not least by young people, which would undermine wider efforts to build a culture of respect for road safety and compliance.

4.27. As a result of these pressures, there is a risk that compliance would, in effect, be voluntary. Unfortunately, the people most likely to obey the law will be those most likely to be the safest drivers, while those least likely to comply are those who are most likely to be involved in accidents. Bearing in mind that some newly-qualified drivers have accidents while speeding or when over the legal alcohol limit, it is doubtful whether they would pay attention to graduated licensing restrictions.

4.28. Northern Ireland has operated a form of graduated licensing for many years, requiring newly-qualified drivers to carry an ‘R’ plate for one year, and limiting them to a maximum speed of 45 miles per hour. The effect on road safety has been inconclusive, and there is widespread flouting of the rules.⁴⁵ Driver deaths are 40% more common in Northern Ireland than in the rest of the UK, notwithstanding these extra restrictions.⁴⁶

⁴⁴ Chen, L H, Baker, S P & Li G, ‘Graduated Driver Licensing Programs and Fatal Crashes of 16-year-old Drivers: a national evaluation’, *Pediatrics* 118

⁴⁵ Hewitt, R, ‘Characteristics of R Drivers in Northern Ireland’, Unpublished PhD thesis Belfast, 2001

⁴⁶ Source: Road Casualties Great Britain 2006, table 51

4.29. The authorities in Northern Ireland are considering what amendments might be made to the graduated licensing arrangements alongside reforms to driver training and testing. We will watch the results of any changes in Northern Ireland to see what lessons can be learned.

4.30. A recent OECD report shows that whatever the benefits of graduated licensing in other countries, their new driver problems are at least as serious as ours.⁴⁷ The countries with the safest roads are those that address inexperience through proper education and training.

4.31. Graduated licensing seeks to protect newly-qualified drivers by keeping them out of dangerous situations. This is not a long-term solution and at some point, all drivers have to drive without restrictions. When drivers are no longer affected by graduated licensing laws, they will still be unprepared to cope with those situations. To remove doubts about a learner's ability when they are granted a full licence, these problems need to be tackled at the learning stage.

4.32. There are also significant costs associated with these measures. They not only affect young people driving for social reasons; a quarter of all newly-qualified drivers are 25 or older, including parents and pensioners. Night time restrictions would stop some people from getting to and from work, while passenger restrictions would stop newly-qualified drivers from transporting their families. Allowing exemptions to address special cases would aggravate the difficulties with enforcement.

4.33. The introduction of graduated licensing restrictions here would bring extensive social and economic costs, and highly uncertain benefits. To justify its introduction, we would expect it to meet four tests:

- / show effectiveness in jurisdictions with similar driving ages to here;
- / operate in environments with training and testing arrangements of similar quality to here;
- / produce better road safety outcomes than we have already achieved here; and
- / not produce perverse side-effects regarding inclusion and unlicensed driving.

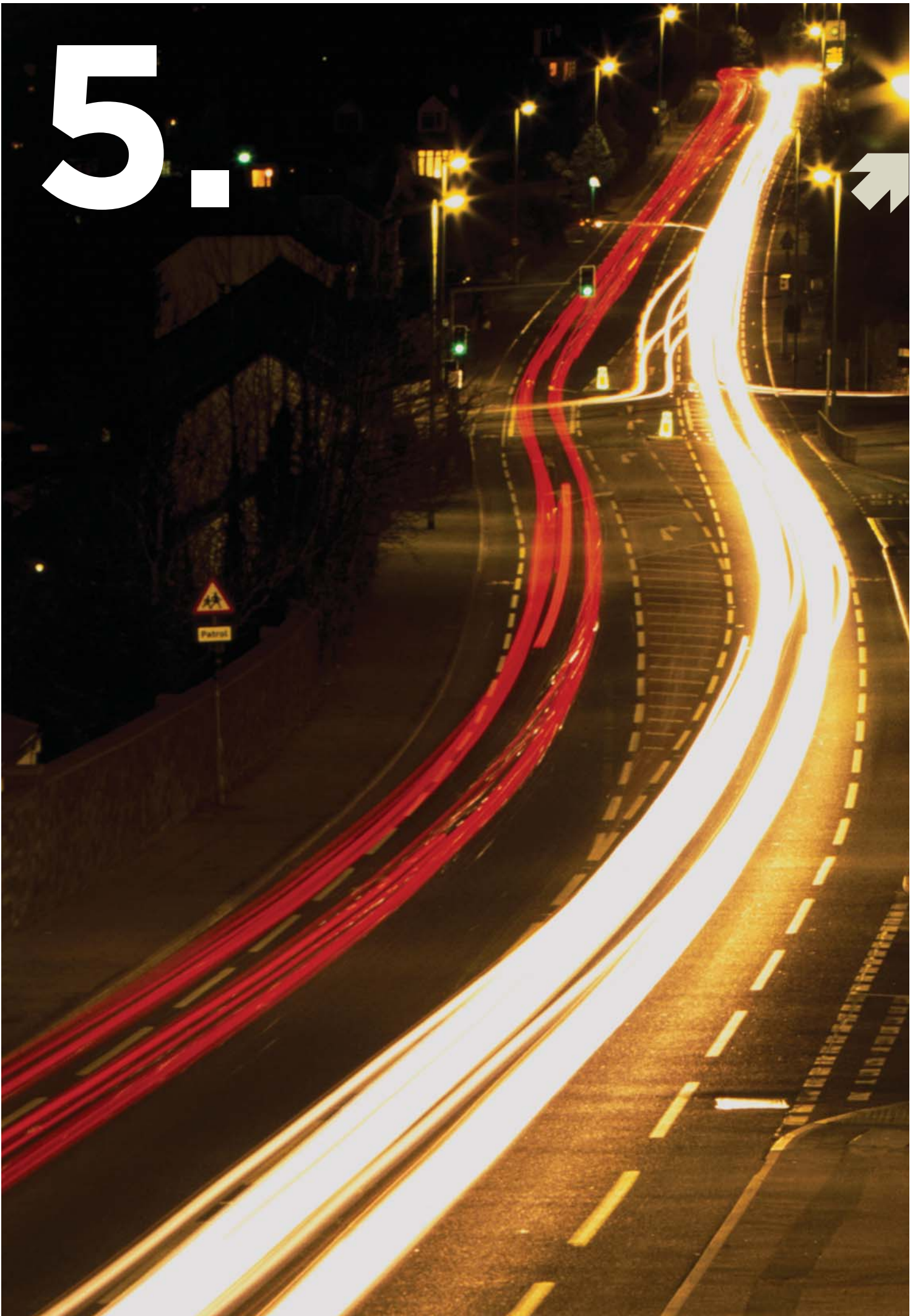
We are not satisfied that these tests have been met.

4.34. Based on the balance of evidence currently available suggesting that the benefits of graduated licensing here are unclear and that the costs are extensive, the Government is not persuaded of the case for this choice.

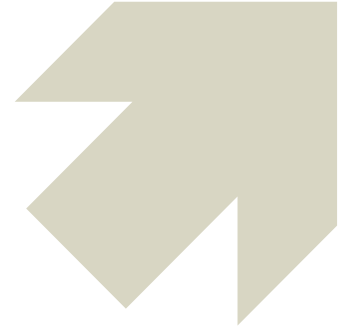
Q3. WHAT ARE YOUR VIEWS ABOUT OUR ANALYSIS THAT IMPROVED TRAINING AND TESTING IS THE BEST WAY OF IMPROVING THE SAFETY OF NEWLY-QUALIFIED DRIVERS?

⁴⁷ OECD/ECMT, *Young Drivers - the Road to Safety*, ECMT Publications, 2006

5.



STEP 1: IMPROVING THE DRIVING TEST



- 5.1.** The first stage of our reforms is to update our national driving test. Our tests make a vital contribution to safety on our roads, not only by setting the standard which people must reach to get a full licence, but also by influencing the way in which they learn to drive before taking the various parts of the test. Learners will primarily prepare and train for those things on which they expect to be tested, and to a level and the standard of consistency they expect to have to demonstrate.
- 5.2.** Our driving test was developed a long time ago when driving was a very different proposition to what it is now. Yet while we have added to the test, we have not fundamentally reformed the practical test since it was introduced in 1935. It still retains its focus on practical vehicle handling, and an examiner from 1935 would still be able to mark most of the practical test today.
- 5.3.** We propose to revise the aspects of driving skills which are tested through the assessment process, and to refocus the practical test. We also plan new mechanisms in both the practical test and the theory test for assessing independence and attitudes to risk.
- 5.4.** We know that learners in general are not preparing well. The pass rate for the practical test is particularly low, and newly-qualified drivers find - too often to their cost - that they are not good enough to drive safely on their own. Employers and insurers tell us that a full driving licence does not give them the assurance they need that the holder is a safe driver.
- 5.5.** We know that better learning is the cornerstone of any improvement in driving standards. But for this to be fully effective, it must be supported by a form of assessment that covers the full range of knowledge, understanding, skills and behaviour required to drive safely.
- 5.6.** To update our tests, we are exploring the feasibility of:
- / using modern, objective, computer-based tests to assess understanding as well as knowledge;
 - / amending the content and marking arrangements in our practical tests to provide a more thorough assessment of general driving competence; and
 - / improving the feedback given to candidates at the end of each type of assessment, whether they have been successful or not, to assist further learning.
- STANDARDS**
- 5.7.** Our research into driving has given us a good theoretical basis for determining what makes a driver safe. This helps us set the standard we will expect from candidates at our tests. It also requires us to consider whether existing assessments continue to be effective and how they might need to be revised.

5.8. In February 2007, we said that our reforms should be based on a new competence framework, in line with best practice in industry and vocational education.⁴⁸ We have now produced a competence framework for driving cars and light vans, and it is available as a technical document alongside this Paper.⁴⁹ We have based this on a wide range of sources, including frameworks used in other countries and international research on driver attitude and motivation.⁵⁰ Experts have agreed that the framework accurately shows what makes a good driver.

5.9. The competence framework covers everything required of a safe driver. It includes the basic skills to do with vehicle control, which most learners are familiar with. It also includes matters of knowledge and understanding, some of which form part of the current theory test, and some of which do not. It also covers the attitudes and behaviour expected of a good driver.

5.10. The framework highlights a number of areas that the existing tests, and the learning arrangements leading up to them, do not cover. A key aim of our reforms has to be to make sure that learners cover these areas properly. This will require us to broaden the coverage of our tests.

5.11. The insights provided by this framework are useful to everyone involved in driver education and training - not only the Driving Standards Agency as the standards authority and regulator, but also to instructors and to learners. We will use the framework as the basis for a driver syllabus and a driver workbook.

5.12. The syllabus and workbook will explain the test standard from the perspective of learners and instructors. Learner drivers will pass the overall driving test if they demonstrate that they have learnt the entire safe driving syllabus - that they have the required knowledge, skills and attitudes - and they are therefore ready to drive unsupervised.

ASSESSING KNOWLEDGE AND UNDERSTANDING

5.13. The multiple choice section of the existing theory test is good at assessing a candidate's knowledge, but it must do more to assess a candidate's understanding of safe driving. We want to see whether new types of question, such as case studies, will do this. We also want to explore whether the question bank for the theory test should continue to be publicly available.

