



**Cynulliad Cenedlaethol Cymru**  
**The National Assembly for Wales**

**Y Pwyllgor Menter a Dysgu**  
**The Enterprise and Learning Committee**

**Dydd Iau, 4 Mehefin 2009**  
**Thursday, 4 June 2009**

**Cynnwys**  
**Contents**

- 4      Cyflwyniad ac Ymddiheuriadau  
         Introduction and Apologies
- 4      Cefnffyrdd a Lleihau Nifer y Bobl sy'n Cael eu Lladd Neu'u Hanafu Mewn  
         Damweiniau  
         Trunk Roads and Casualty Reduction
- 32     Gorchymyn Arfaethedig Drafft y Pwyllgor (Cymhwysedd Deddfwriaethol)  
         (Llwybrau Di-drafft) 2009  
         The Draft Committee Proposed (Legislative Competence) (Traffic Free Routes)  
         Order 2009
- 32     Cynnig Trefinadol  
         Procedural Motion

Cofnodir y trafodion hyn yn yr iaith y llefarwyd hwy ynddi yn y pwyllgor. Yn ogystal,  
cynhwysir cyfieithiad Saesneg o gyfraniadau yn y Gymraeg.

These proceedings are reported in the language in which they were spoken in the committee.  
In addition, an English translation of Welsh speeches is included.

**Aelodau'r pwyllgor yn bresennol**  
**Committee members in attendance**

Christine Chapman	Llafur Labour
Jeff Cuthbert	Llafur Labour
Paul Davies	Ceidwadwyr Cymreig Welsh Conservatives
Nerys Evans	Plaid Cymru The Party of Wales
Gareth Jones	Plaid Cymru (Cadeirydd y Pwyllgor) The Party of Wales (Committee Chair)
Huw Lewis	Llafur Labour
David Melding	Ceidwadwyr Cymreig Welsh Conservatives
Sandy Mewies	Llafur Labour
Jenny Randerson	Democratiaid Rhyddfrydol Cymru Welsh Liberal Democrats

**Eraill yn bresennol**  
**Others in attendance**

Richard Brunstrom	Prif Gwnstabl Heddlu Gogledd Cymru Chief Constable of North Wales Police
Alan Jones	Rhingyll, Heddlu Gogledd Cymru Sergeant, North Wales Police
Alison Jones	Peiriannydd Diogelwch ar y Ffyrdd, yr Adran Ffyrdd a Phrosiectau, Llywodraeth Cynulliad Cymru Road Safety Engineer Roads and Project Division, Welsh Assembly Government
Ryland Jones	Dirprwy Cyfarwyddwr (NCN), Sustrans Cymru Deputy Director (NCN), Sustrans Cymru
James Price	Cyfarwyddwr Trafnidiaeth ac Adfywio Strategol, Llywodraeth Cynulliad Cymru Director Transport and Strategic Regeneration, Welsh Assembly Government
Simon Shouler	Cyfarwyddwr, yr Adran Ffyrdd a Phrosiectau, Llywodraeth Cynulliad Cymru Director Roads and Projects Division,
Martin Stevenson	Cyfarwyddwr Polisi Trafnidiaeth Dros Dro, Llywodraeth Cynulliad Cymru Acting Director of Transport Policy, Welsh Assembly Government
Lee Waters	Cyfarwyddwr, Sustrans Cymru Director, Sustrans Cymru

**Swyddogion Cynulliad Cenedlaethol Cymru yn bresennol**  
**National Assembly for Wales officials in attendance**

Dan Collier	Dirprwy Glerc Deputy Clerk
-------------	-------------------------------

Stephen Davies	Cynghorydd Cyfreithiol
	Legal Adviser
Siân Phipps	Clerc
	Clerk
Graham Winter	Gwasanaeth Ymchwil yr Aelodau
	Members' Research Service

*Dechreuodd y cyfarfod am 1.01 p.m.  
The meeting began at 1.01 p.m.*

### **Cyflwyniad ac Ymddiheuriadau Introduction and Apologies**

[1] **Gareth Jones:** Prynhawn da; fe'ch croesawaf i'r cyfarfod hwn o'r Pwyllgor Menter a Dysgu. Mae un neu ddau o gyhoeddiadau arferol, fel y gwyddoch. Atgoffaf bawb i ddiffodd ffonau symudol ac unrhyw ddyfais electronig arall. Nid oes angen cyffwrdd y meicroffonau yn ystod ein trafodaethau. Nid ydym yn disgwyl ymarfer tân, felly os fydd larwm yn canu neu unrhyw gyffro, bydd yn rhaid inni symud allan o'r ystafell o dan gyfarwyddiadau y tywysyddion. Mae'r cyfarfod yn cael ei gynnal yn ddwyieithog; mae clustffonau ar gael i dderbyn gwasanaeth cyfieithu ar y pryd o'r Gymraeg i'r Saesneg ar sianel 1. I chwyddleisio'r sain, trowch i sianel 0. Bydd cofnod o'r cyfan a ddywedir yn gyhoeddus. Nid oes ymddiheuriadau na dirprwyon.

**Gareth Jones:** Good afternoon; I welcome you to this meeting of the Enterprise and Learning Committee. There are one or two housekeeping announcements to make, as you are aware. I remind everyone to switch off mobile phones and any other electronic devices. You do not need to touch the microphones during our deliberations. We are not expecting a fire drill, so should you hear an alarm or if there is any disturbance, we will need to evacuate the room and follow the instructions of the ushers. The meeting will be held bilingually; headsets are available for interpretation from Welsh into English on channel 1. Amplification is available on channel 0. There will be a record of everything that is said publicly. We have not received any apologies and there are no substitutes.

1.02 p.m.

### **Cefnffyrdd a Lleihau Nifer y Bobl sy'n Cael eu Lladd Neu'u Hanafu Mewn Damweiniau**

#### **Trunk Roads and Casualty Reduction**

[2] **Gareth Jones:** Yr ydym, fel pwyllgor, yn cynnal ymchwiliad byr i'r maes hwn, i edrych ar y cynnydd sy'n digwydd o ran y rhwydwaith priffyrdd yng Nghymru, gan wneud argymhellion, os y gallwn, i'r Gweinidogion ynghylch sut y gallwn wella neu wneud rhagor o gynnydd, ac, yn enwedig, sut y gallwn hyrwyddo gwell cydweithio a gweithio mewn partneriaethau. Mae'r gwaith hwn yn ddilyniant o'r gwaith a wnaed yn gynharach eleni ar y maniffesto plismona ffyrdd yng Nghymru. Dylem atgoffa ein hunain bod y strategaeth a'r targedau ar gyfer Cymru yn dod i ben flwyddyn nesaf, a rhaid inni sylweddoli

**Gareth Jones:** As a committee, we are conducting a brief inquiry into this issue in order to look at the progress that is being made in relation to the trunk-road network in Wales, and to make recommendations to Welsh Ministers on how we can improve or make further progress, particularly in promoting better collaboration and partnership working. This work is a continuation of the work that was done earlier this year on the road policing manifesto. We should remind ourselves that the strategy and targets for Wales will elapse next year, and we should also bear in mind that a consultative strategy has been released

hefyd bod strategaeth ymgynghorol, ochr yn ochr â hynny, wedi cael ei rhyddhau ar lefel Brydeinig. Mae'r strategaeth hon, sydd ar ganol ymgynghoriad, yn targedu ac yn gosod nodau ar gyfer 2020. Felly, mae'n amserol ein bod yn ymgymryd â'r gwaith hwn yn awr yng Nghymru i weld os y gallwn weithio ochr yn ochr, fel pe bai, â'r targedau Prydeinig. Mae tri gwahanol ran i'r sesiwn graffu hwn. Trof yn awr at y rhan gyntaf.

alongside that at a UK level. This strategy, which is currently out for consultation, sets targets and objectives for 2020. So, it is timely that we should be undertaking this work now in Wales to see whether we can work side by side, as it were, with the British targets. There are three parts to this scrutiny session. I will turn to the first part.

[3] Hoffwn estyn croeso i gynrychiolwyr Llywodraeth Cynulliad Cymru; yr ydym yn falch iawn o'ch gweld. Yr ydych yn ddewr iawn yn dod atom yn absenoldeb y Gweinidog, sy'n methu bod yma y prynhawn yma. Ar ran y pwyllgor, hoffwn estyn croeso cynnes iawn i James Price, cyfarwyddwr trafnidiaeth ac adfywio strategol, Simon Shouler, sydd yn gyfarwyddwr yn yr adran ffyrdd a phrosiectau, Alison Jones, peiriannydd diogelwch ar y ffyrdd yn yr adran ffyrdd a phrosiectau, a Martin Stevenson, sy'n gyfarwyddwr dros dro polisïau cludiant a thrafnidiaeth. Yr ydym yn falch iawn o'ch gweld chi yma. Yr ydym yn hynod ddiolchgar am y dystiolaeth ysgrifenedig yr ydym eisoes wedi ei derbyn ac sydd wedi'i dosbarthu. Yr ydym wedi cael cyfle i'w darllen. Ni wn sut yr ydych am weithio hyn, ond efallai y gallech wneud cyflwyniad byr o ryw bum munud, neu lai os mynnwch, ac wedyn cawn ni'r Aelodau y cyfle i ofyn cwestiynau.

I welcome the representatives of the Welsh Assembly Government; we are very pleased to see you here. You are very brave to come to committee in the absence of the Minister, who is unable to be here this afternoon. On behalf of the committee, I warmly welcome James Price, the director of transport and strategic regeneration, Simon Shouler, director of the roads and projects division, Alison Jones, road safety engineer in the roads and projects division, and Martin Stevenson, who is an acting director on transport policy. We are very pleased to see you here. We are extremely grateful for the written evidence that we have already received and that has been distributed. We have had a chance to read it. I do not know how you want to do this, but perhaps you could make a short presentation of around five minutes, or less if you wish. Members will then have an opportunity to ask questions.

[4] **Mr Price:** I thank the Chair for his introduction. As a result, I do not need to introduce anyone. I was not sure whether you would ask us to make any opening remarks, so I will keep it brief. The majority of what I wanted to say is covered in the note. The Assembly Government takes its responsibility for safety seriously, and that responsibility falls into two different categories: responsibility for the direct delivery of the motorways and trunk roads in Wales, and as the policy lead for transport across Wales for all road safety, which we also take seriously.

[5] If you look at the figures, you will see that we have made good progress in moving towards the 2010 targets. We have played a full part in working with the UK Government on the targets that it has produced. Beyond that, the Deputy First Minister and Minister for the Economy and Transport has been keen to pursue new ways of improving the use of the road network in Wales, making the best use of the network that we have, and of increasing safety levels through additional interventions. Some of the announcements that you will have seen about road traffic officers fall into that category.

[6] We have a systemised approach to dealing with road safety. We look for clusters of incidents, and higher than average numbers of casualties on routes. That is all part of a system that we address through maintenance improvements, upgrades or new infrastructure. I think that that is probably enough of an introduction, if that is okay.

[7] **Gareth Jones:** Diolch yn fawr am hynny. Trof yn awr at David Melding. **Gareth Jones:** Thank you very much for that. I now turn to David Melding.

[8] **David Melding:** The Department for Transport's consultation document says that it intends 20 mph speed limits in urban areas to become the norm. Is that the direction of travel—and I hope that that is the only pun that I use—for the Welsh Assembly Government?

[9] **Mr Price:** Broadly, yes. We are moving towards reducing speeds where that would have a safety impact, and 20 mph limits in urban areas, particularly residential urban areas, have a significant impact. Furthermore, for the first time ever, the revised guidance on trunk road speed limits allows for 20 mph limits to be imposed on trunk roads outside schools, which would be a move forward.

