

Mobile:Engaged

Engaged with driving change

A compendium of information and ideas for preventing mobile phone use by drivers

2021
UPDATE

INCLUDING:

- The Barreto decision
- Charging Options
- Links to new resources
- New Case Studies

Welcome

Welcome to the Mobile:Engaged compendium

We hope you will find it a useful aid to the design of activities which prevent mobile phone use by drivers

The inspiration for this project came from the fantastic range of innovative projects that we were aware of that were aimed at tackling mobile phone use by drivers. We could see massive amounts of time and energy being devoted to trying to address this relatively new challenge – but also frustration amongst people on the frontline who wanted to be able to secure funds to continue their good work, to demonstrate their successes, and to constantly ensure that they were doing the best they could - but were unsure how to best go about that.

We could also see where projects were being designed 'from scratch' whilst somewhere else in the country there were others who could help to point them in the right direction. We also saw a real willingness to try and draw on tools and ideas from the world of academia that were 'out there', but often not in a readily digestible or useable format.

For most of these innovators, the commissioning of consultants or Universities to come in and help them digest the relevant research was simply out of the question. Thanks to the Road Safety Trust we have been able to offer our services at no cost to over 20 different innovators across the UK and, we hope, leave a bit of a legacy of understanding (or at least curiosity!) about what research evidence can bring to policy and practice. Many of those projects are featured here and we want to thank everyone who got involved, whether through completing our survey, meeting with us to discuss their project, or contributing their research.

We hope that you'll find this compendium useful, and we hope that you'll consider seeking out academic research (and maybe even the academics that have produced it!) as you carry on your great work as practitioners and policy-makers who care about the safety of our roads.

Helen and Leanne

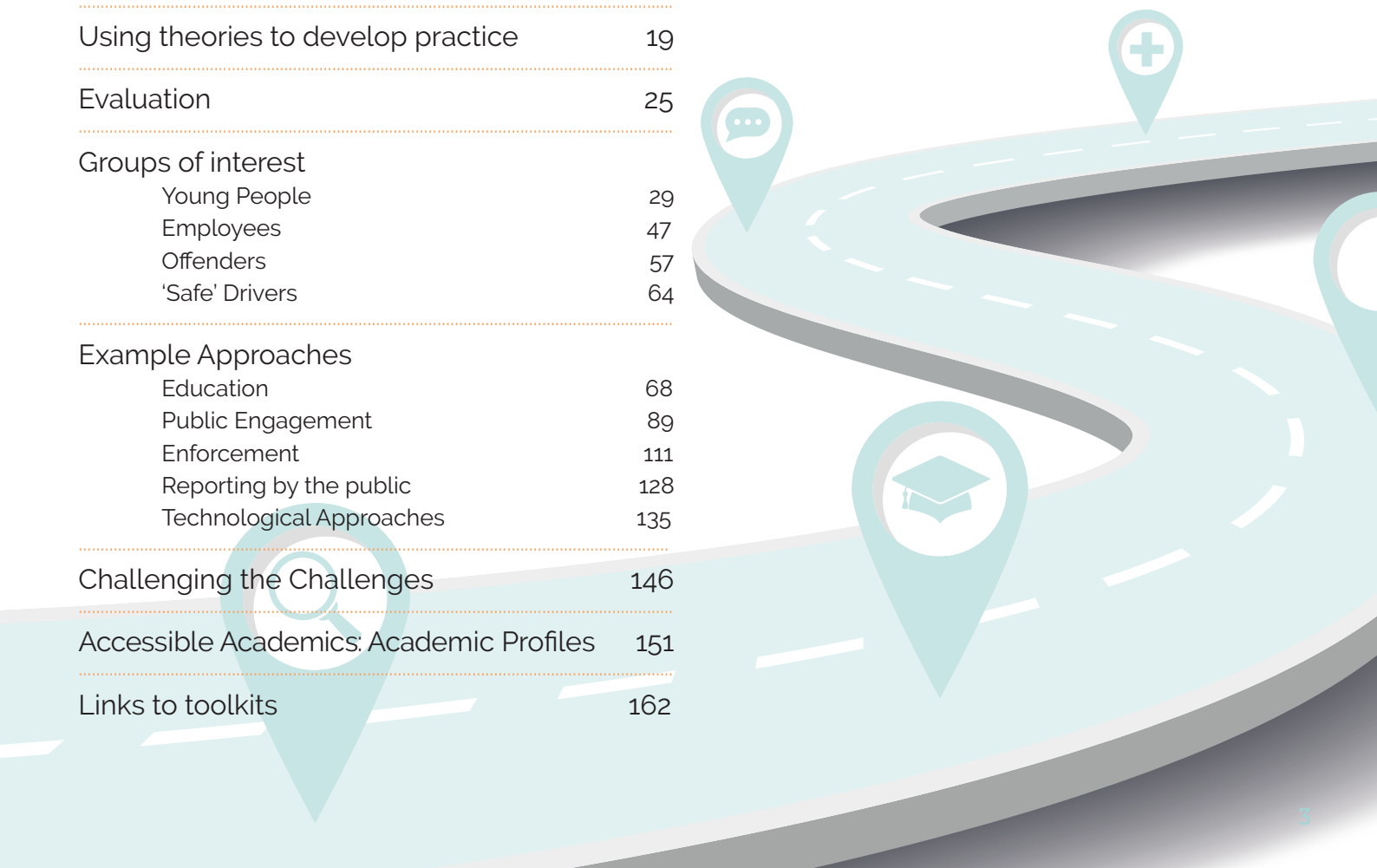


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The aim of this compendium is to provide you with the tools needed to develop an informed approach to tackling mobile phone use by drivers - an approach that is based upon an understanding of the problem in context, draws on research evidence and engages with the need for evaluation.

Of course, you can use the principles we cover here (rather than the specific ideas) for a range of other issues too, making this compendium a useful tool for a range of practitioners and professionals across road safety and roads policing.



Background to this compendium

The issue of mobile phone use

The issue of mobile phone use by drivers is only just beginning to receive the attention it deserves. Unfortunately it already has many of the hallmarks of past battles, with drink driving and speeding for example, as it shares many of the same features: relatively widespread disregard for the law and the reasoning behind it, limited or only localised enforcement capability, and a population unused to (and sometimes hostile to) police attention in the role of offender^{1 2}. The challenges posed by distracting technologies in vehicles are only going to increase in number and complexity, and we certainly can't wait for autonomous vehicles to arrive in the hopes they will solve all our problems.



The Mobile:Engaged research project

With sharing and improving practice at the heart of the research project, our aim was to understand the wealth of innovative activity in the area of tackling mobile phone use by drivers, and to support that activity by bringing academics and practitioners together. We identified and mapped a range of innovations being implemented throughout the UK, then contacted the people behind them and met with them to offer advice on using research to generate research-informed practice, and on methods for evaluating their activities. None of this would have been possible without the Road Safety Trust, who saw the potential in our approach and funded this project. We are very grateful for their support.

The Mobile:Engaged compendium

Based on the outcomes of our many meetings, we have developed this compendium to help share what we have learned, and what we have contributed, with others that we weren't able to meet. We hope it will be useful for a range of professionals in areas of policing, road safety, education, engineering and beyond.

"Our meeting with the Mobile:Engaged team was very helpful in encouraging us to think about the ways that research could inform what we were planning to do."

Sgt. West Midlands Police
Road Harm Reduction Team

"Your recommendations will be invaluable in helping us to develop a new, more co-ordinated and streamlined young driver intervention for young people in South Yorkshire."

Safer Roads Manager
South Yorkshire Safer Roads Partnership

¹ Wells, H., (2008). The techno-fix versus the fair cop: Procedural (in) justice and automated speed limit enforcement. *The British Journal of Criminology*, 48(6), pp.798-817.

² Wells, H. and Wills, D., (2009). Individualism and identity: Resistance to speed cameras in the UK. *Surveillance and Society*.

Using this compendium

Who is this compendium for?

We think that, as you have reached page 5 of this compendium, it is likely that you are in some way concerned about the issue of mobile phone use by drivers. Perhaps you suspect that this is a problem in the area in which you work, or for a particular group that you work with and want to try to understand more so that you can achieve more. Perhaps you know you have a problem with drivers adopting this behaviour, but are not sure what the best option is to address it. Perhaps you are already active in this area, but not sure if you are getting the results you want - or why you are getting the results you are. Equally, it may also be that you are reading this because you have been tasked with 'doing something' and you need a bit more background and understanding before you decide what that 'something' is. This compendium has been developed to support you, no matter what the current stage of your journey, be that thinking, planning, doing, reflecting or evaluating.

We have tried to make the volume as accessible as possible, based on our conversations with practitioners about what they want and need and we even road-tested it on a few professionals to see if we have tackled the right issues in the right order. We have referenced some key ideas throughout, but have tried to keep things as practical and useful as possible. We could never cover every idea, every approach, and every research finding, but we hope we have at least given you the curiosity to find out more and some pointers for how to do that.

How to use this compendium

This compendium can be used in different ways depending upon how you need it to work for you;

- If you are looking for guidance as to how to develop your own approach to tackling mobile phone use by drivers, then we suggest you work through this compendium starting at the beginning and then choosing a route through what you need, to the end.
- If you have already decided to pursue a particular option, you can turn straight to the relevant section - but we think it would still be a good idea to start at the beginning to see if we can surprise you with something you didn't know or hadn't considered!

We know that time is precious and resources are limited so we start by making sure that it's actually worth your while reading this volume in the first place - hence Part 1.



Part 1: What is my problem?

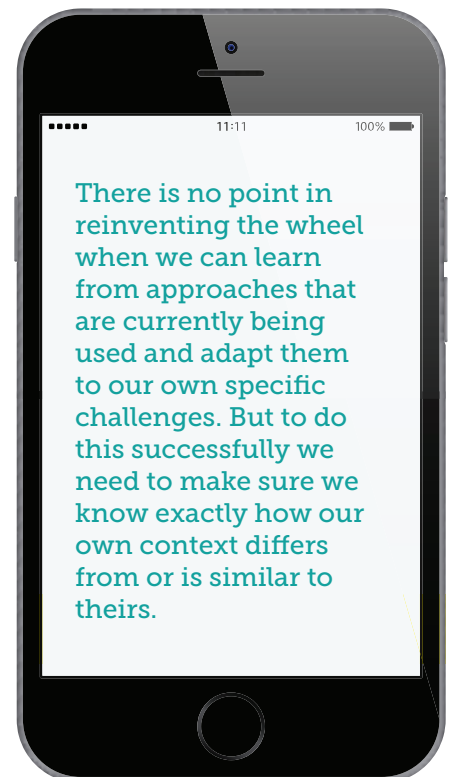
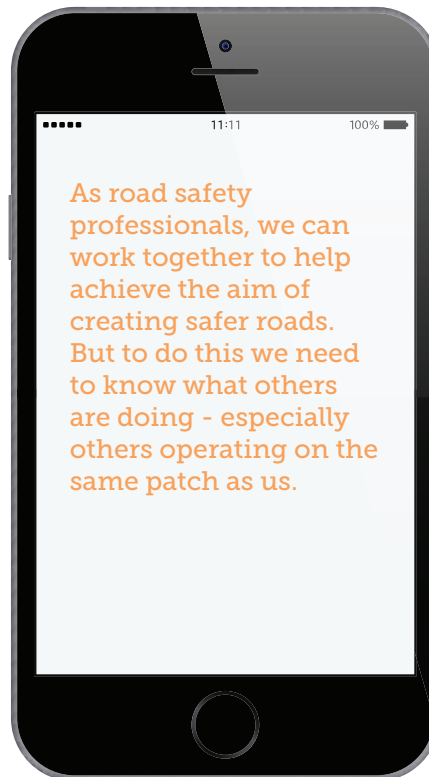
The compendium begins with sections that help you to find out if you are in the right place. By this we mean that we think the first thing to consider is whether or not the issue you have is actually 'mobile phone use by drivers'. Whilst we certainly wouldn't want to put anyone off from engaging with what we have been up to, it is important to understand the nature of your problem and whether it is, indeed, the most sensible option for committing time and energy. We provide some suggestions for how to find that out, using a range of different sources that should be available to everyone.

Part 2: What will work, and how will I know if it's worked?

Assuming that you do, indeed, find that mobile phone use by (some, all) drivers is a logical focus for your efforts and resources, we then encourage you to think about evaluation. Whilst this might seem like an odd consideration (when you've not actually done anything yet!), it's never too soon to think about how you will understand for yourself, and demonstrate to others, what you have achieved. Thinking about evaluating your intervention is also a very effective way of working out if what you think you might like to try is logically going to achieve the outcomes that you are looking for.

Part 3: Groups of Interest

Next, we suggest using the data you have obtained from your information-gathering exercise to dig a little deeper and understand if there is a particular group, behaviour, time or place that is particularly worthy of your attention. We've provided a section on several groups of possible interest and some of the approaches that may work well for them, but we're not saying that everyone has a particular issue with these groups.



** If it turns out it isn't, please keep reading! We think this compendium will be useful whatever the problem turns out to be because most of it is just about ideas and approaches that might work on a range of issues.*

Bonus sections



Case Studies

The compendium also contains sections (our 'Case Studies') that relate to a range of actual projects. In many cases, the innovators behind these ideas have generously agreed to share their contact details so that you can get in touch with them and discuss your own ideas and ask questions. These specific examples also allow you to consider what other professionals have chosen to do in similar situations, and how you can learn from issues they have experienced along the way. Intriguing as this section might sound, we would advise against flicking straight to the 'solution' without first establishing the specifics of your particular challenge.



Added extras

Throughout the compendium you will also find a series of 'added extras'. These range from sources of data for your initial fact-finding mission, to toolkits for evaluating your work, to national schemes that you might want to consider getting involved in or promoting. We've included these where we are well aware that there is some very specific and relevant expertise out there, and we're better off simply pointing you in the direction of where it can be found than trying to summarise it here.



Making the most of academic expertise

Towards the end of the compendium, you will find information regarding a number of 'accessible academics' that you may find useful in further developing your chosen approach. These individuals are happy to be approached about a range of topics, which they have listed for you. Many of the sources we have drawn on in producing our suggestions have come from their work.



Challenging the challenges

On the Mobile:Engaged journey we encountered a number of recurring 'challenges' that seemed to keep cropping up when mobile phone use by drivers was the topic of conversation. Sometimes these came from sections of the public, or the media, but sometimes they were described by the innovators we met because they came from other parts of their organisation. We've listed a few of these challenges at the end of the compendium, along with some of the responses that we think can be offered when they are used.

Why aren't they out catching burglars?!

It might be a really important call...

I'm a good driver so I can handle it.



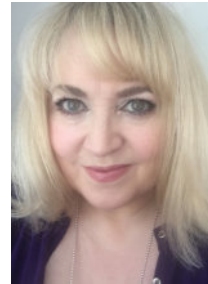
About Accessible Academics

We've pulled together information from a range of experts from different disciplines that we think you'll find helpful. Those subjects include criminology, psychology, law, social marketing and engineering, amongst others.

Whilst we were working with practitioners on the Mobile:Engaged project we realised that there was plenty of enthusiasm for engaging with academic work, but that sometimes the world of academia seemed a bit remote and inaccessible. We hope that, at the very least, we have persuaded the people we met through our Knowledge Exchange Consultations that there is nothing about academics that is particularly off-putting!

But that's why you'll find, at the end of this compendium, pages about particular 'Accessible Academics' - the people behind the research that so many innovators were engaging with, and the people that we've found so helpful in pulling this volume together. All our featured academics have offered their contact details and a selection of topics that they are particularly familiar with - including but not limited to mobile phone use by drivers - and they'd all be very happy to hear from the people who are confronting road safety challenges on the ground, on a daily basis, so that they can benefit from your experience in return for sharing theirs.

Combining the knowledge and expertise of academics and practitioners can help improve the evidence-informed nature, and hopefully the success, of a road safety approach.



Our Accessible Academics aren't just experts on mobile phone use by drivers. Their expertise includes: behaviour change; evaluation; speeding; low-emission vehicles; autonomous vehicles; cycling; procedural justice; enforcement technologies and education.

This range of expertise means that you should be able to find an academic that relates well to your area of interest, whether that is specifically mobile phone use by drivers or other offending behaviour.

If you do get in touch with an Accessible Academic, and if you work together on this or another challenge, we'd love to hear about it - our contact details are at the back of this volume

Understanding the problem

It's really important to understand the issue(s) affecting your communities before being able to provide a targeted and effective approach to those issues. This involves understanding whether the issue is with a particular group of people, for example, with 'young drivers', 'repeat offenders', 'people who drive for work' or 'males', or if it's at a particular time, on particular days, or at particular locations. Different problems will require different tactics so tailoring what we do to what we want to influence is crucial.

But 'understanding the problem' also, crucially, means understanding whether you actually do have the problem you think you do. Sometimes we might believe that a certain behaviour is responsible for our statistics, but it might not be. For example, the issue of mobile phone use often gets talked about in the same breath as 'distracted driving' - but the two are not the same thing.

Distracted driving can include all sorts of activities such as eating at the wheel, talking to (or being talked to by) passengers. If your issue is one of these, and not mobile phone use, then efforts to target phone use won't get us the results we want.

Sometimes the way statistics are recorded is unhelpful as it can mean that a variety of different behaviours are clumped together under a single heading. With limited time and resources, we need to make sure that we are focusing on exactly the behaviour that is causing harm. In this section we also give some sources of potential information to help guide our activity, and some caveats for where we need to be cautious and ask questions about that data.

Where to find data

There are a number of places that you may be able to look for data to identify the problem and any particular group of interest within that problem¹. You should start by looking within your own organisation - whether that is a police force, local authority, or road safety partnership - as you may find that the information you are looking for is available for you there.

If you think the data you want exists already, but is being held by someone who won't share it, try going higher up in their organisation to someone who will know if sharing is possible and who can approve it being shared with you. People can be nervous about sharing data, but if it's anonymous and high level (and that's all we need) then there's not usually any reason not to share it, so don't be put off by being told no 'because of GDPR and all that'. GDPR may not be relevant to the kind of data you are asking for!

Local police forces collect personal-injury road traffic accident data (known as 'STATS19') and this may be particularly useful (if you can get access to it). This data also feeds into many of the other data sources that you may find. There are limitations, though as the role of mobile phone use in a crash may not always be identified and (of course) near misses and minor bumps won't get recorded at all.

¹ RoSPA (2017). *Designing evidence based road safety interventions*. Available from: <https://www.rospace.com/rospaweb/docs/advice-services/road-safety/practitioners/evidence-based-intervention-guide.pdf>



You should also look to sources such as the Department for Transport and Office for National Statistics for road accident and safety statistics, such as the annual DfT reported road casualties documents¹. These are available to everyone and give numbers of people killed and seriously injured in crashes (KSIs) as well as their causation factors. Other online, widely available resources include MAST online, which provides data concerning KSIs and crashes both regionally and nationally (see page 13). This source is particularly useful as you can manipulate and analyse the data in a number of ways, without having to source and use a suitable data analysis package. However, this does not give specific data relating to mobile phone use by drivers.

Another option for finding out about the problem is self-report data. Whilst there are some limitations to this sort of data (mostly concerning the need to trust members of the public to be honest about offending behaviour), this type of data is useful as it can give us an understanding not only of how frequently individuals admit to using a handheld device while driving, but also how frequently they use a hands-free device while driving. A major, annual, report based on self-report data is the RAC Report on Motoring, which can be found via the link at the bottom of this page². Observation is another way of finding out who is doing what (and

who is doing it without having had a crash, yet). Some national statistics are based on observations, or you could collect your own, but remember that not all forms of phone use are easy to see.

If the data you need is not currently held, you might want to consider whether it is possible to start collecting it yourself. This way, you can make sure that you have the exact data you need, for the area you are intending to work on - though it may mean a delay before you can get started, and there may be resource implications.

“There’s suddenly a real problem with crashes caused by people using their phones”

Not all data is going to be in the form of numbers in tables. Don't underestimate the value of 'local insight' (otherwise known as anecdote or experience). Whilst we wouldn't suggest designing a whole project around that local wisdom, it may be that gut feeling or instinct (yours or a colleague's) is a good place to start, and gives you a focus for starting to interrogate the data.

¹ DfT (2015). *Seat belt and mobile phone use surveys: England and Scotland, 2015*. Statistical release. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/406723/seatbelt-and-mobile-use-surveys-2014.pdf

² RAC (nd). *RAC Report on Motoring*. Available from: <https://www.rac.co.uk/report-on-motoring-2019/>

What data can tell us

Whilst it is important to use data to inform our work, it is also necessary to consider the worth of that data, and what it can actually tell us about the 'problem' we think we might have. As mentioned above, data collected by the police and that used to inform DfT annual reports can be difficult to interpret, as some mobile phone use by drivers goes undetected even when a collision occurs.

Other sources simply provide KSI or crash data, which can be usefully manipulated to understand where the greatest risk for KSIs or crashes lie, but generally do not tell us whether that issue is related to mobile phones specifically. They are useful to identify where (geographically) or who (in terms of age or gender) our focus might need to be on, but more is needed to recognise whether the issue there is indeed mobile phone use by drivers, or whether by tackling that, you are ignoring a different problem. A combination of getting hold of the data, but asking questions about its relevance and value, is often the most useful and meaningful way of 'understanding the problem'.

How to use data

Once you have gained access to, or created your own, data, this can be manipulated in a number of ways. The type of data and programme that it is inputted into, as well as your own talents in this area, will influence what you can do with that data and the conclusions that can be drawn from it.

To conduct analyses, it is necessary to have some form of primary statistic, which may include the number of deaths or injuries, the number of self-reported or observed offences, or the number of crashes linked to mobile phone use by drivers. These should be

combined with some other form of data, such as age, gender, road location, reasons for driving, or reasons for offending, amongst a range of other pieces of information to build our understanding. The rest of this volume gives you some ideas for when you get to that point.

The more forms of other data we have to put together, the better. Age and gender are useful, as an understanding of the age group and gender most frequently associated with the risky behaviour can then help to shape what you do next and where you go to do it. This is important as research has found different forms of approach are more or less useful for different age groups and genders. Geographical location may be used to target an approach at a particular area (whether that be as education to schools in that area, or enforcement on certain roads). Asking people for their reasons for offending can also be interesting and helps us understand what's driving the problem behaviour.

The RAC Reports on Motoring¹ and AA Populus Polls² provide some national data relating to driver behaviour and attitudes regarding mobile phone use by drivers.

¹ RAC (nd). *RAC Report on Motoring*. Available from: <https://www.rac.co.uk/report-on-motoring-2019/>

² AA (nd). *AA Populus Motoring Panel*. Available from: <https://www.theaa.com/about-us/public-affairs/aa-populus-motoring-panel>

So, even the most simple forms of data, such as frequency of self-reported offending, can be analysed in useful ways when they are combined with information regarding age, gender, and reasons for driving, for example. This would allow analyses to recognise what gender and age category of individuals are more likely to report offending, and also why those individuals claim to use their phones while driving. We might guess it's because of time pressure, but actually discover that boredom plays a big part, for example.

Using programmes as simple as Microsoft Excel allows you to establish the percentage of drivers involved in a collision who are male or female, are of a certain age or live in a certain geographical area (providing you also have that information), as well as to develop charts and graphs that pictorially represent any differences between genders, age groups or location. Visualisation of the data can help you to understand what it shows, but also helps to persuade others who may need convincing to act, or to resource activity.

The MAST online capability described on page 13 also allows these analyses to be performed. More advanced packages will generally allow you to do more, but will also require additional data analysis skills.

The RAC Report on Motoring provides some data regarding the issue of mobile phone use by drivers. The 2019 Report¹ found that 23% of drivers admitted to making or receiving a handheld call while driving. 17% admitted to checking text messages, emails or social media while driving. These were all slight increases on the results obtained the previous year.

This highlights a couple of important issues with what we 'know' about the problem. Firstly, there are lots of forms of 'use' of a phone and, secondly, not all of these are illegal - even though they are distracting. We explore these issues later in the compendium.



¹ RAC (2019) Report on Motoring, Available from <https://www.rac.co.uk/drive/features/report-on-motoring-2019/>

Added Extras

Mast Online

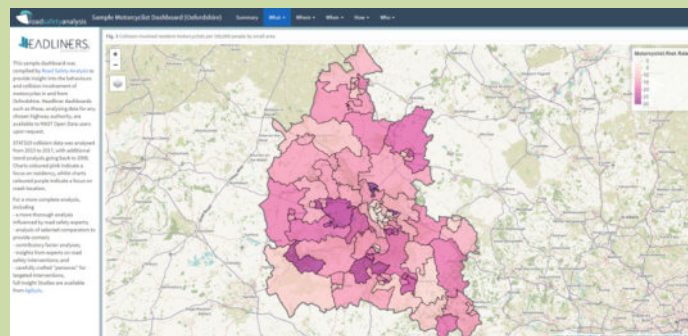


High quality information is invaluable for road safety practitioners and professionals, to support sound decision-making and focus limited resources where they are most needed.

Historically in road safety, decisions were often based on repetition and assumptions because accurate and relevant information was not readily accessible. MAST Online has changed all that. Originally developed as a government funded project, MAST has grown into a web-based data portal providing complete access to comprehensive national casualty and collision data for the road safety profession. It also adds an invaluable socio-demographic perspective to this data, which is not available from any other source. It facilitates evidence-based creation of 'personas' to enhance how we understand, influence and communicate with the people most affected by different types of risk. This strong evidence base helps build efficient, targeted and effective interventions for our communities.

You do not have to be an analyst to use MAST: interrogating the data is made easy with intuitive and insightful ready-made dashboards and maps that are available to all subscribers.

Recently added 'Headliner' reports contain information about residents' road safety exposure as well as collisions in the area, with a mixture of charts and maps exploring issues relating to specific groups in more detail. Our analytics team have produced 1,230 individual Headliners reports for GB highway authorities which focus on key road safety user groups such as motorcyclists or older drivers. Six groups are profiled in each authority area by default with the content available to view in a web browser via the MAST Portal. Custom areas (including police and FRS areas) are available to subscribers on request.





In addition to road user group Headliner maps, MAST members can also access three risk maps for all collisions in their area, as well as all resident casualties. These maps also provide an introduction to the MAST Roads network, which is built upon a series of over 100,000 functional links for the classified road network (M, A(M), A and B roads). MAST is, and always has been, continually responsive to industry changes and what they mean for its users. This year, as DfT recently published new serious injury severity adjustments in their data to accommodate change generated by the move to injury-based reporting systems such as CRaSH, the industry needs to match to their own data and carry out their own analysis.

Naturally, we have carried out this task and published the results for our members. It is available to assist the profession in our latest new feature MAST DataMods, which is available at no additional cost to all users in public sector MAST member organisations. DataMods complements existing MAST content by publishing new data sources of value to road safety stakeholders, starting with the severity adjustment data.

MAST continues to be provided at cost to practitioners by Road Safety Analysis, a not-for-profit company, and is still run by the original project team. In 2019 we simplified our pricing to offer MAST to all users for £995+VAT per organisation per annum**.

MAST also seeks to encourage best practice in the field, empowering professionals at all levels by providing direct data access. This shared information base encourages co-operative working across agencies and supports innovative thinking. It also reduces the workload of processing routine queries accurately, such as Freedom of Information requests and press enquiries. To compliment MAST's unrivalled value RSA, along with the related specialist consultancy firm Agilysis, provides a broad suite of road safety support services. These services include not only analytical reports, evaluation projects and research papers focussed on supporting the real needs of the transport safety sector, but also extends to evidence based front line delivery. A complete suite of engaging interactive online educational resources has been designed and evaluated using intelligence-led principles and behavioural change techniques and will be released in spring 2020 after the successful completion of pilot schemes.