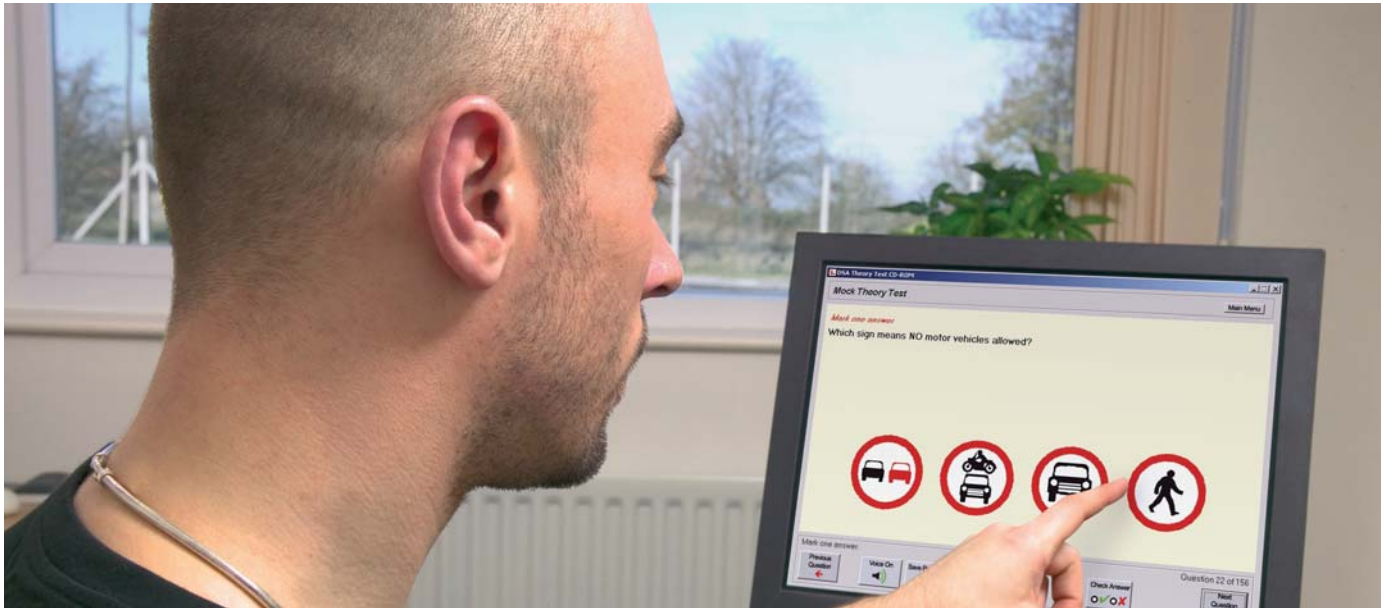
5.14. Some elements of the new syllabus will relate to drivers' knowledge and understanding of driving theory. We use a multiple-choice, computer-based test to assess a driver's knowledge of driving theory, linked with a hazard perception test.

5.15. We plan to modernise the current theory test so that it becomes a more thorough test not only of knowledge but also of understanding of safe driving. We will design new assessments to confirm that the candidate has learnt, among other things, the theory of safe road behaviour and has a full understanding of the rules of the road.

⁴⁸ Tomorrow's Roads - Safer for Everyone: the second road safety review, Department for Transport, 2007

⁴⁹ www.dsa.gov.uk

⁵⁰ For example, the CIECA GDE matrix



5.16. When the theory test was introduced in 1996 the question bank was published to help students revise. The idea was to be clear about the range of questions, their format, the correct answers and the reasoning behind them. Publication of the question bank continued when the theory test became computer-based in 2000. Currently, we publish the question bank ourselves in electronic and book formats, and we licence other publishers to do the same.

5.17. When the hazard perception test was introduced in 2002 we did not publish its questions, to make testing more robust. Instead we published, for learning purposes, a few sample questions that were not in the real test. We are doing the same for the new case study exams being introduced for professional bus, coach and lorry drivers.

5.18. Some driver trainers and others have raised concern that publishing the multiple-choice question bank has encouraged students to:

- / rely on memory rather than applying their understanding;
- / disconnect learning the subject from driving in general; and
- / see the test as something to pass before 'real' learning to drive starts.

5.19. Publication may have hindered wider development of classroom and group learning that we hoped the separate theory test would stimulate when it was introduced.

5.20. We think the new theory test should assess thoroughly a student's understanding of the subject matter as well as their knowledge. We shall investigate whether, if we discontinued publishing (and licensing) the question bank, we could encourage and achieve more thorough and rigorous learning and assessment. We welcome your views on this issue.

Q4. WHICH DO YOU THINK WOULD BE MOST HELPFUL TO IMPROVE THE EDUCATIONAL VALUE OF THE THEORY TEST? (PLEASE TICK ONE OPTION)

- A) CONTINUE TO PUBLISH THE THEORY TEST QUESTION BANK IN ITS CURRENT FORM
- B) CONTINUE TO PUBLISH THE QUESTIONS BUT WITHOUT THE ANSWERS
- C) PUBLISH A PRACTICE QUESTION BANK
- D) STOP PUBLISHING THE QUESTION BANK ALTOGETHER

5.21. We have developed the theory test in the light of experience. In September 2007 we switched from a 35 question test to a 50 question test, to cover topics more thoroughly. Now we want to research new test components, such as case studies, which will test understanding as well as knowledge more effectively. Case studies could comprise a series of questions related to a scenario. This more rigorous style of testing a learner's understanding of the subject matter has been developed as part of our driving tests for bus, coach and lorry drivers, and we are confident that it could be used for car drivers.

Q5. DO YOU AGREE OR DISAGREE THAT CASE STUDIES COULD HAVE A ROLE IN HELPING ASSESS WHETHER LEARNERS HAVE UNDERSTOOD DRIVING THEORY BETTER?

Q6. WHAT OTHER METHODS COULD BE USED TO ASSESS WHETHER LEARNERS UNDERSTAND DRIVING THEORY?

HAZARD PERCEPTION TEST

- 5.22.** We are also proposing a review of the content and delivery of the hazard perception test. The hazard perception test has been an important innovation, but technology is evolving quickly, and we think there is potential for it to be improved.
- 5.23.** Technology has advanced since we decided at the start of the decade to use film clips of real driving on real roads as the basis of the hazard perception test. In particular, 3D animation has become more viable, and could offer a better test than existing technology. We think 3D animation could improve the hazard perception test and we intend to research this.
- 5.24.** The hazard perception test was introduced as part of the overall driving test after extensive research indicated that:
- / recognising developing hazards was a safety-critical skill;
 - / compared to more experienced drivers, learners' hazard recognition skills were weak; and
 - / hazard perception was a skill which could be reliably assessed using a computer-based performance test.
- 5.25.** Research also showed that hazard recognition was a skill that could be learned, and learning could help learners to improve this skill. We want students to see hazard perception as an important part of learning to drive more generally, especially the practical elements of learning to drive.

- 5.26.** Some driving instructors and others have commented that students currently rely too much on self-teach computer products which they can use at home, and treat them as separate from the rest of learning to drive. Though research shows that the hazard perception test has already led to a measurable improvement in road safety, we think new approaches to learning might give us extra value.⁵¹ We therefore want to take a thorough look at the current test format, what parts of the learning to drive syllabus the test should include, and what assessment methods are used.

Q7. HOW CAN WE IMPROVE ROAD SAFETY USING THE HAZARD PERCEPTION TEST?

- 5.27.** More generally, we want to consider how ever-improving, computer-based technology can help assessment design. Simulators and simulation offer new opportunities for assessing knowledge, skills and attitudes about driving in safety. This could be part of the hazard perception process or a stand alone assessment. Simulators could be used, for example, to replicate the ranges of conditions (such as fog, snow, rain and darkness) in which a driver will have to drive. We shall research their potential use and investigate if the knowledge and skills learned in a simulated environment transfer to driving on the road.

THE PRACTICAL TEST

- 5.28.** We are researching possible new content and assessment procedures for the practical test to make it a better assessment of overall competence. If we implement any of these ideas in the future, the assessment may have to become longer.

⁵¹ Wells et al, 2008

IDEAS FOR REVISING THE PRACTICAL TEST

We are researching whether the following could be effective in improving the practical test:

- / a change to the marking system for the test;
- / a section of independent driving;
- / a situational judgement test;
- / reviewing the standard manoeuvres;
- / modular assessment; and
- / a more detailed feedback session.

MARKING SYSTEM

- 5.29.** The present practical test uses a system of fault-based marking, where candidates are assessed according to whether or not they have made mistakes. If they make serious mistakes, then they fail the test. If they make a large number of minor mistakes, they can also fail.
- 5.30.** Some European countries mark candidates depending on their driving standard throughout the test. In order to pass, a candidate has to display a consistently good standard of driving. Any seriously dangerous behaviour, such as driving through a red light, would still lead to an automatic fail. But the examiner pays closer attention to repeated faults that suggested a candidate had not reached the required standard.
- 5.31.** For example, an examiner currently looks at several situations where candidates are using mirrors – when signalling, when changing speed or when changing lane. At the moment, we look at all of these situations individually, so a candidate could score several driving faults on each and still pass their test.
- 5.32.** If we revised the marking system, we might look at ‘observation’ or ‘use of mirrors’ as a general marking category. The candidate would be expected to look at mirrors regularly, and be aware of their surroundings. In the example above, the candidate would be very unlikely to meet the required standard. Revising the marking system might ensure a more thorough and consistent assessment.

- 5.33.** We are exploring this as an option. Before it could be adopted we would need to be confident that any new marking system was transparent, predictable and could be used fairly and equally for all candidates.

Q8. DO YOU AGREE OR DISAGREE THAT THE MARKING SYSTEM FOR THE PRACTICAL TEST SHOULD FOCUS MORE ON EVIDENCE OF COMPETENCE THAN ON EVIDENCE OF WEAKNESS?

INDEPENDENT DRIVING

- 5.34.** Independent Driving is intended to assess a candidate’s ability to manage the route and traffic as well as the vehicle, producing a more complex and “real world” situation. It involves requiring the candidate to set their own route for part of the practical test, say by following direction signs to drive to a local landmark chosen by the examiner.
- 5.35.** DSA is currently piloting how independent driving might work. In practice examiners might choose destinations which candidates could find by following traffic signs. We would not expect candidates to have a knowledge of the area, or to need to read a map – the aim is to ensure that a candidate can control the vehicle while dealing with other tasks, such as navigation.
- 5.36.** Introducing a section of Independent Driving to the assessment could ensure learners are better prepared for the transition to unaccompanied driving. It has recently been introduced to the practical test in The Netherlands, and we shall watch for the effects there as well as run a trial here.

Q9. DO YOU AGREE OR DISAGREE WITH THE INTRODUCTION OF INDEPENDENT DRIVING INTO THE PRACTICAL TEST?

SITUATIONAL JUDGEMENT

Testing situational judgement means looking at the way a driver reacts in a particular situation. Some of our existing theory test questions include elements of situational judgement, for example asking how a candidate would react if they came up behind someone who was driving very slowly.

The idea behind testing situational judgement is to assess how a candidate thinks, and to make sure that they have a proper understanding of the dangers around them. International research has highlighted the need for learners to develop this sort of 'high level skill'.⁵² European countries such as Sweden and the Netherlands are investigating including situational judgement in their theory and practical tests.

SITUATIONAL JUDGEMENT

5.37. DSA is currently piloting how we might look at situational judgement in real traffic situations within the practical test. An example of a situational judgement exercise in the practical test would be to ask candidates to pull up before or after reaching a roundabout and explain their approach to the situation. An exercise like this could help an examiner to understand a candidate's awareness of specific dangers and risks.

5.38. Situational judgement might be used to provide evidence in post-test feedback rather than as a "pass-fail" item.

Q10. DO YOU AGREE OR DISAGREE WITH THE INTRODUCTION OF SITUATIONAL JUDGEMENT EXERCISES INTO THE PRACTICAL TEST?

MANOEUVRES

5.39. We intend to review the number of manoeuvres included in the practical test – their content and the way of carrying them out. Our objective will be improved road safety. Currently around 25% of car test candidates who fail the practical test have committed dangerous or serious faults performing the specified manoeuvres.

5.40. European law allows us to make limited changes to the way manoeuvres are tested. We could review the number of manoeuvres, or the emphasis that the test places on them.

5.41. We have referred to the possibility of testing manoeuvres in a separate module. We also want to research whether we can establish valid and reliable methods of assessing not only vehicle control and observational skills, but also the decision-making process.

5.42. Part of the review will be to trial aligning the manoeuvres within the practical test with the experience of "real driving". We intend to research and evaluate a prototype change to the practical test that combines an element of independent driving with a manoeuvre. An example might be to ask a candidate to "turn a car around in this road" leaving the candidate discretion where and how to do this.

Q11. DO YOU HAVE ANY COMMENTS ON THE WAY IN WHICH WE TEST SPECIFIC MANOEUVRES IN THE PRACTICAL TEST?

5.43. We will trial all of these measures before deciding whether to introduce them into the practical test.

MODULAR ASSESSMENT

5.44. One advantage of introducing a clear competence framework and a syllabus is that it allows us to split the theory and practical tests into a number of smaller assessments or modules. By listing all the elements which need to be learnt, it allows us to divide the tests into smaller parts, without the risk of an important competence being missed out.