[10] **David Melding:** My questions all relate to speed. The propensity to have a serious accident is twice as great on rural roads. It is also the case in England that you are, more or less, twice as likely to have a serious accident on a rural road as a non-rural one. However, I was looking at the figures and, if I have done the maths right, the difference is even greater in Wales: there is an even greater chance that you will have a serious accident if you are on a rural road. How much of that is related to inappropriate speed? What are you doing to get highway authorities, which currently, as far as I am aware, can vary speed limits, to move away from the assumption that it is 60 mph unless you come up with all sorts of reasons why it should not be? Should the presumption not be exactly the other way around?

1.10 p.m.

[11] **Mr Price:** I will bring in other people to help me with this one. There are two things that we need to look at. The first is whether the roads have any engineering or design defects. You could simply look at applying low speed limits everywhere to work against things that you could mitigate in other ways. We have to balance the requirement for people to get to places relatively quickly with the safety implications. So, it would be wrong simply to lower speed limits everywhere to work against design standard issues. So, we first try to ensure that there are no design standard issues. Once we go beyond that, speed limits are important, but it is becoming increasingly important not only to set the limits correctly but to work with the police to ensure correct enforcement, because a limit that is not enforced has little impact and, even worse, undermines other limits. I do not know whether someone else wants to add to that.

[12] **Mr Shouler:** No, that is a good summary.

[13] **David Melding:** Why is the limit 60 mph in this country unless, in various analyses and the technical issues that you raised, a particular problem is identified? I think that the 60 mph limit is ancient. It was introduced in the 1930s when there were fewer cars on the road—just a tenth of the number of cars today. Why is it not the assumption that, on rural roads, the limit should be 40 mph unless you can justify a higher limit? The methodology seems to be the wrong way around, but you may be using a stronger methodology of which I am ignorant.

[14] **Mr Price:** This area has been considered extensively, not only by us but also by the Department for Transport. The conclusion that has been reached is that 60 mph is still the correct national speed limit. If you look at the figures, you will see that, while they are higher for rural roads than for urban roads or motorways—

[15] **David Melding:** They are higher by a huge margin. They are almost double.

[16] **Mr Price:** Yes, but the figures are consistently decreasing. That relates not only to

what we are doing as highways authorities, but also to the fact that cars are being made safer and that the standards of driving have improved. It is quite difficult to give you a specific answer because there is a link between speed and safety, but safety is only one aspect: other aspects include accessibility and journey times.

[17] **Mr Shouler:** We must not forget that the onus is on the driver to drive at a safe speed for the road. We are talking about derestricted roads, with a maximum of 60 mph on rural roads. So, it is not as though it is an imposed 60 mph limit; we are talking about derestricted roads, where the national limit of 60 mph applies. It is then the driver's responsibility to drive at a speed that is safe according to the environment, whether the road is wet or dry, and the geography of the road. So, there is still an element of driver perception and responsibility.

[18] **Mr Price:** I have undersold our position to a certain extent, because the usual criticism is the opposite: people ask why we have reduced the national speed limit rather than setting an even lower national speed limit. So, we look at whether speed is a consistent issue for an area and, if it is, and we cannot mitigate that through design or other measures, we would consider lowering the limit. However, our considered view is that we should not have a lower national speed limit.

[19] **Mr Shouler:** There are other things that we can do, through signage, to warn drivers about particular hazards. So, rather than impose a limit, we can tell drivers to take special care of certain hazards.

[20] **Ms Jones:** When we developed our speed limit guidelines recently, we did a lot of work with the Transport Research Laboratory, which has undertaken research into the effectiveness of reducing speed limits. As Simon said, the national speed limit is not an indication to drivers that it is safe to drive at that speed; it is the absolute maximum speed. In an area where the national speed limit applies but the mean speed is usually low, say 40 mph, research shows that, if you were to set a 50 mph speed limit, believe it or not, drivers would be more likely to increase their speed, because they see that limit as the target that is achievable, although they do not see the national speed limit as such.

[21] **David Melding:** Yes, but it would not be a problem if you had an integrated policy to ensure a public education campaign. I must say that I do not see that as a particularly powerful argument.

[22] **Ms Jones:** I am just saying that a lot of research has been undertaken on the national speed limit as it stands and, as James said, mean speeds come into this. In addition, we are promoting a hierarchical approach to appropriate speed limits, depending on collision rates.

[23] **Mr Price:** However, it is a consistently evolving picture, and what we say this year may well be very different in two years' time, as a result of emerging statistics and driver behaviour.

[24] **David Melding:** My final question on speed is that technology in England is moving to monitor average speed, rather than having speed cameras in precise locations, because some drivers who speed will slow down for them but then travel much faster once they are out of that particular zone. We have not adopted that technology yet in Wales. Do we intend to catch up at some point or do we feel that we do not need it? What is the reason for that? I have to say that I was lobbied recently by some lorry drivers who think that average speed monitoring is much better and safer and gives greater fuel efficiency. They were urging it to be taken up for the motorway network in Wales, for instance.

[25] **Mr Price:** To give a positive response to that, I can confirm that we are moving towards adopting average speed camera technology, although not everywhere and not as a

huge step-change approach. I hope to sign an order today for such cameras on the M4, around the 50 mph limit section. So, we are moving in that direction. It is more complex to adopt that system for some of the road networks in Wales than it is in England because of the large number of on and off slip roads on some of our main roads. If you have large stretches of road that people do not come on and off, that technology is much cheaper to deploy. However, we are moving in that direction. Simon and I have met the key technology suppliers on several occasions, as has Simon's team.

[26] **Mr Shouler:** It is not technology that is new to us; we have been looking at it for some time. One issue is that there has effectively been a monopoly because there is only one approved producer, and that makes it relatively expensive because that producer has to provide the back-office function as well. So, it is a package that you purchase or lease. I think that two other manufacturers are now putting systems forward for type approval, which I think will lead to a new generation of the technology that is much cheaper and much more accessible.

[27] **Jeff Cuthbert:** Thank you for your written evidence as well as the oral statements that you have made so far. I must say that I found that last point a little strange. Most people think that my constituency, Caerphilly, is just an urban area, but that is not the case; there are quite a lot of country roads there. I know that I get complaints, which are often directed at the local authority, about the issue of speed. People will drive up to 60 mph where it is clearly inappropriate to do so. Most people, such as me—and I am conscious that the chief constable is sitting up there in the public gallery—drive according to the conditions, so that might be at 20 mph or 25 mph, because that is what I think that the conditions justify. However, some people, albeit a small number, think that they can drive at 60 mph, and they cause chaos for people. So, I would be surprised if 40 mph signs did not have the desired effect, but you have done research on this. That leads me to my main question, which is on education.

[28] I think that it is crucial that we win the hearts and minds of future drivers and that means those who are in school now—and I include both primary and secondary school children in that. I know that the Deputy First Minister, who is responsible for transport, has no formal responsibility for education; nevertheless, in the interests of joined-up thinking, can you tell us which steps are being taken to try to educate the drivers of the future about good practice—defensive driving, as we used to call it? Then, when they do come to drive, it ought to be second nature to them to drive safely, with due care and consideration.

[29] **Mr Price:** I will ask Alison to pick up that question. However, I would just say that we are looking to push that whole area further. It is one area that the Deputy First Minister has asked me to explore. I know that Richard has ideas on it. Together with some of the work that we have been looking at with the manifesto, we will be working much more closely together to see how we can improve this. However, that is not to say that we are not doing anything already, and Alison can give us an overview of that.

1.20 p.m.

[30] **Ms Jones:** That is right. Since 2000, the Welsh Assembly Government has given a grant of approximately £7 million to £8 million each year to the local authorities specifically to assist them with road safety measures. That is not just for engineering measures on the roads; it is for education, training and publicity. It has also initiated many pre-driver education and training initiatives, such as Megadrive, and the most recent one is Pass Plus, where additional training is offered to young drivers after they have passed their test so that they develop their hazard awareness and so on.

[31] **Jeff Cuthbert:** That is good. What is the level of evaluation of that? Where good practice is identified, is that rolled out on a national basis? Are all local education authorities



benefiting from what has been learned in various parts of Wales?

[32] **Ms Jones:** Yes. We have carried out evaluation of the road safety grant a few times over the last few years. All of the findings, in terms of the most effective engineering, education, training and publicity schemes, wherever they can be measured—because it is more difficult to measure those—are fed out to the local authorities. Therefore, the answer is ‘yes; definitely’.

[33] **Gareth Jones:** Do you have a question on this point, Christine?

[34] **Christine Chapman:** Does that also include maintenance of cars, because there have been some reports of unsafe vehicles? One of my concerns—I have spoken to the police about this—is that, because of the current recession, there is the potential for cars not to be maintained due to money problems. I just wonder whether this is also an issue. It is not just a matter of driving; it is also about the maintenance of cars, because they can be very dangerous if they are not maintained and have bald tyres and so on.

[35] **Ms Jones:** That is a very good point. I know that with many of the Megadrive type of initiatives, 15 to 17-year-olds are encouraged to consider the various aspects of safe driving. Very often, that will include basic maintenance checks on vehicles; not detailed mechanical training, obviously, but things like checking levels, tyre pressures, tyre tread depth and so on.

[36] **Mr Shouler:** It also applies to heavy goods vehicles. The Vehicle and Operator Services Agency has quite an active campaign, particularly in Wales. I think that Richard Brunstrom will be reinforcing that message with some of the initiatives that he has been taking, specifically on the A55. So, we are aware of that and we are talking to the police and VOSA about stiffening up the regulatory issues.

[37] **Mr Stevenson:** To expand a little on Jeff Cuthbert’s point, in terms of being joined up, there is a good link with the climate change strategy and a link between safe driving, saving fuel and carbon. So, there is a strand in the UK Government’s Act and the carbon dioxide campaign about fuel efficiency and safe driving, and we are picking that up and it will be in the Assembly Government’s climate change campaign. There is a double win, if you like, in terms of what we can do.

[38] **Jeff Cuthbert:** If we have not already had them, could the committee, perhaps, have details of your evaluation of the work done in schools, and how you see that progressing in a planned way?

[39] **Ms Jones:** Yes. We have quite a detailed report of the most recent evaluation of the road safety grant, which we could give you. I am pretty sure that there is an ongoing evaluation of the Pass Plus scheme that I mentioned, where young drivers are being offered additional training at low cost.

[40] **Mr Price:** We will take that as an action to write to you.

[41] **Gareth Jones:** Diolch yn fawr.

**Gareth Jones:** Thank you.

[42] **Nerys Evans:** Hoffwn eich holi ynglŷn â strategaeth newydd diogelwch ffyrdd Llywodraeth Llundain ar gyfer Prydain Fawr hyd at 2020. Beth oedd rôl Llywodraeth Cymru wrth ddatblygu’r strategaeth ddrafft hon? Beth fydd effaith hynny ar Gymru, gan fod llawer o’r elfennau

**Nerys Evans:** I would like to ask you about the London Government’s new road safety strategy for Great Britain up until 2020. What was the Welsh Assembly Government’s role in developing the draft strategy? How will it impact on Wales, given that many of these elements are already devolved? Is it a joint

hyn wedi'u datganoli? Ai strategaeth ar y cyd yw honno, gyda'r Adran Drafnidiaeth yn Llundain yn arwain, ynteu a yw'r adran honno'n llunio'r strategaeth gyda Llywodraeth Cymru yn ymateb i'r ymgynghoriad yn unig? Sut y bydd hyn yn datblygu, o ystyried bod llawer o bethau wedi'u datganoli? A fydd Llundain yn arwain ac yn argymhell pwyntiau gweithredu i ni yng Nghymru?

strategy, with the Department for Transport in London taking the lead, or is that department implementing the strategy with the Welsh Assembly Government merely responding to the consultation? How will this develop, bearing in mind that so many of these issues are already devolved? Will London take the lead and recommend action points for us in Wales?

[43] **Ms Jones:** I can confirm that the Welsh Assembly Government has been actively involved in the development of the consultation document. The road safety officer for the Welsh Assembly Government, who is sitting in the gallery observing this meeting, sat on the working group for a period of time. I know that she is organising a consultation workshop later this month with local authorities and other relevant bodies in Wales to look at the consultation to see what their considerations on that are. So, we have always been actively involved, and we will continue to be.