Our intervention monitoring tool V-Four is a web-based tool which provides a complete solution for managing enforcement infrastructure. Designed by professionals with many years' experience, V4 addresses the practical challenges of organising site-based road safety enforcement interventions; including activity logging, data control, management reporting and partnership working.

RSA is proud to have worked with a diverse range of partner organisations including: the Department for Transport, the International Transport Forum, Highways England, the Scottish and Welsh governments, the Road Safety Foundation, Transport for London, RAC Foundation, Transport for Greater Manchester, Road Safety GB, IRF, the Peninsula Partnership and many more. The team's work has contributed to multiple award-winning schemes, including six Prince Michael Road Safety Awards, two CIHT road safety awards and the ITF Young Researcher of the Year. Meanwhile, the team remains committed to MAST's original guiding principle: to let the data tell its story.

Understanding 'mobile phone use' while 'driving'

Up to now, we have been talking rather uncritically about 'mobile phone use while driving'. However, research has shown that many people do not know what it means to use a mobile phone while driving. This includes police officers as well as members of the public¹, and is easy to understand given the complicated language of the law, the ways laws are simplified in the media, the ways people talk to each other about what is 'ok' and what isn't, and the range of capabilities and types of technology that we have now.

Whilst not the only law that can be used to prosecute mobile-using drivers (see page XX), The Road Vehicles (Construction and Use) (Amendment) (No. 4) Regulations state that:

"(1) No person shall drive a motor vehicle on a road if he is using— (a) a hand-held mobile telephone; or (b) a hand-held device ... other than a two-way radio, which performs an interactive communication function by transmitting and receiving data.

(a) a mobile telephone or other device is to be treated as hand-held if it is, or must be, held at some point during the course of making or receiving a call or performing any other interactive communication function...

(c) 'interactive communication function' includes the following:

- (i) sending or receiving oral or written messages;
- (ii) sending or receiving facsimile documents;

- (iii) sending or receiving still or moving images; and
- (iv) providing access to the internet."²

This legislation was developed in 2003, and has not been amended since (though the penalty has, of course, changed). This is despite the capabilities of mobile phones in 2003 as being dramatically different to what they are now - from a device able to receive some 2G phone signal, send/receive messages and make calls, to a device that is, essentially, a fully-fledged computer and entertainment system you can fit in your pocket.

New challenges also stem from the creation of devices such as smartwatches that are *worn* rather than *held*, and whether their 'use' constitutes an offence using this legislation. During 2019 we saw the start of a debate around the need to change the law, and a Transport Select Committee report on handsfree use. The report, and the Government's response, are worth a read³.

Can I...?

If you find yourself being asked if a particular activity is 'allowed' or not (as we get asked all the time), or if 'they can do you for it' or not, try reframing the question in terms of whether you 'should' rather than 'can'. We shouldn't be focussing on what is legal, so much as what is safe - and unfortunately these aren't always the same thing.

¹ Savigar, L (2018). *Preventing mobile phone use while driving: appreciating the equivocal nature of identity, safety and legality in an uncertain world* (Unpublished doctoral thesis). Keele University, Staffordshire.

² The Road Vehicles (Construction and Use) (Amendment) (No. 4) Regulations 2003: 1.

³ House of Commons Transport Committee (2019) Road Safety driving while using a mobile phone (Twelfth report of session 2017/19) <http://publications.parliament.uk/pa/cm201719/cmselect/cmtrans/2329.pdf> and the Government Response: <http://publications.parliament.uk/pa/cm201920/cmselect/cmtrans/237/23702.htm>

Whilst other offences, such as 'driving without due care and attention' or 'failure to maintain proper control of a vehicle' may be used by the police for occasions when driving is poor but the 2003 law is unhelpful, this can get complicated. Monitoring of 'the problem' of mobile phone use by drivers becomes more difficult as some 'use' might be hidden in the statistics relating to these other offences - but we cannot assume that all these offences involved a mobile phone.

Just as importantly, it is necessary for us to question **what members of the public believe is meant by the term 'use'**. Most drivers won't know the specifics of the law, and will have got their understanding of what they 'can' and 'can't' do from shorter, more easily accessible forms of information, such as that provided in the media, and from talking to other road users.

The fact that the law only relates to *handheld* use may encourage drivers to consider 'use' to only mean physically demanding, active tasks, such as holding a phone to one's ear or writing a text message, whereas other more passive (but distracting) actions such as glancing at a phone to see who is calling, or reading a text, may be less likely to be considered problematic. Similarly, in 2018, 25% of those questioned admitted to using a handheld mobile phone while driving, but a larger 39% admitted to using a handheld mobile phone while stationary with the ignition on¹ - which is also, technically, driving.

Those that do not consider themselves to be 'users' or 'drivers' for these reasons may well ignore road safety education aimed at reducing mobile phone use. They also won't appear in self-report statistics.

"I don't USE my mobile phone while driving. I just check my texts and choose what music I want to listen to".

Deconstructing the law:

"Drive" - in 2003, most cars didn't have the assistive technologies we have today. Do drivers understand when they are actually 'driving'?

"Using" - compare phone functionality from 2003 with what we can do now.

"Hand held" - do wearable devices count as held? Why is hands-free use not illegal?

"Mobile telephone" - many cars have full phone functionality built-in to the dashboard. What about tablets that are not sold as phones but allow video calling?

One of the challenges you may face in relation to action targeted at discouraging hands-free mobile phone use is the suggestion that it is no different to talking to a passenger. However, research has shown that sharing the environment with a driver allows passengers to manipulate their conversation based upon the driving context² (what we may call shared situational awareness).

However, an individual on the other end of a phone is not aware of complex and evolving driving situations. They are therefore less likely to moderate their conversation based on the extent to which the driver needs to concentrate.

See our section on 'Challenging the Challenges' for more ideas for how to respond to drivers who aren't convinced.

¹ RAC (2019). *RAC Report on Motoring 2018*. Available from: <https://www.rac.co.uk/pdfs/report-on-motoring/2019>

² Drews, F.A., Pasupathi, M. and Strayer, D.L., 2008. Passenger and cell phone conversations in simulated driving. *Journal of Experimental Psychology: Applied*, 14(4), pp.392-400.



Hands-free use

The 2003 law, as we have seen, relates only to handheld mobile phone use. But much research has shown that there is no difference between handheld and hands-free use in terms of the distraction they cause¹. Both actions cause individuals to brake inappropriately², swerve between lanes³ and otherwise drive inappropriately⁴. It is the cognitive (mental) distraction that interferes with the driving task, rather than simply the physical act of 'holding' a phone⁵.

The real extent of hands-free use is unknown - it's technically legal so not really recorded, and it's much more difficult to observe than handheld use. When we focus our activities on enforcing or educating about the law, we risk pushing people towards hands-free mobile phone use as a legal, though dangerous, alternative. This means that we have to make sure that we educate about distraction, rather than just educate about the law.

- ¹ Strayer, D.L., Turrill, J., Cooper, J.M., Coleman, J.R., Medeiros-Ward, N. and Biondi, F., 2015. Assessing cognitive distraction in the automobile. *Human factors*, 57(8), pp.1300-1324.
- ² Haque, M.M. and Washington, S., 2015. The impact of mobile phone distraction on the braking behaviour of young drivers: a hazard-based duration model. *Transportation research part C: emerging technologies*, 50, pp.13-27.
- ³ Owens, J.M., McLaughlin, S.B. and Sudweeks, J., 2011. Driver performance while text messaging using handheld and in-vehicle systems. *Accident Analysis & Prevention*, 43(3), pp.939-947.
- ⁴ Horrey, W.J. and Wickens, C.D., 2006. Examining the impact of cell phone conversations on driving using meta-analytic techniques. *Human factors*, 48(1), pp.196-205.
- ⁵ Burns, P.C., Parkes, A., Burton, S., Smith, R.K. and Burch, D., 2002. *How Dangerous is Driving with a Mobile Phone?: Benchmarking the Impairment to Alcohol* (Vol. 547). TRL.



Added Extras

Don't Stream and Drive

The #DontStreamAndDrive campaign initially began as a hashtag on twitter. Neil Dewson-Smyth - the founder and a keen social media user - was drawn to the increasing use of live video across social media platforms. As he began to explore live video and how it could be utilised he began to notice that some people were live streaming video whilst driving. This is a form of mobile phone 'use' that perhaps doesn't occur to us straight away, and that many campaigns and projects haven't addressed.

It was clear from the outset that traditional communication methods were not suited to this campaign. The message had to get to the people within the livestreaming community and that meant taking it into social media where the problem existed. The campaign started with Neil challenging users about their driving/livestreaming behaviour in the hope he could get them to stop.

The message and awareness of it across social media continued to grow and, in 2016, the hashtag was consolidated into one campaign day to specifically target this danger on our roads. The campaign runs all year round and has reached well in excess of 100 million people on Twitter. The campaign has gained the support of many police forces, ambulance trusts, fire and rescue services, road safety organisations and many others across the UK and beyond.

The wider use of the mobile phone by drivers is an increasing threat. Many drivers experience self enhancement bias and as such recognise the dangers but may well still go on to use their phone behind the wheel. The age old belief is that these things happen to other people.

Most campaigning and road safety material around phone use by drivers focusses on calls and texts. It often depicts the driver holding the phone. Many livestreaming drivers therefore do not associate their behaviour with that depicted as the phone is often not hand held. They often conclude that they are safe which couldn't be further from the truth.

For more information visit: www.dontstreamanddrive.com or follow @SgtTCS

You Didn't see that child

#DontStreamAndDrive

Using theories to develop practice

'Theory' can seem like the opposite of 'practice' – something rather remote and inaccessible, even irrelevant. We'd like to introduce a *few* ideas that we think are particularly helpful and which provide frameworks that can be pretty easily transferred across into practice.

We hope that you will find that they *make sense* – not just because we have described them beautifully(!) but because you can see how they relate to, and help to explain, issues and challenges that you recognise from your own experience. The next step is then to use them in the design of your own approaches.

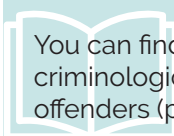
A brief overview of some theories will be provided here, but we have also included some references for more in-depth reading if you find yourself inspired to read more. We've obviously not included all the theories that might be relevant – just a few that appealed to the innovators we engaged with and which seemed the most readily transferable into practice.

An accessible summary of these theories can be found at <https://www.rosipa.com/rospaweb/docs/advice-services/road-safety/practitioners/evidence-based-intervention-guide.pdf>.

The Theory of Reasoned Action

Developed to explain how and why individual behavioural choices (like the decision to 'use' a mobile phone) are made, the Theory of Reasoned Action (TRA) states that **behavioural intention is the greatest predictor of behaviour**, and that attitudes and *perceived social pressure* (known as subjective norms) influence that behavioural intention¹. Attitudes exist in two forms according to this theory; evaluation – the content of the attitude, and strength of belief – the level of belief in the attitude. Subjective norms can also be understood as existing in two parts; normative beliefs – perceptions of others' expectations (what we think other people think) and motivation to comply – personal importance of others' expectations (whether we care what these people think).

Within our context, according to this model, risky attitudes and the belief that others accept risky behaviour (or a disregard for the opinion of others) may lead to risky road user behaviour. **So we may expect people to be influenced by their own attitudes as well as by how they think others think about things.**



You can find more relevant theory (particularly criminological theory) in the section all about offenders (p57+)



Many of our 'accessible academics' (p146-154) are also experts in translating theories like these into practice.

¹ Fishbein, M., & Ajzen, I. (1975). Belief, attitude, intention, and behavior: An introduction to theory and research. Reading, MA: Addison-Wesley.

Dual-process models

There are many theories that fall under the category of dual process models, including the 'elaboration likelihood model' and the 'heuristic systematic model' and, while they do have differences, they share some similarities. According to dual-process models of behavioural decision-making, there are two modes for decision making; one that is based on **automatic reaction and emotion** and the other that is based on **logical, planned thought**. The former involves thought-out, conscious process of decision making whereas the latter involves automatic, unconscious processes¹.

Dual-process models are useful to bear in mind for our context because they draw attention to the fact that **decisions can be made with little thought or consideration, and offending does not always result from risky attitudes or thought-out intentions to offend**.

The Theory of Planned Behaviour

A development of the Theory of Reasoned Action, the Theory of Planned Behaviour (TPB) states that attitudes and subjective norms can influence behavioural intention **but also** that perceived behavioural control contributes to that intention¹. This means the belief that an individual has in their ability to control the action or behavioural choice in question, with **individuals more likely to form that intention to do something if they believe that they are able to do it successfully and control the factors associated with doing it**.

The Theory of Planned Behaviour has relevance to our context because it would argue that someone who believes they can control a situation and its outcome may act in a risky way regardless of the known risks (which they believe are relevant to others but not themselves).

Social Learning/Cognitive Theory

Originally developed as the Social Learning Theory, Social Cognitive Theory claims that individuals learn from the observation of others during a range of interactions and encounters³. Replication of those behaviours follows a cognitive process whereby individuals recall the process of behaviour and responses or consequences to that behaviour that they have witnessed.

Individuals in our context may learn behaviour from other adults, peers or media representations. In some cases they will learn that the observed behaviour has no consequences, but we might hope to change their behaviour by being shown negative outcomes (through education for example) . **However, the difficulty in applying this theory to road safety interventions is that individuals may observe or cognitively process a behaviour but not change their own behaviour as a result of that - and it is very difficult to control what sort of outcomes someone observes in addition to what we want them to observe**.

¹ Chaiken, S. and Trope, Y. eds., (1999). Dual-process theories in social psychology. Guildford: Guilford Press.

² Ajzen, I. (1991). The theory of planned behavior. Organizational Behavior and Human Decision Processes, 50, 179–211.

³ Bandura, A. (1986) Social Foundations of Thought and Action: A Cognitive Social Theory. Englewood Cliffs, NJ: Prentice-Hall.

Transtheoretical Model (Stages of Change)

The Transtheoretical Model of behaviour change claims that behaviour change occurs in five stages and may be useful for thinking about how we go about persuading people to stop behaving in one way and start behaving in another¹ – arguably what we spend most of our time doing!

The **first stage** is 'pre-contemplation', where individuals are not intending to take action to change their behaviour – they are not even 'contemplating' it.

The **second stage** is 'contemplation', where individuals are considering change in the near future.

The **third stage**, 'preparation', involves individuals having a plan to change their behaviour and how that will be achieved.

The **fourth stage** is the stage at which individuals take 'action' to change their behaviour.

Following this stage comes the **fifth stage** – the 'maintenance' stage, where behaviour change is cemented.

In our context, individuals may be encouraged (through a variety of means) to move from one stage to another through the provision of information or advice, the threat of sanctions or the offer of rewards, and be equipped with the tools and resource to implement any change that we inspire. We can also see ourselves as having a role in helping drivers to maintain any changes they make. One of this theory's major contributions is, perhaps, in encouraging us to see change as a *process* rather than as an event. Individuals may move backwards and forwards between stages, and what works for someone in one phase may be irrelevant to someone at a different point in their journey (see our Case Studies for examples of how this understanding can inform practice). An accessible summary of this theory can be found below.

In addition to these theories, there are a range of other theories that may be used to inform road safety approaches, including the Reasoned Action Process Approach, the Differential Association Theory, the Health Action Approach and the Fogg Behaviour Model, amongst many others.



Many of our 'accessible academics' (p146-154) are also experts in translating theories like these into practice.

¹ Prochaska, J.O. and DiClemente, C.C., 1986. Toward a comprehensive model of change. In *Treating addictive behaviors* (pp. 3-27). Springer, Boston, MA.

Behaviour Change Techniques

Behaviour change techniques have been developed from various behaviour change theories. BCTs are commonly encountered in our context (you'll hear them discussed at conferences for example, or you may be offered toolkits and project ideas that are based on them) and it is relatively easy to make sure that what you plan to do incorporates some BCTs. Versions of these approaches suggest as many as 93 BCTs can be identified, but according to the handy RAC Foundation guidance on this topic¹, there are 13 primary groupings into which BCTs fall. These groupings are: goals and planning, feedback and monitoring, social support, shaping of knowledge, natural consequences, comparison of behaviour, associations, repetition and substitution, comparison of outcomes, reward and threat, regulation, antecedents, identity, scheduled consequences, self-belief, and covert learning. It is possible to see evidence of the other theories we have discussed in some of these categories. Some BCTs may be more or less useful in a context like ours, depending upon the target audience and

the way we choose to influence them (enforcement or education for example). You will see later on in our Case Studies that we have often suggested that the projects we have met would benefit from engaging with BCTs in some way.



For more information regarding Behaviour Change Techniques, the following sources may be useful:

- ¹Fylan, F. (2017). *Using Behaviour Change Techniques: Guidance for the road safety community*. RAC Foundation. Available from: https://www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_change_techniques_Guidance_for_the_road_safety_community.pdf
- Sullman, M. (2017). *Young driver safety: A review of behaviour change techniques for future interventions*. RAC Foundation. Available from: https://www.racfoundation.org/assets/rac_foundation/content/downloadables/Young_driver_safety_a_review_of_behaviour_change_techniques_for_future_interventions_MSullman_March_2017.pdf
- Fylan, F. and Stradling, S., 2014. Behavioural Change Techniques used in road safety interventions for young people. *Revue Européenne de Psychologie Appliquée/European Review of Applied Psychology*, 64(3), pp.123-129.
- Michie, S., Van Stralen, M.M. and West, R., 2011. The behaviour change wheel: a new method for characterising and designing behaviour change interventions. *Implementation science*, 6(1), pp. 6-42.

Both the TPB and dual-process models of behaviour, discussed previously, have been used to inform behaviour change techniques.



Road Safety GB Academy

At a Glance

- The professional development arm of Road Safety GB
- Comprehensive suite of road safety training courses
- Complimentary membership for Road Safety GB members
- Applications welcomed from other road safety professionals

Formed in 2013 with the full support of the Department for Transport, The Academy is the professional development arm of Road Safety GB.

The Academy provides road safety practitioners with support and guidance to develop and enhance their skills to deliver effective, evidence-led road safety interventions.

In 2016, The Academy was awarded a prestigious Prince Michael International Road Safety Award for improving the quality of training for road safety professionals and standardising the delivery of road safety initiatives.

Training courses

The Academy offers a comprehensive suite of training courses for road safety professionals, including its two flagship courses - the Road Safety Practitioner Foundation Course and the two-day Behavioural Change Course. Launched in 2013, the *Road Safety Practitioner Foundation Course* provides participants with an overview of the knowledge and skills they need to effectively and safely deliver a road safety educational intervention.

The *Behavioural Change Course* covers: road user behaviour; behavioural models; behavioural change techniques; behavioural insights; mapping behaviours; and developing interventions using behavioural models and change techniques. This course has also been remodelled as *Human Factors in Engineering*, specifically for highways engineers who want to develop their understanding of the human in the engineering process.

Other Academy courses cover topics including media training, social media, evaluation, delivering road safety in a primary school setting, presentation skills – and client centred learning for ADIs.

Road Safety GB qualification

The Academy has developed its own road safety qualification which is set out in four levels of attainment: Level 1 - Practitioner; Level 2 - Advanced Practitioner; Level 3 - Specialist; and Level 4 - Manager.

Each of the Academy courses generates credits towards the full Road Safety GB qualification and other external courses may be included in building credits. The individual courses may also be used for CPD accreditation.

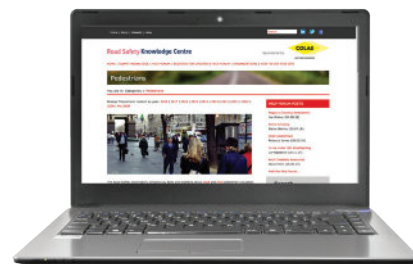
Membership

Local authority members and corporate members of Road Safety GB are entitled to a number of complimentary individual memberships of The Academy for their road safety employees.

For more information about The Academy and the training courses it offers, visit: rsgbacademy.org.uk



Road Safety Knowledge Centre



Added Extras

Road Safety Knowledge Centre

The Road Safety Knowledge Centre was launched in 2010, with funding provided by the Department for Transport. Owned and managed by Road Safety GB, the Knowledge Centre is an online library of road safety related information and expertise, derived primarily from UK-based road safety organisations. Access to the Knowledge Centre is available free of charge to anyone.

The Knowledge Centre comprises road safety reports, research and interventions categorised by road safety topic/road user (speed, young drivers etc) and a range of other criteria including education, publicity, engineering, enforcement etc.

<http://www.roadsafetyknowledgecentre.org.uk>

Information is added on a weekly basis and the 'library' currently comprises more than 3,600 'listings'. The Knowledge Centre also contains a 'Help Forum', which is used by road safety professionals to seek advice and support from colleagues.

The Knowledge Centre has more than 4,500 subscribers who receive the free weekly email alert giving details of what's been added in the past week, and recent Help Forum requests. Use of the Knowledge Centre continues to increase steadily year-on-year. In the period May - July 2018 the average monthly traffic was 6,390 visits (up 25% YOY) and 5,223 visitors (up 31% YOY).

More information/submit knowledge

For more information, or to submit an item for inclusion in the Knowledge Centre, please contact Nick Rawlings, Knowledge Centre Project Manager, by email: nrawlings@stennik.com or on 01379 650112.

Register for alerts

To register to receive the weekly email update and/or Help Forum requests, visit:
www.roadsafetyknowledgecentre.org.uk/users/register.html



Evaluation

By now, you should have identified that your problem is mobile phone use by drivers. At least, that's what we'll assume for now, but the basic message here applies to whatever problem you might be encountering. At this point, you should *already* be thinking about evaluation. This might sound a little hasty, but the problem you have identified will already be shaping the kinds of answers that you want to be able to provide (to yourself, to colleagues, to managers, to funders).

With the problem identified, we need to move towards articulating your aims and objectives. Do you want to know if you have reduced offending, or reduced 'use', or filled a gap in knowledge, or changed attitudes, or done any of these things in respect of a *particular* group of people? How will you know the answers to these questions? Ultimately, it is likely that we want to reduce road death and injury, but it's unlikely that we will ever be able to directly measure our contribution to that, not least because it is impossible to measure what doesn't happen (if we prevent a collision, for example). But it's also difficult to figure out if a change is the direct result of what we did, as opposed to a range of things that

may have impacted on the same people at the same time we were trying to influence them.

Evaluation is essential as without it you won't know if your approach worked or (importantly) *how* it worked. When designed well, evaluation can tell us what we should carry on doing, what we need to do a little differently, and perhaps even what we should stop doing completely¹. For example, we might think that by training drivers more thoroughly we would make them better drivers – but discover that we were actually only increasing their confidence and belief that they can handle risky situations (see the theories on p19-22 for why this might be the case). A lot of what we do may have an intuitive appeal, but just because we've always done it that way doesn't mean we should continue doing it. At some point we are going to have to show, understandably, that what we are doing is working.

Evaluation is often essential for arguing for resources - or arguing that we should not lose the resources that we have.

¹ RoSPA (nd). *Road Safety Evaluation*. Available from: <http://www.roadsafetyevaluation.com/helpandguidance/introduction/evaluation>.

So, it's tricky to measure *outcomes* and claim them as 'ours', but we would still advocate trying to answer the bigger questions, rather than just measure *outputs*. It is certainly valid to want to 'deliver education to 300 children', and this might be a good intermediate output measurement of our progress, but this won't tell us if our education was any good, or if anyone was actually paying attention. So it won't tell us if we were successful in creating the outcomes we want - changes to attitudes, behaviours or the safety of our roads.

It is important to develop aims that are both achievable, and can be measured, and this might mean a mixture of 'outputs' and 'outcome' measures. Remember outcomes can be harder to prove (and harder to demonstrate that it was our actions that led to them), but outputs can be a little artificial if measured on their own.

Ask yourself:
Can you actually measure what you want to achieve? If not, are there any valid 'proxies' that you could measure instead?

Outputs:

Number of children shown video, number of leaflets distributed, number of people taking a safe driving pledge.

Outcomes:

Observed levels of handheld phone use*, number of serious collisions where mobile phone use is recorded as a factor**, self-reported attitude and/or behaviour change.

You need to make sure that the outputs and outcomes you identify are logical and *possible* given your chosen approach (we know, we've not got to that bit yet, but it's coming). Logic mapping is a really useful way of working through your idea to see if there are logical links between one activity and the next, ending up with the outputs and outcomes you want. If there are gaps in the logic, then what you are planning won't get you when you want go. A really useful guide to this process is the DfT's *Logic mapping: hints and tips*¹.

- * Of course, we need to consider if we have displaced the danger on to hands-free use....
- ** Of course, we need to consider if anything has changed in police recording practices....

¹ DfT (2010) Logic mapping: hints and tips for better transport evaluations. Available from <https://www.gov.uk/government/publications/logic-mapping-hints-and-tips-guide>

Getting help with evaluation

Rather than try to recreate some of the handy resources that there are 'out there', or to try and second-guess every reader's needs, we've included some examples of evaluation guides and encourage you to engage with them. We've also reflected on the evaluation challenges of each case study project throughout the volume.

Sometimes, you might find that you have the resources to commission an external evaluation of your work. This can appeal for a number of reasons, not least because you might like to hand over the whole process to someone else, but independence can also give extra credibility. Given how invested we are in our projects it might be hard to stay really detached and objective. Plus, other people do this for a living!

Even if you are not planning to do an evaluation yourself, it can be useful to read a little around different types of evaluation to get an idea of the 'type' that you want. For example, if you are interested in levels of offending, you may be interested in a 'quantitative' project, involving a method such as a questionnaire, that assesses self-reported offending with large groups of people both before and after experiencing an intervention, or you may require an observation project

that involves observing the number of offenders who can be seen using a mobile phone while driving on a given road. If you are interested in understanding why behaviours have changed or how your target demographic group believe your road safety strategy could be improved, 'qualitative' approaches including interviews or focus groups would be better suited as they provide more depth of understanding.

We would encourage you to really make sure that anyone who comes in to evaluate your project really understands what you require, and understands the practicalities of what is being delivered, so that they can design an evaluation that is realistic and achievable and answers your questions.

Toolkits such as E-valu-it¹ can be usefully combined with more specific guidance². Information on evaluation more generally can also be useful; The Dorset County Council guide³, for example, is a simple and easy-to-navigate toolkit.

We know that evaluation can seem daunting, and that many practitioners lack confidence in it⁴, but even if you don't plan on becoming an expert evaluator yourself, everything you do learn can help you get value for money from someone else.

¹ RoSPA (nd). *E-valu-it Logic Model*. Available from: <http://www.roadsafetyevaluation.com/introduction/logicmodel>

² Helman, S., Ward, H.A., Christie, N., & McKenna, F.P (2011) *Using behavioural measures to evaluate route safety schemes: detailed guidance for practitioner*. Available from <http://www.roadsafetyevaluation.com/docs/behavioural-measures.pdf>

³ Dorset County Council (nd). *Evaluation Toolkit*. Available from: <http://www.roadsafetyevaluation.com/docs/evaluation-toolkit.pdf>

⁴ Fosdick, T (2019) Effectiveness of UK Road Safety Behaviour Change Interventions. RAC Foundation https://www.racfoundation.org/wp-content/uploads/effectiveness_of_UK_Road_Safety_Interventions_Fosdick_November_2019.pdf



Added Extras

RoSPA Road Safety Evaluation Services

Who do we work with?

RoSPA work with anyone who delivers education, training and publicity interventions, including but not limited to local authorities, commercial companies, charities, not-for-profit organisations, road safety partnerships and the emergency services.