⁵² CIECA GDE Matrix, available at www.cieca.be

- 5.45.** The benefit of this approach is that it helps support the learning process more effectively, by enabling the learner to take each element of the test once they have mastered the relevant part of the syllabus. It is more user-friendly to the learner, making the overall test less intimidating.
- 5.46.** For example, we could uncouple the hazard perception test from the knowledge test (as we have already decided to do with our theory tests for bus, coach and lorry drivers). Similarly, we could explore testing the specified manoeuvres in the practical test separately from the general on-road driving element of the practical test.
- 5.47.** Learners would still be able to take all of the practical test or all of the theory test on the same occasion, as now. However, they would also have the option of taking different parts of the practical or theory tests separately. Candidates who took modules together, but failed one module, would only have to retake the module they had failed.
- 5.48.** This choice would be available to all learners, but modular testing would be particularly suitable for learners who were following the structured in-car learning process which we are also proposing.

Q12. DO YOU AGREE OR DISAGREE THAT:

A) THE THEORY TEST SHOULD BE UNCOUPLED FROM THE HAZARD PERCEPTION TEST?

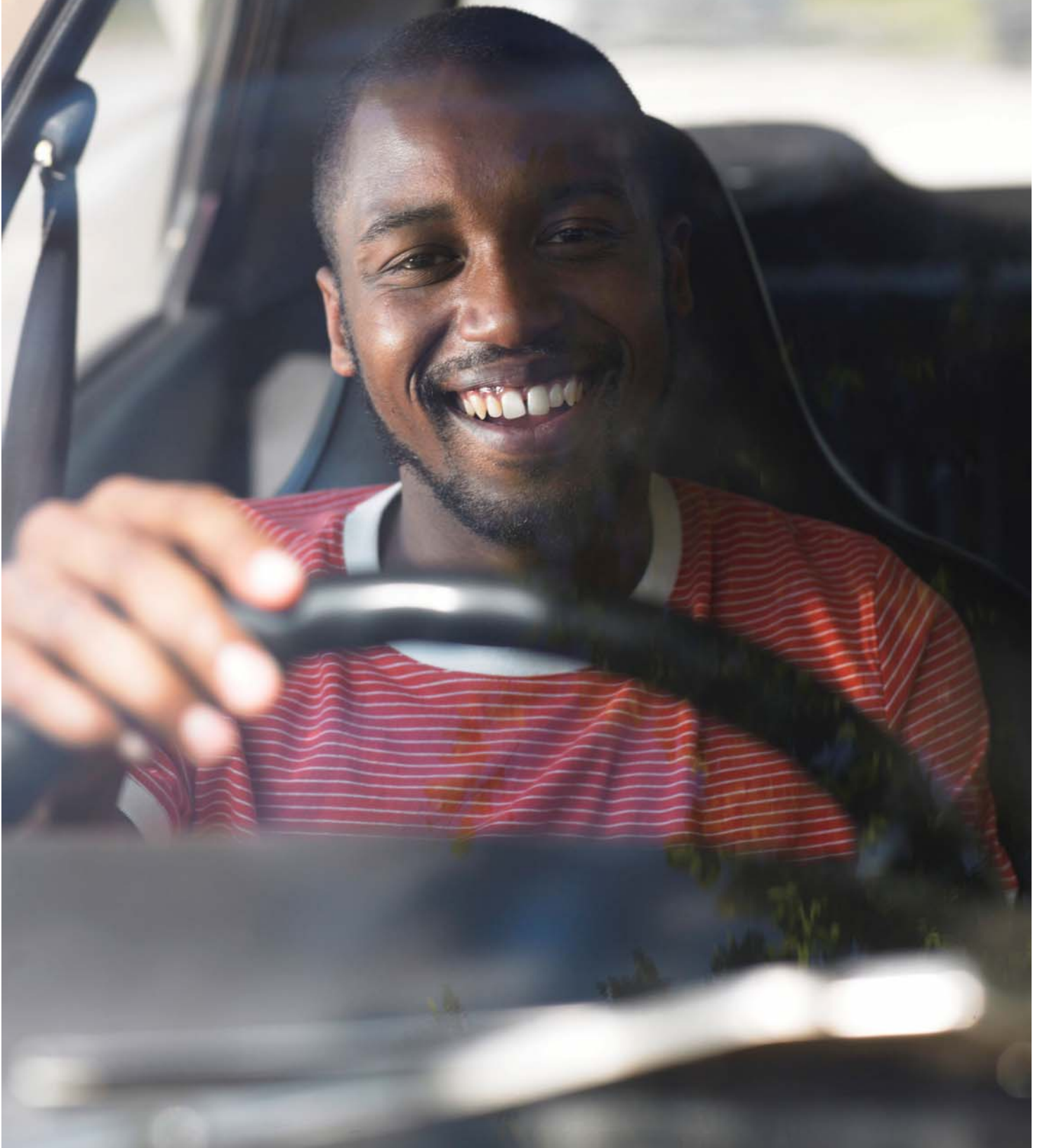
B) THE SPECIFIED DRIVING MANOEUVRES SHOULD BE TESTED SEPARATELY FROM THE GENERAL DRIVING PART OF THE PRACTICAL TEST?

FEEDBACK

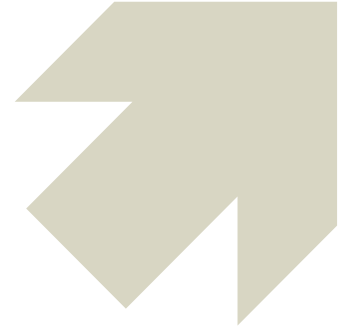
- 5.49.** Unsuccessful attempts at any part of the test tell candidates that they have not yet reached the standard required. We currently provide some feedback to candidates, whether or not they pass. This helps to identify strengths and weaknesses, and enables further learning to be better focused.
- 5.50.** We want to provide greater feedback for all assessments regardless of how well the candidate has done. The form of this feedback would vary from assessment to assessment. More detailed feedback should help unsuccessful candidates to focus their learning on their weaknesses before another attempt. We also want feedback from the different tests to complement and strengthen each other.
- 5.51.** We are keen to explore the benefits of providing an extended de-brief at the end of the practical test, whether or not the candidate passes. We know that candidates are sometimes not receptive after their practical test. Involving a third party as proposed in paragraph 7.9 could make the experience more effective. Some who pass the practical test see it as the end of the learning process. Enhancing the current end-of-test discussion could be an opportunity to encourage further training and development and provide a bridge to lifelong learning.

Q13. WHAT ARE YOUR VIEWS ABOUT PROVIDING MORE COMPREHENSIVE FEEDBACK TO ALL CANDIDATES AT THE END OF EACH ASSESSMENT, REGARDLESS OF THE RESULT?

6.



STEP 2: AN IMPROVED LEARNING PROCESS



- 6.1. The broader test outlined in Chapter 5 could mean that people will have more to learn before taking the various parts of their overall test. Any changes to the tests need to be balanced by more efficient and effective learning.
- 6.2. This means providing learners with a better understanding of what they have to know and do, to let them develop their skills more quickly and exploring new ways of learning in-car, which offer a better learning experience.
- 6.3. The student workbook is based on the syllabus, and is intended to provide learners with the same information. It will explain what must be learnt, and will include facilities to record progress (as used in workbooks for school or vocational qualifications). It will give the learner a clear idea of when they are ready for their tests and, ultimately, to drive unsupervised. The workbook will also show how driving involves far more than just technical skills, and how developing safe attitudes and better understanding of road and traffic safety are also key.

SYLLABUS AND STUDENT WORKBOOK

- 6.3. In Chapter 5 we discussed our new competence framework, which explains what a safe driver needs to do, know and think. This provides the framework for our new driving tests. It will also form the basis of a new driver syllabus and driver workbook, for helping people learn.
- 6.4. The workbook will encourage learners to get a full range of experience. Learners who have practised in the dark will be much safer driving at night – one of the most dangerous times for any type of driver. Similarly, learners need to be prepared for driving in bad weather conditions, ideally through practice in rain, fog or snow.
- 6.4. The syllabus is designed to help an instructor or accompanying driver, and will be issued to all driving instructors. It will help them to guide a learner in developing all of the knowledge, skills, understanding and attitudes needed to pass the various parts of the overall driving test, and will show what sort of progress is expected at each stage. This should give structure and bring more focus to the overall programme of training.
- 6.5. The workbook will also include advice for a new learner. This should help guide learners through their preparation and help them to choose a learning route which suits them.

- 6.8.** The workbook will encourage learners to self-assess their skills as they progress and identify areas for development. The workbook will not be prescriptive about how long learning takes.
- 6.9.** In producing the student workbook, we will draw upon the experience of experts in driver training and education. We will ensure that the documentation is comprehensive, clear and accessible to all, and is kept under review.

Q14. WHAT ARE YOUR VIEWS ABOUT THE PROPOSED STUDENT WORKBOOK? HOW USEFUL WOULD A VOLUNTARY DOCUMENT BE FOR ALL LEARNERS WHEN THEY START LEARNING TO DRIVE?

NEW IN-CAR LEARNING

- 6.10.** We expect all learners to become familiar with the syllabus and the student workbook. These documents should form the basis of teaching for all instructors. However, we want to find if there are particularly effective ways of teaching the syllabus, of preparing candidates for test, and for making them safe drivers in their own right.
- 6.11.** The syllabus breaks driving down into many separate tasks. The most effective way of learning these is to focus on completing a few modules at a time. This approach makes the whole syllabus less daunting, as learners will be able to learn at their own pace, and choose the way in which they cover it.

INTERNATIONAL EXPERIENCE - THE NETHERLANDS

Driver Training Stepwise is an ordered programme for learning to drive, available to learners in The Netherlands. There are 39 clearly defined 'handling scripts', laying out what a learner has to achieve and be aware of for each driving task. These are divided into four modules, gradually getting more complicated:

1. vehicle checks and basic vehicle operation;
2. simple manoeuvring and driving tasks;
3. advanced vehicle operation, complex manoeuvring and complex driving tasks; and
4. safe and responsible traffic participation.

At the end of each of the first three modules, there is an assessment. Learners have to pass this before they carry on to the next stage.

Candidates who have taken the complete Stepwise course are one third more likely to pass their practical test than those who have taken normal driver training. It is too early to say what the effect Stepwise had on casualties, but the Netherlands has one of the best road safety records in the world.



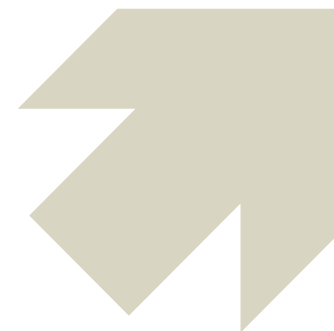
- 6.12.** We will explore how learners might be helped to learn more thoroughly, using this new method. Learners are likely to start with basic vehicle control. Once they have mastered this, they could move on to using rural roads, or dealing with town centres. Eventually, they would end up with high level modules, for example learning how to predict other road users' intentions.
- 6.13.** As the learner covers the syllabus, they will be able to log their experience in the student workbook. We will explore with instructors how they could use the student workbook to record evidence of competence. This should allow learners and instructors to reach a shared understanding of the student's progress. Having to cover the syllabus will also ensure that the learner gets experience in the fullest range of situations and conditions possible, such as driving at night or in poor weather. The value of a student workbook might be enhanced if it was also completed by a supervising driver.
- 6.14.** Approaches similar to this have been successfully introduced in some European countries, where they have sharply improved the practical test pass-rate amongst participating learners, though it is too early to say what the effect has been on road safety.

Q15. DO YOU SUPPORT THE IDEA OF PROGRESS BEING RECORDED IN A STUDENT WORKBOOK?

7.



STEP 3: BETTER INFORMATION ABOUT DRIVING INSTRUCTORS AND IMPROVED INSTRUCTOR TRAINING



- 7.1.** Although all professional car driving instructors are quality assured, learners and parents have very little information about the instructor that they are choosing. A recent study of learners and new drivers found that 38% chose their instructor based on a personal recommendation and 26% based the decision on reputation.⁵³
- 7.2.** This is frustrating for instructors as well as learners. A good instructor has no way of evidencing their skill, or advertising the range and quality of their services, except through word of mouth. They find it hard to convert additional training into more business, since potential students have no independent way of knowing what training their instructor has taken. Meanwhile, a few bad instructors are able to spoil the good reputations of their colleagues.
- 7.3.** In order to make a more informed choice about who to learn with, learners need to have more information. Everyone can benefit from the better provision of information. We want to work with the driving instruction industry as a whole and with individual instructors, to find ways to provide learners with more information to choose an instructor.
- 7.4.** We will develop a star rating system for driving instructors to provide learners with a way of comparing different instructors. Information underlying this rating could include the average pass-rate of an instructor's students. It could also be useful to show the number of candidates that an instructor has presented for test. We will set up a website designed to help learners access information about all instructors in their local area.
- 7.5.** There is further information that could be provided. For example, good instruction is also about the training an instructor has received, and what services (such as structured in-car training) they are able to provide. We might also want to show those who have committed to taking Continued Professional Development and have signed up to the instructors' Code of Conduct. In all cases, we will need to have a reliable method for collecting the information.