[44] **Nerys Evans:** A ydych yn teimlo fod Llywodraeth Llundain yn gwranddo ar sylwadau cynrychiolwyr o Gymru ar y byrddau hynny? **Nerys Evans:** Do you feel that the London Government listens to the comments of representatives from Wales on those boards?

[45] **Ms Jones:** I have not sat on the board, so I cannot comment.

[46] **Mr Price:** I will comment on that. I do not sit on the board, but we engage at more senior levels across the piece on this. Martin and I were at the last high-level stakeholder forum—they have strange names for these things—and safety was one of the issues that was touched upon. The London Government does listen to representations from us, but if we want to go further, it is entirely within our remit to do that in most areas. We are currently exploring what the Welsh Assembly Government's position is vis-à-vis the UK Government's position, and what areas might be appropriate for us to go further, or to look for differences in approach.

[47] **Nerys Evans:** Os ydym yn meddwl mynd ymhellach, beth yw pwrpas cael un strategaeth ar gyfer y Deyrnas Unedig? **Nerys Evans:** If we are thinking of going further, what is the purpose in having a single strategy for the United Kingdom?

[48] **Mr Price:** The strategy for the UK should be setting cross-border issues and basic standards. To the extent that Wales has differing characteristics, we want to focus on different aspects—we may want to bring casualty reductions down more than the UK position. We can do that. I do not think that Wales would ever be in a position where we wanted to do less on road safety, so we are not in any danger from it, but it gives us a good baseline to start from. For instance, in terms of aspects such as vehicle standards, it would be very difficult to have different vehicle standards in England and Wales. Policing is a non-devolved issue, so there must be consistent standards on some of those issues. So, I do not think that it is an issue, particularly in this area, because it is an area where we would only want to go further—we would not want to undermine any of the approaches.

[49] **Gareth Jones:** Just for me to be clear on the point, in terms of the UK Government's strategy, do you feel that the Welsh Assembly Government has been proactive enough in drawing up the strategy at its compilation stage and in the way that it has been devised? The Welsh dimension and input needs to be there at the beginning. Are you saying that there has been that input?

[50] **Mr Price:** The engagement at official level, and all the way through, is pretty good with the Department for Transport, so I do not think that I would have any complaints on that. If anything, the department is always encouraging us to be more involved. We may get to the point where the department would say, 'You are asking us for something that we cannot do', but we have not reached that point yet.

[51] **Mr Shouler:** It cuts wider than that, across all the standards that we use for design and construction. We are heavily engaged, because we are an equal partner and a co-signatory, in all of the standards. That is not to say that we will not vary them in Wales where we feel that there are regional differences where we should adopt a slight modification or departure. So, as James said, it is a good starting point, and it gives a very good platform from which to work.

[52] **Gareth Jones:** Diolch yn fawr am yr **Gareth Jones:** Thank you for that explanation.

[53] **Jenny Randerson:** To take you back to the average speed-limit monitoring on the M4 that you are proposing, and the 50 mph limit, on which I assume that you were closely involved in the decisions, the 50 mph zone for the stretch around Newport is long overdue. Having been caught in traffic jams when there has been a serious accident—there have been far too many of them recently—it is not just the terrible personal cost of it; there is also the massive economic cost of it, and we need that speed limit there. However, I have queries about whether or not the extent of that 50 mph limit is necessary, because it is now applied to a long, straight and broad section towards Cardiff. My fear is that you are undermining the credibility of the really dangerous bit by extending it too far. Do you have a rationale for why it goes so far?

1.30 p.m.

[54] **Mr Price:** That is a natural feeling for everyone when driving along that section; it was certainly my natural feeling when I first drove along it. The level of compliance has not been very good there, which is why we want to introduce the average speed limit. In essence, there are three reasons for its introduction. The first is the most important, and that is safety. That stretch has a higher-than-average accident rate for motorways. It is also because the central reservation safety fence is in a poor state of repair and needs to be replaced. From a safety perspective, a 50 mph limit is required so that, should a car collide with the safety fence, the car should not go through it and result in a catastrophic accident. Over the next 18 months, we will run a programme to renew the entire safety fence in that area. If you drive there regularly, you will have noticed that a concrete section has already gone in. That concrete section will be lengthened to provide containment, which is what determines whether a vehicle that hits a barrier goes through it or not. The containment factor for a steel barrier is about 1.5 tonnes striking at a 20 per cent angle, whereas for a concrete barrier, it is meant to be 5 tonnes, but in reality it is higher. That is the first reason. The second reason for the 50 mph limit is tied up with the first, and it is that in order to put the concrete barriers in, we will need to impose a temporary 50 mph limit anyway. The third reason is that we are moving towards imposing variable speed limits in that area. In order to put all the gantries and so on in place for variable speed limits, a 50 mph limit is required.

[55] We are trying to wrap three pieces of work up in one go to get it all out of the way before the Ryder Cup. We are trying to bring forward the finance to do that quicker than the time limits that I have mentioned. You should, therefore, end up with a better condition motorway with higher containment factors and a speed limit that can be lowered when needed and increased at times when traffic is lighter. I agree that it feels wrong, but there are good reasons for doing it.

[56] **Jenny Randerson:** That is very helpful. It would help if the reason for doing so were much more widely understood. I am old enough to remember the speed limit being brought down to 60 mph during the fuel shortages of the 1960s, and motorways consequently became significantly more dangerous, because you had vehicles bunching together. I have driven along the stretch that we are talking about often enough since the 50 mph was imposed to have noticed that a significant number of vehicles are bunching along that stretch, and that in itself is really dangerous.

[57] **Mr Price:** That is why we are working with the police to improve the monitoring of that area. That is also why we are introducing the average-speed system.

[58] Your comment about communicating these things to the public is absolutely fair, and we have not done enough; I have been saying this. I do not mean better communication with the public to make the Government look better, but to explain why we are doing what we are doing.

[59] **Mr Shouler:** I do not know whether you have noticed, but there is core drilling going on at some of the sign sites. When we have visible works on site, it is much easier to tell people what we are doing—we can issue press releases and so on. When people are driving past, however, it is much more difficult to advertise the safety issues.

[60] **Jenny Randerson:** I understand that it is a complex picture, but I still think—

[61] **Mr Shouler:** Once works are established and obvious, we can be far more proactive in telling people why the 50 mph limit has been imposed.

[62] **Jenny Randerson:** On a totally different issue, in his written evidence to us, Richard Brunstrom suggested that the ad hoc arrangements on a memorandum of understanding with the various agencies in relation to highways actually means that, in practice, they do not necessarily work well together. He suggests that you need to review how agencies work together. Are you planning such a review?

[63] **Mr Price:** We are doing that now. I could go into a lot of detail if you want; we are having an away day on 15 June where we are bringing in all the partners, and there are a number of options: we could delegate and devolve far more, or we could take a more active involvement. My personal view is that it is too complicated, so I agree with Richard. It is better than it has been, and the situation has improved immeasurably over the last 10 years, but it is not as good as it could be.

[64] **Mr Shouler:** One thing that I have done since taking over is to rearrange the management of the network. I have put one manager in charge of the whole trunk road network across Wales, which means that we will have better unification of agency work. In the south, SEWTA is working fairly well, and we now need to export best practice to the other regions. Over the next three months we will see some progress being made.

[65] **Jenny Randerson:** My final question is on a totally different issue. If you look across Wales, there is considerable variation between the highway authorities on progress towards the existing targets. We have dealt with possible future targets, but I now want to look at the existing ones, and how much the authorities have been able to reduce road casualties. What are the reasons for that variation? Are they socio-economic? Is this to do with rurality, or is it something to do with the enthusiasm and efficiency with which the individual authorities approach their task?

[66] **Mr Price:** It depends what you are pointing to in the data that you are looking at. If

you are looking at trunk roads and major roads, where there is a divergence of performance across Wales, then the Assembly Government is the highway authority for all of those roads, regardless of where they are. The unfortunate reason for the current situation is that, in urban areas, speeds broadly tend to be lower, and accidents less serious, but in areas where you have highly segregated roads that have been built to a very high standard, or more modern roads, safety tends to be better. In more rural areas where you have single carriageways, the design of the roads makes them inherently slightly less safe; that is the case all over the world. We are consistently trying to address that. To a certain extent, that will always be the case, but we need to try to mitigate that as much as possible.

[67] **Ms Jones:** If I could add something, I know that local authorities as highway authorities for their own areas meet on a regular basis—not just the traffic engineers, but also the road safety education officers. Road Safety Wales is a large organisation that looks at these things, and just last week I met with the chair of that group—I think that she is sitting in the public gallery today, and you will hear from her next week—and that was one thing that we were looking at: the divergence in progress among the local authorities. That is something that both these groups, the highways engineers and the road safety education officers, are looking at together, so we hope to cast more light on that in the near future so that we can move forward.

[68] **Mr Price:** One of the key things that we need to do, and we are doing this anyway, is move from being a highway authority in our own right to being a highway authority plus the ultimate owner of policy and responsibility for what is happening, regardless of whether we are technically responsible for it. We need to encourage local authorities to improve standards, and so on, and increasingly, we will be doing just that.

[69] **Mr Shouler:** One piece of work that James and I are looking at is the journey from start to finish, no matter which highway authority you fall under—whether you are on a trunk road or a local authority road. That agenda will, I am sure, flow into the way that we tackle and look at accidents and safety generally.

1.40 p.m.

[70] **Huw Lewis:** I wonder where three-lane trunk roads feature on the list of safety priorities for the Welsh Assembly Government. You will not be surprised that the one foremost in my mind is the A465, but there are others. You mentioned that clusters of accidents attract your attention in terms of what becomes a priority. I know that South Wales Police, Gwent Police and the fire service all regard the three-lane stretches of the A465, for example, as enormously problematic when it comes to safety; fatalities are a regular occurrence. Do you have a list of priorities relating to where safety issues are uppermost, and if so, do three-lane roads have a particular place on that list?

[71] **Mr Price:** The answer to whether we have a list is ‘absolutely, yes’, and we monitor every reported incident which typically involves an injury; incidents that do not involve injuries are not generally reported. Three-lane roads feature on that list to a certain extent, but we do not single them out to be looked at because, looking at the data in isolation, they do not stand out in that way. In preparing for the committee, I obviously looked at the A465 in particular. As a whole, its safety record is as good, if not better, than equivalent roads in the rest of the UK. Having said that, within the A465, there are areas with higher accident rates than others, although they are not all along the three-lane sections and one of the worst areas is down towards Neath on the dual section, and they tend to be at junctions.

[72] We have been trying to bring together all the finances and all of the engineering side to bring forward the dualling of that road as quickly as we can. On top of that, the Deputy First Minister has asked me to look at what we can do more quickly to deal with some of the

actual and perceived safety issues on that road. We have been looking to see what money we can carve out, particularly next financial year, for doing something that is perhaps equivalent to what we were talking about on the M4 with the average speed cameras around some of those areas. My view is that, although we need to dual that road as quickly as we can, we should not wait for that to maximise the impact we can have on improving safety.

[73] **Huw Lewis:** I do not know whether other committee members would be interested, but I would certainly be interested in seeing those accident lists. I have seen lists produced individually by police forces in our area, but an all-Wales list would be enormously valuable.

[74] **Mr Price:** I would need to explore what confidentiality issues there may be with regard to the statistics, but, provided that there are none relating to being able to identify an individual incident for example, we will write to you with that.

[75] **Huw Lewis:** I note the caveat in what you said of that particular road not being any more dangerous than equivalent roads.

[76] **Mr Price:** The equivalent roads would be A roads and not three-lane stretches.

[77] **Huw Lewis:** Yes, and A roads are the most dangerous of all of course.

[78] **Mr Price:** Yes.