Individually tailored consultancy

RoSPA can conduct the entire evaluation process, providing a full start to finish consultancy service. This includes designing the evaluation, running data collection, analysing the results and writing an evaluation report. Alternatively, RoSPA offers individually tailored consultancy to those who wish to complete some of the evaluation process in house, requiring assistance only for specific parts of the project. This can include but is not limited to survey or questionnaire design, question checking service, topic guide design, aims and objectives development, telephone interviews, focus group moderation, data analysis and report writing.

Free evaluation support using the Road Safety Evaluation website

For those who wish to conduct their evaluation internally, RoSPA provide free expert support and guidance through the Road Safety Evaluation website, www.roadsafetyevaluation.com. The website hosts lots of information on how to carry out an evaluation project, including webcasts on each stage of the evaluation process and an online question bank that can be used to help practitioners write questions for their evaluation project.

The website also hosts the E-valu-it toolkit. The toolkit is a set of questions that help to guide the user through the evaluation process and choose the appropriate evaluation design. The toolkit then generates a report template that can be used to help write a final evaluation report. This can then be published on the Road Safety Evaluation website so that best practice can be established and shared. The team behind the website are also on call to help with your evaluation queries.

Free evaluation training

RoSPA also offer free evaluation skills training to groups of five or more, as long as a room is provided for the delegates. These sessions can last for half a day or a full day and the topics covered can be tailored to the delegates attending the training

If you would like to enquire about RoSPA's evaluation services, the road safety evaluation website or arrange a free evaluation training session, please contact Rebecca Needham at rneedham@rospa.com or call 0121 248 2149.



Groups of Interest: Young People

Our instincts, and some statistics, tell us that young people are a logical focus for interventions relating to mobile phone use.

Young people are disproportionately likely to be involved in crashes of most kinds¹, and are more likely to use a mobile phone while driving². But understanding this and wanting to do something about it is only the first stage. This section explores a range of options for what to do next and points you in the direction of some great sources of research data on this particular target group.

How can I find out more about who I should be targeting my intervention on? On page 9-12 we explore the different sources of data on who is most at risk, and where you can get access to that data. One factor that you might consider is age.

You can find research relating to young people and driving here:

Brake - the road safety charity

www.brake.org.uk (section on young drivers)

Road Safety Knowledge Centre

www.roadsafetyknowledgecentre.org.uk/ (sections on young drivers, teenagers, and learner drivers)

Road Safety Observatory

www.roadsafetyobservatory.com
(search for young drivers)

¹ DfT (2015). *Facts on Young Car Drivers*. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/448039/young-car-drivers-2013-data.pdf

² Brake (2015). *Driven to distraction*. Available from: http://www.brake.org.uk/assets/docs/dL_reports/DLreport-DrivenToDistraction-sec2-MobilePhones-2014.pdf



Know your audience

Whilst you may have identified that you may want to target young drivers, you might want to be even more specific than that and think about specific age groups, about gender or about localities for example. Schools and colleges are a good place to find some - but not all - young people. Some won't be in education, some will be older than compulsory education age, and some might be better reached as learner drivers than as students more generally.

If you are hoping to interact with young drivers via their school or college, try to find out as much as you can about the environment, the context and the curriculum. Your intervention will only be one of a number of activities the audience is involved in in a single day. It might also be the case that the audience has recently had another form of intervention on the topic, or has already seen one innovative and groundbreaking production that day! It's also worth knowing if the group are preoccupied with revision, for example, or if someone in (or known to) the group has recent experience of a crash. All these contextual factors may make your message more or less likely to be received.

Designing the best intervention for those who need it should mean looking at the research evidence about young drivers (and there is plenty), but it should also mean talking to the people who know them best¹. Consider piloting your intervention with a group of young people, or showing it to teachers or youth workers who will be able to give you feedback on your method, message and approach.

Recent research suggests that interventions aimed at this group may fail because they lack BCTs (see p22). The review of projects and their outcomes found evidence about the effectiveness of goal-setting; self-monitoring of behaviour; providing information on consequences; social support; providing instruction, and providing feedback on performance². The full review is available via www.roadsafetyobservatory.com

¹ Assailly, J.P. (2017) 'Road Safety Education: What works?' *Patient Education and Counselling*, S24-S29

² Sullman, M. (2017) Young Driver Safety: A review of behaviour change techniques for future interventions RAC Foundation. Available at http://www.racfoundation.org/assets/rac_foundation/content/downloadables/Young_driver_safety_a_review_of_behaviour_change_techniques_for_future_interventions_MSullman_March_2017.pdf

Engaging young people


One of the most important ways that we can engage younger drivers is to ensure that the information presented to them, in whatever form, is up-to-date, relevant and important 'here and now'. Having designed a good quality intervention (whether that be a play, a PowerPoint, a virtual reality film, a pledge or a social media approach) don't forget to think about how it is delivered. This can mean the choice of words, choice of images and the choice of person or people to deliver it.

Words used with and presented to this audience should be easily understood by them, without professional jargon. The legal position should be explained, but this should be combined with evidence about the risk of legal hands-free use. The increased consequences of being caught within two years of passing a driving test should also be explained.

We should also aim to encourage young drivers to believe that they are in good company when they are acting in safe and legal ways. This is when peer pressure can work in our favour, as we exploit the desire to fit in and be part of the 'in-group'¹. Young drivers will often be told that they are over-represented in the statistics for death and serious injury, but are less likely to be told that *most* of their peers wear seatbelts, don't drink and drive, and resist their phones when

driving². The theory behind this approach comes from both BCTs (p22) and procedural justice (p62-63) – just from slightly different starting points.

Another way to make the most of what we know about young people is to exploit their FOMO – Fear Of Missing Out. We know that young people are particularly likely to use their phones for social networking purposes – because they fear missing out on what their friends are doing (wearing, eating, watching...)³. If social relationships are important, then they need to be preserved, by not putting friends in danger, losing their licence, or by crashing and Missing Out on a lot more than someone's Instagram of their new eyebrows. Non-drivers can be encouraged not to call people when they are driving, or to offer to take calls for drivers. Peer pressure can be used, again, to encourage young people to 'boycott' unsafe drivers (whether they be friends or family members).



The Honest Truth approach (p37) has some useful suggestions for strategies to promote to empower young people when they feel unsafe.

¹ Blader, S. Tyler T. R. (2009), 'Testing and Expanding the Group Engagement Model', Journal of Applied Psychology, 94: 445–64.

² Deighton, C. and Luther, R., (2007). Pre-driver education-a critical review of the literature on attitude change and development, good practice in pre-driver education and programme effectiveness. Road Safety Research Report.

³ Przybylski, A.K., Murayama, K., DeHaan, C.R. and Gladwell, V., (2013). Motivational, emotional, and behavioral correlates of fear of missing out. Computers in Human Behavior, 29(4), pp.1841-1848.

Imagery

Below, we have provided some ideas for images that we feel are more likely to be seen as relevant (or not) – and hence to be taken to represent relevant messages (or not). This is based on our own experience and work with innovators as part of this project.

Vehicles, mobile phones, roads, fashions and behaviours should all be contemporary. This can be challenging with some forms of content, such as costly film inputs, but is entirely practical for inputs such as presentations, plays, social media campaigns or website resources.

Images that may be *more* likely to resonate with young people -



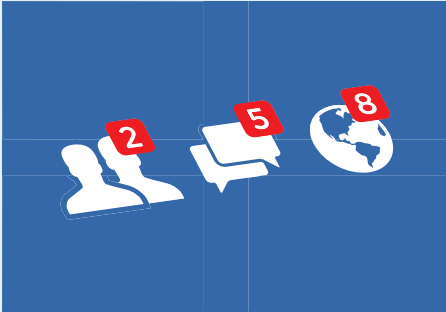
- Those showing a range of mobile phone uses, such as social media updating or the use of sat nav functions,
- Those that depict young people of a similar age range involved in mobile phone use while driving,
- Mobile phones that are the most recent models,
- Images using geographical areas or roads that they know/use and vehicles that they are likely to own/use,
- Those showing contemporary fashions.

Images that may be *less* likely to resonate with young people -



- Images showing the use of devices that are not contemporary (such as those that look more like a calculator or walkie-talkie than a mobile phone today),
- Those only showing handheld use or actions that young people no longer frequently use a mobile phone for (including the social networks no longer frequently used by young people),
- Vehicles such as 7-seaters, family cars or that are unrealistically valuable
- Those showing a range of offences being committed (allowing any consequences to be attributed to 'other' offences such as non-use of a seatbelt).

Images to avoid



A form of social media used less frequently by young people



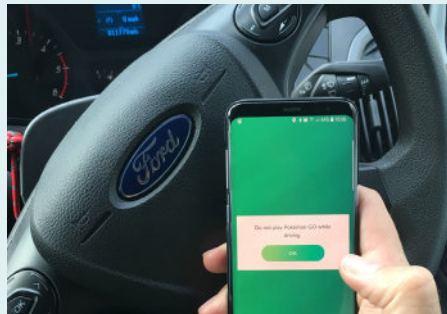
Left hand drive, and an old style of phone



Left hand drive, older driver, older phone model



Using a phone for a call: an action that young drivers are performing less frequently, and left hand drive



Pokemon Go: a game that had its moment, but a while ago



Left hand drive, driver applying make-up and not wearing a seat-belt - other actions to 'blame' any consequences on

Presentation

In addition to imagery, we know it matters who is presenting the information¹. Familiar examples from our work include using a teacher or other familiar adult, using young people themselves, using famous faces from sport or tv, using people who have been involved in or affected by road crashes, and using members of the emergency services.

Young people - Though they are not road safety 'experts', they are experts in understanding their demographic group, and it can empower them to give them some involvement in designing an approach to

be used with their peers². Stories that feature young people's experience may appear more relatable than those of older people.

Teachers - Teachers or familiar adults will know the audience better than an outside expert, but they are not necessarily 'expert' in the area, and must be given the guidance needed to present the right messages and say the right things³. They may be seen as the 'same old', usual information presenters, reducing the impact of the information and the likelihood that the message will be seen as any more important than other information presented by those people.

Keep it contemporary: The MND performance (see p79 for the full details) is a live action intervention and therefore the fashions and the language can be kept up to date relatively easily. The 2017 tour saw the actors using contemporary smartphones, referencing popular messaging Apps, and even partaking in some 'dabbing' during a car journey (whilst listening to current music). Because the performance is revisited and refreshed before each tour, these cultural reference points can be (and indeed must be!) adapted to reflect the kinds of behaviours and trends that will mean something to each cohort.



¹ Savigar, L. (2018). Preventing mobile phone use while driving: appreciating the equivocal nature of identity, safety and legality in an uncertain world (Unpublished doctoral thesis). Keele University, Staffordshire.

² Youth for Road Safety (2016). Unleashing the Power of Youth: Annual Report 2016. Available from: http://www.youthforroadsafety.org/uploads/tekstblok/yours_annual_report_2016_final_singlepages_compressed.pdf

³ Assailly, J.P. (2017) 'Road Safety Education: 'What works?'' Patient Education and Counselling, S24-S29

Famous faces - Engaging young people by using famous faces or role models may be a useful technique¹. Famous people may therefore be used to deliver road safety messages via social media or to develop films for other forms of public engagement. Of course, for this to be successful it is necessary to find a famous face that is important and relevant to the lives of young people now (as well as one that hasn't any road safety skeletons in their closet).

Personal experience - Many approaches recruit people who have experience of the personal or legal consequences of phone use, including offenders, victim's families, or those who have been involved in collisions. It is likely that this approach will contain an element of fear, and that has been found to be more effective for some groups than others. Young males

in particular have been found to respond poorly to such fear-based information². If you do decide to use these presenters, it is important that you offer a period of 'fear-relief' whereby individuals are able to recover from the emotional information presented³, and provide avoidance strategies that explain what individuals can do to avoid experiencing those same consequences.

See page 74 for more about this form of delivery.

Emergency services - Emergency service personnel are 'credible sources' and can be effective at conveying messages about severity, impact, but also frequency of consequences for the benefit of those who believe 'it won't be me' or 'I'm a safe driver'. Their personal experience may make them difficult to ignore but, as above, fear relief and avoidance strategies should be used alongside this sort of approach.

"I reflected on our conversation with Mobile:Engaged around positive peer pressure and role models and managed to enlist the help of some Stoke City under-23 players to push out positive messages. This was really well received. Rather than the police saying "don't do this or you will be in trouble" we had young people, who hold an elevated position amongst their peers, saying "we don't do this, you shouldn't either"

Sergeant, Central Motorway Police Group

¹ Seaton, H. (2018). How to make the generation that doesn't care, care. Young Driver Focus Conference. RAC Club, London. 25.04.18

² Lewis, I., Watson, B., Tay, R. and White, K.M., (2007). The role of fear appeals in improving driver safety: A review of the effectiveness of fear-arousing (threat) appeals in road safety advertising. International Journal of Behavioral Consultation and Therapy, 3(2), pp.203-222.

³ Rossiter, J.R. and Thornton, J., (2004). Fearpattern analysis supports the feardrive model for anti-speeding roadsafety TV ads. Psychology & Marketing, 21(11), pp.945-960.



Pre drivers

One way of reaching young drivers is to actually interact with them prior to them becoming drivers, either as part of their learner driver experience or in settings where those aged below 17 can be found, such as in schools. This is particularly important given that research has found risky road user attitudes develop prior to any personal driving experience¹.

Pre-driver education is often offered in the hope that safe attitudes taught at this stage will translate to safe driver behaviour in the future. This group is also made up of other forms of road user (pedestrians, passengers, bike and powered-two-wheeler riders) so this perspective may make them useful in challenging unsafe driver behaviours. Older teenagers may spend a lot of time being driven about by older friends, so can also be encouraged to share positive safety messages. Empowering them with strategies for challenging unsafe behaviour will be crucial so that they can put these messages into practice to keep each other safe².

Widening our focus in this way can be useful in an attempt to 'prevent rather than cure', or to tackle the issues associated with mobile phone use by drivers before individuals even have the opportunity to do it.

In a similar way, 'significant others' can be targeted, rather than the individual in question. Your target demographic may be defined as young males, but you may include young females in your chosen approach in an attempt to equip them with the knowledge to influence the behaviour of the males that they may interact with. Many of the projects we spoke to saw potential in this approach, as their analysis of the data, plus their experiential knowledge, suggested that young males were likely to show off for female passengers.

Even young children can be useful to engage with in their role as passengers, as they may relay messages back to parents and other family members that they share vehicles with. It's also never too early to share good road safety messages that will hopefully be carried with them as they progress through various forms of road user status (from passenger to independent pedestrian, to driver).

¹ Waylen, A.E. and McKenna, F.P. (2008). Risky attitudes towards road use in pre-drivers. *Accident Analysis & Prevention*, 40(3), pp.905-911.

² Dula, C.S. and Geller, E.S. (2007). Creating a total safety traffic culture. In AAA Foundation for Traffic Safety. *Improving Traffic Safety Culture in the US*, pp.177-199.

Case Study

The Honest Truth



Overview of the approach

The Honest Truth is a national road safety initiative created over ten years ago and has recently become part of FirstCar. FirstCar works at the forefront of road safety education and now provide award-winning resources, expertise and practical support to over 100 authorities and organisations across the UK.

The project was created over 10 years following a fatal collision in Devon and since then it has been encouraging people to talk about safe driving and has been providing information that allow them to recognise how to drive safely. The work is particularly targeted at young drivers and is unique in its use of animals to typify risky behaviour such as a cheetah for speeding or a parrot for mobile phone use.

The Honest Truth works with regional and national partners to promote its educational material and messages. The primary form of delivery to young drivers is via driving instructors who originally attended seminars organised by road safety organisations and emergency services. The training is now provided online.

Since the KEC in July 2018 The Honest Truth has undergone significant changes in terms of brand refresh and full redesign of the materials following findings from the KEC and input from other academics and evaluatoes. The findings here relate to the materials at the time of the KEC.





Mobile:Engaged contribution

Knowledge exchange

Our Knowledge Exchange Consultation (KEC) with *The Honest Truth* involved the Mobile:Engaged team and the key police partner within the partnership. By discussing the approach, the materials and the thinking behind it, we were able to make some suggestions based on relevant research literature, and also to endorse a lot of the good work the charity is already involved in.

Working with ADIs

'Which one are you?' – One of the suggestions that *The Honest Truth* makes to ADI's about their delivery of material is to ask their learners to consider all of the animals and identify 'which one are you?'. This could be effective in encouraging learners to really consider their own behaviour, with helpful prompts about some activities to consider. We discussed, however, that this approach does ask young people choose to relate to *at least one* animal – and that we actually want to encourage them to *disassociate* from them. Our KEC partners agreed that it may be preferable to ask individuals if they can recognise any drivers that they know that share characteristics with these animals (which may or may not include themselves), or if there are any animals/actions that they may be more likely to be tempted to become when they pass their test. This would continue to allow for that personal reflection which is a valuable part of the exercise, but in a way that is less likely to be perceived as setting them up for failure.

We discussed the idea of an 'aspirational' animal that represents safe choices being made, to encourage individuals to associate with an animal that they should *want* to associate with. *The Honest Truth* have considered this, however we agree that the difficulty lies in finding an animal that represents a safe (and difficult to criticise) road user! If an animal could be identified, this could form part of a positive reinforcement campaign through the provision of materials or objects that use this image.





Avoidance strategies - ADI's are well-placed to offer learner drivers information relating to avoidance strategies, and *The Honest Truth* makes good use of this one-to-one education opportunity by encouraging ADIs to explain and demonstrate various strategies for avoiding mobile phone use and to ensure that they are perceived as a normalised element of the driver experience. For example, ADIs may encourage individuals to use the glove compartment to store their phones at the start of every lesson (and, subsequently, every drive) so that it becomes as natural to them as wearing a seatbelt or adjusting their mirrors. ADIs are also well-placed to offer personalised and tailored advice that targets the particular temptations or pressures that an individual learner indicates they are most vulnerable to, whether that be social media checking, calling, or perhaps live-streaming (see p95-97 for more on offering a personalised approach).

"The Honest Truth"
about safer driving
small changes save lives

Registered Charity Number 1160918

Control over the experience - One of the challenges of an approach (*The Honest Truth* or other) that utilises other professionals such as ADI's is the control (or lack of it) that can be maintained by the project designers over the way that information is used and delivered. *The Honest Truth* provide an information pack to ADIs in an attempt to overcome this. Within the KEC, we agreed that it was important that ADI's continued to receive the information pack explaining how they can use the information given to them, as well as the educational information itself. ADIs are supported in their use of the materials in that they are not necessarily required to follow a particular format, but are advised of how they *could* use the information, how they *could* encourage learners to use the website and how they *could* offer information relating to avoidance strategies or other forms of information. This guided approach will, we agree, be particularly useful to those ADI's that are unsure of how to use the information in a meaningful way, and will enhance the likelihood that the information is being used in the way that was initially planned. It is also important to keep in touch with ADI's and find out what they are doing with the information offered to them.



Website developments

Website/social media traffic – It was agreed during the KEC that there are benefits to ADI's encouraging their learners to like, follow and interact with social media activity linked to the approach. Social media allows contact with these individuals to be maintained once they have progressed to the post-learner phase – a crucial time when good behaviours may be cemented, but bad behaviours may be learned. Keeping in touch also makes it easier for follow-up work to take place, such as evaluation. *The Honest Truth* can then encourage individuals to review their behaviour periodically, for example, when they ask them if they have stuck to their pledge and achieved their goals so far. If they have not, they could be asked to think about why that is and how they can find the help they need.

Personal consequences – It makes sense to provide information relating to personal consequences such as collision, death and injury, as well as the legal consequences, as the *The Honest Truth* website does. Different individuals will be persuaded by different types of logic, so it is (we agree) best to cover all angles and maximise the chances that everyone will find some motivation to change their problematic behaviours. Individuals can also be encouraged to think about the *rewards* that they will experience if they drive safely and how they compare to the *harms* that could result from adopting risky behaviours. These suggestions draw on behaviour change techniques – more of which can be found on page 22. In an imminent refresh of the website content, additional videos highlighting these issues are due to be included.

What can you do? – Young people can often find engagement with education and experts to be disempowering, so sections like the 'what can you do to be a good driver' area of the *The Honest Truth* website are particularly welcome. We support the empowering nature of the title (what *can* you do = you *can* do something) as well as the strategies that involve a driver being encouraged to exert control over their car, as set out in the 'Your rules' section.

Personal stories – *The Honest Truth* website provides multiple stories of personal experiences, showing that the issues and their consequences are not 'one-offs' or isolated or unfortunate events. This is a useful tactic for persuading those who may think that the risks are overstated or that 'it won't be me'. It is also useful that the case studies are fronted by experts with many years' experience of dealing with crash after crash, but still clearly emotionally affected by their experiences. Given the focus of the intervention, some forthcoming videos featuring young people are planned, as these are more likely to resonate with the young viewers, who may be able to identify more strongly with the situations portrayed.

Pledge – The pledge is an important part of the website as it links to a number of behaviour change techniques. When encouraging pledge-making as part of an approach, it must be clear how and where that can be done, and we would suggest that there are opportunities to personalise the wording to whatever particular behaviour the person making the pledge needs to address ('I will not make calls', 'I will not check social media' for



example). It also makes sense, from a behaviour change perspective, to encourage those making a pledge to share that action with others. There is more information on pledges and pledging on p104.

Evaluation

During the KEC with *The Honest Truth*, we discussed the 'ideals' of evaluation, and the complexities in achieving that. But we also discussed what type of evaluation was realistic and achievable for projects with similar aims elsewhere in the country. Evaluation is complex so, in the following, we go into some detail about it because we feel that the principles we are working through here are relevant to other projects too. There is even more information on evaluation in the Evaluation section of this volume (p25).

The 'ideal' evaluation (or the 'Gold Standard' as it is often known) would be a randomised control trial. This would involve two different groups of matched individuals, one experiencing the intervention and the other not, with all other variables and experiences controlled to ensure any differences between the two groups (measured at a later stage) are a result of the intervention and other influences can be ruled out. However, not only is it difficult to find matched groups of participants, but it is ethically problematic to *allow* one group of individuals to experience the intervention and *refuse* another group the same opportunity. We would effectively be refusing some individuals an opportunity to be safer on the roads. One group of individuals who will experience the intervention *could* be compared with a group of learner drivers who have not yet encountered it, but whose driving instructor had shown interest in signing up. This is more reliable than comparing instructors who have signed up with those who have shown no interest, as the latter group may well have different attitudes or approaches that account for any differences in the outcomes for their students. Surveys to learners (at, perhaps, three different time points) could enquire into driver attitudes as well as behaviours to gain an understanding of whether that is different between the two groups.

Collecting data from ADI's regarding how they are using the materials, what elements they use and how useful they find them, would also be beneficial, as it will show what they are actually doing with their clients (not what you hope they are doing).

The Honest Truth is due to be evaluated in the near future, potentially through the commissioning of a PhD student to dedicate a number of years of study to the process.



Mobile:Engaged Impact

Following their involvement with the Mobile:Engaged project, the CEO of The Honest Truth consulted with team members regarding a feedback survey being developed to gain an understanding of how materials are currently used by ADIs. We were able to input into that survey to ensure the results would be meaningful to The Honest Truth team. In addition to this, The Honest Truth are considering a move away from encouraging individuals to consider 'which one are you?' in relation to the animal characters that each represent a risky driver behaviour, and instead to encourage individuals to consider how the animal characters may relate to other drivers (including those that they know). This allows them to consider those actions in a personal way, but does not necessarily force them to associate with a character that we do not want them to associate with.

"The consultation was timely, coinciding with when we were undertaking a full review of our resources. It was extremely useful to have validation of many areas as well as specific guidance on some of the language"

CEO - The Honest Truth

"The consultation report [we received following the knowledge exchange consultation] gives a truly valuable insight into the current work and actionable plans of how we can develop."

CEO - The Honest Truth

Case Study

First Car



Overview of the approach

FirstCar provide a range of free materials, information and advice to learner and new drivers on the theoretical and practical elements of driving as well as more safety-focused aspects outlining legislation and staying safe on the roads. Part of this resource involves information regarding the use of a mobile phone by drivers, including its personal and legal consequences. *FirstCar* also provide learner and new drivers with information regarding vehicle insurance, buying new and used cars and maintaining a vehicle. This information is provided through a range of formats, including a website and print titles that are made available to theory and driving test centres.

The *FirstCar* Academy is a free online course comprising 14 individual modules that are based on a range of laws, road safety issues, and driver actions. One of those includes information about mobile phone use. The modules each include a video clip that highlights information relating to a particular topic, followed by a short knowledge task that must be completed to 'graduate' from the Academy.

Alongside this, *FirstCar* have expanded into providing digital publishing and video footage material to other partners. They provide information and advice, as well as the practical aspects of creating footage, for campaigns and virtual reality film productions. They worked with Leicestershire Fire and Rescue Service to develop the virtual reality film that is now used in many areas of the UK.



James Evans, founder and Managing Director of FirstCar, is happy to discuss the work of FirstCar further and can be contacted at the following:

james@firstcar.co.uk
08451 308853

Mobile:Engaged contribution

Knowledge exchange

Before our KEC, the Mobile:Engaged team explored the available *FirstCar* materials, including the online presence, the print titles and the *FirstCar* Academy material. A knowledge exchange consultation took place with the *FirstCar* Founder and Managing Director. The KEC was split into two primary discussions – the first surrounding the various publications that highlight some information relating to mobile phone use by drivers and the second focused upon the *FirstCar* work with other road safety professionals.



Published material

Information spread

There are multiple references to, and features on, mobile phone use in the *FirstCar* magazines and we suggested that this could be gathered together into a permanent themed section of the website so that it can easily be found by individuals as and when they need it. This should clearly identify how individuals *should* behave, as well as how they *should not* behave.

What it means to 'use' a phone

As outlined on page 15-17, the term 'use' in relation to mobile phone is complex and continually changing. Information that relates to the use of a mobile phone therefore needs to be kept up to date (which may mean remaking or editing videos available as part of the Academy website). It makes sense to mention a range of activities when referring to 'use', rather than to imply only calling and texting are the issue.

Young people may be adopting more passive forms of use, such as checking social media, and the dangers of this need to be clear. For example, the *FirstCar* Practical 2018 advises that 'the penalties for texting while driving are seriously heavy as it's even more dangerous than drink driving'. Someone reading it with little understanding of the law may simply take away the knowledge that it is an offence to text while driving and, if they personally don't do that, the message may not seem to apply to them. Similarly, in the Academy video clip concerning 'distractions', 'checking a text message' is mentioned as one of the most common distractions but, again, singling this behaviour out may obscure other common actions that are not mentioned. Future avenues for developing these notions of 'use' in FirstCar materials were discussed during the consultation.

A consistently safety-focused message

The action of hands-free mobile phone use, whilst legal, can be equally as dangerous as handheld, so we should avoid encouraging individuals to switch to hands-free mobile phone use. Evidence suggests that this is simply a legal and dangerous, rather than illegal and dangerous form of, risky behaviour. There are similarities here with recording presenters talking to a camera whilst driving, which should probably not be encouraged. We would support an approach which encourages individuals to refrain from *all* mobile phone use while driving so that pre- and new drivers do not attempt to second guess the law and what they can 'get away with', but instead focus on avoiding all distraction.

See page 18 for insight into live streaming while driving - something we may not have considered as a form of use but which may appeal to younger drivers.



We would also suggest encouraging individuals to consider whether they would do 'it' (whatever behaviour currently being focussed on) during a driving lesson with their ADI. If not, they shouldn't do it afterwards when they have passed their test.