Q16. WHAT SORT OF INFORMATION SHOULD BE CONSIDERED IN CREATING A STAR RATING SYSTEM TO HELP LEARNERS IN CHOOSING THEIR INSTRUCTOR?

Q17. WHAT ARE YOUR VIEWS ON THE USEFULNESS OF PUBLISHING THE PASS RATES FOR DIFFERENT INSTRUCTORS?

⁵³ Wells et al, 2008

- 7.6. We recognise that this is a change from past practice, and that instructors will find it difficult to increase their pass rate without a measure of control over when a learner goes to test. This is why we are keen to give instructors more of a role in saying when a candidate is ready for test.
- 7.7. We think people who bring candidates forward for test should be more accountable for their trainees' competence, readiness and performance. Driving instructors should take pride in bringing forward candidates who are ready to drive independently and take their practical test, and they should profit from providing a high standard of training.
- 7.8. We want to consider requiring the instructor or the person supervising the learner to sign for a candidate's readiness to take the practical test. Supervisors could sign a 'test readiness' certificate once the learner had demonstrated that they were able to drive safely and consistently.

- 7.9. We propose that the person presenting the candidate should have to sit in the car with their student when the candidate takes the practical test, and to stay as the examiner gives their pupil feedback. If the candidate has not passed, the supervisor would be better placed to provide remedial and focused training, targeting the specific weaknesses they showed.

Q19. DO YOU AGREE OR DISAGREE THAT PRACTICAL TEST CANDIDATES AND THEIR SUPERVISING DRIVERS WOULD BENEFIT IF THE SUPERVISING DRIVER WERE TO SIT IN ON THE TEST?

Q20. DO YOU AGREE OR DISAGREE THAT PRACTICAL TEST CANDIDATES AND THEIR SUPERVISING DRIVERS WOULD BENEFIT FROM THE SUPERVISING DRIVER SITTING IN ON THE DEBRIEF AT THE END OF THE TEST?

Q18. DO YOU AGREE OR DISAGREE THAT LEARNERS SHOULD BE REQUIRED TO HAVE A 'TEST READINESS' CERTIFICATE SIGNED BY A SUPERVISING DRIVER OR DRIVING INSTRUCTOR, BEFORE THEY CAN TAKE A PRACTICAL TEST?

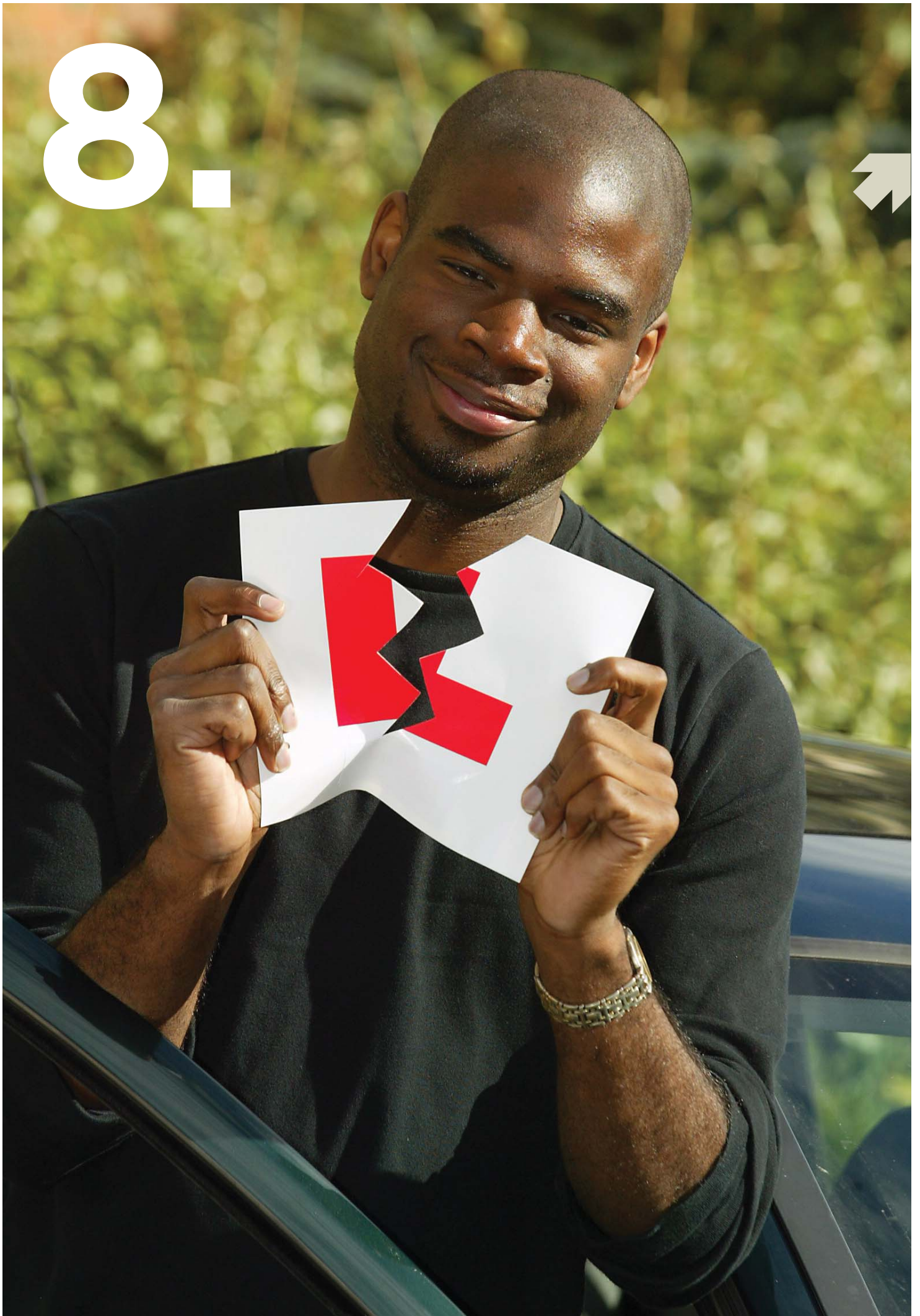
REFORM OF INSTRUCTOR TRAINING

- 7.10.** New arrangements for learning will not work unless they are supported by appropriately skilled driving instructors. We will review how driving instructors are trained and tested, both initially before they qualify and subsequently, so that they are better equipped to focus training on those areas of driving behaviour and performance that have the closest link to safe driving.
- 7.11.** Teaching drivers is likely to change in scope and focus to support the improvement in driving standards based on our new, broader, concept of driving competence. The forthcoming introduction of Continuing Professional Development (CPD) for instructors should provide an opportunity for individuals to update their skills and knowledge which could help to smooth the implementation of new arrangements for driver education, training and testing.⁵⁴
- 7.12.** Recent legislation has given us the powers to improve the way instructors are registered and quality assured.⁵⁵ We want to try and build a better system, and we will invite representatives of the driver training profession, educational experts and other interested parties to help with this work. We will launch a separate consultation on reforming the regulation of the driver training industry.

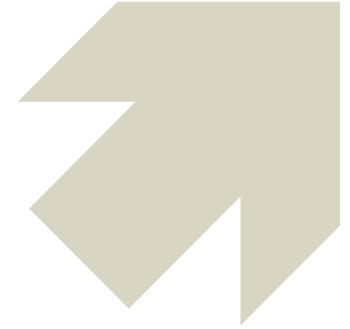
⁵⁴ CPD encourages instructors to do one day of training per year.

⁵⁵ Road Safety Act 2006, section 42 and Schedule 6

8.



STEP 4: FURTHER OPTIONS FOR LEARNING AND QUALIFICATIONS



- 8.1.** In addition to the reforms to the learning and testing process already outlined, we believe that there is a range of further learning opportunities which could be offered to learners before their tests, and also to those who have already passed but want to gain additional skills and confidence. Additional training both in-car and in other environments, more rounded experience and greater self-awareness will make drivers safer. This should be reflected in lower insurance premiums and greater employer confidence in driving ability.
- 8.2.** We want to create a culture of progressive learning, which can begin before people commence learning to drive in a car and which continues after people have qualified for a full licence. The practical test is an important stage-post which indicates that learners are ready to drive independently and safely, but which is not always the end-point of the learning process.

NEW LEARNING OPTIONS - PRE-TEST

- 8.3.** We do not intend to be prescriptive about the way people learn. Individuals have their own learning styles, and react best to different teaching methods. Their situations vary – some learners have more opportunities to practise; some need to learn quickly, perhaps because they unexpectedly find themselves needing to drive. People will choose their own route through the process of learning to drive. A one-size-fits-all approach is neither practicable nor desirable.

- 8.4.** However, we know that there are some aspects of learning to drive that can be learned in a variety of ways. Current practice already supports this. Learners study driving theory away from the car, using books and computer products. They also supplement their on-road hazard perception experience with computer film clips. We want to explore more ways in which difficult-to-teach skills can be communicated.
- 8.5.** In addition to the syllabus and workbook, and the in-car training methods discussed in Chapter 6, we propose to develop some new voluntary aids and learning options:
- / promoting self awareness, including the use of an Attitude Advisor;
 - / encouraging driver discussion groups and classroom learning;
 - / encouraging thorough preparation for the theoretical assessments;
 - / using simulators to help learning; and
 - / reviewing what types of learning materials can best help learners.

ATTITUDE ADVISOR

- 8.6.** Driver attitude is complex, and encompasses many different elements. Learners often do not explore their own attitudes, or think about how they could make their behaviour safer.
- 8.7.** Learners currently rely on their own judgement, or that of an instructor or supervising driver, to tell them where their strengths and weaknesses lie. We want to provide a more objective way to assess a driver's attitude.



8.8. We are developing an Attitude Advisor – a computer-based self-evaluation aid that helps make learners aware of their attitude towards risk and safety. Learners respond to questions about their reaction to different situations, allowing the Advisor to build up a profile of their overall attitude.

8.9. Using the Attitude Advisor would be voluntary. It is not a pass-fail test. If learners want to, they will be able to share the results with their instructor or supervising driver. Between them, they will be able to use the results to shape their training programme, and work to remedy any weaknesses. If learners consented, the results could also be shared with other learners during voluntary peer-group discussions. It would also be very helpful if they are using the structured in-car training described in paragraphs 6.10-6.14.

8.10. The Advisor could be made available in a number of ways. It could be provided online, through the DSA website. Alternatively, it could be offered at theory test centres, or as part of the pre-driver qualification.

INTERNATIONAL EXPERIENCE - SWITZERLAND

Newly-qualified drivers in Switzerland complete a driver profile questionnaire.

Example Question: “I think that everyone has to look after themselves in traffic”

- Completely agree
- Agree
- Neither agree nor disagree
- Disagree
- Completely disagree

Depending on how the driver answers the question, the questionnaire will build up a profile of their driving attitude in relation to five areas:

- / risk-taking;
- / self criticism;
- / toleration of others;
- / respect for rules; and
- / pleasure from driving.

Drivers then discuss the results of the questionnaire with similar drivers, in a peer discussion group.

Q21. DO YOU THINK AN ATTITUDE ADVISOR IS LIKELY TO OFFER BENEFIT BY:

(A) PROVIDING USEFUL GUIDANCE TO STUDENTS TO HELP THEIR LEARNING PROGRAMMES?

(B) PROVIDING USEFUL GUIDANCE TO THEIR SUPERVISING DRIVERS?



DRIVER DISCUSSION GROUPS

8.11. Research has also shown that group sessions make a positive impact on learning safe driving and we will develop ways of delivering these. Young people are used to group sessions from school, and their attitudes are strongly shaped by their peers. Group sessions could help them to understand other road users better, and could encourage safer attitudes. Driver discussion groups could be a useful learning aid used at different stages of a driver's career. Group sessions would need trained facilitators with different skills from traditional one-to-one driver training.