[79] **Paul Davies:** I met the National Roads Authority in Ireland at the end of last year, and it told me that it does not build three-lane stretches of road because they are too dangerous. I wish to clarify whether you are saying that the three-lane stretches of road in this country are as safe as any other road.

[80] **Mr Shouler:** A two-plus-one road is different to a three-lane stretch of road. A two-plus-one road is a more heavily controlled piece of road. Alison, can you differentiate between the statistics on a two-plus-one road and a single carriageway?

[81] **Ms Jones:** I do not know the statistics off the top of my head, but I know that, before bringing in the recent standards for two-plus-one carriageways either last year or the year before, studies were carried out in parts of Scotland, Germany, the Netherlands and so on. Where the three-lane roads met the new standards—which include having a strip between the two lanes where you are allowed to travel in a different direction, with a hatched strip with a different road surface and so on, providing space between them, together with alternating arrangements to allow overtaking so that you reduce frustration—on those trial sites, the collision rates were not higher than those for normal A roads, and in fact they were better than those for wide A roads that have wide lanes, where people would take risks.

[82] **Paul Davies:** So where those arrangements do not currently exist, are accident rates higher?

[83] **Mr Price:** The statistics do not say that they are. The engineering science behind two-plus-one roads states that they ought to be safer. Rather than giving you spurious figures now, we should probably produce a note for you on this, because I do not think that any of us have the full figures here.

[84] **Christine Chapman:** Like Huw, I have been very concerned about the A465 and I think that there are a disproportionate number of fatalities on that stretch. I have looked at this, and I know that the A465 is a traditional three-lane road and is not a two-plus-one road, so it is more dangerous. I have read evidence that roads like the A465 are more dangerous than two-plus-one roads. It would be good to get that information.

[85] **Mr Price:** From the design point of view, yes.

[86] **Christine Chapman:** I have looked at studies on that.

[87] I was interested in what you said about other things that could be done in the meantime, until the road is done properly, because, although speed is an important issue, it is not the only issue; it is also about the condition of the road. I know of fatalities where there has been water on the road, and I am not sure whether that has been resolved. I would be grateful to hear any comments that you have on that.

[88] **Mr Price:** I would not want to get into the detail now because I would be speculating without proper evidence of what would or would not work. The key issues that we need to be looking at are: what we can do with technology to bring down speed but also to ensure better enforcement to prevent people from overtaking where they should not overtake; and street furniture so that we have a higher proportion of deformable—sorry it is not called deformable, is it Simon? ‘Frangible’ is the word—street furniture which means that if someone hits it, it does not cause them damage. That will be something for the Deputy First Minister to come and talk about at the point at which we have put together a tangible plan.

[89] **Gareth Jones:** Mae'r amser wedi dod i ben cyn belled ag y mae'r rhan hon o'r sesiwn graffu yn y cwestiwn. Ar ran y pwyllgor, diolchaf ichi. Dywedais ar y cychwyn eich bod yn ddewr yn dod yma. Yr ydym wedi elwa o'ch ymweliad y prynhawn yma ac o'r wybodaeth yr ydych wedi'i rhannu gyda ni. Mae un neu ddau o bwyntiau gweithredu, a byddwch yn dod yn ôl atom gyda'r wybodaeth honno. Yr wyf yn siŵr y byddai'r pwyllgor am imi ddatgan ein diolch diffuant ichi am eich cyfraniad pwysig y prynhawn yma.

**Gareth Jones:** Our time is up as far as this part of the scrutiny session is concerned. On behalf of the committee, I thank you. I said at the beginning that you are brave to come here. We have benefited from your visit this afternoon and from the information that you have shared with us. There are one or two action points, and you will get back to us with that information. I am sure that the committee would want me to convey our sincere thanks to you for your important contribution this afternoon.

[90] **Mr Price:** I think that we have all enjoyed it. Thank you.

[91] **Gareth Jones:** Trown yn awr at ail ran y sesiwn graffu. Mae gennym ddau gynrychiolydd yma o Sustrans Cymru. Yr ydym yn estyn croeso cynnes i Lee Waters, y cyfarwyddwr, a Ryland Jones. Croeso i'r ddau ohonoch. Mae Lee yn wyneb cyfarwydd inni. Diolchaf ichi am y dystiolaeth ysgrifenedig yr ydym wedi'i dosbarthu i'r Aelodau. Gofynnaf i Lee wneud cyflwyniad o oddeutu bum munud neu lai. Mae hi i fyny i chi. Gwrandawn ar yr hyn sydd gennych i'w ddweud yn gyntaf, yna trof at yr Aelodau i ofyn cwestiynau.

**Gareth Jones:** We now turn to the second part of the scrutiny session. We have two representatives here from Sustrans Cymru. We warmly welcome Lee Waters, the director, and Ryland Jones. Welcome to you both. Lee is a familiar face. Thank you for your written evidence, which has been distributed to Members. I ask Lee to make an introduction of about five minutes or less. It is up to you. We will first listen to what you have to say, and I will then turn to the Members to ask questions.

[92] **Mr Waters:** If it is appropriate, Chair, I will begin by taking the opportunity to pass on my condolences to the committee on the passing of Kath Jenkins. I was very saddened to hear of her death. I found her belief in the importance of the committee's work and the Assembly's work generally to be infectious. I know that she will be missed.

[93] Thank you for the opportunity to submit evidence. Our written evidence has attempted to comment on the broader context, so I will try to focus my opening remarks on road safety in particular. The latest published figures, as you know, show that some 1,400 people per year are killed or seriously injured on Welsh roads, including 111 children. Somehow, we have become immune to hearing about these heavy casualties. They seldom attract more than a few column inches in the newspapers and we seem to have accepted that our transport policy will result in this heavy and ongoing cost.

[94] In the last quarter alone, there were 113 cyclist casualties. People on bikes are clearly vulnerable road users. The traditional road safety approach has been to regard cycling as dangerous and therefore discourage it. That is still the position taken by some Welsh schools. However, the evidence shows that the more people who cycle, the safer it becomes. There is safety in numbers. In London, the number of journeys made by bicycle has been rising steadily for nearly a decade while the number of cycle casualties has been falling. Sustrans believes that we must tackle the fears that deter people from cycling and alter the physical environment to make walking and cycling more attractive.

[95] One of the primary underlying problems is the pattern of land use, which has encouraged car use, which is a major contributor to increasingly sedentary lifestyles. The Government's Foresight panel of scientists found that urban designers and planners have contributed to the obesity epidemic by planning public spaces around the car. It even coined a new word to describe it: 'obesogenic'. Indeed, the National Institute for Health and Clinical Excellence now recommends radical intervention in the physical environment to encourage greater levels of physical activity. As NICE evidence shows, traffic moving at slower speeds provides an environment that will encourage physical activity.

[96] Some 90 per cent of the trips that we make start or end at home. If we step out of our front door into a hostile environment, we are likely to react defensively. Typically, this can mean that we end up getting into a car when we do not really need to. A speed of 20 mph is the highest speed at which drivers can have meaningful eye contact with other users on the street. It is the speed at which pedestrians feel more confident about crossing the road, children can play outside their homes, and it is quiet enough to hold a conversation with your neighbours. Studies even show that lower speeds lead to greater community cohesion and to lower crime rates, with passive surveillance, as it is called, resulting from more and more people being out and about on foot or on bikes.

[97] Changes to the speed limits and the introduction of 20 mph zones must be accompanied by changes to the street, which help them to become self-enforcing. Speed humps can be effective at making people slow down, but they are often an unpopular intervention. We consider that consensual changes introduced in consultation with local communities are much more likely to be successful. We are testing this approach with a UK-wide programme that is called DIY streets. This works with residents on individual streets to develop traffic-calming measures. Three of the 11 pilot schemes across the UK are in Wales. One is in Grangetown in Cardiff, there is another in Bridgend and the third is in Port Talbot. Working with local residents, we look for low-cost measures to break up the line of sight, to reduce speed and to recreate the street as a social space. So, we use planters, street art and other means to make the street a more inviting place. As I said, when people get out of their door and they make that initial assessment that that place is a welcoming space, they do not automatically jump into their car.

[98] Finally, speed limits result in lower emissions, as the Assembly Government indicated. An enforced speed on motorways of 60 mph could save nearly 2 million tonnes of carbon a year, which is nearly twice the savings anticipated to be delivered as a result of the controversial biofuels directive. So, the measures that we advocate would have wide benefits and we would ask that, in your deliberations, you think about and look at road safety in its



broadest context. Thank you.

[99] **Gareth Jones:** Diolch yn fawr iawn **Gareth Jones:** Thank you very much for am hynny, Lee. Trof, yn gyntaf, at Jeff that, Lee. First, I turn to Jeff Cuthbert. Cuthbert.

[100] **Jeff Cuthbert:** Thank you, Chair, and thank you, Lee and Ryland, for your written evidence and opening oral contribution. I do not know whether you heard the questions that I put to the previous witnesses on education and, in particular, education in primary and secondary schools. A call has been made for road safety, attitudes towards defensive driving and the importance of good conduct on roads to be part of the curriculum. I am not necessarily saying that that should be the case, but those issues could be addressed through meaningful projects within schools, as we do now with healthy living and a range of other things. Do you feel that that is an important road to pursue in terms of changing the hearts and minds of future generations? Do you think that that is being done adequately at the moment? If not, what more needs to be done? What role can Sustrans Cymru play in that process? I accept your points about the value of cycling and walking, but we know that motorised vehicles will be around for quite a long time in one form or another. We have to accept that as a reality and, clearly, cyclists, as road users, are always in a more vulnerable position. Do you see that educational aspect as being particularly important, and is it being done well enough?

[101] **Mr Waters:** No-one wants to disinvent the car, but, equally, we should not place the car at the centre of transport policy. That is the important distinction. We think that schools are a crucial place to instil changes in behaviour and to get people to think differently about the way that they get about. Over half of school children are now driven to school, which differs enormously from the experience of children just 20 or 30 years ago. As they become adults, they are more likely to take short journeys by car as a consequence. The provision of good-quality, on-road cycle training in schools is crucial. At the moment, it is very patchy. The Assembly Government has funded the Cyclists' Touring Club, which is a members' cycling organisation that campaigns to get some capacity building around Wales to increase the standard of cycle training. We work with it and support that, and that is very important. It needs to be properly resourced, and it needs to happen consistently across Wales. At the moment, some local authorities provide good-quality training, and some do not. All provide some level of training, but it varies enormously and having consistency is crucial.

[102] We also work in schools, not just to ensure that there are basic cycling standards, which are important, but to enthuse. We have a project called Bike It, which is being run in a dozen schools a year in Conwy and Neath Port Talbot. I am pleased that Cardiff County Council has now agreed to take that forward as part of its sustainable travel town project. Bike It works with headteachers to overcome their concerns about liability and risk, which results in some of them banning cycling to school, for example. It overcomes that and works with children to get them to cycle to school, to feel confident in doing so and then, through pester power, to encourage their parents to behave differently. Schools are a key environment for changing travel behaviour and for equipping children with the skills to deal with the risks that exist. I do not have a strong view as to whether or not that should be done through the national curriculum.

[103] **Mr R. Jones:** It is also important that there is consideration of youth activities in relation to driving. The Welsh Assembly Government personnel alluded earlier to some of the youth training schemes in relation to driving. It is also crucial that young people look at driving standards, particularly in relation to vulnerable road users. Although there is the cycling proficiency training at an earlier stage, the problem is that when people stop cycling, they forget what it feels like to be a vulnerable road user. Creating that link in drivers' minds when they are still undertaking those activities is important.

[104] **Jeff Cuthbert:** The school day is tight and there are many things that you would want to build into it. You could always get the response that things could be done better; no-one would argue with that in general terms. Given the pressures that are on schools' time, do you feel that the emphasis of the current work on road safety in primary and secondary education, on traffic awareness, the environment and the importance of cycling is adequate or could more be done within the confines of a typical school day?

2.00 p.m.