Normative commitment to the law

As a considerable proportion of drivers believe they are able to avoid prosecution or 'won't be caught', it is becoming increasingly important that individuals behave according to what they perceive to be morally right, rather than legally right. The focus on the law in the Young Drivers Guide 2018 section on 'your phone or your license?' will be useful for some individuals who are guided by the legal consequences associated with the action, but this type of information can also be complemented with that which focuses on personal consequences, collisions and other issues that can result from using a mobile phone while driving. This increases the associated risk and encourages individuals to refrain from the action whether or not they fear being caught.

Attractive information

Ensuring that images and video clips are continually updated and remain relevant enhances their attractiveness to the audience that FirstCar intends to engage with. Another aspect of 'attractiveness' we can make the most of is people's desire to be part of the 'in-crowd', as explained on page 64. In the First Car Young Drivers Guide 2018, the percentage frequency of 'the most common distractions' are highlighted and one section begins with the sentence 'we've all been tempted', suggesting that many people are involved in distracted driving behaviours and that it is acceptable/normal to be tempted by distraction. We suggest a change of focus to emphasise *compliance*. This way we can begin to develop the notion that such risky behaviours are actually performed by a minority.





FirstCar work with other road safety professionals

Virtual reality (see pages 141-143 for more on VR)

During the *FirstCar* KEC we also discussed how Virtual Reality films and immersive experiences, just like any technological solutions, need to be thought of as part of a package of intervention that is wrapped around it - and not as a stand-alone 'techno-fix' to the issue of mobile phone use by drivers. Much VR film that *FirstCar* have been involved in producing recently has focused on *positive* messages, and we would endorse this, particularly when the approach is targeted at groups of individuals who respond more positively to that approach than fear (such as young males¹).

It was also highlighted that many of the more recent virtual reality films that have been developed have adopted a 'rewind' style whereby the risky behaviour and the associated consequences that have been depicted are *avoided*. We think this could work well in combination with a suite of suggested 'avoidance strategies' that are explained to individuals following their experience of VR. Some practical ideas are suggested on pg6. As *FirstCar* have the opportunity to work with a range of road safety professionals on the design of VR packages, there is an opportunity for the team to highlight these ideas to those endeavouring to develop a VR approach.

Campaign material/pledges

As *FirstCar* also have the opportunity to input into the pledges and campaign material produced by other projects, they can have a role in sharing some of the thinking that we have shared. This includes the range of ideas discussed on pages 104-106, for example the benefits of a 'social' pledge, and some follow-up engagement.

Evaluation

FirstCar are ideally placed to influence other practitioners at the point when interventions are being designed, and as such could become ambassadors for evaluation. *FirstCar* have opportunities to offer advice, and encouragement on how and why to conduct meaningful evaluations. Information relating to evaluation can be found on pages 25-28.

¹ Wundersitz, L.N., Hutchinson, T.P. and Woolley, J.E., (2010). Best practice in road safety mass media campaigns: A literature review. *Social Psychology*, 5, pp.119-186.



Groups of Interest: Employees

There are many ways that you may naturally interact with people who drive to, or for, work as part of your approach, but sometimes this group may appear to be a good target for a specific intervention.

If you have collected data regarding reasons for offending and found that many drivers use a mobile phone while driving (whether handheld or hands-free) as a result of work pressure or for other employment reasons, you may choose to focus upon people who drive, and work, as a group of people and develop your approach based upon that.

Similarly, if you have found a particular issue with mobile phone use by drivers in those employed by

certain companies, you may decide to focus your approach on those organisations specifically.

Alternatively, it may be that you have found a considerable amount of van or lorry drivers to be featured in KSI or collision statistics and that you are reaching out to groups of employees in an attempt to tackle that.

Whatever the reason for these groups to be the target of your intervention, there are ways that those groups can be engaged with that, we think, will enhance the likely effectiveness of that intervention.

How can I find out more about who I should be targeting my intervention on?

On pages 9-12 we explore the different sources of data on who is most at risk, and where you can get access to that data.

Know your audience

Whatever the reason that you've settled on this group (we'll call them 'employees' for convenience), it's important that you get to know your intended audience before you design your approach.

When working on, or with, a particular employee group ('HGV drivers' for example, or 'employees of Wells and Savigar Ltd'), whether that be via large group education (perhaps as a result of an invitation from an employer) or one-to-one engagement (perhaps as the result of a roadside stop), knowledge of the organisation will be useful in creating an approach.

Employers have a duty of care with regards to their employees. Breach of this duty can result in criminal prosecution and substantial fines, not to mention reputational damage. So if it is a specific organisation or employer that is of focus to your approach, identify if they have a policy on distracted driving and/or mobile phone use while driving. Something should be in place, but you may find that an effective first step is to start at the top and engage the company at a level where phrases like 'duty of care' really mean something. If an organisation does have a policy, check that it is an appropriate and meaningful one that discourages all forms of mobile phone. And it shouldn't be contradicted by other policies and practices - for example when schedules encourage use on the move. Having a policy is one thing - having a meaningful one is another. Make sure that policies are enforced, not just written down, that employees know they exist, and that there are consequences for breaking them.



You can find out more about an employer's duty of care towards their employees at <http://www.hse.gov.uk/workers/employers.htm>

We can increase the relevance of the information that we share by making it directly relevant to our audience.

If our target is HGV drivers, use pictures, examples and statistics that relate to HGVs - rather than cars or vans - so that drivers don't think the content doesn't apply to them. Where individuals can directly relate specific consequences to their specific situation - their own lives and working experiences - research tells us that we can increase the success of behaviour change interventions¹. This applies to classroom-based training, or targeted social media campaigns but also to one-to-one engagement opportunities, such as Operation Tramline (p115) or Operation Top Deck (p120). 'Tailoring' includes the type of vehicle (lorry, van, car, UK or foreign vehicle for example) and the type of driver (owner operator, large fleet driver, long distance haulier, salesperson for example). There are lots of visual cues that can be taken from the combination of driver and vehicle (see the TopDeck case study), and from conversation, that can help to identify what 'stage of change' the driver is currently at. We discuss this in more detail on pg8.

Work pressure can be very real and many offending drivers cite it as their reason for using their phone.

But 'work' can also be a really effective source of leverage to get people *off* their phones^{2 3}. If assumed, or actual, pressure from employers is encouraging drivers to feel that they have to stay in touch constantly,

or to use their phone to finish off jobs on the way home, it's probably because they feel, in some way, that their job depends on it. This pressure can be turned around and used to our advantage, when we highlight the consequences that could follow an offence being committed. Penalty points, a collision, a loss of license or even imprisonment could result - and employers are likely to take a pretty unsympathetic view of all of these outcomes. The same fears about loss of employment and loss of income should be used to motivate drivers to stay off their phones - and are particularly powerful when a company policy is also supportive (if it isn't supportive, go back to the previous page and head for the CEO!).

Collecting data regarding the number of people stopped in particular vehicles (vans or lorries, for example) as well as organisations or employers that they work for allows you to identify any 'frequent flyers' that can then be targeted more specifically with an approach that includes information tailored to that particular workforce

¹ Near, S.M., Benac, C.N. and Harris, M.S., (2007). Does tailoring matter? Meta-analytic review of tailored print health behavior change interventions. *Psychological bulletin*, 133(4), pp.673-693.

² Christie, N., Ward, H. and Helman, S., (2017). The changing nature of driving for work and questions for safety policy and practice.

³ Wells, H. and Savigiar, L., (2017). Keeping up, and keeping on: Risk, acceleration and the law-abiding driving offender. *Criminology & Criminal Justice*, p.1748895817738555.



It's likely that you may have certain big employers operating in your area, and we suggested developing a relationship with them to allow you to engage and re-engage with their workforce over a period of time. They may want to be known as a responsible employer, or have certain obligations to provide training, or their drivers may have a reputation for phone use that they need to shake off. Whatever the reason, working with big employers 'upstream' is a good way of influencing the behaviour of large numbers of people and is more efficient than continually picking-off employees at ground level.

If there is a systemic issue to blame - for example that delivery schedules make drivers feel they have to multitask, or that relies on drivers taking orders as they drive - then we are unlikely to address the problem of mobile use by picking-off drivers repeatedly at the bottom end. There are a number

of schemes that employers can sign up to, and be encouraged to sign up to, to help them to help their drivers to drive more safely (see the pages on Van Excellence (p56) and Driving for Better Business (p55)) and which bring benefits to the company too.

The 'Gig' Economy

There are particular challenges posed by workers in the growing sector of 'lifestyle' couriers and workers (fast food and parcel delivery drivers and riders). These drivers are not technically 'employed' by companies, so don't have workers rights or (often) any training. But their work is often controlled via Apps, and they are rated on the speed at which they respond to jobs. We might expect that this category of driver might start to appear in our distracted driving statistics. More information can be found via the PACTS report referenced below.¹

¹ Christie, N., Ward, H. and Helman, S., 2017. The changing nature of driving for work and questions for safety policy and practice. PACTS: London

Case Study:

Telford & Wrekin

Employee Education



Overview of the approach

Telford and Wrekin Council Road Safety Department offer workshop education to local employers, with a focus on mobile phone use by drivers. These workshops are generally presented to small groups of approximately 20-30 employees, lasting around 20 minutes, and are based upon the transtheoretical model of behaviour change (see p21). Prior to our involvement, the intervention focused on educating a workforce (many of whom drive as part of their occupation) about what the law is, when it applies, and the legal consequences of offending. This is followed by information about the dangers of hands-free use. The course explains the consequences of using a mobile phone while driving (impacts upon speed, distancing, reaction times, etc.) illustrated by a real-life news story. The intervention advises individuals to put their phones away while driving and offers information about how individuals can prevent others from using a mobile phone while driving.

During the workshop attendees are encouraged to explore what type of 'avoidance strategy' might work for them. The audience is encouraged to discuss the workshop and its contents with others, to help spread the message.

A pre- and post- intervention questionnaire is completed by the attendees, and has shown that (as intended) *awareness* is increased by attendance. However, awareness does not always lead to changes in behaviour (though we might hope and expect that it does) so part of the Mobile:Engaged contribution was to consider how the intervention might facilitate, and measure, changes in *actual behaviour* amongst the participants.



See page 21 for an explanation of the transtheoretical model of behaviour change



Mobile:Engaged contribution

Knowledge exchange

Prior to the Knowledge Exchange Consultation, we were given access to the workshop presentation material and information outlining the thinking, and research, that lay behind the presentation. We were also given access to the pre- and post-workshop evaluation questions that are asked.

Personally relevant education

One element of the workshop involved a discussion of 'what could happen when *drivers* use a mobile phone while driving' [our emphasis]. We suggested that the information could appear more 'real' and personally relevant if it simply asked instead 'what could happen if *you* use a mobile phone while driving'. For those that believe they are safe drivers (as we know most people do¹), a focus on other drivers may lead to disassociation from the message and the consequences.

We would also suggest that individuals are encouraged to 'self-talk' or to vocalise the consequences of mobile use for *themselves* rather than rely on someone else providing those examples for them. This way they have to have the active thought process 'what would this mean for me' and imagine a future where those possibilities have become a reality.

Company policy

Some individuals believe that they are unlikely to actually experience any of the consequences associated with mobile phone use. A crash, or being caught by the police, may seem unlikely. A more conceivable influence, however, might be company policy (where an effective one exists). For some, it is not the law that dissuades them from using a mobile phone whilst driving, but the existence of a company policy that prohibits it, and threatens serious consequences (such as dismissal) for noncompliance. Professional drivers are, the research shows, more likely to comply with employer regulation than state regulation where there are disparities between the two¹.

Where education is taking place with staff who are covered by such a policy, reminding them of that, and getting participants to vocalise the impact of suspension or dismissal could be effective. Being unable to pay bills, afford hobbies, support families, or losing contact with friends are all different angles on the potential consequences of mobile phone use. Including a wide range of effects means we are more likely to find something that resonates with everyone.

¹ Dorn, L. (2017). An Intervention Framework for Safer Driver Behaviour on the SRN. Report for Highways England. 1-065 Final Report.



The transtheoretical model of behaviour change (TTM) and 'take-away' items

We were impressed to learn that this project already drew on some behaviour change theory (the TTM approach). To develop this further, we suggested that the use of the 'take-away' items discussed on page 102 could be usefully implemented within an approach such as this. Individuals at various stages of the transtheoretical model of behaviour change (see p21) could be offered information, guidance or tools to help them progress to the next stage.

Evaluation

Whilst the existing pre- and post- course survey usefully covered changes in knowledge of the law, we explored ways of identifying any *behavioural* change. We suggested adding a number of additional attitudinal and behavioural questions to the evaluation, for example, asking individuals whether they a) think they would be safe using a mobile phone while driving and b) whether they will refrain from doing so in the future. Of course 'self-reported' offending has some limitations¹ and we need to be sure that our participants understand what we mean by 'use' (see 15-17). It would also be useful to add a 'follow-up' phase of evaluation, revisiting participants after a period of, say, 6 months. This is probably practical where a project has a long-standing relationship with an employer, and where employee turnover is not too rapid. And it is certainly worth pursuing in terms of understanding the effectiveness of what we do.

Drivers who think they are unlikely to get caught - because no-one is watching - could be reminded of projects that use dash cam footage sent in by members of the public (see p130-134)

¹ Corbett, C., (2001). Explanations for "understating" in self-reported speeding behaviour. Transportation Research Part F: Traffic Psychology and Behaviour, 4(2), pp.133-150.



Mobile:Engaged Impact

During the KEC, it was clear to us that our input was welcomed, and that there was considerable appetite for academic input. Following involvement with the Mobile:Engaged project, the workshop presentation was amended and additions were made to the verbal input that accompanied it. A similar educational workshop, informed by the KEC, was also developed for groups of young people in the area. Additional input from the Mobile:Engaged team was offered to help develop the material targeted at the different needs of that demographic group (see p29).

The workshop PowerPoint presentation was amended following our engagement to create a more personally relevant framing of the information, as suggested on p52 of this case study. This small change may increase the likelihood that individuals will connect with the information being presented and see it as relevant to their personal lives, rather than as a problem for, and about, other people.

Because the delivery context can result in audience members offering verbal challenges to the information being presented, a number of 'pre-emptive strikes' have been added to the slides. Challenges tend to follow fairly predictable formats (see pages 146-149) so it is relatively easy to be prepared with effective responses – and responses *should* be made otherwise a dissenting voice can start to appear credible ("even the expert couldn't come up with an answer to me on that one!"). Some challenges may not be vocalised, but may nonetheless occur to attendees, so it is useful to tackle them head-on.

To add a practical behaviour change element to the workshop, information relating to a number of mobile phone applications, settings (see p144-145) and other avoidance ideas have been added. Individuals have a range of options to choose from in creating an action plan for behaviour change. This was added to enhance the ability for individuals to move between stages of the transtheoretical model of behaviour change.

As suggested in the KEC, questions about behaviour were added to the pre- and post- workshop questionnaire. This means that information can now be obtained regarding (self-reported) planned and actual changes in behaviour.

"The changes you have suggested have also been transferrable to our work on drink and drug driving and other areas of risk."

Road Safety Officer, Telford and Wrekin Council

Find out which companies have robust policies about mobile phone use. These can be effective 'levers' for professional drivers, if they are known about by the employees, and enforced.

Added extras:

Driving for Better Business



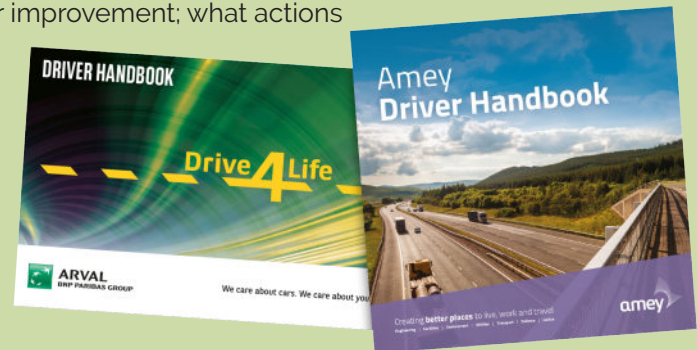
Driving for Better Business is a Highways England campaign, supported by the Government and Health and Safety Executive, to raise awareness of the importance of managing work-related road risk effectively, and the significant business benefits that can be achieved by doing so. The campaign, and the extensive resources, are free to access for all employers.

Sharing Good Practice

The campaign is based around sharing good practice – Employers who can demonstrate how this approach has led to significant benefits for their business are invited to share the details of their approach: how they met their legal compliance obligations; how they identified areas for improvement; what actions they took; and the benefits they achieved as a business.

Better management of those who drive for work can...

- reduce collisions and collision repair costs
- reduce maintenance costs
- reduce fleet insurance and excess costs
- reduce third party claims costs
- reduce business miles, fuel use and emissions



Supporting Employers

What links these companies is that they all made sure they got the basics right first, such as legal compliance, and starting to measure and monitor fleet activity. We aim to help and support employers to get these basics right by providing guides and examples to follow, as well as ideas to help them continue their journey and pursue good practice.

Our free resources include...

- free legal compliance and work-related road risk guides
- free online risk assessment tool
- free examples of 'Driving for Work' policies/handbooks
- free interviews with fleet risk management experts
- free in-depth features on issues such as 'Grey Fleet'



These resources include real-life Driving for Work policies and handbooks, as well as case studies that explain in more detail how these policies were implemented, especially where they cover mobile phone use. Some of our examples allow use of hands-free mobile phones, as they are legal, but stress that they can still be a distraction

You can download these policies and many other resources for free at www.drivingforbetterbusiness.com



Added extras: Van Excellence



Run by the Freight Transport Association (FTA), Van Excellence is an industry-led scheme designed to promote the safe operation of vans, represent the interests of the sector, and celebrate operators demonstrating excellent standards.

Van drivers are vital to the UK economy; van use has grown to become a substantial and integral part of the logistics industry. And as it continues to grow rapidly, it garners much attention from legislators and enforcement authorities, as well as the public. The consequences of poor van fleet management can be severe and include threats to safety, finance and even freedom. Companies and individuals have legal responsibilities under the Health and Safety at Work Act 1974, and anyone found in breach could face fines – these could reach millions of pounds as the penalty depends on turnover – or even a custodial sentence. By joining the Van Excellence Scheme and achieving certification, drivers and operators are less likely to be involved in a collision or other incident.

Central to the scheme is the Van Excellence Code, a set of minimum best practice standards all van operators should aspire to achieve. Operators reaching this standard can apply for certification from the Van Excellence Operator Accreditation Scheme – following a satisfactory audit – to publicly showcase their commitment to safety, efficiency and sustainability. After all, all road users benefit from improved driving standards and maintenance. Additional scheme benefits include access to training courses, the Guide to Van Excellence and operational briefing events.

The team at Van Excellence seek to support the physical and mental health of drivers wherever possible. With one in five van drivers describing their current mental health as poor or very poor, Van Excellence recently launched a campaign in partnership with charity CALM (Campaign Against Living Miserably) to address the stigma around mental health and raise awareness of the resources available for drivers who could be uncertain of where to obtain help and advice. Crafted by Van Excellence in association with the charity's key advisers, support packs promoting CALM's services are available to all drivers leasing vehicles through partner organisations.

If your data suggests a problem with this group, why not promote Van Excellence in your area?
www.vanexcellence.co.uk



Groups of interest: 'Offenders'*

Rather than a specific subgroup of individuals, your chosen target group may be mobile phone using drivers more generally.

If your data is derived from statistics about people breaking the 2003 mobile phone law, it may cause you to miss a large group of people that are driving while distracted by their phone, just not in ways covered by the law. Assuming that we share the ultimate aim of reducing road death and injury, and that we are not just interested in prosecutions, then we shouldn't

be overlooking any groups of potentially dangerous drivers.

We also need to think creatively about the laws that we *can* use to make our point, and not be limited to what the specific law against mobile phone use allows us to do.

And, whilst the focus may be on offenders, that doesn't mean that we should only think about methods of *enforcement*. There are many ways that we can engage with this group, including prosecution and education, and all methods of interacting with offenders can be adopted in more (and less) effective ways.

**As you'll have gathered by now, we mean phone users generally, not just ones that break the 2003 law against using a handheld phone whilst driving*



Some (more) notes on the law

There a number of laws that can be used to prosecute the behaviour, including the specific law from 2003. However, it is beoming increasingly apparent that this law is not as helpful as it might be (See pages 60-61)

The law can be difficult to interpret, understand and apply, focuses on a concept of 'use' that is outdated, and can be difficult to police.

These factors must all be considered in any attempt to tackle mobile phone use by drivers that is focused upon this particular law or 'offenders' generally as a group of people. Any approach that aims to reduce *offending* may unintentionally be pushing drivers towards another risky (but legal) alternative of hands-free mobile phone use while driving. We might find we are claiming an intervention was successful (in terms of prosecution) whilst also seeing our death and injury

rates increase.

This doesn't mean that those that break the law cannot be interacted with in meaningful ways or targeted as a group of individuals, it simply means that any approach should emphasise safe driving behaviour, not just increase familiarity with the law – to explain both legal *and* personal consequences – and to clarify that there *are* laws that cover distracted driving in a range of forms.

Whilst it may seem logical to turn to enforcement strategies to tackle offenders, it is crucial that we stay focussed on our aims and use all the means at our disposal – and that we are aware of the strengths and limitations of each.

Don't just use images of a person holding a phone to their ear to represent 'mobile phone use while driving'. Research suggests that this is less common than other forms of 'use'¹ such as texting. Don't give drivers the impression that calls are the only form of 'use' we are targeting and cause texters to think our message doesn't apply to them.

¹ DfT (2015). Seat belt and mobile phone use surveys: England and Scotland, 2015. Statistical release. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/406723/seatbelt-and-mobile-use-surveys-2014.pdf

Compliance with the law

When we identify a behaviour that we want to discourage, we often turn to the law in an attempt to make that behaviour less attractive. When we then promote the legal consequences of that behaviour, we hope that we can influence rational people to decide not to do it anymore. By increasing the consequences of being caught, we hope that the benefits of doing it seem less attractive.

When we attempt to make people behave by relying on the fear of getting caught and the consequences of getting caught, we call this *instrumental compliance*. This relies on (firstly) identifying offending behaviour and (secondly) successfully punishing it. Without this threat, people who are motivated only by the fear of punishment will not be deterred. The penalty could be incredibly severe, but if nobody believes they are likely to receive it, it will be irrelevant. With a decline in roads policing officer numbers, and no viable technological alternative, this is increasingly problematic - and recent research suggests that 54% of drivers believe that they can use a mobile phone while driving **without getting caught**¹.

Alternatively, people may comply because they think it is the right thing to do. This is known as *normative commitment*. Rather than focusing on prosecution and penalties, efforts to increase normative compliance are likely to focus on education and engagement.

A combination of normative and instrumental approaches is likely to influence the largest number of people, and to impact on their different motivations. A focus simply on instrumental compliance will be resource intensive and, as soon as we stop enforcing the law, or enforce it somewhere else, we will find that offending resumes.



See p60-61 for more on charging options



¹ The AA. (2018). What's the chance of being caught for a driving offence? News report. Available from: <https://www.theaa.com/about-us/newsroom/driving-offence-enforcement>.

What's all this about mobile phone law then?

In recent months, it's all got even more complicated with developments such as the Barreto judgement (see below) and the Transport Select Committee's report and subsequent Government response¹. For this reason, we've included some Frequently Asked Questions here that we've been asked as we complete this project, and that relate to the situation in the UK from 2020. It may be that the specific 'mobile phone law' is revised in the near future, but there's no need to wait for that to happen to use the law effectively against distracted driving.

Can drivers still be charged for using a phone hands free?

It seems unlikely that the specific 'mobile phone law' will be changed to include handsfree use anytime soon (see footnote), but that doesn't mean that handsfree is, by definition, legal. It's important that we don't think of drivers as 'immune' from the law if they are on handsfree, and that our messaging and communications doesn't give this impression either (See page?). Police readers can find more information on charging options for hands free use at the Police Knowledge Hub (go to <https://knowledgehub.group/> and join the NRPOII group)

What was 'Barreto' and what does it mean for the police?

The Barreto judgment related to a driver who was filming an incident on his phone, but who argued (successfully) that this was not a 'communicative function' as specified in the 2003 law. This has caused some confusion about what is and what is not covered by the law and made life a bit harder². It's now even more important that officers collect and record more evidence about how the phone was used, including using Body Worn Video and asking the driver what they were doing. Some great research by Professor Sally Kyd and Dr Steven Cammiss explains this in more detail³.

So, what can I say/do if someone challenges me, or claims that they weren't using their phone to communicate?

The Barreto judgement isn't clear about exactly what is covered by the reference to communicative function, but some functions that do involve interactive communication are: calling, SMS text messaging, WhatsApp, Facebook, Snapchat. Not covered are scrolling through a music playlist or through photos, or looking at Google maps. You can read more in the references at the bottom of this page, but other charging options (See <https://knowledgehub.group/> and join the NRPOII group)) should be considered.

¹ House of Commons Transport Committee (2019) Road Safety driving while using a mobile phone (Twelfth report of session 2017/19) <http://publications.parliament.uk/pa/cm201719/cmselect/cmtrans/2329.pdf> and the Government Response: <http://publications.parliament.uk/pa/cm201920/cmselect/cmtrans/237/23702.htm>

² Snow A. 'Interactive Communication' and Driving - Does It Matter Whether It Is A Mobile or Camera? Director of Public Prosecutions v Ramsey Barreto [2019] EWHC 2044 (Admin) The Journal of Criminal Law, 83: 425-42 <https://journals.sagepub.com/doi/10.1177/0022018319875527> and S. Kyd, road Traffic: DPP v Barreto (Case Comment) [2019] Crim LR 1068-1071

³ Kyd, S. and Cammiss, S (2018) 'Promoting Safety for Vulnerable Road Users: Assessing the Investigation and Enforcement of Endangerment Offences' <https://www2.le.ac.uk/departments/law/people/drivingoffencesresearchreport.pdf>

What are the options for charging phone-using drivers?

Firstly, it's important to note that mobile phone use is still distracting, regardless of what discussions are going on currently about what the law does and doesn't say. If you think a driver needs to be prosecuted for their actions, don't be put off because you are uncertain about the options. Likewise, don't ignore hands free use in your communications messaging.

There are several options for charging drivers who are using their mobile phones, depending on the type of use, the circumstances and the evidence, and the CPS have recently produced some new guidance, which you can access here: <https://www.cps.gov.uk/legal-guidance/road-traffic-mobile-phones> (although it does not specifically suggest which charges apply in which circumstances)

So our academic lawyer friends have put together an interactive flow chart that DOES guide you through

from observing the behaviour to suggesting the most appropriate disposal. Our police colleagues can access this via the Roads Policing section of the police Knowledge Hub (<https://knowledgehub.group/> and join the NRPOI group). This includes considering words of advice or education, charging the driver for not being in proper control, choosing to issue an FPN under the 2003 law, or opting for a charge of careless or dangerous driving.

We've consulted academic lawyers, serving roads policing officers and other experts to help you choose which law might be appropriate in which circumstances. Of course, each force may have it's own approach, so check locally before following the advice!

We are particularly grateful to Professor Sally Kyd and Dr Steven Cammiss for their contributions to this bit of the compendium and the online resources. You can read more about their work here: <https://www2.le.ac.uk/departments/law/people/drivingoffencesexecutivesummary.pdf>

Procedural justice

Although the police are, logically, associated mainly with instrumental compliance (see previous page), they can also have a significant role in generating normative compliance. In fact, any contact that an individual has with ‘authority’ can play an important role here. Research demonstrates that the way people are treated when they come into contact with the law, and with the police, can influence their future behaviour.