Q22. HOW MUCH DO YOU THINK THAT LEARNERS WOULD BENEFIT FROM ATTENDING DRIVER DISCUSSION GROUPS?

THEORY TRAINING

8.12. We want to encourage the development of a programme teaching the driving theory elements of the syllabus. This would be a standalone programme, separate from the pre-driver qualification proposed below. We intend to investigate what such programmes might contain and how much demand exists, and to explore the ways it could be delivered.

USING SIMULATORS

8.13. Simulators are recognised as an important training tool in other areas of transport, particularly air and marine. The costs of this technology are reducing and its sophistication is increasing. We intend to research the potential for simulators and simulation to offer new opportunities for learning about driving in a challenging but safe manner. These modern training tools may be especially useful for those parts of the syllabus where there can be practical or safety difficulties undertaking conventional training, such as driving at night or in poor weather. We shall involve educational and training experts so we can be confident that the knowledge and skills learned in simulated environments transfer to driving on the road.

LEARNING MATERIALS

8.14. We will continue to provide learning materials to suit all learning styles and will review what materials will work best (for instance text books, electronic aids, online packages and DVDs) as our proposals develop.

8.15. We will also consider how new materials could, like existing material, be licensed under any copyright licensing arrangements so other organisations or companies could use them to produce learning products.



PRE-DRIVER EDUCATION IN SAFE ROAD USE

8.16. We know that people's attitudes towards road safety and driving largely form before they learn to drive.⁵⁶ They seem to be linked to bad habits picked up from experienced drivers, and do not appear to shift significantly within the current learning to drive arrangements.⁵⁷

Q23. ARE YOU AWARE OF ANY EVALUATED ROAD SAFETY EDUCATION PROGRAMMES WHICH COULD INFORM OUR WORK WITH PRE-DRIVERS, AND THAT YOU WOULD LIKE TO MAKE US AWARE OF?

8.17. Young people have told us that they are interested in preparing to learn to drive before they are able to apply for a provisional licence. We want to harness this enthusiasm and provide young people with a thorough understanding of what it means to be a safe road user in all its respects, including as a passenger, cyclist, or pedestrian. Teenagers, both before and after driving age, have the highest casualty rates as pedestrians and cyclists, so road safety education needs to cover these topics as well.

INTERNATIONAL EXPERIENCE - NORWAY

Learning to drive in Norway begins with a basic course, available from age 15. This consists of 17 lessons, contains a mixture of classroom learning and outdoor demonstrations (3 lessons observing driving in darkness, 4 lessons of first aid).

The classroom sessions are discussion groups based around various themes, such as 'why we need rules' and 'how the traffic system functions'. There is a constant emphasis that learning to drive is a long term process, and will take time to complete.

The Norwegian Public Roads Administration introduced the course to replace ineffective compulsory post-test training. Formal analysis of the impact of the course is not yet complete, but initial indications suggest that it has had a positive effect.

8.18. We want to harness young people's enthusiasm by offering a foundation course in safe road use. This will be an educational qualification, with a syllabus, a workbook, classroom learning and project work. Provided the learning was tested by a suitable objective assessment covering part of the theory test syllabus, the qualification might serve as a partial credit for a theory test pass for licence acquisition.

⁵⁶ *Feeling Safe*, 2008

⁵⁷ 'The Good, the Bad and the Talented', Department for Transport, 2006

YOUNG PEOPLE'S FORUM FEEDBACK

The Young People's Forum suggested they would like to learn more at school about driving.

- / One group suggested taking a short course, inviting guest speakers to talk about it.
- / Another group suggested engaging 15 year olds at school by running interesting activities to raise awareness of the effects of tiredness, drugs, alcohol and weather conditions on driving.
- / Learning at school was the most popular option when the Forum presented their ideas to 300 young people at a Youth Day event. 85% of young people said that they would be interested in learning about road safety and preparing to drive if it was not compulsory.

PROPOSED CONTENT FOR A PRE-DRIVER QUALIFICATION IN SAFE-ROAD USE

- / Planning journeys
- / Learning the Highway Code
- / Travelling safely in the traffic system
- / Attitudes to road use and driving
- / Being a safe and responsible passenger
- / Pedestrian safety
- / Social aspects of driving e.g. attitude, behaviour, respect
- / Eco-friendly travelling
- / Project work
- / Emotional aspects of driving e.g. peer pressure, fatigue
- / Cycle safety

8.19. This qualification will give those studying it a thorough grounding in safe road use. We want it to build on and support general road safety education delivered at earlier ages. It will complement a comprehensive set of road safety materials available for all groups. We will monitor how engagement in this learning programme relates with other forms of road safety education.

8.20. We have involved educational experts to identify what elements within the competence framework can be included in the core syllabus for the new qualification, along with the issues mentioned above. We also want to work with employers to make the qualification useful to anyone who is looking for a job that involves driving.

Q24. AS WELL AS THE SUBJECTS MENTIONED IN THIS PAPER, WHAT ELSE SHOULD BE COVERED IN THE PRE-DRIVER QUALIFICATION IN SAFE ROAD USE?

8.21. We want this course to be accessible to anyone who wants to take it, regardless of academic ability. We therefore propose to make the assessment a Foundation Level qualification. It will provide a firm foundation for later learning.

8.22. Courses will be available in schools, colleges and other educational institutions. We hope to make it easy for people to access, in particular by encouraging schools to provide the course as part of the Extended School Initiative – such as in after-school sessions.⁵⁸

Q25. HOW CAN WE MAKE THIS QUALIFICATION APPEAL TO AS WIDE A RANGE OF PEOPLE AS POSSIBLE? HOW CAN IT BE MADE ENGAGING, AND WHERE SHOULD IT BE MADE AVAILABLE?

⁵⁸ 'Extended schools: building on experience', Department for Children Schools and Families, 2007

PILOTING PRE-DRIVER EDUCATION IN SAFE ROAD USE

DSA and the Scottish Qualifications Authority (as an Awarding Body) are working together with others to develop a new qualification in support of pre-driver education. This qualification is expected to be:

- / optional from age 14;
- / achievable by all, regardless of academic ability;⁵⁹
- / with subject matter that is exciting and engaging for young people preparing to learn to drive;
- / taught through partnership teaching; and
- / equally accessible for older students who want to take the qualification at a later stage - at college, or on Local Authority or voluntary sector programmes.

We hope that the new qualification will be available in Scotland for the 2008-09 academic year. It will be piloted and evaluated in targeted areas for two years.

Q26. WHAT ARE YOUR VIEWS ON A PRE-DRIVER QUALIFICATION IN SAFE ROAD USE? DO YOU THINK YOUNG PEOPLE WOULD BENEFIT FROM PARTICIPATING IN IT?

LIFELONG DRIVER DEVELOPMENT - POST-TEST

8.23. We want to foster a culture of lifelong learning and provide both opportunities and incentives for people to undertake additional training once they have qualified for their full licence. Currently most drivers consider their driver education is complete once they have passed their practical test. Yet our research shows that many drivers feel they could benefit from further training.⁶⁰ For example, three years after their test, 55% of drivers felt they could improve their parking.⁶¹ We want drivers to take pride in a safe driving record, developing and maintaining their driving skills and keeping up-to-date with changes in the *Highway Code*.

FURTHER QUALIFICATIONS

- 8.24.** We want to offer qualifications for people who want to show that they have learned to a higher standard. This could be a certificate showing that a learner had trained using all of the new methods and demonstrated a standard above and beyond that required to obtain a full licence. Qualifications such as these could help drivers get cheaper insurance, as well as making them more attractive to employers.
- 8.25.** There could be a range of such schemes, focusing on general driving skills, or on particular employment skills such as driving vans. We are keen to develop higher and vocational qualifications, which include an assessment. These would help drivers who want to demonstrate their high standard of driving, or who want to indicate that they have the skills needed to drive for work. We will work with employers to decide the scope of these.

8.26. Currently, less than 0.5% of licence holders have passed an advanced test, and fewer than 10,000 advanced tests are conducted each year. DSA is working with all four providers of advanced tests, to promote the benefits of post-test training. All four providers will be working together to promote a single overarching post-test training brand, and will start using a common assessment system. In order to encourage greater take-up, there will be incentives for participation.

⁵⁹ Level 1 in educational systems in England and Wales and Level 4 in Scotland

⁶⁰ *Monitoring and evaluation of safety measures for new drivers*, Transport Research Laboratory, 2006

⁶¹ Wells et al, 2008



8.27. We will work with advanced driver and fleet training providers, to promote further training and support products that are used to help a driver develop beyond the standard for licence acquisition. This could be supported by an online assessment aid, or by an instructor giving a ‘driving health check’. Incentives may be needed - perhaps branding levels of assessment to make them a source of pride or useful assets, or more direct incentives. Public and employer recognition would be important.

8.28. We will also review our current Pass Plus scheme. About 11% of newly-qualified drivers take Pass Plus each year. Our competence framework shows that some of its components need to be taught to all learners as part of the learning to drive process - this is reflected in the proposals in this document. We want to work with insurers and other stakeholders to review the purpose and content of Pass Plus, investigating ways of linking this with extra training or voluntary assessment after qualifying for a full licence. The insurance industry is interested in a replacement scheme, provided it is well run and incorporates a final assessment to ensure the learning has taken place.

Q27. HOW DO YOU THINK WE CAN USE ADDITIONAL QUALIFICATIONS TO ENCOURAGE A CULTURE OF LIFELONG LEARNING?

MOTORWAY DRIVING

8.29. Currently, learner car drivers and motorcyclists are prohibited from using motorways in the UK. We do not currently propose to change this.

8.30. Mile for mile, motorways are our safest roads. However, driving on high speed roads is a specific skill and many newly-qualified drivers say that they have found motorway driving to be intimidating.⁶² We will examine options for enabling newly-qualified drivers to gain supervised driving experience on motorways, by revising Pass Plus and possibly through the use of simulators.

8.31. We welcome views on whether it is right to continue to prohibit learners from using motorways.

Q28. HOW CAN MOTORWAY DRIVING BE TAUGHT MORE EFFECTIVELY?

DRIVING FOR WORK

8.32. Improving road safety among people driving for work is a priority, as one third of traffic accidents involve people driving for work.⁶³ The Department has sponsored a Driving for Better Business campaign, aimed at spreading best practice in work-related road safety. Working with the Health and Safety Executive, we have also issued guidance urging employers to pay closer attention to driving standards in their workforce. We hope to develop a new work-based road safety package, using the competence framework.

8.33. Some employers are concerned that driving standards among new employees are not good enough. The basic licence standard should reflect employers’ needs better. Employers want their drivers to be safe, to protect their assets and minimise insurance costs. We want to support employers who train their drivers, perhaps through accrediting training from commercial providers and in-house trainers.

⁶² Wells et al, 2008

⁶³ Health and Safety Executive Work-related Road Safety Task Group <http://www.hse.gov.uk/roadsafety/roadsafety.htm>



8.34. We are keen to offer a qualification for those who are interested in driving for work. It would include relevant driving competences, such as loading and unloading. It would also include business skills, such as customer service. There could be separate modules for people who wanted to drive vans, for example, or taxis. In any event, we would want this qualification to be recognised as being of real value, indicating a high standard of driving which makes a person a real asset to any potential employer.

8.35. We also want to develop a nationally recognised vocational qualification in partnership with Awarding Bodies, based on the requirements of employers and linked to our competence framework. This will show employers, insurers and others that a driver has reached a particular standard. The qualification could be offered through further education colleges and other routes. It might serve as a module within other vocational qualifications.

8.36. We will pilot these further options for learning in partnership with employers and the insurance industry over the next five years. Once this period is over we will review their effectiveness and consider what further steps should be taken, including whether any of the options for learning post-test should become part of the pre-test learning process.

DRIVERS WHO OFFEND

8.37. Our new approach identifies what makes a driver safe and competent. It also shows how we can deal with experienced drivers whose performance falls short of the required standard. Drivers who are involved in traffic offences, who get into accidents and who push up insurance premiums are all ignoring elements of the competence framework.

8.38. Recently introduced law will allow the courts to make much greater use of re-education and re-assessment when dealing with people guilty of motoring offences.⁶⁴ This presents an opportunity for real change in the way we deal with driving offenders. We have already promised to introduce compulsory re-testing for all drivers who are disqualified for two years or more.