[105] **Mr Waters:** More must be done if we are to meet the ambitious target that the Assembly Government has set itself in its walking and cycling action plan. It said that it would encourage local authorities to do more in that regard, but we need to ensure that that encouragement results in something tangible. There is a commitment to achieve these things—no-one is detracting from that, but how do you resource that given, as I set out in my paper, the pressures on the transport budget? There needs to be a decision that this is important. It is all very well signing up to these things in broad, vague terms, because that is easy, but, as you say, there are choices about how you use school time and scarce budgets and where you put the resource. If the targets are sincere, then the resource and time must be found.

[106] **David Melding:** The Department for Transport's consultation document aims to make

[107] 'Britain's roads the safest in the world'.

[108] Do you feel that the framework for consultation is robust or do you have any fundamental problems with it? It says that it wants to remove the presumption that speed limits are 20 mph in urban areas, which is a good thing, but I do not see a target date on achieving that; it just says that it wants to move in that direction. Do you think that it is a good framework for the Welsh Assembly Government to adapt in terms of using it in Wales?

[109] **Mr Waters:** We will respond to the strategy at a UK level. I am happy to pass on a copy of our response to the committee if that would be useful. Broadly, we welcome much of what it contains. We would like a greater emphasis on the importance of perception because how people perceive safety and roads is crucial and the consultation document does not include much to acknowledge the impact of that. We also feel that altering the modal mix on the roads is crucial to perceptions and to road safety and there is not enough about that. The consultation document is posited around a business-as-usual approach by using infrastructure and technology to drive down speed and, as a result, reduce casualties, but there is not enough about cultural or behavioural change in it to satisfy our concerns.

[110] **David Melding:** On the cultural issues about changing people's perception of the car as king and encouraging them to take fewer journeys by car and to use more of a mix of transport, as well as technical measures such as traffic calming and a general 20 mph speed limit presumption, are there other things that you could point to where countries have got it right and have achieved modal shift? If you take the example of the school run—I am only 46, which does not make me ancient—practically no-one was driven to school in my day; that just did not happen. You walked, cycled or, if you lived at a certain distance, you used school transport. Where are these other countries that have achieved modal shift? I presume that the challenge that we face has been faced by other countries.

[111] **Mr Waters:** There are some international examples of where 20 mph zones are more widespread than they are in our country. In Germany, for example, in Munich, 80 per cent of the road network is a 20 mph zone and in Stuttgart, that figure is 85 per cent. There are many examples of good practice across northern Europe. When we make recommendations, they

are often described as not being realistic; we often hear that and we are told that the car is king. You do not have to look far for cultures that are not dissimilar to ours where things are done differently and where there is a different modal split between the number of people on foot and the number in cars. So, there are regularly accessible examples of where things can be done a lot better.

[112] **Mr Jones:** In the 1950s, cycling levels were higher in the UK than they were in many European countries. It is the positive decisions by those countries, particularly Denmark, the Netherlands and Germany, in planning their networks in the 1960s and 1970s that have resulted in increases in those levels; in the UK, we have seen a steady decline. An example of that is Odense in Denmark, where 80 per cent of children travel to school by bike as a direct result of those policies.

[113] **David Melding:** My final question relates to rural areas where most accidents occur, unfortunately, and we do even worse in Wales than the UK average. Do you have any particular issues that you want to raise in the context of rural roads and making those safer for pedestrians and cyclists?

[114] **Mr Waters:** We certainly agree with your earlier comments that the default speed limit on rural roads should be 40 mph. That would have a significant impact. We are discussing an example now with the Assembly Government, and that resulted from the scrutiny session that you held on the walking and cycling action plan. If you remember, there is a road scheme in Newbridge, the A470 Cwmbach to Newbridge-on-Wye improvement scheme, which is a new piece of infrastructure designed to meet the Assembly Government's north-south road commitments, but there is no plan to build pedestrian or cycling facilities alongside or near to the new road. As a result of your session, we arranged to meet the officials involved, who were very helpful and said that they would go away and think about our proposals. The argument that they advanced was that it will cost £30 million to build this new road, and around £400,000 in addition to include some pedestrian facilities, which they thought was too high a cost. As I said, they are sincerely thinking about it, but the default position, which is often the case, is that they will de-trunk the existing road and hand it over to the local authority. They say that that road would then be suitable for local journeys and for walking and cycling without any significant changes being made to improve the conditions on it. Inevitably, what will happen is that there will be less traffic on the road and so local traffic will go very fast on it. If that is the pedestrian or cycling alternative, it is also very hilly while the new road will be a lot flatter, so, in reality, you will not get many people opting to take that journey and, if they do, it will be very dangerous. Anyway, that seems to be the default position at the moment, and we really do not think that that is good enough. As you know, we think that the Assembly Government and the local authorities should have a duty to provide a network of traffic-free paths. That seems to be a good example of where the road provision is simply not suitable for mixed use.

[115] **Nerys Evans:** Yr ydych wedi sôn tipyn yn eich tystiolaeth ysgrifenedig ac yn eich tystiolaeth gerbron y pwyllgor am sut i wella diogelwch ar y ffyrdd. Yr ydych yn eithaf beirniadol o'r system bresennol ac yr wyf wedi clywed eich bod wedi cael peth adborth nad ydych yn realistig o ran llawer o'r pethau yr ydych yn galw amdanynt. Mae llawer ohonynt yn bethau na fydd yn digwydd dros nos, felly beth yw'r peth cyntaf y dylai Llywodraeth Cymru ei wneud, yn eich barn chi, i wella diogelwch ar y ffyrdd i bawb sy'n eu defnyddio?

**Nerys Evans:** You have said quite a bit in your written evidence and in your evidence before the committee about ways of improving safety on the roads. You are quite critical of the current system and I have heard that you have been given some feedback that you are not realistic about a lot of the things that you are calling for. Many of them are proposals that will not happen overnight, so what is the first thing the Government of Wales should do, in your opinion, to improve road safety for all road users?

[116] **Mr Waters:** That is quite a difficult question. As for the immediate things that it could do, it could reduce speed limits relatively quickly, as well as invest in the policies that it has set forth. It should also stop making things worse. My initial glib answer would be for it to adopt a Florence Nightingale approach.

[117] The problem can be as complex as you want it to be. There is no doubt that there are many difficult interlinked issues, but there is also a fairly simple solution, because we are adding to the problem by continuing to invest the bulk of the money in building more roads and placing the car at the centre of planning decisions. We are generating more traffic as a consequence.

2.10 p.m.

[118] This is slightly off the point, but it stands. The Assembly Government is part of a current project to build an international business park off junction 33 of the M4. It is a partner in the project and owns part of the land. That will create some 1,500 car parking spaces just off the M4, which will mean having to build a new motorway roundabout at vast expense, generating huge volumes of traffic. At junction 34, the next motorway junction along, planning has been granted for the Mwyndy cross development, which will, essentially, be a new village. It will be creating massive generators of extra traffic on the existing road network over the next few years at a time when all its policies and strategies are pointing in a different direction. So, as for what it can do overnight, it can stop doing things like that, which only make things worse, adding to carbon dioxide emissions and the road safety issues that you have been discussing.

[119] **Jenny Randerson:** I want to take you back to the new piece of road that you referred to at Newbridge, and to what are known locally as the 'Cwmbach bends'. I just want some clarification. Is the Assembly Government looking at putting in pedestrian facilities on the new road or on the old road when it is de-trunked? As someone who knows that stretch of road well, I can say how lethal it can be for pedestrians in its current state, and yet it runs through one of the most beautiful parts of Wales imaginable and is right next to a caravan site. So, you can see the potential for there to be a lot of pedestrian and cycle traffic.

[120] **Mr Waters:** It is considering putting some facilities at either end of the new road, so that local people can get to the sawmill at one end and to the schools at the Builth end. However, it is not proposing to link up the big bit in the middle at all, partly on cost grounds, and partly because it said that—and it is not an amusing issue, but it made me smile—extra infrastructure would harm the environment. I pointed out that building a large new road through the middle of this sensitive site would also cause some environmental harm. However, those were the arguments advanced. So, on the road that will be de-trunked, it is still considering the matter and discussing it with the local authority, because it will be its responsibility to decide what to put in place.

[121] **Jenny Randerson:** So, it is going to do something on the old bit as well. That was my concern.

[122] I want to ask you about cycle lanes, many of which I regard to be seriously sub-standard. Cardiff has many old cycle lanes that were put in place at least five years ago but probably closer to 10 or 15 years ago, in some cases. They are actually nothing more than a few slight markings on the road to indicate where cyclists might wish to go if they want to take their lives into their hands, because they are completely illogical, lethal and far too narrow to offer any protection. Are you satisfied that modern cycle lanes are of a sufficient standard, quality and design? Are you also satisfied that there is some kind of strategy across Wales to replace those old, sub-standard lanes?

[123] **Mr Jones:** We are not satisfied. The picture is extremely patchy, and the application of the design guidance on cycling infrastructure is notoriously fickle, as engineers apply the guidance in various ways. We would like to see more use made of mandatory cycle lanes as opposed to largely advisory ones, as that would reduce the big problem of illegal parking in lanes, because, even where infrastructure has been provided, it is often compromised. In addition, with the new Department for Transport cycle infrastructure guidance being produced, and with the guidance that Sustrans produces, we think that there is provision for good, quality infrastructure, but that would require the reallocation of road space, and that will have an impact on capacity. Currently, it is anathema to engineers to do anything that reduces road capacity or motor traffic flow. So, clearly, if you want to achieve genuine change in that department, a degree of culture change is needed so that cycling is taken seriously as a mode of transport.

[124] **Jenny Randerson:** Thank you. It is clear that it is not being managed at the moment with existing facilities.

[125] This is my final question. In your written evidence, you point out that the amount spent on the various safer routes for walking and cycling as a total budget comes to scarcely more than the cost of laying a single mile of the Porth relief road, which is an interesting contrast. Less than 7 per cent of the road's budget is spent on that. I realise that you could reply, 'How long is a piece of string?', but what percentage of the road's budget would be needed to make the step change that is needed? You can give the amount of money in figures, if you like. Would we need double or even more than that?

[126] **Mr Waters:** Ryland cited some European examples earlier of cities that have seen significant changes in a relatively short period. For example, 30 years ago, Copenhagen had the same levels of cycling as Cardiff, but now a third of all commuting and journeys there take place by bike. Copenhagen has done that by deliberately doubling its budget for walking and cycling over 30 years, and taking deliberate infrastructure measures to give the cyclist advantages over the car. It is a very simple philosophy: if it is more convenient to walk or get on a bicycle, people will do it, but if it is more convenient to get in a car, people will do that instead. To incentivise people to make active travel choices, you need investment but you also need decisions, which sometimes need to be brave political decisions, to give walkers and cyclists the advantage at the expense of motorists.

[127] **Jenny Randerson:** That does not answer the question, with all due respect.

[128] **Mr Waters:** Sorry, looking at the longer term—

[129] **Jenny Randerson:** I am trying to get a handle on the extent to which you would need to disadvantage the motorist. Rather than taking 1 mile off the Porth relief road, you could take 50m off all new roads across Wales. The motorists would hardly notice, and that could double the budget. How much do you think you would have to spend as a percentage of the budget or as an amount of money to make the kind of difference seen in Copenhagen, for example?

[130] **Mr Waters:** We think that, for the long term, we should be reflecting modal share in budgets. For example, about 60 per cent of journeys are taken either by public transport, on foot or by bicycle but, between them, those methods get nothing like 60 per cent of the transport budget. So, we should set modal targets for how many journeys of the share we would like to be taken by non-car means, and the budget for those should reflect that. So, if we want 60 per cent of journeys to be made on foot or by bike, which is the percentage in many northern European cities, 60 per cent of the transport budget should go on those measures. That is what we think we should be moving towards in the longer term.

[131] **Jenny Randerson:** Okay, thank you.