For our purposes, this means that drivers who have ‘procedurally just’ (that is *fair* and *legitimate*) interactions with the police, or hear about the positive experiences of others, are **more likely to comply with what the law and the police want them to do**¹. We also know the roads policing is the most likely reason for an individual to experience policing attention in the role of offender² (what we might call an ‘unsolicited’ encounter, rather than a ‘solicited’ one where they are a victim or witness), so it’s important to get these encounters right.

Procedurally just experiences have the following characteristics:

Neutrality	Police officers should be seen to act in fair and neutral ways, rather than targeting any particular individual or group.
Consistency	Similar circumstances should result in similar experiences for the individuals involved.
Respect	Police officers should be seen to treat all individuals with dignity and respect, regardless of the reason for their interaction with that individual.
Politeness	Individuals should be treated with politeness in the course of their interactions with the police.
Trust	Police officers should show that they can be trusted and be seen to care for individuals by explaining the reasoning for their involvement with an individual.
Voice	Police officers should be seen as allowing individuals to voice their opinions and express their own views on a matter.

A driver is more likely to accept a ‘telling off’, or even punishment, and to obey the law in future, if their experience is procedurally just³. The alternative is that procedurally *unjust* encounters make individuals less likely to see the police as fair, as legitimate, and in turn less likely to comply with their requests (to obey the law) in future.

¹ Sunshine, J. and Tyler, T.R. (2003). The role of procedural justice and legitimacy in shaping public support for policing. *Law & society review*, 37(3), pp.513-548.

² Corbett, C. (2003). *Car Crime*. Devon:Willan.

³ Bradford, B., Hohl, K., Jackson, J. and MacQueen, S. (2015). Obeying the rules of the road: Procedural justice, social identity, and normative compliance. *Journal of contemporary criminal justice*, 31(2), pp.171-191.

Experiences of policing also communicate messages about 'belonging' to a group and 'status' within that group^{1 2}. Individuals *want* to be able to see themselves as part of the 'in-group' rather than the 'out-group' so look for signs that the police represent 'people like them' and share their concerns. This can be a difficult when we are challenging the behaviour of a significant group within society such as drivers, and means that careful messaging is crucial. There are connections here to the social norms discussion on page 63 and the ideas surrounding social pressure associated with the Theory of Reasoned Action and Theory of Planned Behaviour (see pages 19-20).

Roads policing offers lots of opportunities for procedurally just experiences, whether those are direct (perhaps during traffic stops or during court processes) indirect (perhaps via social media, or written correspondence with drivers) or vicarious (where the experiences of others are witnessed).

Wherever there are opportunities for engagement with members of the public, there are opportunities for communicating a message about the legitimacy and fairness of the authorities. Given the potential for roads policing to generate large numbers of these encounters, we need to think carefully about the messages we send out and make sure that our behaviour increases normative commitment to the law rather than undermines it.

Research has suggested that speed cameras are seen, by some, as lacking in procedural justice. Whilst they are undeniably consistent and neutral, they could be seen as unfair because they lack opportunities to voice, and can be seen as disrespectful of the individual circumstances of each offence and each offender³.



Several of our Accessible Academics (p151-160) have expertise in procedural justice in roads policing and would be happy to help you understand how to put these principles into practice.

¹ Wells, H. and Wills, D., (2012). Individualism and identity: Resistance to speed cameras in the UK.

² Bradford, B., Hohl, K., Jackson, J. and MacQueen, S. (2015). Obeying the rules of the road: Procedural justice, social identity, and normative compliance. *Journal of contemporary criminal justice*, 31(2), pp.171-191.

³ Wells, H., (2008). The techno-fix versus the fair cop: Procedural (in) justice and automated speed limit enforcement. *The British Journal of Criminology*, 48(6), pp.798-817.



Groups of interest: Safe* drivers

Whilst drivers who don't use their phones whilst driving might not seem the most obvious or logical focus for your attention, they can still be used as part of your efforts to target and influence those that do.

Observation data¹, and self-report studies², do both suggest that, whilst mobile use is undeniably an issue (and may be worse than we recognise³) the majority of drivers nonetheless do not use a handheld mobile

phone whilst driving, and there are significant levels of concern amongst the general driving public about the use of mobiles by other drivers.

With declining resources, we should not overlook the role that the majority can play in influencing the behaviour of the minority who pose a safety problem. This section will highlight the ways in which individuals who do not use a mobile phone while driving may actually (directly or indirectly) become ambassadors for change in the behaviour of other road users.

**We use this term here to indicate drivers who resist distraction whilst driving, but of course appreciate that 'safe' driving is a complex and subjective term.*

¹ DfT (2015). Seat belt and mobile phone use surveys: England and Scotland, 2014. Statistical release. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/406723/seatbelt-and-mobile-use-surveys-2014.pdf

² RAC (2018). RAC Report on Motoring 2018. Available from: https://www.rac.co.uk/pdfs/report-on-motoring/rac10483_rom-2018_content_web

³ Ige, J., Banstola, A., and Pilkington, P. (2016). Mobile phone use while driving: Underestimation of a global threat. *Journal of Transport & Health*, 3(1), pp 4-8.

Safe driving as a social norm

Whilst we are quite used to hearing about the numbers of drivers caught during a 'crackdown', about how many hundred offences were identified in an operation or how many thousand tickets were issued by a particular speed camera, it may be that choosing these as indicators of success is both counterproductive and a missed opportunity. These measures give the impression that offending is widespread, even normal, and may encourage drivers who offend to think that they are in good company – or at least that they are not unusual or deviant. This is called a “false consensus” and it can be challenged to good effect. So, instead, we could take the opportunity to exploit the human instinct that makes us want to be part of the social norm¹, the ‘in-group’² or the majority³.

We know that the majority of drivers do not use their phones when driving, and that most are opposed to mobile phone use by other drivers – so promoting non-use and non-support as the norm makes more sense than simply trying to find some large numbers to illustrate the scale of the problem (which may unintentionally reinforce the behaviour we are trying to reduce⁴). This is a bit of a departure from familiar approaches, and will take a shift in thinking for many organisations, but there is plenty of research to suggest that we should consider, for example:

- Thanking the 548* drivers that we didn't have cause to stop today for an offence
- Noting that 83%* of drivers are capable of understanding and respecting the law
- Drawing attention to the help and support we get

from members of the public when we need to tackle the offending behaviour of the minority.

*We've made these numbers up, but they make the general point!



The social norms approach is an element of behavioural change theory. Research tells us that individuals are more likely to adopt/change a behaviour where a) social comparison allows individuals to recognise that it is a majority behaviour, and b) it is socially supported.

¹ Gavac, S., Murrar, S., & Brauer, M. (2017). Group perception and social norms. In R. Summers (Ed.), *Social Psychology: How Other People Influence Our Thoughts and Actions*. Santa Barbara, CA: ABC-CLIO, pp 333-359.

² Terry, D.J., Hogg, M.A. and McKimmie, B.M. (2000). Attitude-behaviour relations: The role of ingroup norms and mode of behavioural decisionmaking. *British Journal of Social Psychology*, 39(3), pp.337-361.

³ Levine, J.M., and Russo, E.M. (1987). Majority and minority influence. In C. Hendrick (ed.), *Group Processes*. Newbury Park, CA: Sage, pp. 13–54.

⁴ Behavioural Insights Team (2014) EAST. *Four Simple Ways to Apply Behavioural Insights*. Available at <https://www.behaviouralinsights.co.uk/publications/east-four-simple-ways-to-apply-behavioural-insights/>



Alternatively (and if we're not quite ready to give up on our usual performance indicators just yet) we would suggest stating the numbers caught *alongside* the numbers who did not need our attention, so providing a context or indication of the *proportion* of drivers who are offending and who, by implication, are 'the problem' for the rest of 'us'. As we suggest in relation to reporting of offending by the public (p128), a useful story here is the growing number of road users who support roads policing objectives to the extent that they are prepared to become part of the enforcement effort and report dangerous driving.

The sense that the majority oppose mobile use can also be promoted by offering drivers the chance to demonstrate their 'in-group' status. Later in this volume (p102) we give examples of 'takeaway' items, such as in-car stickers, air fresheners or bumper stickers showing support for action against mobile phone use by drivers. The more of these endorsements 'out there', the more the sense is created that the social norm favours non-use. Projects that encourage reporting by members of the public could consider their own merchandise (such as bumper stickers) that allow drivers to promote the fact that they have a dash cam and are prepared to use it to support roads policing objectives. Engaging with large numbers of individuals and offering this form of 'takeaway' item increases the opportunity for this social recognition where the items are visible on the road. It also, of course, increases the perceived risk of detection for offenders, making every car a potential 'cop car'.

CASE STUDY EXAMPLE

As we've explored in more detail elsewhere, third party reporting projects such as Operation Snap (see p128) are opportunities to make it clear that the driving public endorses roads policing – to the extent that it is willing to take part in that policing itself.

Many police forces now provide the ability for individuals to report offending behaviour that they capture (via dash cam, helmet cam, or mobile phone camera) while using the roads. These online reporting capabilities have been developed *in response to public demand*, and should be publicised or discussed in these terms, rather than as a tool for 'catching people out' or 'doing the work of the police'.



Follow

A unit with you today. We are out on the regions motorway network and A500 using the @HighwaysWMIDS unmarked HGV unit. Focusing on #fatal4 offences is really important work. Only three seatbelts offences detected so far which is positive news. @WMPolice @StaffsPolice 🚓 NM

4:15 AM - 13 Sep 2018

Whilst we are busy telling drivers that mobile phone use is a minority, deviant, behaviour they may, of course, be having experiences that tell them the opposite. While observation data suggests that mobile phone use by drivers is relatively low at any one given time¹, drivers nonetheless report a high frequency of mobile phone use by their fellow road-users². This may be because seeing someone using their phone is more 'cognitively salient', (memorable) than seeing someone that isn't.

Phone-using drivers may also draw attention to themselves by slowing other drivers down (research has found those using a mobile phone brake inappropriately³), by driving erratically, or by missing green traffic lights or opportunities to leave a junction or roundabout. Drivers also just find phone use annoying (as RAC reports have consistently shown⁴) and this *may* be making it seem more common than it may actually be. For this reason, our attempts to show that most people are not actually on their phones when they drive should probably be accompanied by assurances that we are acting to target the ones that are!

Public pledges and social norms

We discuss pledges elsewhere (see page 102), but these can have a *social* element that relates to the points we are making here. Many innovations encourage individuals to make commitments or contracts in the form of a pledge, for example, 'I pledge to never use a mobile phone while driving', or they can be a pledge to others, for example, 'I pledge to never call X when I know they are driving'. Pledges are more likely to be kept when they are socially embedded⁵, for example declared to a room full of people or shared through social media. That social audience acts as an additional source of pressure

or motivation. The more people we can see pledging the more that behaviour will be seen as the 'norm'. On a basic level, this may also be seen in the number of shares or likes that a social media post gets, or how many people have completed a pledge.



¹ DfT (2015). *Seat belt and mobile phone use surveys: England and Scotland, 2015*. Statistical release. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/406723/seatbelt-and-mobile-use-surveys-2014.pdf

² RAC (2018). *RAC Report on Motoring 2018*. Available from: https://www.rac.co.uk/pdfs/report-on-motoring/rac10483_rom-2018_content_web

³ Haque, M.M. and Washington, S., (2015). 'The impact of mobile phone distraction on the braking behaviour of young drivers: a hazard-based duration model. *Transportation research part C: emerging technologies*, 50, pp.13-27.

⁴ RAC (2018). *RAC Report on Motoring 2018*. Available from: https://www.rac.co.uk/pdfs/report-on-motoring/rac10483_rom-2018_content_web

⁵ Elaheebocus, S.M.R.A., Weal, M., Morrison, L. and Yardley, L., (2018). Peer-based social media features in behavior change interventions: systematic review. *Journal of medical Internet research*, 20(2).



Focus on: Education

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Using Education

Education has long been a staple of many road safety initiatives, and there's a real logic to the idea of telling people about the consequences of their actions so that they can change their attitudes and (crucially) their behaviours. If we can encourage people to make safe choices, we can protect them at all times, and not just when there's a chance of getting caught.

But there are lots of different forms of education, methods of delivery, and ideas that lie behind it - and some may be better suited to your particular problem than others. It's crucial to think of who we are trying to educate, as research suggests that some groups respond differently to the same kind of education, for example males and females, young drivers and experienced drivers¹. Sometimes the benefits of education can take a long time to show themselves too, which is something to bear in mind when it comes to evaluation.

The purpose of the following section is to demonstrate how education has previously been used in road safety, including the general use of education as an alternative to prosecution, and education through campaigns. More focused case studies will then be provided to show how such education may operate in practice, and how the Mobile:Engaged research project were involved with bringing the research knowledge together with the practical experience of the people we worked with.

We also need to think about different styles of presentation. The same message can be communicated in different ways, for example through the generation of fear, appeals to emotion, and appeals to rationality. In the next few pages, we'll take you through some of the advantages and disadvantages of each.

Although we would like drivers to drive safely because it is the right thing to do, we may also want to educate our audiences about the chances of detection and the consequences of being caught, as some people will find this the most persuasive argument in favour of behaviour change. These 'rational' approaches are explained on p72.

In our context there are two main ways that we might want to use education -

- as a **specific** intervention to discourage a particular individual (for example an alternative to prosecution for a specific offence such as a Speed Awareness Course, or by a police officer at the roadside)
- as a **general** intervention to educate a group or population (such as a school programme or awareness campaign).

¹ Lewis, I., Watson, B., Tay, R. and White, K.M., (2007). The role of fear appeals in improving driver safety: A review of the effectiveness of fear-arousing (threat) appeals in road safety advertising. *International Journal of Behavioral Consultation and Therapy*, 3(2), p.203.

Fear appeals

'Fear appeals' use images, videos, stories and other forms of information that intend to evoke the emotion of fear in the audience. They are sometimes referred to as "scare 'em straight" approaches, as the point of evoking fear is to 'scare' individuals into wanting to avoid some unpleasant consequences which are shown to result from the behaviour we are targeting. These approaches were common to Think! campaigns, and many other interventions, for many years, although we are now seeing a shift away from this style for a number of reasons, including the fact that research has shown that it is not as effective as we might have expected.

Whilst some research has found education using fear appeals to be useful in creating attitude and behaviour change¹, other research suggests that fear appeals may even have the opposite effect to that intended (leading individuals to drive less safely than before they were exposed to the fear appeal). Fear appeals have been shown to be particularly ineffective at changing intentions to behave differently in future for young males².

However, when fear is generated, but generated alongside a period of 'fear relief' (an opportunity for individuals to overcome the fear that is being felt), and when individuals are offered practical suggestions for avoiding experiencing the threat that has been shown, fear-appeals have been found to be more successful^{3,4}. If using education that utilises a fear-based format, it is therefore advisable to offer a period of 'fear relief' during which individuals can absorb the information about consequences and the strategies that may avoid those consequences.

We should avoid exploiting the potential of fearful information unless we also provide follow-up advice and suggestions about how that fear can be turned into effective action



Fear is a powerful but complex emotion. If you want to know more, see the list of references to research findings at the end of this section, or contact one of our Accessible Academics (p.151-160).

¹ Hoekstra, T. and Wegman, F., (2011). Improving the effectiveness of road safety campaigns: Current and new practices. *IATSS research*, 34(2), pp.80-86.

² Wundersitz, L.N., Hutchinson, T.P. and Woolley, J.E., (2010). Best practice in road safety mass media campaigns: A literature review. *Social psychology*, 5, pp.119-186

³ Rossiter, J.R. and Thornton, J., (2004). Fearpattern analysis supports the feardrive model for anti-speeding roadsafety TV ads. *Psychology & Marketing*, 21(11), pp945-960

⁴ Algie, J. and Rossiter, J.R., (2010). Fear patterns: A new approach to designing road safety advertisements. *Journal of Prevention & Intervention in the Community*, 38(4), pp.264-279.

Emotional appeals

In a similar way to fear appeals, emotional appeals often present images, videos and statistical information in an attempt to generate an emotional response from an audience. However, they are used to evoke a range of emotions rather than simply fear. These emotions may be positive as well as negative, and include happiness, excitement, shame, guilt, and remorse. Positive emotional appeals that are supposed to create emotions such as happiness and excitement often depict safe road user choices being made (and good outcomes resulting), rather than portraying the risky behavioural choices that are generally seen within fear appeals.

There is some evidence that positive emotional appeals are worth considering with a population that is largely male. Research has found male drivers were less likely to view themselves as better at driving than everyone else following a *positive form of education* in comparison to a *fear-based* educational strategy¹. These approaches provide individuals with an understanding of how they *should* behave as well as how they should *not*, and therefore allow for a comparison between the consequences of risky and safe driver behaviour.

Some research has suggested that this positive-based approach should be used alongside other information, which may include fear. This positively-focused style of information could be used as a period of 'fear relief' within fear-based approaches,

and to provide individuals with an understanding of avoidance strategies, or what they can do to avoid the consequences associated with unsafe driving behaviours.

Emotions are powerful things, but we need to use them to direct people towards actual behaviours, not just hope that these behaviours are obvious.



¹ Harré, N., Foster, S. and O'Neill, M., (2005). Selfenhancement, crashrisk optimism and the impact of safety advertisements on young drivers. *British journal of psychology*, 96(2), pp.215-230.

Rational approaches

Rational approaches have also been described as 'information' or 'enforcement' approaches as they provide a range of information that often relates to what an offence is, the penalties associated with that offence and/or how to improve a driving skill, rather than attempting to generate and exploit emotions. They may be used to explain a change in law, or an increase in penalties associated with an offence and are primarily used as an awareness raising, rather than behaviour change strategy. They often rely on the assumption that the audience is rational and will choose the behaviour that benefits them most and costs them least.

Where individuals have been shown to have an information or skill deficit, a rational approach may be useful. However, research has produced mixed findings regarding their ability to significantly reduce offending behaviour^{1 2}. These approaches may increase knowledge and skill, but they do not appear to influence road user behaviour that well. In some circumstances, it may be more useful to combine their use with educational styles that explain to individuals the importance of safe road user behaviour so that they are able to recognise the *relevance* and *importance* of those safe driving skills – the *why* as well as the *how*. It is useful to offer this style of education where it has been identified that an information or skill deficit is evident (misunderstanding of roads signs, perhaps, or where a new rule or road layout has been applied). In the case of mobile phone use by drivers, the lack of understanding that the law applies when a driver is stationary in a traffic jam might be an example of a knowledge-deficit that could be addressed by a rational approach to education, as *might* the message that hands-free use has the potential to be as distracting as handheld use (a message that still seems to surprise many drivers).

¹ Ker, K., Roberts, I., Collier, T., Beyer, F., Bunn, F. and Frost, C., (2005). Post-licence driver education for the prevention of road traffic crashes: a systematic review of randomised controlled trials. *Accident Analysis & Prevention*, 37(2), pp.305-313.

² Stanton, N.A., Walker, G.H., Young, M.S., Kazi, T. and Salmon, P.M., (2007). Changing drivers' minds: the evaluation of an advanced driver coaching system. *Ergonomics*, 50(8), pp.1209-1234.





Diversiónary courses

For offending drivers specifically, education has been used in the form of diversionary courses (offered as an alternative to prosecution) for many years now. The Road Traffic Law Review of 1988 recommended an increased use of education in response to traffic offences and, as a result, Devon and Cornwall Police and Devon County Council developed and introduced an educational course to be used as an alternative to prosecution for the offence of 'careless and inconsiderate driving'. This was the first course of its kind and it still forms part of the National Driver Alertness Course¹.

Today there are a number of courses that are available as a diversion from prosecution, for an array of offences. The National Speed Awareness Course (NSAC) is the most-used and has also been most extensively evaluated². It combines a rational approach (that explains how individuals are able to recognise speed

limits and skills they can employ to adhere to them) with some fear-appeal elements.

Following a triple-fatal road crash in 2016 that was caused by a driver using a mobile phone, the Department for Transport indicated that it did not consider education to be an appropriate disposal for this offence³. Whilst it is still permitted to offer diversionary courses, many forces have taken a steer from government and do not offer them, although the 'What's Driving Us?' national course *can* be offered to such offenders⁴. This has yet to be fully evaluated. Some local courses have also been offered, including Crash Course in Staffordshire, which has been the subject of longitudinal evaluation, but which is not currently available⁵.



You can find a case study of Crash Course overleaf.

¹ Burgess, C. N. W., & Webley, P. (1999). Evaluating the effectiveness of the United Kingdom's National Driver Improvement Scheme. In G. B. Grayson (Ed.), *Behavioural research in road safety IX* (pp. 39–54). Crowthorne: TRL.

² Ipsos Mori, Barrett, G., and the Institute for Transport Studies, University of Leeds. *Impact evaluation of the National Speed Awareness Course*. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/706208/national-speed-awareness-course-evaluation.pdf

³ DfT (2016). A consultation on changes to the Fixed Penalty Notice and penalty points for the use of a hand-held mobile phone whilst driving. Response to Consultation. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/565099/hand-held-mobile-phone-driving-consultation-response.pdf

⁴ NDORS (nd). *The Courses*. Available from: <https://www.ndors.org.uk/courses>

⁵ Savigar, L. (2016). *How can education be used to influence road safety attitudes and behaviours? An exploration of Crash Course as a diversion from prosecution and as road safety training for employees. Report for the Office of the Police and Crime Commissioner for Staffordshire – December 2016.*



Case Study

Crash Course



Overview of the approach

Crash Course was an educational course offered in Staffordshire as an alternative to prosecution for the offences of using a mobile phone while driving and failure to wear a seatbelt. It was also offered to 16-18 year old school and college students in Staffordshire and Stoke-on-Trent, and to groups of employees throughout the UK in slightly different formats. *Crash Course* is not being used for any of these groups currently, although this may be reviewed in the future.

Crash Course was presented by those with personal experience of the issues being discussed, including a police officer, a representative of the fire and rescue service, a prison officer, a family liaison officer, and a road crash victim. It also contained multi-media clips including an offender currently in prison for causing death by dangerous driving while using his phone, as well as images of real crashes. The offence of using a mobile phone was discussed alongside other offences including failure to wear a seatbelt and speeding. Hands-free mobile phone use also featured.

The course relied to a significant extent on 'fear-based' inputs (see p70), although a 'rational information' approach (see p72) was also used for covering issues such as the law and statistics about mobile phone use. The audience was largely passive throughout (discussion or group work was not a part of the provision) and no follow-up work was conducted with participants.

Evaluation of *Crash Course*¹ has shown it to be useful in producing attitudinal and (self-reported) behaviour change, and identified interesting findings about how the course changed attendees' views about roads policing. As with most courses of this type, it is a challenge to deal with the significant emotions that the content can generate, particularly when the audience is likely to be driving home as soon as the course ends.

¹ Savigar, L. (2016). *How can education be used to influence road safety attitudes and behaviours? An exploration of Crash Course as a diversion from prosecution and as road safety training for employees*: Report for the Office of the Police and Crime Commissioner for Staffordshire – December 2016.



Mobile:Engaged contribution

Knowledge exchange

The Mobile:Engaged team have had prior connections with *Crash Course* as one of the Mobile:Engaged team completed a PhD based on the *Crash Course* intervention, some of the findings of which have been published¹. The Mobile:Engaged team also met with the Education and Training Co-ordinating Manager for the Staffordshire Safer Roads Partnership regarding the development of *Crash Course* moving forward.

Focus on safety

The core *Crash Course* presentation provides information relating to both handheld and hands-free mobile phone use, rather than simply handheld mobile phone use, an approach which we would endorse. This helps to overcome some of the issues associated with the law discussed on page 15-16, as it represents a focus on safety over legality. Positive changes in attitudes and self-reported behaviours regarding hands-free mobile phone use were observed in the evaluation.

Local, 'real' stories

Crash Course was very deliberately presented by a group of people with experience of the personal consequences associated with driving offences, and this personal connection was made clear to the audience. This was complemented with case studies of incidents drawn from the local area, using images and video clips supporting those stories. Course attendees reported that they were able to connect to the information being presented by comparing their own offending behaviour, sometimes even on the same roads, to the behaviour of those featured².

Emotional warning

With the largely emotional and fear-based content of *Crash Course*, it is important to consider who the audience is, as highlighted on page 69. Members of the audience may have their own personal experience of the issues being discussed, as some attendees indeed reported². A content warning is issued at the start of the course itself, but should be provided before individuals agree to attend the course, whether that is groups of offenders, employees, school children or others.

¹ Wells, H. and Savigar, L., (2017). Keeping up, and keeping on: Risk, acceleration and the law-abiding driving offender. *Criminology & Criminal Justice*, p.1748895817738555.

² Savigar, L. (2016). *How can education be used to influence road safety attitudes and behaviours? An exploration of Crash Course as a diversion from prosecution and as road safety training for employees*: Report for the Office of the Police and Crime Commissioner for Staffordshire – December 2016.



Fear relief

Research shows that it is important for information to be provided in ways that reduces the likelihood of individuals responding to it in negative ways^{1,2}. One of the methods that has been suggested is to provide a period of 'fear relief' following the presentation of fear-based information^{2,3}. It is possible that the information presented within *Crash Course* could be followed with more suggestions relating to the avoidance strategies associated with mobile phone use (see page 98). This should empower individuals with the ability to 'do something' with the information that they have been given, rather than simply fear the consequences.

Audience-specific education

Where the audience is a group of young people, it is important that the information presented is perceived to be relevant to that group, as explained elsewhere in this compendium (see page 80). This may mean choosing particular imagery, stories or presenters when engaging with that group. Where that group is employees, the same factors should be considered, with company policies understood and shared. Strategic differences between the forms of presentation for young people, employees, and even offenders, can make a difference in making that information relevant to that group of people. This would not be possible if the course was delivered remotely, via DVD for example.

Procedural Justice

One of the most striking findings of the longitudinal research conducted on *Crash Course* was that attendees saw roads policing as more legitimate after attendance than they did before. It appears that having the chance to interact with professionals in this area, and to hear the reasons behind the law from those with personal experiences of the consequences, contributed to an increased sense that enforcing road traffic laws was something that the police were right to do. This is likely to increase compliance with those laws longer term and is an additional benefit of meaningful engagement with driving offenders in forms such as this. For more information on procedural justice, see page 62.

Mobile:Engaged impact

Unfortunately, as can happen, the course ceased to be offered during the time of our engagement with it. However, we have maintained contact with the providers and will be involved in any future plans to take the initiative forward. Leanne would be happy to discuss the evaluation of Crash Course that was conducted as part of her PhD (see page 152 for contact details).

¹ Lewis, I., Watson, B., Tay, R. and White, K.M., (2007). The role of fear appeals in improving driver safety: A review of the effectiveness of fear-arousing (threat) appeals in road safety advertising. *International Journal of Behavioral Consultation and Therapy*, 3(2), pp.203-222.

² Rossiter, J.R. and Thornton, J., (2004). Fear pattern analysis supports the fear drive model for anti-speeding road safety TV ads. *Psychology & Marketing*, 21(11), pp.945-960.

³ Algie, J. and Rossiter, J.R., (2010). Fear patterns: A new approach to designing road safety advertisements. *Journal of Prevention & Intervention in the Community*, 38(4), pp.264-279.