8.39. Re-education courses already exist for those convicted of careless driving, drink-driving or speeding. People who go on these courses are given shorter disqualifications, or avoid penalty points being added to their licence. The aim is to improve the offender's driving standards, and to prevent re-offending. We think this is a positive approach, which should be more widely used.

⁶⁴ Road Safety Act 2006



WHAT WORKS? THE EVIDENCE...

In January 2007, DfT published recommendations from four experts in human judgement and decision-making. They had examined peer reviewed research on risky human behaviour, including driving.

They said the retraining format most likely to change offending drivers' attitudes and behaviour would be:

- / classroom-based;
- / follow a specified modular structure;
- / delivered by trained professionals;
- / at least six two-hour sessions;
- / homework for offenders; and
- / small group discussions, making sure everyone contributed.

These sessions would focus on discussions of vivid scenarios of driving situations likely to provoke speeding and other illegal driving behaviour in course attendees. Attendees would then prepare short presentations of the results of their homework.⁶⁵

8.40. Drivers who are disqualified subject to retesting currently do not need to take any re-education before reapplying for their licence. They need only pass a conventional driving test, which for the most serious driving offences includes a double-length practical test. We cannot be confident that this assesses the problem that cost them their licence originally.

8.41. We want to develop assessments that actively engage with an offending driver's problems. In particular, we want to develop re-education and reassessment procedures aimed at people who have been disqualified under the New Drivers Act 1995.

8.42. We have four key aims for re-education and reassessment. We will:

- / focus on the causes and motivations lying behind the types of weaknesses that drivers have displayed;
- / promote the development of courses that address these weaknesses;
- / promote the development of professional standards for providers of re-education and their trainers; and
- / develop a requirement for reassessment so that it is more clearly linked to re-education.

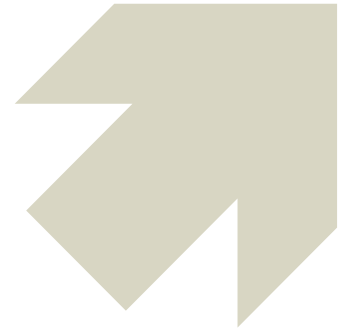
We will start consulting shortly on drivers who offend.

⁶⁵ Wright, Ayton, Rowe and van der Pligt, *Post-Court Road Safety Interventions for Convicted Traffic Offenders: recommendations of a judgement and decision making working group*, Department for Transport, 2007

9.



DELIVERING THESE REFORMS



9.1. This Paper outlines an ambitious programme of reform. The way we teach and test learner drivers affects a great number of people, and the standards we set and achieve affect us all. We need to take a planned approach to the

programme of work required to deliver our proposals; and we need to work with a wide range of other interests - throughout this consultation and the implementation period.

PILOTING CHANGE

Delivering modernised arrangements will require change and investment from everyone involved. We want to engage employers, insurance companies, driver trainers, road safety organisations, local authorities and the education sector in the design and delivery of our driving standards, assessments and education and training programmes.

Before we make substantial changes to the learning and assessment process, we want to be sure that our proposals are based on sound research evidence, and that they will deliver the benefits we expect.

Different proposals will need to be evaluated in different ways. Some ideas can be implemented fairly easily, based on research at our internal research facility and with our strategic partners. Things we are trialling here include:

- / case studies to augment the knowledge test; and
- / independent driving in the practical test.

Others need to be trialed more rigorously by long term, large-scale pilots:

- / use of driver discussion groups; and
- / additional qualifications to encourage lifelong learning and skills development.

We can develop and test pilots without interfering with the existing process of learning to drive or our current driving tests. When these are complete, we propose to use incentives to persuade people to use new learning and training arrangements.

Piloting has already begun, and will continue throughout the consultation process. We are working together with stakeholders and strategic partners, local authorities, other government departments, employers and the insurance industry.

IMPLEMENTATION

We envisage that changes would be phased in over a number of years to avoid undue disruption. In some cases we believe that these can be introduced relatively quickly over the next 2-3 years. We intend to programme the implementation of any changes to allow learners, trainers and others to adjust.

EVALUATION

For any measures that are adopted, we will monitor them to assess their effectiveness. In the short term, we will be able to gauge customer satisfaction through surveys and polling. In the longer-term, we will investigate how effective our changes have been in improving driver safety.



- 9.2. We will not make abrupt early changes to our driving tests in ways that would disrupt training which learners are already undertaking. We recognise also the need to embed a new syllabus among driving instructors, so that their customers can work towards the new requirements. We will make an early start on that, and we are already trialling the practicality of some changes.
- 9.3. We want to explore a range of learning and training concepts which may offer different opportunities to learners and training providers. These will need to be developed, piloted and evaluated.
- 9.4. There are four main ways of encouraging learners to take enhanced learning:
- / by providing evidence that a structured approach provides a more rounded learning experience and better value for money;
 - / through effective marketing;
 - / by offering an enhanced qualification linked to learning to drive which would be recognised by employers; and
 - / by achieving reductions in insurance claims, and thus in premiums.

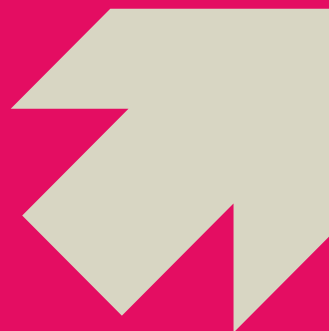
WORKING WITH INSURERS AND EMPLOYERS

- 9.5. Insurers want to offer affordable insurance to all their customers. It is in nobody's interest for very high motor insurance costs to tempt people to drive illegally. Employers need to employ people who can drive – whether driving is the main part of their job or more generally useful. All these businesses want to be assured that a person holding a full driving licence is a competent and safe driver, and has been properly trained.
- 9.6. Insurers and employers have told us that they cannot rely on the current arrangements to identify safe, well-trained drivers. They have to assume that any driver might be a risk. Insurers handle this by charging high rates to all newly-qualified drivers; and large employers have to give their drivers extensive additional training to meet their needs. Employers are concerned that practically everybody prepares for the test in a car, and very few have the different range of skills needed to drive a van. Insurers and employers have indicated that they need more knowledgeable and trained drivers, and can reward those who are demonstrably better trained.

- 9.7. For this reason, we see insurers and employers as key partners in this programme. It is a challenge for us to raise standards to meet their requirements. We want a better insurance deal for newly-qualified drivers. We want to reduce the temptation to dodge the cost of insurance. We know this will only happen when newly-qualified drivers make fewer claims. Better training and better assessment are the way to achieve this.
- 9.8. We are confident that the insurance market will respond when the evidence starts coming through. But we do not want to wait for that. We can work together now to develop practical schemes that can be piloted - and we aim to negotiate rewards for those who achieve higher standards through these schemes.
- 9.9. In particular, we want to give learners a way of proving that they are better drivers. This could be an enhanced qualification or a certificate showing that a learner had trained using all of the new methods and gone above and beyond the standard required.

ANNEX A

SUMMARY OF THE REVIEW OF EVIDENCE ABOUT THE CURRENT
DRIVER TRAINING AND TESTING REGIME



ANNEX A

SUMMARY OF THE REVIEW OF EVIDENCE ABOUT THE CURRENT DRIVER TRAINING AND TESTING REGIME

1. **Newly-qualified drivers admit to significant and persistent gaps in their knowledge and skills.** One study showed that, even three years after passing their practical test, almost two-thirds of drivers (61%) saw a need to improve their driving in thick fog and three-quarters (76%) saw a need to do so in thick snow or ice. Two out of five male respondents (39%) and half of female respondents (47%) still recognised a need to improve 'judging what other drivers are going to do' three years after qualifying.⁶⁶ Despite being able to recognise these deficiencies, only a small proportion of newly-qualified drivers take further training.
2. **Some young people expect to learn 'real driving' after the test.** Focus groups with young people found that they believe the kind of driving taught by instructors and which is tested does not correspond to the real requirements of 'good driving'. They felt that it was only through learning from experience that they could master 'real driving'.⁶⁷
3. **Young and newly-qualified drivers exhibit a range of unsafe driving attitudes and behaviour.** Some newly-qualified drivers have a poor understanding of road safety. Focus group research revealed that some young drivers felt that crashes were a normal part of learning once qualified. A poll by the THINK! campaign found that 37% of drivers with fewer than three years of driving experience reported that they drove too fast for the conditions compared with 28% for all drivers.⁶⁸
4. **Newly-qualified drivers are very likely to make a motor insurance claim.** One in five respondents (19%) in a recent survey reported having an accident in the first six months of independent driving. While the majority of these represented bumps and scrapes rather than accidents involving casualties, a further 70% of respondents reported having a near accident in the same six month period.⁶⁹
5. **The driving licence does not assure employers or insurers of good driving standards.** Representatives from these groups have indicated that holding a full driving licence does not provide adequate assurance that a holder is really safe and competent. Insurers reflect the risk by charging newly-qualified drivers high motor insurance premiums. Some firms have to provide further training.

We believe that these problems stem from weaknesses in the current driver training and testing arrangements.
6. **Learners are not aware what is expected of a safe and competent driver.** Learners are not working to a clear syllabus. There is no comprehensive guidance on what they need to know, what they need to be able to do, or what attitudes may be risky. A significant proportion of learners are not using any form of documentation to structure their learning and monitor their progress, e.g. in one study 41% of respondents reported not having any form of learner driver record.⁷⁰
7. **The training culture focuses on driving as vehicle handling.** Learners tend to concentrate on acquiring the skills needed to pass the practical driving test. The content of the test, and the way it is marked encourages them to focus narrowly on vehicle handling. We know that safe driving also requires behaviours associated with social responsibility and emotional control, and comprehension of why these are important. However, the current arrangements for learning to drive do not pay enough attention to them.
8. **Learning to drive is not undertaken in an effective, integrated or systematic manner.** Candidates today have more hours of total driving experience (including practice) when they pass their practical test compared with 20 years ago, but this is not reflected in an improvement in test pass-rates or accident rates. Research undertaken in 2001-2005 found that those who passed the practical test had a mean average of 67 hours of total driving experience compared with 49 hours in 1988/1989.⁷¹

⁶⁶ Wells et al, 2008⁶⁷ Feeling safe, Itching to Drive, Department for Transport 2008⁶⁸ THINK! annual survey 2007 report⁶⁹ Wells et al, 2008⁷⁰ Wells et al, 2008⁷¹ Wells et al, 2008

9. **Too many learners get insufficient driving experience.** The current system does not encourage learners to get a range of experience of driving in different situations. They do not invest in getting experience of driving in the variety of different conditions where they are not tested. 12% of successful test candidates have not driven at night, and 5% have not driven on country roads.⁷²
10. **Too many candidates are not properly prepared.** The current pass-rate for the practical test is 44% and the pass-rate for the combined theory and hazard perception test is 67%. In one in ten practical tests, the examiner has to physically intervene on safety grounds. Driving instructors tell us that many people do not understand or retain the knowledge learnt for the theory test.
11. **Many of those who pass the practical test have not achieved a consistent standard.** This is evident from the accident record of newly-qualified drivers, and is reinforced by a study in which people were invited to take the practical test twice in the same week. Only 64% of those got the same result on both occasions.⁷³
12. **Newly-qualified drivers are not properly prepared to drive alone.** The loss of the guiding influence of the supervisor (instructor, parent or friend) leaves the newly-qualified driver alone, exposed to all situations and responsible for the full range of driving tasks. Many people find they are not properly prepared for this moment. In particular, they often lack the attitudes and understanding that would help them deal with these new challenges.
13. **Learning to drive is an expensive process.** The average learner spends in the region of £1,500 before acquiring a full licence.⁷⁴ There is a wide range in the number of driving lessons typically bought for learners. The absence of sound information to guide their learning and expectations is inefficient and causes frustrations. Driving instructors are subject to customer pressures to reduce the costs of acquiring a full licence. They are unable to stop their pupils from taking premature tests and many learners waste their money on unsuccessful attempts when they are not ready.
14. **Newly-qualified drivers face very high motor insurance costs.** A newly-qualified male driver aged 17 faces an average insurance premium of over £1,200; a female driver of the same age pays around £800.⁷⁵
15. **Too many people opt out of the driver licensing system.** Too many people drive unlicensed or uninsured – several sources suggest that at least 100,000 young people may be driving without a proper licence.⁷⁶ We need to help learners understand the importance of participating responsibly in the system – for the costs they face and their employment prospects, as well as their safety. We also need to avoid taking measures that have the unintended consequence of aggravating unlicensed and uninsured driving or criminalising new groups of drivers.