[132] **Gareth Jones:** Yr ydym yn rhedeg ychydig dros amser, ond mae Christine Chapman am ofyn cwestiwn. **Gareth Jones:** We are running a little over time, but Christine Chapman wants to ask a question.

[133] **Christine Chapman:** I think that I have raised this before, but one concern of mine is that the communities that need this the most are those where it will be more challenging to put walking and cycling measures in, and I am thinking particularly of the Valleys. We have talked about Copenhagen. I have seen what happens there, and I think that it is brilliant to see all the cyclists, some with children in little carts at the back. However, Copenhagen is flat, so it is easier there in some ways. The Valleys are hilly, so you need transport in addition to cycling to accommodate that fact. Do you have any comments on how we could make this available to the poorer areas where there are more practical difficulties than there are in the city? If you live in Cardiff, it is flat and so it is probably slightly easier. Unless we think about extending this to all the communities, it will not be successful.

2.20 p.m.

[134] On rural roads and motor cyclists, I understand that a lot more walkers are using the A470 around the Brecon beacons. The numbers are increasing, which is fantastic, but there is still a huge problem there with motor cyclists despite all the publicity given to speed—and I witnessed this a few weeks ago. It is not just a question of getting from A to B; they are actually going there because of the speed at which they can travel. Do you have any comments on that? It is a particularly dangerous road for walkers and cyclists. I did witness a near fatality the other day, which was quite shocking.

[135] **Mr Waters:** I will start and then perhaps Ryland can come in. Many people in the Valleys currently rely on public transport, walking and cycling to get around. In Merthyr Tydfil, 36 per cent of households do not have access to a car. That is an average figure; there will be pockets where it is considerably higher. Yet, in the Valleys, the transport system is designed around the assumption that you have a car. There is a new shopping centre based in Merthyr Tydfil that is extremely difficult to reach unless you have a car. It is a pattern repeated across the country. We need to acknowledge that, as our starting point, we are already assuming that many people will get by with cars.

[136] We have been working over the last two years, chopping our way through the Welsh European Funding Office bureaucracy, getting together a bid for what we call a Valleys cycle network. Two elements of that network have now been confirmed, and there is a further third element for which we are awaiting sign-off. In total, that will be a £16 million investment across the former south Wales coalfields in a greater network of walking and cycling paths to augment the national cycle networks. You need alternatives to the car in place, but you also need behaviour change.

[137] You are right in saying that we need a mix of transport solutions, and the Valleys are very fortunate because they already have a rail infrastructure system in place. However, there needs to be a co-ordinated approach. The difficulty at present is that, with so much of the transport budget tied up in roads, it is difficult to fund those things, particularly things that require revenue support—typically, behaviour-change projects. It is difficult to find that money. Between the extra subsidy to Arriva Trains, because the initial contract was awarded on a no-growth principle, and the £60 million-plus for concessionary fares, there is very little space left in the revenue budget to develop projects to encourage people to travel differently. Cycle training is a good example; it has been extremely difficult to find money for that because the budget is snarled up with roads projects, which, as I say, for many people in the

Valleys, is not particularly helpful.

[138] Would you like to address the point on speed, Ryland?

[139] **Mr R. Jones:** Motor bikes are not necessarily on the Sustrans agenda per se, but I did happen to come across this in my previous incarnation as cycling development officer in Powys. I think that it is a particular problem with those whom I would term as ‘born-again bikers’ in mid Wales—people in their 30s and 40s returning to their youth of cycling and deliberately, as you say, targeting the motor bike culture in that area and the opportunities to travel at high speeds on relatively quiet rural roads. I know that it is something that road safety units in the relevant counties are trying to address with various publicity campaigns, but I suspect that, because you are dealing with people who are inherently thrill-seekers, it will have a limited impact. It is difficult to know what anything outside of severe enforcement would actually achieve. You obviously need to give some serious thought to how you could target that with effective policing, resourcing and suitable penalties. The other alternative is to back that up with reductions in speed that make it clear that those opportunities are not tolerated. Sustrans’s remit within that area will be extremely limited; it is really a matter for road safety units within the relevant authorities and the Assembly to deal with.

[140] **Gareth Jones:** Diolch yn fawr i’r ddau ohonoch. Mae’n werth gwranddo ar safbwyntiau Sustrans—dywedaf hynny’n gwbl ddiffuant. Yr ydych yn dod â rhyw ddimensiwn i’n hatgoffa o’r sefyllfa. Teimlaf ein bod wedi cael sesiwn ddefnyddiol iawn heddiw. Ar ran y pwyllgor, yr wyf yn diolch yn fawr ichi.

**Gareth Jones:** Thank you both. It is worth listening to the views of Sustrans—I say that sincerely. You bring a different dimension to remind us of the situation. I feel that we have had a very useful session today. On behalf of the committee, I thank you both.

[141] Yr ydym yn troi yn awr at drydedd rhan y sesiwn graffu. O Heddlu Gogledd Cymru, mae’n bleser gennyf groesawu’r prif gwnstabl, Richard Brunstrom, a rhingyll Alan Jones. Croeso cynnes i chi a diolch am fod mor amyneddgar yn disgwyl i ddod gerbron y pwyllgor. Yr ydym yn hynod ddiolchgar am eich tystiolaeth ysgrifenedig, yr ydym eisoes wedi ei derbyn, ac sydd wedi’i dosbarthu i’r Aelodau. Fodd bynnag, os ydych yn dymuno gwneud cyflwyniad byr, cewch wneud hynny, cyn i ni droi at Aelodau am gwestiynau.

We now turn to the third part of the scrutiny session. From North Wales Police, it is a pleasure to welcome the chief constable, Richard Brunstrom, and sergeant Alan Jones. A warm welcome to you and thank you for your patience in waiting to come before the committee. We are very grateful for your written evidence, which we have already received, and which has been distributed to Members. However, if you wish to make a brief presentation, you may, before we turn to Members for questions.

[142] **Mr Brunstrom:** Diolch yn fawr, **Mr Brunstrom:** Thank you, Chair. Gadeirydd.

[143] I have some brief opening remarks. First, I will introduce my colleague Alan Jones. I have brought Alan with me because he is seconded from the Welsh police service to the Welsh Assembly Government’s Department for Economy and Transport, working out of the department’s offices in Colwyn Bay. He is a liaison officer with the Department for Economy and Transport, particularly for policing the trunk road network in Wales. We are sharing his salary, so he is jointly employed by the police service and the Welsh Assembly Government.

[144] I will briefly draw your attention to three things, all of which I hope will indicate substantial progress down the route that I suggested that we would take the last time that we met. First, we have finished the manifesto. I will not give you a copy of it today, because I do

not want to steal our thunder. We are launching it at Coryton on the M4 on 22 June with the Deputy First Minister. There is a small but significant change in it: we have emphasised the part that education has to play as a direct result of feedback from this committee the last time that we met. I noticed that that was also discussed earlier in the meeting.

[145] The second point is that we have set up, as we said we would, a single casualty reduction partnership for Wales on 1 April. That is a significant step in a very good direction. It is a little more than embryonic, but there is much development to do in that regard. We now have one policy for Wales, where education has a much bigger part to play. I hope that we will manage to get some of this work into the curriculum in Wales.

[146] The third point is that of trunk road management. With the assistance of the Assembly Government, you will have noticed that we now have Welsh Assembly Government traffic officers properly empowered, and the Deputy First Minister and I launched the first part of that service last month in north Wales, and it will start in south Wales later this year. So, we now have Welsh Assembly Government traffic officers properly empowered, and we are working in a developing partnership. The protocols to make that partnership work effectively are still in development, but there are already changes and we will go further. I have mentioned previously our relationship with the Vehicle and Operator Services Agency, because we have realised that we need to do much more to tackle defective heavy goods vehicles. Ms Chapman mentioned defective vehicles earlier; our problem is largely with heavy goods vehicles, and not cars.

[147] With that, Chair, I will stop and take questions.

[148] **Gareth Jones:** Diolch, brif gwnstabl. **Gareth Jones:** Thank you, chief constable.

[149] **Jenny Randerson:** I know that you were listening in the public gallery when we had a discussion earlier with Assembly Government officials about the speed cameras on the M4, and the idea of an average speed measurement device between two points, which the officials indicated to the committee was likely to be introduced on the 50 mph stretch on the M4. Are there plans to introduce the devices anywhere else in Wales?

[150] **Mr Brunstrom:** The simple answer to that question is 'yes', but they are plans. You will know that I think that Wales has been rather tardy in introducing average speed measurement devices—they are commonplace in England and everywhere in Northern Ireland. I am very pleased that the Assembly Government has decided, as James Price indicated to you earlier, to go ahead with this, because it is much needed. The equipment that will be ordered in Wales, in the first instance, will be mobile equipment, rather than fixed-site equipment, particularly so that it can be moved around from one site to another where the need is greatest.

2.30 p.m.

[151] I do not know quite how far that will go, but I am absolutely delighted that the first steps have now been taken, and with our total support. One of the good things about average speed cameras is that everyone complies with them, so very few people ever get penalised. You do not get a £60 fine and three points on your licence, because you do not break the law in the first place. They are a more effective and less contentious piece of equipment, and can be moved around the country as need dictates, so we are pleased that this is happening.

[152] **Jenny Randerson:** The other point that I wanted to ask you about was the use of road traffic officers rather than the police. Some time ago, I had a briefing from the chief constable of South Wales Police, Barbara Wilding, and I recall that she stressed the importance of the general intelligence that came from policing the M4. She said that the



police receive intelligence that enables them to stem the tide of some of the drug-related and gun-related crime that has a tendency to seep in from England, along the M4. She said that that general intelligence was vital. If you use road traffic officers instead, you will not get that intelligence. What do the police plan to do to plug that gap?

[153] **Mr Brunstrom:** I will have to give you a fairly lengthy answer, I am afraid. First, we strongly welcome Welsh Assembly Government traffic officers, and they will be appearing on the M4 shortly. Do not forget that they are part of a designed partnership, whereby we work in collaboration with other agencies on the road. You will not see the police withdrawing from the concept of managing the trunk road network or the M4; we will just be concentrating on our role, which is much more to do with crime fighting than road management. The Welsh Assembly Government traffic officers will be part of that intelligence-gathering network, and we will be working seamlessly together. We intend to concentrate on tackling criminal use of the roads. Not all of our criminals come from England; some of them are home-grown. We have automatic number plate cameras all over the trunk road network, and specifically on the Severn bridges, looking at the number plates of every car coming and going, and that enables us to target and pick out from the traffic those vehicles that are of interest to us. We have officers dedicated full-time to this task. You do not see it that often; sometimes it is covert, sometimes it is obvious. However, I can assure you that we have a sophisticated and increasingly effective system for tackling criminal use of the roads. One of the great advantages of bringing in the Welsh Assembly Government traffic officers is that they will enable us to concentrate on our strengths, and the Assembly Government to concentrate on its strengths, so the partnership should be much more effective—we will have more time to do work on our core functions, which includes tackling criminal use of the roads.

[154] **David Melding:** I will look at the question of speed limits. I think that the people of Wales, and more widely, the people of the UK, owe you a great debt, because you have made motorists—and I am one of them—face the hard truth that speeding is probably the one factor that most of us need to be vigilant about. Traditionally, people have been too casual about speed; as I said, I do not exclude myself from that. However, it has been a hard battle. I believe that the *Daily Mail* and other papers have almost made you into a hate figure for stressing the need to take speed seriously. Certainly, to drive at a grossly excessive speed is not a case of being slightly naughty; it is committing a serious criminal offence, and running the risk of great injury.

[155] The question that I want to ask is this: if we move in urban areas towards a standard 20 mph limit, as the Department of Transport wants—and we hear that the Welsh Assembly Government wants to move in that direction as well—how big a battle do you think we will have? I assume that you agree that we should be moving in that direction; I take that as read, but please contradict me if that is not the case. Given your experience in confronting inappropriate high speeding, how big a battle do you think we will have with motorists to get them to think differently about how they use cars?