Campaign education

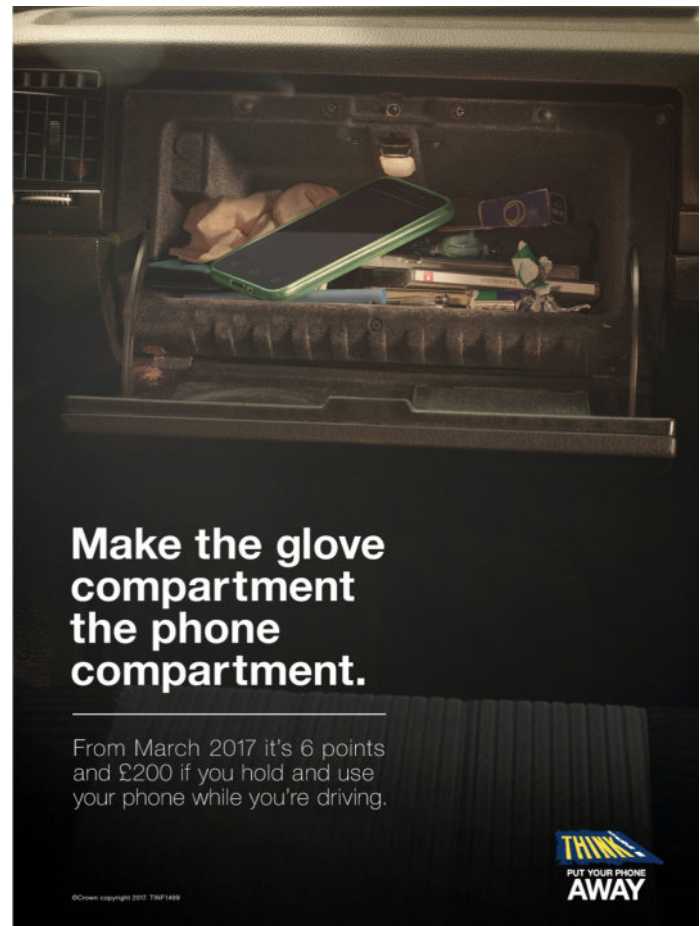
The idea of trying to reach high numbers of people to educate them about important issues is not new, and it has an obvious appeal. If there is a behaviour that large numbers of people are engaging in, but that we know is dangerous, then logic perhaps tells us that we should try approaches that share basic information and memorable messages using cost-effective channels such as tv, radio, posters and – of course – social media.

Perhaps the most famous and established campaign 'brand' is Think! which evolved following the publication of the 2000 'Tomorrow's roads: Safer for everyone'¹ strategy. A number of Think! campaigns have targeted mobile phone use. Many of these adopted a fear-based approach, highlighting the personal consequences that can result from using a mobile phone while driving, such as that which featured a split-screen and implicated the caller in the distraction (and subsequent crash) of the driver². More recently, a more rational approach has been favoured, with the suggestion that we 'make the glove compartment the phone compartment'³.

Awareness and education campaigns are notoriously difficult to evaluate, but some evidence of the impact of Think! campaigns⁴ is available. For example, a 2008 evaluation found that over 80% of those questioned recalled seeing something related to a Think! campaign about mobile use by drivers. When asked specifically about the 'split screen' television advert described above, 29% claimed that it made them think about their own driving, initially suggesting that the campaign may be useful in improving driver behaviour.

However, making someone think about their behaviour is not the same thing as creating behaviour change.

Whilst an individual may think about how they use a mobile phone while driving, they may also be thinking that they do not really *use* it, or they use it in ways that are not dangerous. This is likely given that the majority of drivers consider themselves safer than other drivers⁵. Alternatively, they may think about their behaviour in terms of how they can use their phone 'without being caught', thinking of the legal implications as the risk associated with the action – not the personal consequences.



¹ DfT (2000). Tomorrow's Roads–Safer for Everyone. London: HMSO

² <https://www.youtube.com/watch?reload=9&v=72gRIWXgDoo>

³ <https://www.think.gov.uk/campaign/mobile-phones/>

⁴ DfT (2009). THINK! Road Safety Campaign Evaluation: Post evaluation of June 2009 Mobile Phone campaign. Available from: <http://webarchive.nationalarchives.gov.uk/20100202120215/http://think.dft.gov.uk/pdf/332982/332986/0906-mobiles-post.pdf>

⁵ Harré, N., Foster, S. and O'Neill, M., (2005). Self enhancement, crash risk optimism and the impact of safety advertisements on young drivers. British journal of psychology, 96(2), pp.215-230.

Using education in effective ways

We wanted to come up with a simple method for thinking about the quality of information we use to influence people's attitudes and behaviours. We think it is important that all educational information, whether shock-based, or information-based, is designed to be C.L.E.A.R. By this, we mean that it should be: Current, Local, Evidenced, Attractive, and Relevant. This is based on what the research tells us about how we respond to information (and how different people respond differently), what drivers say about how they experience education, and what we have learned from talking to our innovators in this project.

CURRENT - Information being presented, images and videos being used, and suggestions for behaviour should always be up-to-date, contemporary and useful for individuals 'today'. Where information or images are outdated, or are no longer relevant to the lives of those target people, it may provide them with an opportunity to 'switch off' or distance themselves from the information being presented, or give the impression that our information or statistics are also 'out-of-date'. Modern vehicles, contemporary fashions, current technologies (being used in up-to-date ways) should be sourced and used. We don't want our audience to get distracted by amusing old hairstyles or phones that look more like walkie-talkies (see the image on this page). This can mean regularly checking and reviewing the content of our campaigns and interventions to make sure that we have not accidentally become out-of-date. Individuals may think that, as modern technology (like theirs) is different to that being shown in the images, the consequences of using it are different.



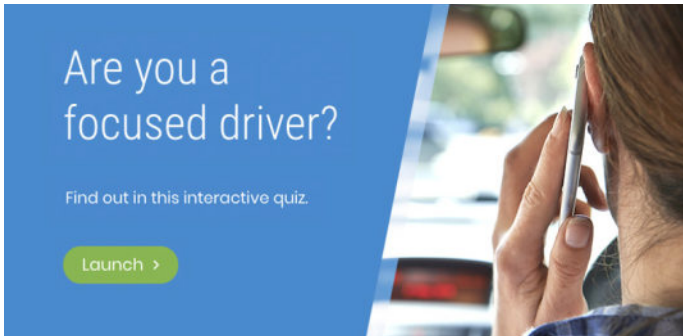


LOCAL – Evidence from our own work on education in this area¹, as well as the insight from this project, suggests that the use of local stories and locations also helps to make the information seem useful and relevant, and harder to dismiss. The use of local roads in examples increases the likelihood that the audience will have a personal connection to, or at least familiarity with, the location, and will therefore be able to see the relevance of the story to their own lives. This encourages drivers to believe that 'it could have been me' or even in the future that 'it could be me'. If your intervention is national, or may involve people who could be from anywhere in the country, then make sure the image is 'local' in the sense that it at least comes from the UK – so avoid using images (like those above) of left-hand drive cars, or vehicles in contexts that are obviously international. It's easy to 'borrow' imagery and advertising from elsewhere, and tempting when they feature appealing or clever messages, but make sure that the laws they refer to are relevant 'here', and that a shared Tweet from the US (for example) doesn't confuse the message you are trying to get across.

EVIDENCED - It is important that every strategy uses approaches that are evidenced, and shown to work for the target group. For example, for young people, fear appeals are not the most successful approach when used without a period of 'fear relief', but information- and positive emotion-based inputs might work better. As explained before, understanding the group that the strategy is targeted at increases the likelihood that the individuals you wish to interact with will engage with your content in a positive way.

Evidence can also be used to challenge any suggestions that your activities are not legitimate, or not a priority. Statistics can be used creatively to give impact (so long as they are not over-complicated), and so long as they are recent and relevant to the point you are making and the audience you are making it to. Similarly, experts (such as Family Liaison Officers or collision investigators, or members of the fire and rescue service) can be useful for making a point (bringing their own kinds of expertise with them) about *real* not hypothetical events that have happened not just once, but multiple times.

¹ Savigar, L (2018). *Preventing mobile phone use while driving: appreciating the equivocal nature of identity, safety and legality in an uncertain world* (Unpublished doctoral thesis). Keele University, Staffordshire.



ATTRACTIVE - Particularly where individuals are expected to make an effort to engage with educational information, it is essential that the information is attractive. Within online approaches, images and (short) videos do this best¹, so long as they are in a mobile-friendly format. Always put captions or subtitles on videos as evidence suggests that up to 85% of people listen in silence². Make non-use of a mobile phone appear more attractive by communicating the benefits an individual may experience as a result of changing their behaviour in the way we would like them to³. This includes getting home safely, or avoiding higher insurance premiums, for example.

Another aspect of 'attractiveness' we can make the most of is people's desire to be part of the 'in-crowd' (as we suggested on p65). People naturally and instinctively want to be part of the majority (this is called the 'social norms' approach from the behaviour change literature) and we can use this to our advantage. So whilst it might be tempting to start your education with some impactful statements about levels of offending, resist the implication that this is *normal*. This won't detract from your statistics and examples about the harm that is caused by the behaviour when it does occur.

RELEVANT - Information should be relevant to the individuals targeted to ensure that they do not deem the information 'important for others, but not themselves'. This is where it can be important to clarify what we mean by 'use' of a phone. If people don't think what they do is 'use' they are unlikely to think our message is aimed at them.

Likewise, most drivers think they are better than average at driving⁴ so may ignore safety messages as being relevant for others but not themselves. resources like the OU's 'Are you a focused driver?' exercise, available at <https://www.open.edu/openlearn/health-sports-psychology/psychology/are-you-focused-driver>, are really effective at getting drivers to experience distraction and the way it affects them. Not other people. Them specifically.

We can also try to make sure that our audience sees our *activities* as relevant to them. Rather than justify what we do we should show pride, and (where possible) be clear that the responses we talk about are *endorsed by the public*, and often *demanding by them*. This approach makes the enforcement of the law relevant to the audience in terms of the protection it offers them, rather than being framed as a threat they need to look out for. So if we change the terms of reference and imagine our audience as allies, not as potential targets, then we should find that they begin to mirror that.

A famous face can be an attractive feature of message - just make sure you check out that person's profile to make sure they are an appropriate role-model.

¹ Hubspot (nd). *45 visual content marketing statistics you should know in 2018*. Available from: <https://blog.hubspot.com/marketing/visual-content-marketing-strategy>

² UScreen (nd). *7 reasons your videos need subtitles*. Available from: <https://www.uscreen.tv/blog/7-reasons-videos-need-subtitles-infographic/>

³ Lewis, I., Watson, B. and White, K.M., 2008. An examination of message-relevant affect in road safety messages: Should road safety advertisements aim to make us feel good or bad?. *Transportation research part F: traffic psychology and behaviour*, 11(6), pp.403-417.

⁴ Harre, N., Foster, S. and O'Neill, M. (2005). Self-enhancement, crash-risk optimism and the impact of safety advertisements on young drivers. *British journal of psychology*, 96 (2), pp.215-230

Case Study:

Message Not Delivered



Overview of the approach

Message Not Delivered is an interactive drama highlighting the dangers of using mobile phones while driving. Produced by the New Vic Borderlines in partnership with Staffordshire Fire and Rescue and Staffordshire Police and toured around schools in the West Midlands, Staffordshire and Cheshire, the drama tells the story of a group of friends involved in a collision, with real (live) inputs from professionals from fire, police and ambulance services as well as the family and friends of real-life crash victims. Both the legal and personal implications of using a mobile phone while driving are highlighted.

The production is taken to schools, and uses theatre-style lighting and stage props.



Photo credit: Andrew Billington Photography

After each performance, students (aged 13-18) take part in workshops and interact with scenes, identifying how the characters might have behaved differently and generated different outcomes. These workshops are facilitated by a New Vic Borderlines Practitioner, but are also assisted by those involved in the production. Part of the production involves asking students to think about three things they would like to do, see or experience in the future. Subsequent discussion focuses on how those ambitions would not be possible if those consequences outlined during the production were experienced by them as individuals.

Mobile: **Engaged** contribution

Knowledge Exchange

We had two initial meetings with the *Message Not Delivered* (MND) team to help us understand the approach and how we might be able to help out with the development of the approach for a new tour planned for later in the year. We then observed the play being delivered in a local school, before holding a KEC (Knowledge Exchange Consultation) with members of the *Message Not Delivered* team. Many of the following points are transferable to other kinds of live intervention experience.



'Keeping up'

Because the production is performed, rather than pre-recorded, actions, behaviours, music, sounds and discussion can be revised to ensure their continued relevance. In the case of *Message Not Delivered* (observed during 2018), the actors performed the 'dab' (a very contemporary trend likely to resonate with the target audience) and listened to current music. Clever and reflexive choices like these have the potential to engage a young audience and emphasise that the issues are relevant to that group in particular¹. It is crucial, therefore, that these choices 'keep up' with changes in trends to maintain the audience interest. Outdated trends would allow young people to disconnect from the production, potentially reducing the impact of the approach. The Dab was soon replaced by The Floss. By now, either of these actions would appear outdated.

'Real life' examples

The involvement of emergency service personnel in the production brings credibility and personal experience². When these individuals are local, familiar, and talk about places and people that the audience will be familiar with, they are likely to be particularly easy for the audience to relate to and trusted as conveying 'real life' information rather than 'stories'. Talking about local roads, areas or even adding in the school name makes it more 'real' and is feasible because the input is live. The production also uses real-life voice-overs from those that have been directly affected by road death. This is hard-hitting, but can be effective when followed by discussion of not just the consequences of distracted driving, but strategies to avoid suffering the same fate (see pg8).

Effective Workshops

Research has found that increasing group size has a detrimental impact upon the extent to which a learner interacts with and accommodates the information presented³ (see page 83). This is particularly important for something such as a workshop within this context where we want students to engage with and understand the information presented/discussed. Where possible, working with smaller groups of people rather than whole or half year groups would be an 'ideal', to ensure students take as much as possible from that workshop.



Photo credit: Andrew Billington Photography

¹ Mayhew, D.R. and Simpson, H.M., (2002). The safety value of driver education and training. *Injury prevention*, 8(suppl 2), pp.ii3-ii8.

² Stapel, D.A. and Velthuisen, A.S., (1996). "Just as if it happened to me": The impact of vivid and self-relevant information on risk judgments. *Journal of Social and Clinical Psychology*, 15(1), p.102-119.

³ Caspi, A., Gorsky, P. and Chajut, E., (2003). The influence of group size on nonmandatory asynchronous instructional discussion groups. *The Internet and Higher Education*, 6(3), pp.227-240.



Delivery timings

It is important to consider the time of day and amount of time that is available for a delivery in order for that delivery to be most effective. It can be difficult to fit in around very stretched school timetables and curriculum requirements, so inquiries into the setting should be made beforehand. Delivery of upsetting information means it is important that students are given the opportunity to discuss that information, and that individuals such as presenters/teachers are available to give support to any individual requiring it before they leave the venue. Part of the workshop should take place before a break to allow for a partial 'relief' period¹ whereby emotions and fear that may have been evoked are re-settled and information explaining how to avoid the consequences that created the fear is provided. This reduces the likelihood that individuals will leave feeling anxious but without a sense of direction for what to do next, which can have negative impacts upon behaviour¹.



Photo credit: Andrew Billington
Photography

Behaviour change techniques

The workshop provided as part of Message Not Delivered contains a number of Behaviour Change Techniques. For example, a leaflet is handed out to students containing a 'pledge' section, where participants are encouraged to commit to particular forms of behaviour (and avoid others). For this to be meaningful, potential 'pledgers' need the space to discuss what they are committing to and how they might go about turning behavioural intention into behaviour change - not just be asked to sign something before they can leave.

A promise to oneself can potentially be more easily ignored than a pledge to others, so students could be encouraged to make a pledge to each other². This should also be discussed in terms of *specific* intentions rather than *general* goals, to make the pledge more personal and applicable to the real world - for example, by getting an individual to think about specific actions that they do, or are tempted to do, and write their own pledge, rather than simply commit to 'not using their phone while driving'. If possible, pledges should be reviewed and revisited within the weeks and/or months following the presentation³. Ongoing work with schools post-delivery is advised to allow follow-up messages to be delivered and evaluation to take place.

¹ Algje, J. and Rossiter, J.R., (2010). Fear patterns: A new approach to designing road safety advertisements. *Journal of Prevention & Intervention in the Community*, 38(4), pp.264-279.

² Fylan, F. (2017). *Using Behaviour Change Techniques: Guidance for the road safety community*. RAC Foundation. Available from: https://www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_changetechniques_Guidance_for_the_road_safety_community.pdf



Mobile:Engaged impact

The *Message Not Delivered* team were extremely receptive to the idea of evaluation, but, like many projects, were a little unsure how to go about doing this. We started off by asking the team to think about what they wanted to know, and what they hoped they were achieving, so we could help them answer the specific questions that concerned them. This allowed for us to help design an approach that was realistic given the capacity and budget constraints, the specifics of the context in which it was to take place, and the characteristics of the participants. A number of survey instruments ('before', 'after' and 'follow-up') were co-produced by the *Message Not Delivered* team and the Mobile:Engaged team to aid understanding of attitudes and behaviours. The team were given the tools to conduct the evaluation themselves, and analyse the data as they wished.

"It has been really useful and interesting working with the Mobile:Engaged team on this project."

"The post-show questionnaires have also given us an insight into particular parts of the performance that have resonated with the audience. This is important feedback for us and something that is not always able to be captured during the workshops. It has shown us that the documentary voice overs in the piece have an impact on the audience and proves how important those real voices are."

"The questionnaires that have been created have given us insight into the perceptions young people have about the use of mobile phones and driving. It's quite clear that young people understand the dangers of this and what we want to achieve is to give them strategies to be able to use if they find themselves in a dangerous situation."



The Message Not Delivered team are happy to be contacted if you have any questions about the approach:

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- Rachel Reddihough Project Manager – New Vic Borderlines - rreddihough@newvictheatre.org.uk

Case Study:

Drive for Life



Overview of the approach

Drive for Life is an interactive presentation delivered by members of South Yorkshire Safer Roads Partnership and Local Authority colleagues. It is a presentation of information that includes images, videos and interactive scenarios. It is aimed at young drivers aged 17-24 and their passengers, so is often delivered to school and college groups. The aim of *Drive for Life* is to increase knowledge of the 'fatal four', including what the four identified behaviours are, as well as the personal and legal consequences that can follow if they engage in these types of offending behaviour. Some attitude and behaviour change amongst the audience is anticipated following the presentation. A section of the presentation focuses on driver distraction, with mobile phone use being one significant part of that topic.



Following the results of a recent evaluation, *Drive for Life* content has moved away from a reliance on 'fear-appeal' messages (see page 70) to an approach that is focussed on the use of behaviour change techniques. Whilst some hard-hitting, emotional, information remains, this is complemented with rational information explaining the legal implications of offending actions and collisions that may result. In terms of behaviour change techniques, the shaping of knowledge, information regarding consequences, salience of consequences and information regarding the negative consequences of the action are clearly evident (See p22). Issues surrounding mobile phone use by drivers are explained, as are the implications that those issues can have for individuals.

In addition to this, information, teaching and support regarding a 'target behaviour' - what drivers *should* do to keep safe on the roads - is provided. The information is also often communicated by a 'credible source'¹, as *Drive for Life* is presented by experienced roads policing and family liaison officers.

Video clips that show individuals using the glove compartment to store a phone, using a signal blocking pouch or a 'do not disturb' function can highlight how easy it is to use these strategies, as well as their benefits.

¹ Fylan, F. (2017). *Using Behaviour Change Techniques*: Guidance for the road safety community. RAC Foundation. Available from: https://www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_changetechniques_Guidance_for_the_road_safety_community.pdf



Mobile:Engaged contribution

Knowledge Exchange

We were able to access information from previous evaluations of *Drive for Life* to inform our understanding of the approach, and this was supplemented by an overview of the presentation by the *Drive for Life* project manager at the start of the Knowledge Exchange Consultation (KEC).

Behaviour Change Techniques

Drive for Life has benefited from having been evaluated in the past, and its use of behaviour change techniques was notable. The shift from fear-based information, to one that utilises BCT's to achieve its aims, has been a significant change for the team, but one that they have approached with enthusiasm. We took the approach of building on these foundations and began our KEC with a discussion of how BCTs could be further incorporated. The following headings relate to recognised BCTs.

'Behavioural contract', 'commitment' and 'social support' - These three BCTs could be incorporated through the addition of a pledge or promise to adopt certain driver behaviours and refrain from others. You can find out more about pledges (including what approaches and wording works best, and for who) on pages 104-106.

'Social comparison' - When *Drive for Life* tackles seatbelt use, the presentation emphasises information that shows that the majority of drivers do indeed use a seatbelt while driving - hence it is *normal* behaviour. We think this idea can also be applied to mobile phone use, and that (rather than emphasising the scale of the problem) observational data can be used to show that it is only a small proportion of drivers that use a mobile phone while driving on any single journey¹. By doing this, a 'social norm' may be created in favour of the safer behaviour, rather than audience members being encouraged to believe that they are in good (majority) company when they break the law. More information on using (and creating) social norms can be found on page 65.

'Action planning' and 'demonstration of behaviour' - If the behaviour that we want individuals to adopt is as simple as downloading an App or using a 'do not disturb' function on a phone then it is possible to physically demonstrate that behaviour to the group before asking individuals to do it too.

'Comparative imagining of future outcomes' - Audience members should be asked to consider how the consequences being presented relate to their own lives - what could the use of a mobile phone prevent them from doing in the future that they have always wanted to do? Explaining how those dreams are more likely to be

¹ DfT (2015). *Seat belt and mobile phone use surveys: England and Scotland, 2015*. Statistical release. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/406723/seatbelt-and-mobile-use-surveys-2014.pdf



and the future. *Message Not Delivered* also uses this approach (see page 81-84).

'Review goals', 'feedback' and 'monitoring' - Follow-up engagement or information would introduce these three BCTs. Engagement via social media could facilitate this and would not be too resource intensive. Individuals should be encouraged to think about their knowledge, attitudes and behaviour to reinforce the messages that have been delivered and encouraged to consider whether they would benefit from additional input to facilitate safe behaviour choices.

'Discrepancy between current behaviour and goal' - In small groups it may be possible to ask individuals to think about how they act, and in what ways their behaviour could be problematic. They may need prompting to consider the risk of particular actions, such as reading a text without holding a phone, etc. (which they may not have considered to be 'use' of a phone - see pages 15-17). This would allow them to understand where there may be differences between their current behaviour and the goal behaviour that you are encouraging them to consider. If the individual does not consider themselves to be a 'user' of a phone (perhaps because they do not hold it to their ear) they won't think that our messages are aimed at them.

Evaluation

The South Yorkshire Safer Roads Partnership had previously commissioned an external evaluation of *Drive for Life*, and this had generated some good practice observations and suggestions for developing the resource in future. The experience had also demonstrated the value of good quality evaluation, and the Partnership has begun to train its own staff in the benefits and methods of evaluation. This should mean that future evaluation can be conducted in-house, and increases the likelihood that the intervention will remain relevant and can demonstrate its effectiveness.

- Pages 25-27 explain the importance of evaluation
- Always make sure your information and images are C.L.E.A.R (see pages 78-80)
- Group size can be an issue with education in schools. See page 83 for research on how this can affect results.



Mobile:Engaged impact

"We are now considering the recommendation around having a behavioural contract or pledge and looking to introduce this as part of a reinforcement slide at the end of the presentation where we leave young people with the key positive behaviour traits we want them to demonstrate."

"We are due to launch a major review of our young driver road safety interventions (including Drive for Life) and your recommendations will be invaluable in helping us to develop a new, more co-ordinated and streamlined young driver intervention for young people in South Yorkshire."

DRIVE FOR LIFE

"Going forward, we hope that we will have the resources to go back into sixth forms and colleges, 3-6 months after our presentations, to conduct focus groups with a sample of young people who attended Drive for Life, to get further feedback from them and see if any positive changes have been maintained."

"Thank you for the opportunity to take part in this project. It was a pleasure working with you both. You have kept us informed at every stage in the process and given us the opportunity to comment on your findings and recommendations. The conclusions you have drawn have been very insightful and a useful external check on what we currently deliver. Going forward this information will help to shape a reinvigorated road safety offer for young drivers in South Yorkshire, ensuring that we are delivering our messages as effectively and efficiently as possible to help young people stay safer on our roads".

"We are now collecting before and after evaluation data from participants attending the Drive for Life sessions and for this academic year we are using an electronic survey form which students access via their mobile phones".

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Focus on: Public Engagement

In this section:

Social Media P90

Case Study:

Surrey Roads Policing P95

One-to-one and Small Group
Communication P97

Case Study:

Supermarket Stand - Milton Keynes P100

Campaigns and Pledges P104

Case Study

My Red Thumb P107

Social Media

Which platform and why?

'These days' everyone needs to think about a social media profile. It's a cheap and effective way of reaching a wide audience, but it does require careful thought. Before developing a social media strategy, it is first important to consider what that approach aims to do, just as you would with any other strategy. Consider which social media platform(s) best suits your target demographic, as different platforms are used by different groups, as well as in differing ways:

For example:

- Snapchat and Instagram are growing in popularity for young people aged 18-24¹. Messages targeted at that age group would therefore be well-suited to those social networks.
- Facebook users check their accounts more frequently than do Twitter users, so more urgent or time sensitive messages are more likely to be seen by Facebook users in a shorter amount of time².
- Those aged 25-34 are more likely to use Facebook than any other age category, meaning that those messages are more likely to be received and interacted with by this age group than others, although this particular platform still dominates

all others in terms of number of users and therefore continues to be a useful 'place' to be³.

- The majority of Twitter users are aged between 25 and 34. Use by those under 24 is expected to decline further as they increase their use of other platforms such as Instagram⁴.
- Half of those who have a Twitter account never use it⁵. This is one of the reasons why we cannot reliably gauge the 'success' of a campaign or activity by using the number of followers of an account - old followers may no longer use their social media account - so we would be wrong in thinking that we had connected with them.
- Other relevant issues are gender, geographical location and social status, as these factors also impact on use of different social media platforms. For example, slightly more females use Facebook than males² and those using Linked In are more likely to have higher incomes.

Following analysis of your data (see pages 9-14 for more), you should be able to develop an understanding of the social network best suited to you and your aims. And remember, usage changes, so your target group may move from one social media platform to another.



¹ Smith, A. and Anderson, M. (2018) 'Social Media Use in 2018' *Pew Research Centre Information Technology* Available from <http://www.pewinternet.org/2018/03/01/social-media-use-in-2018/>

² Carter, R. (nd.) 'Facebook vs Twitter: Which is Best for Your Brand?' Available from <https://sproutsocial.com/insights/facebook-vs-twitter/>

³ Statista (2018) 'Total number of Facebook users in the United Kingdom (UK) in January 2018, by age group and gender (in millions)' Available from <https://www.statista.com/statistics/507417/number-of-facebook-users-in-the-united-kingdom-uk-by-age-and-gender/>

⁴ Statistical (2018) 'Distribution of Twitter users in the UK from 2012 to 2018' Available from: <https://www.statista.com/statistics/271351/twitter-users-in-the-united-kingdom-uk-by-age/>

⁵ WeAreFlint (2018) 'New Report Showcases Evolving Social Media Habits and Trends in the UK and US' Available from <https://weareflint.co.uk/press-release-social-media-demographics-2018>



Indirect influence

Although your target group may be young people (for example), *parents* of those young people may be reached via a platform used more frequently by older road users, such as Twitter or Facebook. This may be useful as some platforms used by younger people are complicated and can pose challenges - such as creating effective 'stories' about your messages on Snapchat. We are not suggesting that parents can tell young people what to do, and they will do it, but there may be potential to influence choices at key times, such as when a driving instructor is being sought, for example.