⁷² Wells et al, 2008

⁷³ Baughan et al, *Novice Driver Safety*

⁷⁴ Allowing for licensing costs, lessons, test fees (including unsuccessful attempts) and insurance.

⁷⁵ ABI, *Young Drivers – safety*, 2006

⁷⁶ Noble, B, 'Why are some young people choosing not to drive?' *Proceedings of the 23rd European Transport Annual Meeting*, 2005.

ANNEX B

IMPLICATIONS FOR DRIVERS OF OTHER MOTOR VEHICLES

MOTORCYCLISTS

1. Motorcycle riders are another group where casualty reductions have lagged behind general reductions, although motorcycle traffic has increased significantly since the mid-1990s and casualty rates have fallen. Motorcyclists represent one in five deaths or serious injuries on the road, even though they only constitute 1% of all traffic.⁷⁷ The Government's Motorcycling Strategy, published in 2005, promised to look for ways to improve the existing training arrangements.⁷⁸
2. New legislation allows us to meet the ambition of the Government's Road Safety Strategy to improve motorcycle training arrangements as part of improving road safety.⁷⁹
3. We want to improve rider safety as well as driver safety. Most of the topics covered by pre-driver education will be directly relevant to moped and motorcycle riders as well as car drivers. In addition, we will develop a competence framework for motorcyclists, just as we have done for car drivers, and use it to develop a syllabus and a workbook for learner riders to use. We will also use it to re-evaluate the motorcycle test, and if necessary to revise it to ensure it has the correct scope.
4. These reforms will be developed alongside an environment for motorcycle training and testing that is altering as a result of EU law:
 - / from September 2008, new EU rules⁸⁰ will require the practical motorcycle test to include new and more demanding manoeuvres. Some of the practical test will be conducted off-road at new multi-purpose centres to make sure that it is done in safety;⁸¹ and
 - / other EU legislation will introduce new limits on the size of motorcycles that can be ridden by younger riders, and stage access to riding larger machines.⁸² These measures must be in force by 2013. We will want to implement these requirements in a way that maximises any safety benefit whilst minimising any inconvenience. We will issue a separate consultation on how this will work, and will engage with motorcycle groups and other organisations about this.

⁷⁷ Road Casualties Great Britain 2006, table 11

⁷⁸ Available at <http://www.dft.gov.uk/pgr/roads/vehicles/motorcycling/thegovernmentmotorcyclingst4550>

⁷⁹ New Legislation in Road Safety Act 2006, section 42 and Schedule 6; *Tomorrow's Roads: safer for everyone*, Department for the Environment, Transport and the Regions, 2000

Q29. HOW CAN WE BEST APPLY OUR REFORMS FOR LEARNING TO DRIVE TO THOSE WHO WANT TO RIDE A MOTORCYCLE?

BUS, COACH AND LORRY DRIVERS

5. New European law is changing the environment for professional drivers of buses, coaches and lorries.⁸³ It introduces a Certificate of Professional Competence (CPC) for driving these categories of vehicle. Professional drivers will have to hold a CPC as well as their vocational driving licence.
6. Newly-qualified drivers of buses, coaches and lorries will be awarded a CPC when they pass an Initial Qualification involving four hours of theoretical testing and two hours of practical testing. They will then have to do a minimum of 35 hours of approved training during every following five-year period in order to keep their CPC. Drivers who already hold a full vocational driving licence when the CPC scheme starts will have to do a minimum of 35 hours of approved training every five years to obtain CPC status.⁸⁴
7. Our immediate concern for these drivers is to ensure that CPC is successfully introduced. The implementation arrangements have been designed in partnership with stakeholders – in particular the trade associations in the road freight and passenger transport sectors, their Sector Skills Councils and the trade unions.
8. For the future, we will want to see whether our ideas for improving learning arrangements for car drivers could be useful for vocational drivers. We also want to consider how changes to the professional driver's framework might be beneficial to our work on learning and assessment for car drivers. We will want to draw on our positive experience with partnership working on the CPC project when planning new arrangements for other types of driver.

⁸⁰ Commission Directive 56/2000 Annex 2

⁸¹ See *Delivering the New Motorcycle Test*, Driving Standards Agency, 2002

⁸² EU Directive 2006/126

⁸³ EU Directive 2003/59

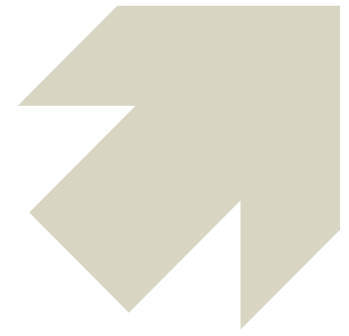
⁸⁴ From September 2008 for bus and coach drivers, September 2009 for lorry drivers

ANNEX C

CONSULTATION LIST

We have written to the following organisations informing them of this consultation exercise.

A2om
AA Driving School
AA Fleet
AA Foundation for Road Safety Research
ADI Federation
Age Concern
Alzheimers Society
Approved Driving Instructors National Joint Council
Assessment and Qualifications Alliance (AQA)
Association of British Insurers (ABI)
Association of Chief Police Officers (ACPO)
Association of Chief Police Officers Scotland
Association of Industrial Road Safety Officers (AIRSO)
Association of London Borough Road Safety Officers
Association of Magisterial Officers
Association of National Driver Improvement Service Providers (ANDISP)
Association of United Driving Instructors
Brake
British Motorcyclists Federation
British Red Cross
British School of Motoring Ltd (BSM)
British Telecom
Careers Service
Chief and Assistant Chief Fire Officers Association
Civil Service Motoring Association
Commission for Racial Equality (England, Scotland and Wales)
Community Transport Association
Confederation of British Industry
Confederation of Passenger Transport
Connexions Service
Convention of Scottish Local Authorities
County Road Safety Officers Association
Department for Children, Schools and Families (DCSF)
Department for Innovation, Universities and Skills (DIUS)
Devon County Council
Disabled Drivers' Association
Disabled Persons Transport Advisory Council
Drive Tech
Driving Instructors Association
Driving Instructors Democratic Union
Driving Instructors Scottish Council
Edexcel
Federation of Small Businesses
Fleet Safety Association
Freight Transport Association
Gloucestershire County Council
GoSkills
Guild of Experienced Motorists
Health & Safety Executive
Institute of Advanced Motorists
Institute of Road Safety Officers
Justices' Clerks' Society
Kirklees Council
Lancashire County Council
Learn and Live
Learning and Skills Council
Lifelong Learning UK (LLUK)
Local Authority Road Safety Officers
Local Authority Road Safety Officers Association (LARSOA)
Local Government Association
Loughborough University
Magistrates' Association
Magistrates' Clerks' Committee
MIDAS
Ministry of Defence
Mobility Forums
Motor Schools Association of GB Ltd



Motorcycle Action Group UK
 Motorcycle Industry Association
 Motorcycle Retail Association and Rider Training Association
 Motorists Forum
 Napier University
 National Association of Citizen's Advice Bureaux
 National Foundation for Educational Research
 National Offender Management Service
 National Union of Road Transport Operators
 Parliamentary Advisory Council on Transport Safety
 Performance Consultants International
 Public and Commercial Services Union
 Qualification and Curriculum Authority
 Qualification, Curriculum and Assessment Authority for Wales
 RAC Foundation
 RAC Motoring Services
 Road Danger Reduction Forum
 Road Haulage and Distribution Training Council
 Road Haulage Association
 Road Safety Council for Wales
 Road Safety Scotland
 Roadpeace
 Roadsafes
 Royal Mail
 Royal Scottish Automobile Club
 Royal Society for the Prevention of Accidents (RoSPA)
 Royal Society of Arts
 Safe Speed Campaign
 Sainsbury's PLC
 Scottish Government Education Department
 Scottish Qualifications Authority
 Skills for Logistics
 Slower Speeds Initiative
 Society of Motor Manufacturers and Traders
 St John Ambulance
 Strathclyde University

Surrey University
 Tesco Distribution Ltd
 Trades Union Congress
 Transport & General Workers' Union
 Transport 2000
 Transport for London
 Transport Research Laboratory
 Transport Scotland
 University College London
 University for Industry
 University of Leeds
 University of Nottingham
 University of Reading
 Welsh Assembly Road Safety Unit

The list is indicative only, and includes principal stakeholders. In all, some 1,110 persons and organisations have been notified in writing about this consultation exercise.

ANNEX D: CONSULTATION RESPONSE FORM

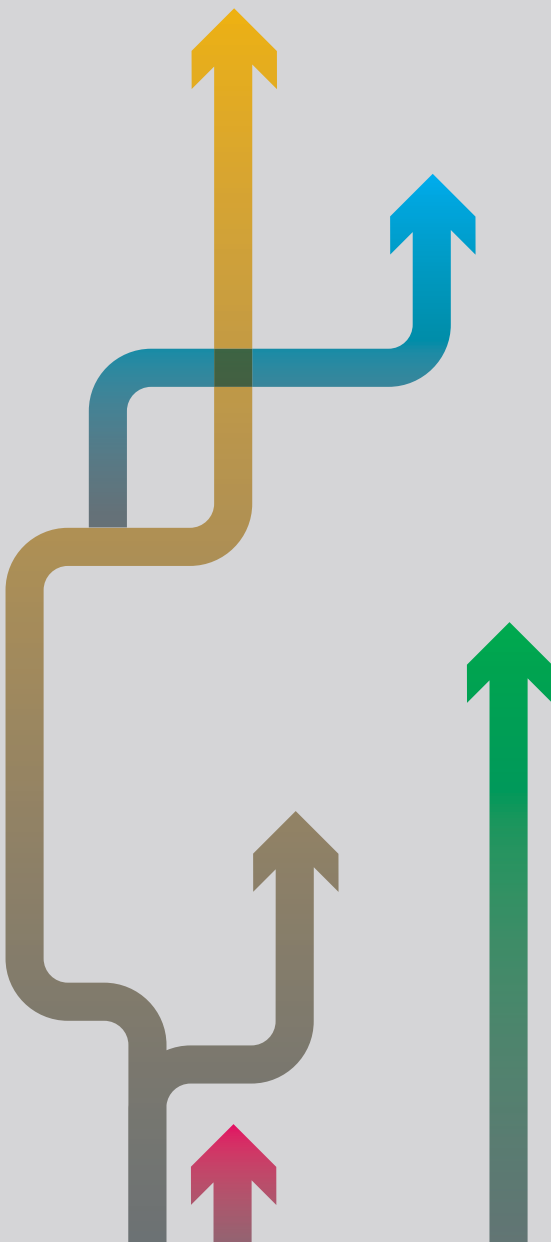
THANK YOU FOR TAKING THE TIME TO READ AND BECOME INVOLVED IN THE DRIVING STANDARDS AGENCY CONSULTATION ON LEARNING TO DRIVE.

WE HOPE WITH THE INFORMATION PROVIDED AND THE BACKDROP TO THE PROPOSED CHANGES THAT YOU WILL BE ABLE TO PROVIDE US WITH YOUR FEEDBACK BY COMPLETING AND RETURNING THE CONSULTATION QUESTIONNAIRE.

Please return the questionnaire to:

DSA Strategy Development Team,
The Axis Building,
112 Upper Parliament Street,
Nottingham,
NG1 6LP

In line with our policy on openness, we intend to make available the responses we receive. Unless you specifically request confidentiality, we may quote from a response or may publish it on our website. Please note that we must also comply with the terms of the Freedom of Information Act 2000. Confidentiality disclaimers generated by email systems will not be regarded as confidentiality requests.





Please note that you can also complete this questionnaire online at www.dsa.gov.uk.
If you need further space for your comments, please use the sheet at the end of this document.

Name

Email

Address

If you are responding on behalf of an organisation:

Organisation name:

Which of the following best describes the focus of the organisation?

- | | | |
|---|---|--|
| <input type="checkbox"/> Road Safety | <input type="checkbox"/> Driver Training School | <input type="checkbox"/> Motoring Organisation |
| <input type="checkbox"/> Local Authority | <input type="checkbox"/> Private Company | <input type="checkbox"/> Legal / Enforcement |
| <input type="checkbox"/> Educational / School | <input type="checkbox"/> Other | |

Approximately how many views does this response represent?