[156] **Mr Brunstrom:** I will answer your question more generally in the first instance. I was listening to your comments earlier from the gallery, and I think that the country is ready for lower general speed limits in urban and rural areas, in the right places, and there is a real need for Government leadership here to push that debate along. The Department for Transport consultation document, to my mind, although pushing in the right direction, is slightly timid. I think that there is more readiness among the general public to accept a change to the way we use our road space.

[157] Before I talk about urban areas, I will consider our national parks. It would be perfectly possible to have a general 40 mph speed limit through our national parks, for cultural heritage or noise pollution reasons as much as for safety reasons. We could say ‘This

is a national park and we want to use it differently'. That might be a fierce battle, or it might be easily won, but it is one that we ought to start talking about.

[158] In urban areas, we have been able to use 20 mph limits and zones—the limit being a speed limit and the zone being a design criterion—for many years now. The Scots have gone at this very much more enthusiastically than the English or the Welsh. It is routine to see a 20 mph limit around schools in Scotland, and it is fully accepted, as Sustrans pointed out is the case in many major modern European cities now. We recognise the unpleasant consequences of relatively fast-moving traffic, and 30 mph in an urban area is relatively fast-moving traffic. We recognise the danger. A significant proportion of casualties are from 30 mph roads and are our most vulnerable road users—children, pedestrians and cyclists. We know that, and the culture has shifted. We have won the debate over the past 10 or 15 years about the need to comply with speed limits, and there is a recognition that roads are dangerous. We are still killing 140 or so people a year just in Wales. It is a problem worth tackling.

[159] Provided that it is done sensibly, it is planned and talked about, and we do not go for blanket speed limits with the whole of Cardiff having a 20 mph speed limit, it will work. However, much of Cardiff probably should have a 20 mph speed limit, as would be the case if it were in Germany. Not only would it not be contentious; it would be actively welcomed if that debate were created and led at governmental level based on the evidence. We would be there for that debate and, of course, we would be more than happy to play our part in enforcing whatever limit the highway authority of the day chose to set. We have the equipment to do that, we know how to do it, we are very good at it and we would be happy to go further because our main mission is to protect life—that is what we do. Something like four times as many people die on the roads each year as are murdered. This is a big and important issue.

[160] **David Melding:** That was very vividly expressed if I may say so, and I certainly agree with you. My other question is on a completely different, but still important, matter. I was very interested to read of the success of your force in removing vehicles that were, I think, untaxed, or at least unlawful in some way. You removed 1,800 vehicles in 23 days. I did the maths and I was astonished. That is 78 vehicles a day on average. These cars have a high incidence of involvement in accidents, and the drivers tend to be high risk. That sounds incredible to me, and I think that it cost you in the region of £100,000. Why is more of that preventative work not being done? I do not know how many illegal cars there are in north Wales, but to have got rid of 1,800 in under a month seems remarkable to me.

[161] **Mr Brunstrom:** By coincidence, my colleague Alan Jones organised that operation, and very successful it was too. We did it for exactly the reasons that you suggest, and it was extremely popular. Until the MPs' expenses rose to prominence, the most common complaint we received was, 'My next-door neighbour doesn't pay car tax'. It is very galling to think that you are complying with the law while the person next door is not. It is enormously frustrating, so that was a very popular operation. As you say, it was backed up by the fact that we were taking dangerous vehicles and, to some extent, the drivers who use them, off the roads. Alan, would you like to take a couple of minutes to explain the logistics of organising that? They were large numbers, and I thought that they were not large enough, as Alan will confirm.

[162] **Mr A. Jones:** I was given a brief that he wanted 3,000 vehicles taken off the road. I thought that 1,800 was a good crack of the whip.

[163] **David Melding:** Well, I agree, although that may not be much consolation. *[Laughter.]*

[164] **Mr Brunstrom:** I think that everyone else was with you, sir, I have to say.

[165] **Mr A. Jones:** The important thing about that was that the police service in Wales and the DVLA were working in partnership, recognising that, at a low level, vehicles on the road that were committing relatively minor offences were having an impact on major crime. What was behind those figures is that, although we removed close to 1,800 vehicles, we made more than 50 related arrests for crime and seized more than £32,000-worth of criminal gains.

2.40 p.m.

[166] So, there were a lot of logistics behind that. I understand from the DVLA that that was, and still is, the largest operation of its kind that has been run in the UK, and that includes the Metropolitan Police. There is more of an appetite for this out there. It is labour intensive, but it has the full support of the public, who like to see us on the street taking away those vehicles that were causing them irritation.

[167] **Mr Brunstrom:** You have caused me slight embarrassment, because I had forgotten that it was about time that we did another one. You have jogged my memory. Alan will be picking up another task as a direct result of your question.

[168] The answer to your question is that there is not a good enough reason. It requires us to spot that this is worth doing, listen to the public and reorganise ourselves a bit to do it. We had to put in a lot of time and effort to do it. As is the case with everyone else in the public sector at the moment, we have an infinite list of things that we could do and we cannot do everything all of the time. However, I accept the point that we are not doing enough of this and that a bit more would be better. Some support from the Government would be extremely welcome in assisting us to see that this is something that the country thinks is worth doing. It goes back to a bit of leadership. As you know, I am very keen to see the Assembly exercising leadership on policy matters. It is our job as public servants to notice that and follow it. Your point is well made and taken. Thank you.

[169] **Nerys Evans:** Hoffwn ofyn cwestiwn ar y pwynt hwnnw. Fel David, nid oeddwn yn gallu credu'r ffigurau gwych o'r cyfnod peilot. Yr ydych yn dweud bod y templed ar gyfer yr ymgyrch ar raddfa eang eisoes yn ei le a dywedasoch eich bod yn bwriadu cynnal ymgyrch arall cyn bo hir. Pa mor eang yw'r gwaith hwn dros Gymru? Yr ydych yn dweud mai hwn yw'r cynllun mwyaf yn y Deyrnas Unedig, ond a yw hwn yn cael ei ddefnyddio mewn llefydd eraill yng Nghymru?

**Nerys Evans:** I would like to ask a question on that point. Like David, I could not believe the fantastic figures from the pilot. You said that the template for the large-scale campaign is already in place and that you hope to run another campaign shortly. How widespread is this work across Wales? You said that this is one of the largest programmes in the United Kingdom, but is this being used in other parts of Wales?

[170] Yr ydych yn sôn yn eich tystiolaeth y dylai Llywodraeth Cymru codi proffil diogelwch ar y ffyrdd a'i wneud yn un o elfennau craidd busnes y Llywodraeth. Sut y dylai wneud hynny? Bu ichi sôn am arweiniad, ond sut y dylai ei wneud yn elfen graidd o fusnes Llywodraeth?

You mentioned in your evidence that the Welsh Government should raise the profile of road safety and make it a core element of the Government's business. How should it do that? You also mentioned leadership, but how should it make it a core element of the business of Government?

[171] **Mr Brunstrom:** I will take the second question first, if I may. I think that you alluded to your locus in this in the earlier sessions. We are about to come to the end of the first set of rotative targets—the 2010 targets. As you know, the Department for Transport in London is looking at targets for 2020. Those countries in Europe that have used the target-setting approach—which is largely us, the Netherlands and Sweden—have been equally

successful and it is being copied elsewhere. So, the locus for this is what the Assembly Government intends to do to set targets for 2020, which is the right time to move in step with the United Kingdom. You will see that we are proposing to go further than England. Scotland already sets separate targets. You have the power to do so here in the Assembly Government, and we think that we should be confident enough to go a little bit further than England.

[172] We have a couple of good reasons for that; most particularly, we now have a single unified casualty reduction partnership involving all of the police forces, all 22 local authorities and an increasingly high profile for the Assembly Government. However, it also requires political leadership. You have the mechanism for it—the vehicle—and there should be a separate, specific Welsh consultation, starting soon. It is not too late; this is the right time to do it. I heard my colleagues in the Welsh Assembly Government pointing out that they have contributed to the existing Department for Transport consultation. I know that to be correct, and they get a fair hearing. However, that is London and this is Cardiff. We ought to have separate Government policy in Wales that suits whatever you think it ought to be. I hope that it would fit into the UK, because I think that it would be foolish to do something utterly different, but we can do better.

[173] At the moment, as a small to medium-sized country in Europe, we think that Wales has probably the second safest roads in Europe—and that means the world. We think that we can get to the point where we have the safest roads in the world. These would still not be safe enough, but they would be the safest. We think that the techniques now exist, which include the speed over distance cameras, better vehicles and all sorts of other things. As we are now unified, one of the benefits of being in Wales—*lle mae pawb yn nabod pawb*, where everyone knows each other—is that we can get the whole country to pull together. However, it requires the Assembly and your colleagues in Government to give clear leadership, to show that you want to be going in this direction and to go that far.

[174] How bold are you prepared to be? We think that you can be a little bolder than is the case in England. We would like to see you doing that separately, as part of your suite of powers. That is the mechanism. It is very clear, and it has already been demonstrated to have worked extremely well over the last nine years or so. We are highly likely to reach the 10-year targets, and we think that the next set is equally as achievable. In Sweden, which is probably the leading country at the moment in this regard, there is the ‘Vision Zero’ policy, the aim of which is to have no road deaths in the infinite future. Sweden uses three-lane roads as a fundamental principle of that. The entire country is being re-engineered, in order to create as many three-lane roads as possible. Technically speaking, they are two-lane and one-lane roads, which you heard my colleagues from WAG referring to: two lanes on one side and one on the other, with some sort of fence down the middle. It is an extremely cheap way of keeping the traffic apart.

[175] That sort of boldness among the most successful countries in Europe in reducing road casualties is growing. You have everything that you need in your suite of powers to exert as much influence as the Governments of Sweden or the Netherlands do to encourage people like me and other road safety people to get involved. With the one exception of the police—although we want to volunteer to work in a Welsh fashion—you own the policy for everything else, and particularly education. If you are to be serious about this, as was mentioned when you were talking to Sustrans Cymru, you are going to have to address what goes into the curriculum in Wales to meet your strategic objectives. You are going to have to be quite bold in re-engineering the curriculum to achieve what you want, because there are only so many hours in the day. However, if we do not get that cultural shift through our education process, we will be making things more difficult than they need to be in 10 or 15 years’ time. I hope that that has answered the second question. Alan, would you like to pick up the first one?

[176] **Mr A. Jones:** There was, perhaps, some ambiguity in relation to the evidence that we submitted to the committee. What we are trying to say is that this operation is currently lying dormant. We have in place a model or, in police parlance, an 'operational plan', which was drafted by me and my colleagues in north Wales. It is sitting on the shelf and is ready to go. There is a cost implication to a labour-intensive operation of this kind. It delivers results. The net result of that, of course, is that it costs. As my chief constable has said, there is a whole list of other priorities that the police service has to meet. What we were trying to get across was that we want to work together in Wales, in partnership with the DVLA and VOSA—although those organisations are not devolved—we want to have one Wales, and to make a difference by taking vehicles that impact on your communities and constituents off the road.

[177] **Mr Brunstrom:** We, as the police service, measure compliance with road-vehicle legislation on a UK level every two years. There is a very large random-stopping trial across the whole country; we stop 6,000 vehicles at a time on a given day, usually in March each year. We know exactly what the compliance rate is, and we know what it is in Wales. I would be happy, Chair, to put the details of that on record. If you felt that the compliance rate in Wales was not what you wanted it to be, you could influence that by asking us to do more of this sort of work.

[178] **Christine Chapman:** Could I just pick up the issue about education? I was pleased that, after our last discussion, you have now included that. I am also pleased that you said that there seems to be a shift in attitudes towards raising the profile of road safety. Should we be more radical with regard to education? I am aware, as are many of us here, of programmes that are put in place, particularly for young drivers and so on, but should we be doing a lot more? I know, for example, that the problem is largely, I think, with young male drivers. I am not saying that there is not a problem with women drivers, but young male drivers still constitute the bulk of those who have accidents. You might like to comment on that. Should we be looking at that in a bit more detail? We should not just be penalising young people, because they are obviously picking up messages from the older generation. Fast cars are still seen as a status symbol; there are many issues related to that as well. Could you comment on whether the education programmes should be more radical?