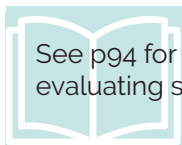
Keep it fresh

A regular, but relevant, stream of messages, posts and information makes it more likely that your content will actually appear in front of people. An events calendar may be a useful way of doing this, ensuring that planned posts will be delivered on particular days, coupled with a range of (promptly) reactive messaging that will make connections between your work and contemporary issues, news stories or situations. It is

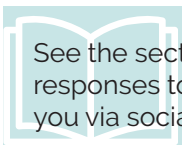
also possible to reuse and repost top posts that are not time/day specific. Hashtags can be used strategically within some social media platforms to ensure that different groups see a message, whether or not they are followers of your account. Encourage followers to share not just 'like' as this increases your post reach.

'Thanks for your message!'

Interacting with individuals who send messages or ask questions is important, both for those active followers, and to 'lurkers' (those who do not interact but observe). Interacting with followers helps to develop a relationship between a social media approach and the general public in a way that shows you are human, you care, you are happy to interact with the public and you are able to provide answers (where possible). The individual(s) responsible for managing a social media account should not only be able to successfully navigate, use and interact within that social media platform, but should also be able to respond to questions that may be asked, or at least be able to direct individuals to others who will be able to answer those questions.



See pg94 for ideas about evaluating social media activity



See the section on 'challenging the challenges' for some useful responses to challenges that may be made by those who interact with you via social media.

But what should we actually say?

- As with education more generally, rather than solely focusing upon the legal repercussions of the use of mobile phones while driving, we could usefully pay more attention to highlighting the personal consequences of a crash that can result from *any* form of cognitive or physical distraction.
- The page on social norms (p65) explain why you should consider promoting levels of compliance as well as (or instead of) levels of offending.
- As we discuss on p15-17, some drivers may 'use' their phones in ways that they do not consider constitute 'use'. Cover a range of different types of mobile-related distraction in your images and text.
- There's also little point in creating a sense of the seriousness of distracted driving amongst the audience if we don't try to help people act on that perception. Empower your audience by giving them

strategies for avoiding phone use, not just telling them not to do it, and enhancing their perception of control over the problem, as the Theory of Planned Behaviour suggests is necessary (see page 20 for more on the TPB).

- Whilst it is useful to inform an audience about police presence, penalties received, and the dangers of mobile use generally, *awareness* does not necessarily produce attitudinal or behaviour change so may not have the impact we want on casualty numbers. A high number of 'followers', 'sharers' or 'likers' does not, therefore, mean we have really 'reached' anyone (see page 92 for more on evaluation).

There are ideas for social media content throughout this volume. Many of the ideas from 'offline' approaches also translate well into this context.

Visit <https://knowledgehub.group/group/national-roads-policing-intelligence-and-operations-nrpoi> for example tweets and other resources on this theme



C.L.E.A.R. content

As with content generally, information presented as part of a social media approach should aim to be C.L.E.A.R.; Current, Local, Evidenced, Attractive, Relevant:

CURRENT - Social media is about the 'here and now'. The pace is fast and the content is constantly changing. So while it is important that all road safety content is 'current', that can be a particular challenge when it comes to social media. Responses to today's news have to happen today. Activities that you were engaged in today need to be covered today. Whilst this can be quite demanding, it also means that we can make the most of opportunities that are presented in the news and get our messages out there when they are as relevant and as useful as they can possibly be.

LOCAL - Keeping information you share local, or at least locally relevant, means followers will be more likely to relate to it. Messages about people and places that differ from your audience will be easier for them to resist and deflect than ones that are about familiar places and the people that use them. Information about events and incidents that local people need to know about (such as road closures) are a useful way of drawing the audience back again and again and helps to build a dependence on your account as the place to go for trusted information.

EVIDENCED - As we've said elsewhere, it is important to first understand the demographic or social group that you are seeking to reach before you launch yourself into the world of social media. It is also important to base your messages around evidence, statistics and research, though you may want to think carefully about if and when and how you state your source so as to keep things engaging. If you state a statistic, just make sure that you know where it came from in case you get

challenged! 'Evidence' can also come from experience, so messages from 'credible sources' have impact

ATTRACTIVE - Images and (short) videos are most likely to be engaged with, liked and shared¹. Make sure that they are in a mobile-friendly format and always put captions or subtitles on videos as up to 85% of people will 'listen' in silence². Live videos or 'takeovers' that show 'a day in the life of...' are increasingly popular and may be useful when you want to introduce a new 'expert' or approach. Personalisation is also a good way of attracting attention³.

RELEVANT - Social media platforms that are frequented by young people should show images of young people, use news stories that are likely of interest to young people and provide discussion that is more likely to be interesting to, and engaged with, by young people. Keeping things current and local will also make it more relevant to those it is intended for. Remember that the audience will scan and judge social media content rapidly, deciding in split seconds whether it interests them or not.

If you have a social media account of your own, ask yourself what makes you ignore some posts and click on, or expand, others?

¹ Hubspot (nd). *45 visual content marketing statistics you should know in 2018*. Available from: <https://blog.hubspot.com/marketing/visual-content-marketing-strategy>

² UScreen (nd). *7 reasons your videos need subtitles*. Available from: <https://www.uscreen.tv/blog/7-reasons-videos-need-subtitles-infographic/>

³ Hallsworth, M. and Halpern, D., 2014. *EAST Four simple ways to apply behavioural insights*. Available at https://www.behaviouralinsights.co.uk/wp-content/uploads/2015/07/BIT-Publication-EAST_FA_WEB.pdf



Evaluation

Social media approaches are often used alongside other approaches, rather than used alone, and often get missed when thoughts turn to evaluation. This is still a relatively new form of communication so evaluation methods are still evolving. But it is important to think about the ways that social media may be supporting, or perhaps contradicting, the other activities you are involved in, and how it might be possible to demonstrate that. Keeping an account 'alive' can be time consuming so we want to know that it is doing what we want to it to do, and if it could do it better.

One of the challenges of evaluating social media activity is knowing what it is we want an account to achieve - what are our objectives in having an account? Some aims, like publicising campaigns, problems, or examples of incidents (for example) can be easily measured in terms of 'how many' examples were posted. But that is only an output measure of our impact. We don't know that anyone read them, let alone acted differently because of them. We could also look at numbers of 'followers', 'retweets', 'favourites' and 'likes' as an indicator of our reach. There are some quite advanced metrics attached to most platforms that allow us to establish these figures and, generally speaking, high numbers are probably better than low numbers. If we have a post that is frequently shared,

and widely seen then we might conclude it has been more successful than one that made no imprint whatsoever, but these measures still don't tell us if we are changing anything 'out there'.

Don't forget that people choose which accounts to follow or like - and they won't be a representative sample of the general population. So whilst we might want to ask them questions, or get them to complete surveys, we will only learn about what a self-selecting sample think.

Metric measures of an account's reach may be the best we have, but it's unlikely that a social media profile is going to be the *only* activity associated with a campaign or initiative. So if you are evaluating a new programme of work, it might be best to look to other elements of what you are doing for real outcomes, and to use social media metrics to supplement that evaluation (with an acknowledgement of their limitations). But make sure that your social media work is co-ordinated with, and supports, your wider work.

If social media is a big part of your work, consider investing in some offline evaluation with key target groups, such as focus groups or surveys. This can tell you if your message is landing as you intended, who is getting it, and who is missing out.

Case Study: @SurreyRoadCops



Overview of the approach

Surrey Roads Policing Unit currently have a following of 98,000 on Twitter and have won awards for their use of social media. Their Twitter account is used as a form of public engagement, with information relating to traffic stops, offending behaviours, results from court proceedings, collisions and road closures. The account is well-populated, with multiple posts every day. Various members of the Unit contribute to the account, ensuring that information is posted around the clock. Most of the posts include images or GIFs, making them eye-catching, with emojis and hashtags also used. Some posts are professional in tone but some are lighthearted and give the account character.

Much of the information provided is *reactive* - it is a representation of daily work, experiences or issues alongside live responses to public enquiries. Most of the content cannot, therefore, be pre-planned or pre-scheduled and so maintenance of the account does require time and effort on a daily basis.



Surrey's Road Policing Twitter approach certainly attracts attention amongst the road user community. Consider exploring (and following it) for a range of examples of innovative and engaging content.

Mobile: Engaged contribution

Knowledge exchange

After closely following the SurreyRoadCops account for some time, and delving into its activities, we held a Knowledge Exchange Consultation (KEC) with an officer working for Surrey Police who contributes extensively to the social media strategy. As one of the leading force accounts on Twitter, the knowledge exchange was genuinely two-way, with learning and sharing on both sides. The information in this section relates to this particular account, but is readily transferable to other police force and road safety accounts.

Beyond 'awareness' - creating behavioural change

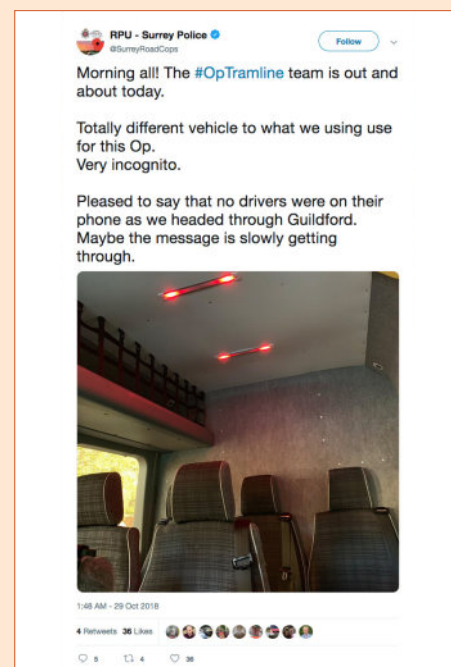
The Surrey social media approach is generally used to inform members of the public of the unit's daily work, highlighting the reasoning behind what they do and some of the results of their actions taken in response to problematic behaviour on the roads. Informing individuals of the law and the legal consequences associated



with breaking the law provides individuals with the initial basis of recognising what they should not do and *what* legal implications it has. During the KEC, we discussed the importance of information that also highlights *how* behaviour can be changed in positive ways.

Social norms Tweets

As outlined on page 65, there is potential value in encouraging individuals to perceive of themselves as part of a majority, 'in-group' that is characterised by safe behavioural choices. To achieve this, it makes sense to begin to tackle the representation of offending behaviour during 'crackdowns' or targeted weeks of focus on a particular behaviour. Rather than focusing on the number of drivers who are frequently caught committing an offence, or the considerable number of drivers who have received penalties in a single day, it is important to allow some 'tweet-time' for sharing information that promotes a social norm of driving in safe and legal ways. If we continually give the impression that offending is widespread, then the audience may be given the impression of a 'false consensus' around dangerous driving habits¹. Tweets can be used to thank the majority of drivers for allowing the police the time to deal with offenders by ensuring that they are indeed driving safely (see examples on pages 65-66).



Mobile:Engaged impact

"Working with the Mobile:Engaged team has really been informative."

"We have also implemented change with our one-on-one time with members of the public we speak with at the roadside."

"As a result of our discussions we have implemented some changes to our Social Media strategy to outline the good driving practices by many." Roads Policing Officer, Surrey Police

¹ Assailly, J.P (2017) 'Road Safety Education: What Works?' *Patient Education and Counselling* S24- S29

One-to-one engagement

Engaging in effective ways

If we get the chance to engage with our target audience on a one-to-one or small group basis, we have the opportunity to personalise that encounter in a way that we can't do with large groups, or unknown populations (such as with a large campaign or social media account). The 'transtheoretical model of behaviour change' (see p21) suggests that we are able to achieve behaviour change if we successfully navigate our way through five stages¹. If we interact with people directly, we have a better chance of finding out what stage of change they are at, and tailoring what we say to trying to help them move from that stage to the next.

It may be rare to find opportunities for one-to-one engagement (for reasons relating to budgets and capacity) but when these opportunities do present, it's worth asking a few questions to find out what 'stage' a particular individual is at. That way, you can give targeted information and avoid approaches that might disengage the individual. Someone who uses their phone while driving may do so for a number of reasons. For example they;

- may be ignorant of the law
- may be aware, but not consider what they do to be 'use'
- may think that they are too competent to crash
- may think they will never get caught
- may be keen to change but unable to resist pressure
- may be 'phone addicts' and not realise they are doing it

Giving a 'phone addict' some statistics on distraction is unlikely to work, just as giving someone who disputes the dangerousness of the activity a signal-blocking pouch would be useless (they won't use it). There's no point discussing the penalties for use with someone who thinks they won't be caught. But if we give some information about 'use' to someone who was oblivious, or a pouch to someone who admits they can't ignore their phone beeping, or explain about third party reporting to someone who points out a lack of police presence, we might just progress them a little further along their journey to behaviour change.

One-to-one opportunities might present:

- At the roadside
- When asked questions during a larger group encounter
- When responding to a social media comment
- During publicity and promotion work

¹ Kowalski, K., Jeznach, A. and Tuokko, H.A., 2014. Stages of driving behavior change within the transtheoretical model (TM). *Journal of safety research*, 50, pp.17-25.

Stages of behaviour change and how we might use them

Stage 1- Pre-contemplation:

Someone you may meet who is at this stage will have no intention of changing their behaviour. They may be reluctant to stop and chat with you, or dismissive of what you are doing. Perhaps they think you'd be better off catching burglars, not hounding the poor motorist for minor offences? A comparison of road death statistics with those for a 'real' crime like murder, or comparing mobile phone-related distraction to drink driving¹ might help challenge the idea that it's not a real problem. This group might also believe that it'll never happen to them, in which case it might be worth pointing out the cases of others who didn't think it would happen to them either. Driving simulators are sometimes useful for people at this stage, as are 'gamified' activities that allow drivers to experience the effects of distraction for themselves.

Stage 2 - Contemplation.

People at this stage are those that are considering change in the near future. They might claim that they are aware of the dangers associated with using a mobile phone while driving, but still do it and will need to be convinced that the pros of behaviour change significantly outweigh the cons. If they are parents, this may mean linking the action to consequences for their family, whereas if they rely upon their driving license for work, they may benefit from being reminded of the legal penalties. They may also benefit from suggestions about easy and effective methods to help them change.

Stage 3 - Preparation.

These drivers are likely to have a plan to change behaviour, but have not put it into action *yet*. They may claim that they are aware of techniques for avoiding mobile phone use while driving, but they have not yet used them, perhaps citing pressure to answer their

phones from family or work. The key for this group is to remove the friction that may have stopped them from doing what they actually already know they should be doing, so have a selection of resources available so you always have something to deploy, regardless of the obstruction (see p102).

Stage 4 - Action.

These individuals may state that they never use their phone while driving (though check their definition of 'use' - p15). They may use an App that prevents use whilst driving, or always put their phone out of reach when in a vehicle, and are therefore adopting safe driver behaviours. They are still important to engage with, however, as we want to make sure change is sustained. Try to get them to adopt strategies that are automatic, like an App, rather than ones that rely on them remembering to take action every time. Also, engage in conversation about distraction more generally. These are likely to be a receptive audience so explain that there are lots of ways to be distracted and it's not just about what the law covers.

Stage 5 - Maintenance.

Behaviour change is considered to reach this stage after 6 months of consistent change without relapse¹. Relapse must continue to be avoided. Individuals at this stage may benefit from encouragement and also something that helps to reinforce their membership of a group that avoids dangerous actions. Pledging (see p104-106), purchasing a dash cam, or even something as simple as a window/bumper sticker, keyring or air freshener may help cement this identity, as well as helping them to contribute to a social norm around avoiding distracted driving. The latter physical examples also help to 'change the environment' (another BCT) in favour of the change.

¹ Burns, P. C., Parkes, A., Burton, S., & Smith, R. K., (2002). How dangerous is driving with a mobile phone? Benchmarking the impairment to alcohol. TRL Report 547. Berkshire, England: Transport Research Laboratory.

² Briggs, G.F. & Turner A.J. (2019) 'Are you a focused driver?' Open Learn, The Open University <http://www.open.edu/openlearn/comment/33140>



Other one-to-one engagement tips

In their own words: It makes sense to ask individuals to put into their own words what the consequences would be *for them* of them being involved in a crash or losing their licence as a result of distracted driving. This involves a different, more personal, thought process to just being asked of they can state the size of the fine or the number of points the offence attracts.

Read the signs: Wherever you encounter someone one-to-one, there are likely to be signs that tell you something about that person's situation. These can be clues as to what kind of information or framing of the message will have most resonance for them. For example, a person with children or with 'Baby on Board' signs, or child seats in their car, may be more receptive to messages about who needs them to get home safe. Someone who is driving a company vehicle may be more receptive to messages about the consequences of losing their licence. It's a basic form of profiling, but one that may help you to select the most appropriate message, and is based on the transtheoretical model of behaviour change¹.

Fear of Missing Out: Research tells us that young people, in particular, are prone to using their mobile phones while driving to stay socially connected². Someone who seems to be showing these characteristics might be engaged by conversations about 'missing out' on a future with their friends, doing all the things they have planned - all for the sake of 'missing out' on someone's latest Instagram post of their dinner.

¹ Prochaska, J.O., 2013. Transtheoretical model of behavior change. In *Encyclopedia of behavioral medicine* (pp. 1997-2000). Springer, New York, NY.

² Oberst, U., Wegmann, E., Stodt, B., Brand, M. and Chamarro, A., 2017. Negative consequences from heavy social networking in adolescents: The mediating role of fear of missing out. *Journal of adolescence*, 55, pp.51-60.



Case Study:

Milton Keynes Supermarket Stand

Overview of the approach

As part of a range of interventions targeted at preventing mobile phone use by drivers, and the Fatal 4 generally, council employees and police officers in Milton Keynes have developed a stand containing various forms of educational material which they take out to areas with large public footfall, such as supermarkets and shopping centres and motorway service stations=85. A table and display boards are used to attract the attention of members of the public. These include images and short descriptions of collisions that have resulted from mobile phone use by drivers as well as more descriptive information of the legal penalties associated with the offence. Once attention has been attracted, those individuals are then engaged with on a one-to-one or small group basis.

Individuals are encouraged to engage with the stand and are given a range of free materials and products to take away, including an information sheet explaining the law, car stickers, air fresheners and a signal blocking pouch. Many of those who stop to chat are law-abiding individuals who do indeed recognise the risks of using a mobile phone while driving. A sign is used to indicate that 'freebies' are available in an attempt to draw the attention of a wider range of individuals.

This educational approach is combined with enforcement activity that takes place nearby. The educational stand provides individuals with the information required to recognise the consequences of using a mobile phone while driving, whilst the enforcement activity highlights that the action is taken seriously by the police and reinforces the instrumental costs associated with mobile phone use by drivers.

Hampshire and Thames Valley Police are involved in a range of activities targeting mobile phone use, including roadside enforcement, case studies and use of social media. Their recent campaign videos can be seen on the force YouTube channels:

www.youtube.com/user/OfficialHantsPolice or www.youtube.com/user/thamesvalleypoliceuk



Mobile:Engaged contribution

Knowledge exchange

Our KEC engaged the local authority and police staff responsible for this particular strand of Hampshire and Thames Valley police work, and revolved around ways of developing this specific approach. Much of that discussion revolved around the nature of engagement with members of the public and the takeaway items offered.

Data and the target audience

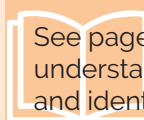
For any approach that involves interaction with members of the public, it is important to consider *who* it is that the approach is targeted at and intended to engage with. Whilst this is important to ensure that the most useful material can be developed, it is also necessary to increase the likelihood that the group of interest are actually going to cross your path. This may mean looking at your offence or KSI data to find postcodes that might particularly benefit from education and enforcement, or thinking creatively about where (for example) male drivers over 25 may be found.

Recruiting ambassadors

Whilst there is some danger that promotional and education stands are preaching to the converted (those who share your attitude might be more willing to stop and chat), these individuals can be used as conduits for the message. Rather than benefiting directly from the one-to-one approach, these drivers may be looking for ways to help others change their behaviour - so a good range of responses, materials and takeaway items is still worth having to hand.

Specifically in terms of the Milton Keynes approach, we suggested that the takeaway leaflets already offered as part of the strategy could be given to individuals who would be willing to pass them on to others who *do* use a mobile phone while driving or *do* fail to recognise the risks of the action. In this way, those that are engaged with can be encouraged to become ambassadors for change by engaging with risky individuals on our behalf. These individuals may also be good recruits from a social norms perspective (see 65), and might be happy to display their support for roads policing via something like a bumper sticker, or through the purchase of a dash cam. Every little helps...

This may not be an approach that you have considered specifically, but many of the messages in this section relate to any situation in which you have a chance to interact 1:1 with drivers.



See pages 9-12 for more on understanding the problem and identifying the target



Avoidance strategies

The Milton Keynes stand offers signal blocking 'pouches' as a strategy for avoiding phone distraction. We think this will be a useful option for some drivers, whilst others may find installing an App (that performs a similar role) appealing (see p144). Some may like the 'techy' aspect of an App whilst others may find it off-putting or not have a suitable phone - so it makes sense to have both approaches to hand. The advantage of the App is that it can be installed 'there and then', so an individual who is already motivated to change can walk away from the encounter effectively 'immunised' against using their phone while driving. A pouch requires recurrent commitment - like remembering to take your medication. In terms of behaviour change, this 'plan of action' combined with 'restructuring of the environment' is particularly useful in encouraging change.

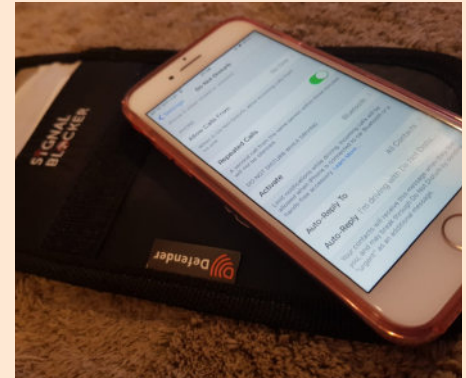
An individualised approach

We discussed a strategic and targeted use of the takeaway items that were already being offered. As page 99 explores, with just a few quick questions it is possible to find out enough information to target information according to the transtheoretical model of behaviour change. For example, those who were unaware of the consequences associated with mobile phone use by drivers could be offered the existing leaflet outlining the risks and penalties associated with the offence. In contrast, those who suggested an awareness of the issues associated with the action but difficulties in applying strategies to avoid distraction could be offered a pouch or App, to help them progress to the 'action' stage of behaviour change. As we suggested on p95, we should avoid giving someone a gadget that solves a problem they don't think they have, and think of alternatives to giving more information to someone who understands the issue but has trouble acting on it.

Evaluation

At a simple level, we discussed the possibility of identifying the number of take-away products that have been given to members of the public, such as how many signal blocking pouches have been given to drivers, or how many drivers have installed an App that blocks incoming calls and messages. This gives some output-based measure of the number of drivers that have at least been given the tools to change their behaviour.

We also suggested that individuals could be encouraged to leave contact information in exchange for the chance to enter a prize draw for (for example) a dash cam (see page 128 for the logic of this as a prize!). A survey could then be sent that covered a range of questions about attitudes and behaviour, along with a reminder about the core message.



See page 144 for the benefits and limitations of Apps as 'immunisation' against phone use



Mobile:Engaged Impact

Following their involvement with the Mobile:Engaged project, the Milton Keynes team updated the story boards that they provide within the educational stand. This included making the message C.L.E.A.R (see p79-80) for example by removing the dates from real-life examples that are a number of years old and may lead individuals to believe such incidences are uncommon and infrequent. The images used within the display were also updated to reflect current designs and capabilities of mobile phones, as well as more contemporary forms of use.

The Milton Keynes team also put the transtheoretical model into practice in their discussions with members of the public, considering the 'stage of change' that an individual appears to be at and engaging with them on that basis.

The team also became familiar with a range of Apps and how to install the 'do not disturb' setting on some mobile phones. This meant that they were better equipped to facilitate behaviour change 'there and then'.

Those who already claim not to use a mobile phone while driving were encouraged to become 'ambassadors for change' and promote the benefits of refraining to others by taking leaflets and freebies that others could benefit from.



See the Top Deck case study on P120 For an example of using this approach in a more traditional policing context.

"Part of our mobile phone engagement using large supermarkets allowed us to reach out to lots of people. Following the feedback received from the Mobile Engaged team we were better equipped to engage with the individuals and were able to activate the "do not disturb" on their phone or by downloading an app so that the phone will not ring whilst driving. Our FATAL 4 stickers are handed out to those making the commitment to sign up to road safety. It is their pledge not to commit these offences by displaying it in the rear windscreen of their car, which also acts as a nudge to other road users" (Road Safety Officer, TVP).

"We have also purchased four easels and iPads so that the public can have interactive experiences there and then" (Road Safety Officer, TVP).



Pledges

Pledges involve an individual making a promise to perform, or refrain from, a particular action. Pledges can be made to the self, to a loved-one, to a professional, a group of friends or strangers, or to society generally. There is evidence that some forms of pledge are more effective than others, and we cover a few different forms of the general idea here.

For our context, a pledge may be targeted at a specific action, such as texting while driving, or may be more generalised, such as mobile phone use more generally. It may be positive, where a behaviour *will* be performed - "I pledge to always use a 'do not disturb' function when driving", or negative, where a behaviour *will not* be performed - "I pledge to never use a hand held device while driving". The wording of the pledge may be scripted, or left to the individual to personalise. Pledges have a link to behaviour change theory literatures¹ (pages 22) in that they involve a form of 'behavioural

contract' (what will or won't be done) and 'commitment' ('I will/won't') to behaviour change. As such, they are an opportunity to embed theory into practice.

It is important to remember that behaviour change techniques work best when techniques are combined. According to a taxonomy of 93 behavioural change techniques, these two techniques alone would not necessarily be enough to encourage behaviour change. Adding 'social support' (by including the influence of peers and significant others), or building in 'monitoring of the behaviour' (where there is some form of a check on progress) could increase the impact of a pledge.

Pledges form a part of several of our case studies, including Message Not Delivered (p81) First Car (p43) and My Red Thumb (p107).

¹ Fylan, F. (2017). *Using Behaviour Change Techniques: Guidance for the road safety community*. RAC Foundation. Available from: https://www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_change_techniques_Guidance_for_the_road_safety_community.pdf

Types of pledge

An 'open' pledge allows an individual to develop their own pledge that is personally relevant, and contrasts with the alternative where that wording is provided. Rather than simply being told how to behave, individuals who develop their own pledges are empowered to make decisions regarding their own behavioural choices and may therefore be more likely to adopt the action as a result of their involvement in that decision making process¹.

However, left to their own devices, individuals are unlikely to develop focused, achievable targets for behaviour that are easy to 'stick to', and may be more likely to simply state pledges such as 'I pledge not to use a mobile phone while driving'. Whilst this could be useful for those who feel able to achieve that promise, it is rather non-specific (for example about what constitutes 'use') and potentially requires many behaviours to be identified and tackled simultaneously. A pledge to "always put my phone in the glove

compartment when driving" is less complex, clearer, easier to evaluate and arguably will be more effective.

In contrast, a pre-defined pledge potentially takes away the personal connection associated with developing your own pledge - and the wording of it may not be relevant to some of the intended audience. A compromise might be to supply a choice of pledges that are specific and relevant and allow individuals to choose between them, as well as allowing them to choose *who* they make a pledge to. This may offer an effective compromise between specificity and personalisation, so that we do not take away the element of empowerment that behaviour change research tells us is important for creating behaviour change².

The idea of making a pledge 'from scratch' may put some people off if they have to do all the thinking. We need to nudge them into it by giving as much of a steer as we can, without taking away the personal relevance.



¹ Thomas, K.W. and Velthouse, B.A., 1990. Cognitive elements of empowerment: An "interpretive" model of intrinsic task motivation. *Academy of management review*, 15(4), pp.666-681.