- | | | |
|--------------------------------|---------------------------------|--------------------------------|
| <input type="checkbox"/> 1 | <input type="checkbox"/> 2-10 | <input type="checkbox"/> 11-25 |
| <input type="checkbox"/> 26-50 | <input type="checkbox"/> 51-250 | <input type="checkbox"/> 251+ |

How were these views collected?

If you are responding privately:

What is your gender?

- | | |
|-------------------------------|---------------------------------|
| <input type="checkbox"/> Male | <input type="checkbox"/> Female |
|-------------------------------|---------------------------------|

What is your age?

- | | | |
|-----------------------------------|--------------------------------|----------------------------------|
| <input type="checkbox"/> Under 17 | <input type="checkbox"/> 17-21 | <input type="checkbox"/> 22-25 |
| <input type="checkbox"/> 26-39 | <input type="checkbox"/> 40-59 | <input type="checkbox"/> Over 60 |

How many years of driving experience do you have since passing your practical car driving test?

- | | | |
|--------------------------------------|----------------------------------|----------------------------------|
| <input type="checkbox"/> Pre-learner | <input type="checkbox"/> Learner | <input type="checkbox"/> 0-2 |
| <input type="checkbox"/> 3-5 | <input type="checkbox"/> 6-20 | <input type="checkbox"/> Over 20 |

Are you any of the following?

- | | |
|---|--|
| <input type="checkbox"/> A driving instructor | <input type="checkbox"/> A professional driver |
| <input type="checkbox"/> A driving examiner | <input type="checkbox"/> A motorcyclist |

Q1. What views do you have about our explanation of the high accident rate among newly-qualified drivers?
[related text chapter 1]

Please explain your reasons:

Q2. Do you have any comments about the contents of the partial Impact Assessment published alongside this Paper?

Comments

Q3. What are your views about our analysis that improved training and testing is the best way of improving the safety of newly-qualified drivers?

(related text chapters 3 & 4)

Please include any evidence supporting your views:

Q4. Which do you think would be most helpful to improve the educational value of the theory test?

(related text in paragraph 5.20) (please tick one option)

- continue to publish the theory test question bank in its current form
- continue to publish the questions but without the answers
- publish a practice question bank
- stop publishing the question bank altogether

Please explain your reasons:

Q5. Do you agree or disagree that case studies could have a role in helping assess whether learners have understood driving theory better?

(related text in paragraph 5.21)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please give reasons for your views:

Q6. What other methods could be used to assess whether learners understand driving theory?

(related text in paragraph 5.21)

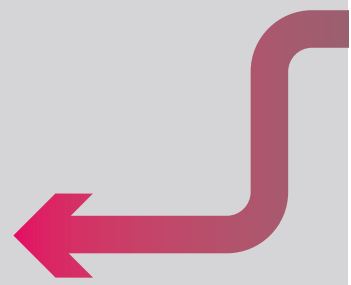
Please include any information relating to your views:

Q7. How can we improve road safety using the hazard perception test?

(related text in paragraph 5.26)

Please include any information relating to your views:





Q8. Do you agree or disagree that the marking system for the practical test should focus more on evidence of competence than on evidence of weakness?

(related text in paragraph 5.29-5.33)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain the advantages and disadvantages that you see:

Q9. Do you agree or disagree with the introduction of independent driving into the practical test?

(related text in paragraph 5.34-5.36)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain the advantages and disadvantages that you see:

Q10. Do you agree or disagree with the introduction of Situational Judgement exercises into the practical test?

(related text in paragraph 5.37-5.38)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain the advantages and disadvantages that you see:

Q11. Do you have any comments on the way in which we test specific manoeuvres in the practical test?

(related text in paragraph 5.39-5.42)

Please explain the advantages and disadvantages that you see:

Q12. Do you agree or disagree that:

(related text in paragraph 5.44-5.48)

(a) The theory test should be uncoupled from the hazard perception test?

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

(b) The specified driving manoeuvres should be tested separately from the general driving part of the practical test?

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:



Q13. What are your views about providing more comprehensive feedback to all candidates at the end of each assessment, regardless of the result?

(related text in paragraph 5.49-5.51)

Please explain your reasons:

Q14. What are your views about the proposed student workbook? How useful would a voluntary document be for all learners when they start learning to drive?

(related text in paragraph 6.3-6.9)

Please explain your reasons:

Q15. Do you support the idea of progress being recorded in a student workbook?

(related text in paragraph 6.10-6.14)

Please explain your reasons:

Q16. What sort of information should be considered in creating a star rating system to help learners in choosing their instructor?

(related text in paragraph 7.1-7.5)

Please explain your reasons:

Q17. What are your views on the usefulness of publishing the pass rates for different instructors?

(related text in paragraph 7.4-7.5)

Please explain your reasons:

Q18. Do you agree or disagree that learners should be required to have a 'test readiness' certificate signed by a supervising driver or driving instructor, before they can take a practical test?

(related text in paragraph 7.6-7.8)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

Q19. Do you agree or disagree that practical test candidates and their supervising drivers would benefit if the supervising driver were to sit in on the test?

(related text in paragraph 7.9)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

Q20. Do you agree or disagree that practical test candidates and their supervising drivers would benefit from the supervising driver sitting in on the debrief at the end of the test?

(related text in paragraph 7.9)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

Q21. Do you think an Attitude Advisor is likely to offer benefit by:

(a) providing useful guidance to students to help their learning programmes?

(related text in paragraph 8.6-8.10)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

(b) providing useful guidance to their supervising drivers?

(related text in paragraph 8.6-8.10)

- | | | |
|---|--|---|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Agree | <input type="checkbox"/> Neither agree nor disagree |
| <input type="checkbox"/> Disagree | <input type="checkbox"/> Strongly Disagree | <input type="checkbox"/> No opinion |

Please explain your reasons:

Q22. How much do you think that learners would benefit from attending driver discussion groups?

(related text in paragraph 8.11)

- | | |
|---|---|
| <input type="checkbox"/> Benefit a lot | <input type="checkbox"/> Benefit a little |
| <input type="checkbox"/> Not benefit at all | <input type="checkbox"/> No opinion |

Please explain your reasons:

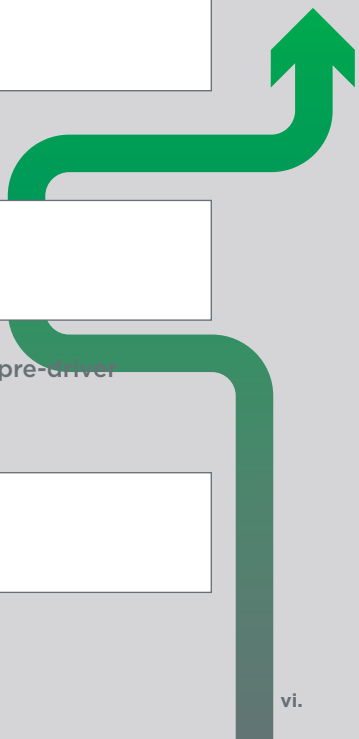
Q23. Are you aware of any evaluated road safety education programmes which could inform our work with pre-drivers, and that you would like to make us aware of?

Please provide us with details:

Q24. As well as the subjects mentioned in this Paper, what else should be covered in the pre-driver qualification in safe road use?

(related text in text box under paragraph 8.20)

Please explain your reasons:





Q25. How can we make this qualification appeal to as wide a range of people as possible? How can it be made engaging, and where should it be made available?

(related text in paragraph 8.21-8.22)

Please explain your reasons:

Q26. What are your views on a pre-driver qualification in safe road use? Do you think young people would benefit from participating in it?

(related text in paragraph 8.16-8.22)

Please explain your reasons:

Q27. How do you think we can use additional qualifications to encourage a culture of lifelong learning?

(related text in paragraph 8.24-8.28)

Please include any evidence that you can provide:

Q28. How can motorway driving be taught more effectively?

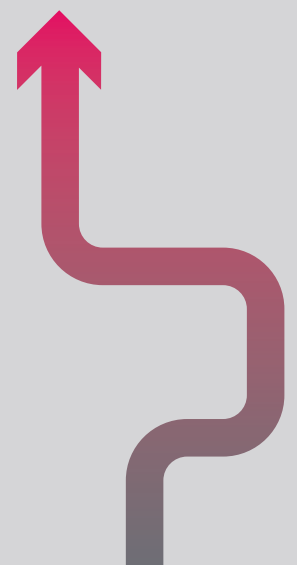
(related text in paragraph 8.29-8.31)

Please explain your reasons:

Q29. How can we best apply our reforms for learning to drive to those who want to ride a motorcycle?

(related text in paragraphs 1 - 4 annex B)

Please explain your reasons:

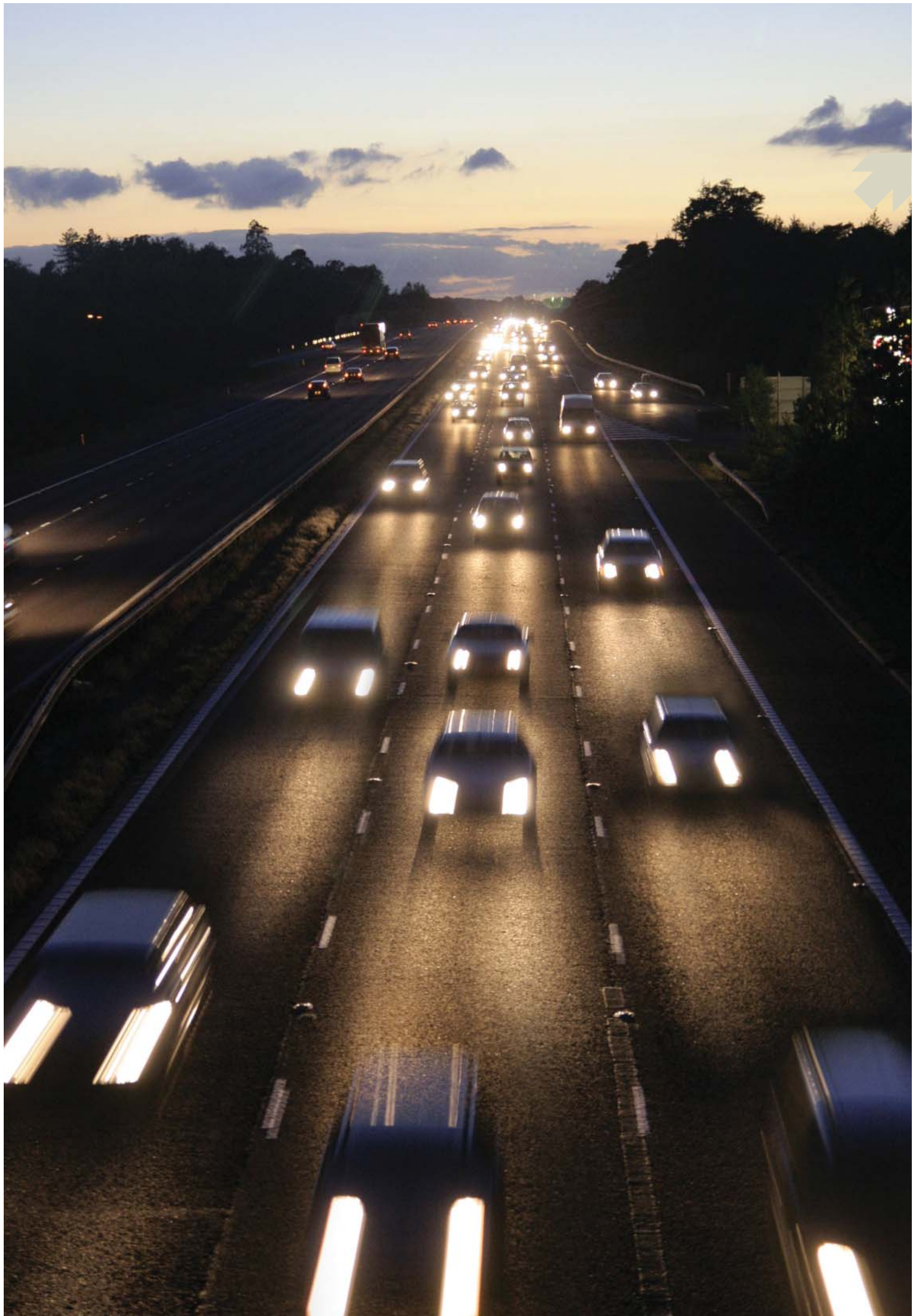


ADDITIONAL COMMENTS SHEET

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DRIVING STANDARDS AGENCY
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