2.50 p.m.

[179] **Mr Brunstrom:** You will not be surprised to learn that I am always in favour of being more radical, on this topic and many others, because there is a lot of scope for it in our society. We know a great deal about the profile of dangerously offending drivers. A lot of research has been done here and in the rest of the developed world, and the same picture emerges everywhere. You are quite right to say that the continuing biggest single problem is young men under the age of 25—new-driver young men—but there is a growing problem with professional women. As we become a more equal society, more women are moving into jobs that require them to use the roads more and they speed just as much as their male counterparts. So, there is a change there. Surprisingly, more women are getting caught for speeding or dangerous driving of one sort or another.

[180] There is a huge need for a more radical, educational approach. You will see that I have referred in my evidence to something that I touched on last time, which is the introduction of driver re-education training across the whole of Wales. So, when we get low-end speeding offenders or people who drive badly or carelessly, we will now have available to us, in the very near future, across the whole of Wales, a driver awareness, driver improvement or a speed awareness course—a whole range of courses. Instead of penalising you with a fixed penalty ticket and some points, we will give you the chance to go on a retraining course. They are extremely popular and very impactful. We are working to broaden the accessibility of such training to lots of people. Then we are going to have more targeted courses for young male offenders or middle-class businesswomen or whatever you may want.

We want an almost infinite range of courses to get much more into the re-education of people who have broken the law in one way or another.

[181] However, underneath that, we need to get to people before they start breaking the law. We really need to get into schools and to get into safety education programmes. We do not know enough about what works yet because, of course, if you are trying to change education, you have to look at a cohort of people who start off as children and look at their behaviour, with control groups, over 10 or 15 years before you will really know what works, and that costs a lot of money. There is a lot of such research going on across the world because everyone is fishing in the same pond. It is a rapidly growing field, so there is loads of scope for us to be much more radical in the way that we treat potential offenders and actual offenders to try to get them back onto the straight and narrow. Again, and I make no apology for harping on about the same point, it needs Assembly and Government leadership to get the partnerships going, to give people confidence that it is worth investing in and that we are going down the strategic direction that our Government or the Assembly wishes to see. There is not enough of that.

[182] I do not know whether, at some stage, you might like to visit the DangerPoint centre, near Prestatyn in north Wales, where we have a CrashPoint. The CrashPoint is a safety education centre for children and we are trying to put every young person in north Wales through CrashPoint before they start driving, to teach them a bit more about how to keep safe. It is a really fascinating place to visit. If you ever find yourselves in north Wales, we would be extremely keen to host your visit there. Our long-term vision is a DangerPoint and CrashPoint in three or four places across Wales so that we can offer this to every young person in Wales in due course. There is a lot of scope for a radical approach and we are entirely in tune with it.

[183] **Gareth Jones:** Diolch yn fawr. **Gareth Jones:** Thank you. Paul has the final Mae'r cwestiwn olaf gan Paul. question.

[184] **Paul Davies:** In your written evidence, you make it clear that you would want to see trunk road agencies being given greater autonomy. Would you advocate a national roads authority, similar to that found in Ireland, which is totally autonomous from the Government? You say in your paper:

[185] 'The Police will be adopting a new approach to offences of careless driving offences which does not involve a collision. Officers will use their discretion wisely and to good effect'.

[186] Can you tell us what that means?

[187] **Mr Brunstrom:** Yes. The answer to your first question is simply 'yes'; I would be delighted to see the introduction of a national roads authority or something similar. It is a commonplace concept in lots of other jurisdictions nowadays. I do not think that it needs to be autonomous from Government or independent from Government—there are national roads authorities that are very closely connected with Government. In England, there is a highways agency that is autonomous to some degree, but the great benefit comes from the fact that it is a single agency. We have set up a rather strange jigsaw pattern of bodies with responsibility for managing the trunk road network or the road network in Wales. It really is quite perplexing and it does not work very well.

[188] As you heard my colleagues in WAG say, they recognise that fact and are looking to simplify it. It needs a good dose of simplification. The infrastructure to do that is in place and I think that there is the willingness to do it. We have to start from where we are, and this will not be done overnight, but this needs to be simplified so that there is a much less complicated

pattern of network management. So, I would welcome the creation of a national roads agency.

[189] On your second point on careless driving, that refers to the Department for Transport's current consultation document on creating a fixed penalty notice for careless driving. That is exactly the same as the current fixed penalty notice for speeding and other offences, such as parking on a double-yellow line. It is the last remaining significant driver behaviour offence for which we cannot issue a fixed penalty notice. At the moment, if we want to 'do you', in the vernacular, for careless driving, it involves an old-fashioned file and a court appearance and it is a pain in the neck for all concerned, starting with our officers, because it represents quite a significant chunk of work. The result is that we do not do enough of it. So, we do not challenge bad driving anything like as much as we should and we get rightly criticised for that.

[190] We have invested—not just through our fault, because the Government has not done this for us—too much time and energy in robot cameras and not enough time in human interaction on the road when we find that Miss Chapman, for example, is driving to a standard below that which is acceptable. We have all experienced that. We have all seen it and all the drivers among us are guilty of poor driving. We need to tackle this more. It is no good waiting until someone gets killed or until the law has been badly broken. We need to reach the point of what we call 'observed due care', and put right bad driving.

[191] The great benefit of British policing is that the police officer, having stopped you, is able to ask, 'Mr Davies, do you realise what you have done?', listen to how you respond and then decide how to handle the situation. We can then let you go, give you a friendly or formal warning or take you to court, but we cannot give you a fixed penalty notice or offer you the alternative of going on a re-education course. We see that change coming—to encourage more officers to put more of a human face on these situations on the road by talking to people about driver behaviour and by having a wider range of options at their disposal to try to get the driver back on the straight and narrow and to try to keep the driver's support and friendship so that he or she recognises that as a constructive and helpful intervention, which is unlike being flashed by one of those damn cameras.

[192] **Gareth Jones:** Dyna ddiwedd y rhan hon o'r cyfarfod. Diolchaf yn arbennig i chi am rannu eich gweledigaeth a'ch safbwyntiau, y bu i chi eu cyflwyno'n eglur ac yn ddiflewyrch ar dafod. Dylem eu hystyried yn ddwys. Yr oeddwn yn hynod falch o glywed y prif gwnstabl yn dweud ar y dechrau bod ein gwaith gyda chi ar y manifesto wedi dwyn ffrwyth a'ch bod yn pwysleisio'r elfen addysgol yn hynny. Gallwn ymfalchïo yn y ffaith ein bod wedi ymgymryd â'r gwaith craffu hwnnw. Yr ydym yn ddiolchgar i chi am wrando ar ein syniadau ac mae hyn yn profi y gallwn gydweithio er mwyn gwella pethau.

**Gareth Jones:** That is the end of this part of the meeting. I thank you particularly for sharing your vision with us and for your views, which you presented clearly and in a forthright manner. We should give them serious consideration. I was extremely pleased to hear the chief constable say at the beginning that our work with you on the manifesto has borne fruit and that you emphasise the educational aspect in that. We can be proud of the fact that we have undertaken that scrutiny work. We are grateful to you for listening to our ideas and this proves that we can work together in order to make things better.

[193] Yr ydych wedi addo mynd ar drywydd un neu ddau o bwyntiau, er enghraifft anfon y manylion cydymffurfio a'r gwahoddiad i'r CrashPoint yn y gogledd. Gobeithiwn y gallwn gynnwys hwnnw yn ein hamserlen. Gyda'r ychydig eiriau hynny o ddiolch yn ddiffuant i'r ddau ohonoch,

You promised to follow up a couple of points, such as sending us the compliance details and the invitation to CrashPoint in north Wales. We hope that we can fit that into our timetable. With those few words of sincere thanks to both of you, I wish you all the best in your work. Next month's event

dymunaf yn gorau i chi yn eich gwaith. Bydd y digwyddiad mis nesaf yn un pwysig i chi a dymunaf y gorau i chi. will be a personally important one for you and I wish you all the best.

3.00 p.m.

**Gorchymyn Arfaethedig Drafft y Pwyllgor (Cymhwysedd Deddfwriaethol)  
(Llwybrau Di-drafft) 2009  
The Draft Committee Proposed (Legislative Competence) (Traffic Free Routes)  
Order 2009**

[194] **Gareth Jones:** Mae'r papur gennyh; mae'n cyfeirio at y Gorchymyn arfaethedig a'r memorandwm esboniadol. Gofyn ydym yn awr i chi, aelodau'r pwyllgor, gadarnhau ein penderfyniad i gyflwyno'r Gorchymyn arfaethedig. Fe'ch gwahoddaf i roi'ch sylwadau neu i gadarnhau ein penderfyniad. **Gareth Jones:** You have the paper; it refers to the proposed LCO and the explanatory memorandum. We now ask you, committee members, to confirm the decision to introduce the proposed Order. I invite comments from you or confirmation of our decision.

[195] **David Melding:** I am content. I think that both the proposed Order and the explanatory memorandum are excellent pieces of drafting. We should move to lay the proposed Order before the Assembly.

[196] **Gareth Jones:** Diolch am y cynnig hwnnw. A yw pawb yn gytûn? Gwelaf eich bod. Diolch i chi. **Gareth Jones:** Thank you for that. Is everybody agreed? I see that you are. Thank you.

[197] Mae un peth y mae'n rhaid i mi ofyn i chi ei gytuno yn ôl Rheol Sefydlog Rhif 22.7(i) ynghylch Gorchymynion arfaethedig pwyllgor. Dywed y rheolau fod yn rhaid i chi awdurdodi aelod o'r pwyllgor—gan gymryd y gwnewch awdurdodi'r Cadeirydd—i fod yn Aelod sy'n gyfrifol am y Gorchymyn arfaethedig pwyllgor hwn. A yw hynny'n dderbyniol gennyh? A yw pawb yn gytûn? Gwelaf eich bod. Mae'n rhaid i ni awdurdodi Aelod sy'n gyfrifol. There is one thing that I must ask you to agree in order to comply with Standing Order No. 22.7(i) with regard to committee proposed LCOs. The rules state that you must authorise a member of the committee—assuming that you will authorise the Chair—to be the Member in charge for this committee proposed LCO. Is that acceptable to you? Does everybody agree? I see that you do. We have to authorise a Member in charge.

[198] That is so that the Member in charge may lay the proposed Order and write to the Business Committee to notify it that the proposed Order has been laid and to seek a decision on how to proceed.

[199] Dyna'r rheswm dros y weithdrefn honno. That is the reason for that procedure.

[200] Mae papur i'w nodi. There is a paper to note.

3.01 p.m.

**Cynnig Trefinadol  
Procedural Motion**



[201] **Gareth Jones:** Yr ydym yn mynd i sesiwn breifat ar gyfer yr eitem nesaf. Gofynnaf i Aelod gynnig hynny.

**Gareth Jones:** We are going into private session for the next item. I ask that a Member make the appropriate proposal.

[202] **Paul Davies:** Cynigiaf fod

**Paul Davies:** I move that

*y pwyllgor yn penderfynu gwahardd y cyhoedd o weddill y cyfarfod yn unol â Rheol Sefydlog Rhif 10.37(vi).*

*the committee resolves to exclude the public from the remainder of the meeting in accordance with Standing Order No. 10.37(vi).*

[203] **Gareth Jones:** Gwelaf fod y pwyllgor yn gytûn.

**Gareth Jones:** I see that the committee is in agreement.

*Derbyniwyd y cynnig.  
Motion agreed.*

*Daeth rhan gyhoeddus y cyfarfod i ben am 3.02 p.m.  
The public part of the meeting ended at 3.02 p.m.*