² RoSPA (2017). *Designing evidence based road safety interventions*. Available from: <https://www.rospace.com/rospaweb/docs/advice-services/road-safety/practitioners/evidence-based-intervention-guide.pdf>

For some groups, having a pledge with a purpose - something to do moving forward - will be more effective. These 'coping strategies'¹ are thought to be particularly effective for young males who appreciate positive road safety messages² and don't want to be told that they should simply refrain from everything.

A social link to pledging

We know that pledges work better when they are made socially - when we promise to others rather than just to ourselves. If others know what we are trying to do they can support us, and even be enlisted to help monitor our success or failure. As well as pledging to adopt or avoid a particular behaviour, a pledge should therefore contain an external reference point - a specific individual or group to whom the commitment is made. For example, a driver may pledge to their best friend, parent, girlfriend or husband. Pledging to a particular individual further personalises the pledge and creates a personal link between the action in question and an individual that matters. This gives *meaning* to their behaviour and encourages them to self-reflect³ upon *who* they would want to keep safe, and *why* they would want to stay safe.

Pledges may be shared widely, to increase the sense of commitment for the pledging individual, and also to communicate a message about social norms. Social media is a simple way to share our intentions with followers, increases the audience and therefore the number of behavioural 'observers' and 'monitors'⁴. If

you are considering introducing a pledge as part of an approach, think about ways it can easily be shared via social media. Where possible some form of follow-up should be built-in to the process so that individuals can be reminded of the pledges they have made and, if they are struggling with changing their behaviour, offered extra motivation and suggestions to help them get back on track.

Some individuals will struggle to believe that their behaviour is problematic, so a pledge may not be useful on its own. For these people we might need to tackle issues of self optimism⁵, over-exaggeration of driving skill⁵ and failure to recognise risks⁶ first.



¹ Lewis, I., Watson, B. and White, K.M., 2008. An examination of message-relevant affect in road safety messages: Should road safety advertisements aim to make us feel good or bad?. *Transportation research part F: traffic psychology and behaviour*, 11(6), pp.403-417.

² Wundersitz, L.N., Hutchinson, T.P. and Woolley, J.E., 2010. Best practice in road safety mass media campaigns: A literature review. *Social psychology*, 5, pp.119-186.

³ TIRF. (2015). Road safety campaigns: What the research tells us. Available from: http://tirf.ca/wp-content/uploads/2017/01/2015_RoadSafetyCampaigns_Report_2.pdf

⁴ Fylan, F. (2017). *Using Behaviour Change Techniques: Guidance for the road safety community*. RAC Foundation. Available from: https://www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_change_techniques_Guidance_for_the_road_safety_community.pdf

⁵ Harré, N., Foster, S. and O'Neill, M., 2005. Self enhancement, crash risk optimism and the impact of safety advertisements on young drivers. *British journal of psychology*, 96(2), pp.215-230.

⁶ Machin, M.A. and Sankey, K.S., 2008. Relationships between young drivers' personality characteristics, risk perceptions, and driving behaviour. *Accident analysis & prevention*, 40(2), pp.541-547.

Case Study:

My Red Thumb



Overview of the approach

My Red Thumb is a multi-agency road safety campaign targeted at raising awareness of the consequences associated with mobile phone use by drivers. It uses a website, social media and other forms of public engagement. Inspired by the '*Red Thumb Reminder*' campaign developed in the USA, supporters are asked to paint their thumb nail red to show that they pledge to supporting the cause and to facilitate conversations about the safety message when other people query why they have done it. Supporters are also invited to share their pledge with others via social media.

The campaign is focused around a day of action - '*My Red Thumb Day*'. Momentum is generated in the build-up to the day, primarily via social media and the campaign website, with the 2018 campaign having a reach of over 1 million social media accounts. 'Thumb rings' are also handed out during face-to-face public engagement, and participants are encouraged to take pictures of their 'red thumb' with the addition of the ring (described as a 'thumb selfie') and to keep the ring as a reminder of their promise.

The campaign website contains information, and the personal stories of those who have been involved in collisions as drivers, passengers and in their role in the emergency services. A link to a support website is provided for those emotionally or psychologically impacted by the information provided. Within the website there is also a page of resources for others to develop their own events in support of the campaign.

The specific pledge campaign therefore happens on *My Red Thumb Day*, but is supported by a range of other approaches and resources that can be utilised year-round.



Mobile:Engaged contribution

Knowledge exchange

Whilst *My Red Thumb* is the collective brand for a multi-faceted partnership approach, our knowledge exchange consultation (KEC) with the team was focused primarily around the *My Red Thumb Day* and online presence:



Website and Social media

The My Red Thumb website and social media presence are integral to communicating the road safety message. Part of the KEC discussion was around ways that could be developed and maintained to best effect. This included the value of C.L.E.A.R. information (page 78), the importance of updating imagery, ensuring social media posts are relevant and up-to-date, and ensuring that they are provided via the most appropriate platforms (see p90).

Active social media accounts refresh pretty much constantly, giving the opportunity to keep imagery and messaging up-to-date, but websites can become out of date, sometimes without us noticing. This can give the impression that a campaign has ended, but it is possible to 'future proof' a website by only including information that stays the same from year to year. A link to a Twitter feed that appears as a scrolling bar on a home page is one way of keeping it up to date that requires minimal effort and keeps the page 'alive'. We suggested that the focus on handheld mobile phone use in some areas of the content should shift to a focus on mobile phone use more generally, to ensure that individuals do not consider it a safer alternative to handheld use. This is entirely consistent with the examples that are already given of personal consequences that can result from all forms of phone use, such as death and serious injury, and not just the legal repercussions.

One section of the website very usefully contains information about the 'ways to stop someone' using a mobile phone while driving, empowering individuals by providing them with strategies for challenging the unsafe behaviour of others. We suggested that this could include a broader range of strategies, such as technological ones (see p144) so that a selection of methods for different circumstances is offered. The pledge element is central to the campaign, and may be why people visit the site, particularly in the run up to *My Red Thumb Day*. For this reason it should be central to the website (and searching for it should yield useful results). If visitors have to search for what they want, this introduces 'friction' into what they are doing and means they are more likely to give up¹.



¹ Hallsworth, M. and Halpern, D., 2014. EAST Four simple ways to apply behavioural insights. Behavioural Insights Team. Available at https://www.behaviouralinsights.co.uk/wp-content/uploads/2015/07/BIT-Publication-EAST_FA_WEB.pdf



Developing pledge approaches

Whilst the *My Red Thumb* pledge is aimed at preventing mobile phone use generally, we discussed the possibility of introducing a *specific* behavioural element, rather than a *general attitude* statement. This could include a pledge to *adopt particular* behaviours or to *refrain* from *particular* actions such as handheld and hands-free mobile phone use, texting, or having a phone within sight whilst driving. This also encourages drivers to think broadly about the idea of 'use' of a phone and what that means (see page 15).

The website features examples of people writing their own, personalised, pledges on whiteboards and is a great example of this approach. Encouraging individuals to share their personalised pledges to your social media account would provide you with great content as well as help to build a social norm (see p65) around the behaviour.

Many of the examples of pledging on the website feature professionals, including '999' personnel. We would recommend showing 'ordinary' people doing this too (particularly individuals in your target demographics). Your audience might expect professionals to be committed to avoiding mobile phone use, so their pledge might be less persuasive than a similar commitment from people like them.

One-to-one and small group engagement

The *My Red Thumb* website refers to opportunities for one-to-one and small group engagement, with service station stands and in-school education specifically mentioned. During the KEC, we discussed how it can be particularly useful to identify a 'stage of change' that an individual currently exists within, and provide them with the information, support or tools necessary to progress to the next stage of change (see p98).

BCTs

There are plenty of opportunities to deploy Behaviour Change Techniques within the *My Red Thumb* approach, and the team explained that this was an area that they had begun to work towards. The following are some ideas for ways this could be taken forward:

- Adding more information to the website and social media platforms regarding the research evidence showing lack of social approval for using a phone while driving would reinforce the technique of 'providing information about others' approval' (or disapproval). A 'pledge totaliser' would be another way to do this.
- Instructions about how to avoid using your phone (gadgets, behaviours etc) would be beneficial as this means that the site is 'providing instruction' that is relevant and useful. If visitors are motivated by the tragic stories featured, the next step is to promptly provide them with the tools to act on that motivation.
- 'Specific goal setting' could be prompted by encouraging individuals to consider a number of goals that they wish to achieve (things they want to do, see or have in future) and consider how the pledge they make will help them to achieve those goals.



- Although activity is based around a single day, 'pledgers' can be reminded of their commitment throughout the year when they visit the site or account. They can also be encouraged to 'review goals' they have set themselves, and to 'reward' themselves or others for effective behaviour change.
- To 'prompt identification as a role model', those who claim never to use a mobile phone while driving can be encouraged to keep others safe by promoting the avoidance strategies explained within the website or by explaining to other individuals the importance of refraining from using a mobile phone while driving. This also contributes to a social norm that suggests safe driving is majority behaviour.
- 'Self-talk' can be prompted by encouraging individuals to verbalise the consequences associated with using a mobile phone while driving, and what that would mean for them as individuals. This could be combined with the social element of pledging, where individuals could submit footage of themselves painting their nail whilst listing their motivations.

Evaluation

One of the difficulties in evaluation of *My Red Thumb* approach is that it is difficult to distinguish between the website, the social media presence and any other form of engagement that may take place both before and during the day. This makes it difficult to recognise which aspect of the approach is improving public awareness or creating behaviour change.

Output measures such as the number of people pledging are useful to a degree, but become more interesting if there is an opportunity to follow up people's ability to keep to them at a later date. This means somehow keeping track of those that have engaged during *My Red Thumb* day, perhaps by obtaining their contact details as part of the pledging process. This is also an opportunity to remind and offer encouragement (see above). Some measures, such as 'views', 'likes', 'follows' and 'shares' are less reliable as indicators of actual engagement, but higher numbers of each are still better than low numbers and may help to secure or retain funding and support from partners.

Mobile:Engaged Impact

"Following the consultation and review of our project, it became clear that there were a number of areas we could improve on and some which we had not really considered properly. For example one suggestion regarding engagement was to identify where the individual was with regard to a "stage of change." Whilst we are aware of this we do not currently plan different behavioural change techniques for each stage of change. This is something we will be looking at for next year."

Nigel Flower, Devon County Council



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NEW
Case Studies
on p125
& 126

Focus on: Enforcement

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Fair Enforcement P113

Effective Enforcement P114

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The challenge of enforcement

Enforcement relies on the idea of *deterrence*: the idea that people will be put off from doing bad things because they believe they will be caught and punished, and/or because they see other people being caught and punished. Having weighed up the costs and benefits of doing the bad thing, we hope that they then come to the conclusion that it isn't worth it. Many factors influence the cost-benefit analysis that takes place, and there are many different ways that the costs of the behaviour can be explained. For some people, the fear of getting caught and punished may be the only thing that influences their behaviour.

We know that deterrence is *most* effective when; detection is very likely; the punishment is significant; and that this whole process follows on quickly from the offence. Unfortunately we also know that, in respect of the first element of this - detection - many road users are pretty convinced that they are not going to get caught¹. This means that we can threaten them with

very quick and very severe punishments as much as we like - if they don't believe they'll get caught, none of this is relevant.

We don't have a handy gadget that we can use to guarantee drivers don't use their phones, so we need to supplement our enforcement with efforts at persuading people *why* they should not break the law. If we can get this right, then (theoretically) we wouldn't need enforcement because the desire not to offend would come from inside the individual (see p59). Fortunately, we also know that there are ways of enforcing the law that help to increase these internal motivations as we do it.

Partnership working, leading to consistent campaign messages, may be the best way to ensure that enforcement efforts are backed up by efforts to persuade drivers why the law is the law.

¹ The AA. (2018). *What's the chance of being caught for a driving offence?* News report. Available from: <https://www.theaa.com/about-us/newsroom/driving-offence-enforcement>.

'Fair' enforcement

There are better and worse ways of enforcing the law. Some methods will make offenders more likely to resent us and see us as illegitimate. Others can actually make people more likely to comply with our instructions in future because they increase the idea that we are legitimate and should be obeyed. Much of this can be explained through the concept of procedural justice, which is explained in more detail elsewhere (p62)¹.

The roads policing context is the *most likely* source of an encounter between the police and the public where the member of the public is on the receiving-end of police attention² (rather than as witness or victim perhaps) and so is a particularly important opportunity for engaging the public in ways that will make them into allies and not enemies.

We should always think about both the short and long term consequences of enforcement. What if that encounter between us and dozens of drivers secures us a high number of prosecutions, but seriously upsets those drivers to the extent that they are less likely

to obey the law (any law!) in future? We are certainly not saying that we shouldn't enforce the law for fear of upsetting motorists, but we do think it is worth considering the ways we go about interacting with drivers to see if we can help make them contribute to future safe driving whilst we are enforcing the law.

Effective enforcement has to remain part of our battle against mobile phone use by drivers. But there are different ways of enforcing the law and we need to make sure that what we do sends out a strong message without alienating motorists. This isn't about being 'soft' on offenders, or scared of challenging them – it's about encouraging their compliance by treating them in ways that they will consider to be fair.

See page 62 for a detailed explanation of procedural justice



¹ Tyler, T.R. (1988) What is procedural justice—criteria used by citizens to assess the fairness of legal procedures. *Law & Society Review*, 22, pp.103-136.

² Corbett, C., 2007. Roads policing: current context and imminent dangers. *Policing: A Journal of Policy and Practice*, 2(1), pp.131-142.



What is 'effective' enforcement?

Enforcement is dependent on the law that underpins it, so (if we only use the 2003 law) we could find ourselves claiming success if we effectively divert drivers into (legal) hands-free, rather than (illegal) handheld use - but we know that wouldn't necessarily have made the roads any safer.

It's tempting to measure success through the number of 'tickets' issued, or successful prosecutions, but this is actually a measure of our own activity, not of any actual safety outcome. This kind of figure can also seem useful for promoting how busy we have been to the public, but we might want to have reservations about that (see the discussion of social norms on p65).

Checking our records to see if the drivers we stop are ever reconvicted might also yield some information, but

we would not be measuring actual *reoffending* if we did this. It might be more likely that we just hadn't managed to catch them again.

Our section on evaluation (p25-27) should also help you think about what it is you want to know in terms of outcomes from your activity, and to make sure that your definition of 'effectiveness' is one that really relates to the purpose behind what you are doing. Some things are easy to measure, but it doesn't mean that they are a good measure.

Some forces ask motorists to fill in questionnaires after being stopped, which can yield interesting insight into a range of relevant issues, such as their reasons for using their phone, understanding of the law, and perception of the fairness of what happened to them.

We have created a flow chart showing different charging options, available at <https://knowledgehub.group/national-roads-policing-intelligence-and-operations-nrpoi>

'Effective' enforcement also relies on officers being confident about what they are doing. Earlier research by one of the Mobile:Engaged team¹ found that many officers were unsure about what was actually legal and what wasn't (and that's no surprise given the complexities of the law and contemporary technology as we discuss on p15-17). Being confident in using the law, but also knowing about alternatives such as 'Driver not in proper control' and 'Driving without due care and attention' mean that officers will be more confident taking action.

¹ Savigar, L. (2016). How can education be used to influence road safety attitudes and behaviours? An exploration of Crash Course as a diversion from prosecution and as road safety training for employees: Report for the Office of the Police and Crime Commissioner for Staffordshire – December 2016.

Case Study:

Operation Tramline



Overview of the approach

One safety initiative which developed out of the need to provide an effective deterrent to a hard-to-reach group is *Operation Tramline*. This approach uses three unmarked HGV lorry cabs (supplied by Highways England) to allow roads policing officers to see into the cabs of HGVs, and to record offences via video cameras. The recorded offences are then used to support officers in their subsequent interaction with offenders at the roadside, where the action leads to prosecution or education. Without this raised viewpoint, HGV drivers were, effectively, immune from most enforcement efforts. The officers in the cabs are not restricted to identifying offending behaviour by HGV drivers, but *Tramline* gives officers the ability to police that group of drivers alongside other drivers on the Strategic Road Network (SRN).

The three cabs are borrowed by forces who then use them as they wish to patrol the SRN and to respond to instances of distracted driving, including mobile phone use.



If you are employed by a force that is interested in using the Tramline cabs, contact Incident.Prevention@highwaysengland.co.uk for more information.

Mobile:Engaged contribution

Knowledge exchange

As part of the Mobile:Engaged project we met both the people responsible for *Operation Tramline* at the centre (within Highways England), and some local RPU officers who were engaged with using Tramline at a local level. Our suggestions are therefore based on both conversations, and this approach gave us an opportunity to have input on the broader policy and the specific issues associated with police use.

A visible deterrent

The *Tramline* cabs are designed to be used overtly to act as a deterrent, and their use (and the reason for their use) is therefore promoted by Highways England. This approach is, first and foremost, a safety initiative and is widely publicised. Highways England encourage forces to use the cabs for engagement and awareness events whenever they are not in use operationally. Some aspects of media coverage have tried to imply that the cabs



are used for 'spying', but most forces promote their use of the cabs via social and other forms of media. If you are thinking of doing this, spend a moment or two thinking about messaging and what it communicates. Firstly, if you promote a two-week operation, what are you saying about the other 50 weeks of the year? Are you saying "we have no resource to catch you normally"? This is where the *normative*, educational angles we described at the start of this section come in. If we can't '*Tramline*' all year round, what is controlling people's behaviour when the cabs are elsewhere in the country? This is where engagement activities are particularly valuable and well-thought-out promotion work is essential.

Lorry drivers are not the only road users who may be deterred by *Operation Tramline*. Our work with a local RPU suggested that, increasingly, it is car drivers that are being identified by *Operation Tramline*. If this is the case nationally, then promotion work needs to take into account this new audience - so that they can be informed and hence deterred.

Methods of enforcement

Tramline uses police officers to identify drivers breaking the law, and in that sense may be viewed as an enforcement strategy. But *Tramline* 'enforcement' can take lots of forms and isn't simply about fines and points (it's common, in fact, to see 'enforcement' used to mean 'prosecution' but it's not the same thing). Enforcing the law means using the law as the trigger for action - it doesn't dictate what we do with the people that we catch and there are a number of options that officers using *Tramline* will use as appropriate. For example, and depending on the offences, a diversionary course could be offered. Even an educational chat at the side of the road is a form of enforcement according to its dictionary definition, or the consequences for a driver of breaching a company policy would also qualify.

"Due to Operation Tramline running the previous week, word has spread amongst the roads community. This is also positive because very few 'no seatbelt' offences were detected and a clear message is being sent to the community regarding road safety"
Wiltshire Police

We've also talked here about 'lorry drivers' but we wouldn't want to encourage the idea that we think all lorry drivers are offenders. The 'social media' section of this compendium gives some tips on how to address our audience, for example demonstrating that *most* lorry drivers (in this case) are law-abiding and support what we are doing. We're focused on the small minority who put other road users at risk and we know that most professional drivers are exactly that - professional.



DRIVING LICENCE

- 1.
- 2.

So when we identify people as targets for activity because of their law breaking, we still leave ourselves discretion as to what we then do with them. We can also combine approaches so that we give education and deter at the same time. But whatever we decide to do with those drivers who single themselves out for attention, we should do it in a way that makes them more likely to drive safely in future. The section on procedural justice (p62) is worth a look for seeing how to go about doing that.

The use of *Tramline* is an effort at securing instrumental compliance (see p59), but each encounter with an offending driver should be taken as an opportunity to achieve higher levels of normative compliance. What this means is that each conversation is a rare opportunity to talk one-to-one to someone who we really need to talk to, and an opportunity to explain why the law exists (and why distraction is a bad thing generally). Highways England supplies *Tramline* officers with a range of leaflets and handouts relating to different schemes (including *Driving for Better Business* - see p55) that can be used in a targeted way depending on the offence identified.

There are some ideas in the section on one-to-one and small group engagement in this compendium that can be used to structure these roadside conversations in the most effective way (see p97-99). The emphasis should always be on the risk of being harmed and causing harm, in our opinion, as emphasising the risks of getting caught may just encourage them to be more secretive about their mobile phone use in future (after all, we are using HGV cabs partly because people now tend to use the phone in their lap, rather than to their ear!). It also means that conversations can emphasise that hands-free use is not a viable alternative option and a few statistics about the dangers of using hands-free phones can help make that point.

Leverage

Many of the drivers identified by *Tramline* will be those who drive for work. Something that makes professional drivers a good target group for *Tramline* enforcement is the leverage that can be applied to them. In most cases, the individual will be dependent on their driving licence, and this means that 'points' mean more to them than they perhaps to do the average driver. We might start by encouraging officers to record the employer of each driver they stop as a starting point in identifying the bigger issues associated with offending behaviour and employer policy.

Even making it clear that we do this is likely to act as leverage on drivers, and employers themselves. On the flip side, we might consider rewarding companies with effective and enforced policies against distracted driving, and encourage them to promote the *Tramline* operation. By doing this, they help us achieve our aims and firmly locate themselves on the law-abiding and responsible end of the industry spectrum. A friendly and responsible local employer could even be approached to sponsor the truck. Drivers may be suspicious of an unmarked, trailer-less cab, but would be less so if it was liveried - and that livery helps to promote the friendly company (and means they CANNOT afford to be caught themselves!).



Evaluation

In the case of *Tramline*, we would ideally like to know if mobile usage reduced during the operation, *and* if it was sustained afterwards. Otherwise we only demonstrate that surveillance works whilst it is present, and we can't know if drivers were just 'on to us' and stopped using whilst they thought they might get caught. If the effect is sustained after the operation we know that we've had some lasting deterrent effect, perhaps by changing a few attitudes to the law, by making people believe that getting caught is actually a possibility, or by encouraging a few employers to take distracted driving more seriously. To get these sorts of answers we need to make sure that the way we measure usage before, during and after the operation is not based on the observations of the officers in the HGV themselves. Highways England require forces to submit incident data for the Tramline routes before, during and after the cabs have been used, and this is potentially useful information.

Tramline is a local approach that targets people that travel nationally or even internationally. We shouldn't expect (or want) our activities to only affect the area where we operate. We want the message to travel with our targets, but we can never prove that a distraction-related crash was avoided in Cumbria because we ran an operation in Surrey. In this sense, we have to hope for an effect that we perhaps cannot measure, but be satisfied with that. If we base our activities on sound research and evidence, we can at least have some confidence that we are not making things worse, even if we cannot conclusively prove that we saved X amount of lives. With nearly 9,000 offences captured to date by Tramline we might hope that the approach has prevented incidents and that drivers are at least more wary of using their phones while driving because they know there is a chance that they will be seen.

Another form of measure that we could use is related to engagement with employers that we mentioned earlier (and see p47-56). The numbers of companies who were approached about their policies relating to distracted driving, or who changed their policies, or who joined the *Van Excellence* or *Driving for Better Business* schemes is another way of demonstrating an effect. Given what we have said about leverage, this is actually a claim that we should look to be making - it may well have more impact on drivers than a ticket or a roadside chat as it comes

Evaluating enforcement operations by how many people are stopped and receive disposals is problematic. Operations that use a 'spotter' and an 'interceptor' can only deal with as many drivers as they have interceptors available at any one time, regardless of how many offenders are spotted. So if officers got quicker at dealing with drivers over the duration of the operation then it may look like the problem has worsened, when the opposite (or neither!) may be the case.



Mobile:Engaged impact

Following their involvement with the Mobile:Engaged project...

"We've realised that the legislation is a big hurdle for us. Officers are increasingly using the laws relating to a driver not being in proper control of their vehicle, and driving without due care and attention, to make sure that they can get their message across." (RPU officer, Surrey).

Thinking of using *Tramline*?

Understanding the specifics of the problem means we are more likely to design interventions that work, so it matters whether the issue here is mobile phone use (and whether that's for work calls or personal calls), whether it's for watching videos (and whether that's driven by boredom, for example). If we don't understand why people are engaging in the behaviour, we can't be confident that our response is appropriate. Similarly, we need to find out who is using their phone or other device. Is it local drivers, international drivers, are they from particular companies? Is it older or younger drivers, new or experienced drivers? Are the companies we are catching big, small, local, regional, national or international? Fortunately, you are likely to have plenty of wisdom about all these topics via the officers who have been involved in catching offenders in the past and, if that's a bit sketchier than you'd like, officers can be tasked with finding out this information when they stop drivers in future. A final angle is to consider the time and location profile of offending. Is it a daytime or nighttime problem, and is it actually a multi-lane road issue (if not, you'll need to look elsewhere in this compendium for alternatives to *Tramline*!)

It might not make sense to use things like social media posts to understand the issue. Whilst there are lots of examples of *Tramline* catching drivers doing all sorts of things (like cooking a Pot Noodle), these are more likely to be the attention-grabbing exceptions than the norm, so don't assume they represent the real problem, or indeed your particular problem.

Highways England run a suite of operations aimed at tackling issues associated with HGVs. It's important to make sure that all the efforts directed at a particular problem in a particular area are 'lined up' and reinforce each other in terms of their message and approach. This can make it harder to separate out effects, however, so you may want to consider introducing (and evaluating) different elements concurrently, not consecutively, so you can build up a picture of which elements are working, and which may not be.



Case Study: WMP Operation Top Deck

Overview of the approach

Operation Top Deck was an approach developed by West Midlands Police that used a local bus company's vehicle to house a 'spotter' officer who identified offending behaviour of drivers as the bus travelled along its route. Officers were teamed with intercepting officers who instructed the offender to pull over and who provided the appropriate response to the offence. A range of offences could be identified, with mobile phone use by drivers one of them and indeed being the primary offence of focus during the launch of *Top Deck* during NPCC 'mobile phone week' in September 2018. Fire and Rescue Service and Local Authority partners were also involved and provided education and virtual reality experiences to those drivers who had been caught committing an offence while stationary in traffic. Those committing the offence whilst moving received a fixed penalty notice. More recently, WMP have encouraged PCSOs to spot and record offences on their journeys to and from patrol areas, with an NIP then sent in the post.

The Operation was widely publicised (some similar operations have utilised a covert approach) in an attempt to increase awareness of the growing number of ways that offending behaviour can be identified and hence deter it.

Operation Top Deck also involves a public reporting component (see p128) where members of the public are encouraged to take mobile footage of driving offences when using public transport, and to report them through the force online reporting facility. This is intended to increase perceptions that detection and punishment is likely. For 2020, the activity is mainly conducted by PCSOs, who are encouraged to look out for offences and record them on their BWC - after which an NIP is sent..



2020 Update:

Since its launch, WMP have faced the challenge of needing RIPA authorisation to run the operation, and since the Barreto judgement (see p60) there have been no further challenges. For more details, contact Sgt Jon Butler (jonathan.butler@west-midlands.pnn.police.uk)



Mobile:Engaged contribution

Knowledge Exchange

Our first Knowledge Exchange Consultation with officers from West Midlands Police took place during the development of *Top Deck*. We then attended the launch of the Operation before finally meeting with the team again for a debrief following the week of activity.

Contact with the Public

Every contact leaves a trace

It was clear that the team wanted to make sure that they provided the most appropriate response to identified offenders. We discussed why we might want to make a distinction between those using a mobile phone whilst moving, and those using their mobile phone whilst stationary in traffic. The team decided that, whilst the police were the appropriate authority for those 'using and moving' who would potentially be prosecuted, partner agencies could be used to provide more educational messages to the latter group (who may be ignorant of the law as it relates to stationary use). This approach recognises that the thinking behind each form of offending is likely to be different and hence that the response should also be different.

Whether or not the targeted motorist is deemed suitable for education, or enforcement, we can influence their experience, the lessons they take from it, and their future behaviour (see P62) so all these encounters should be informed by the principles of procedural justice and behaviour change.

Looking for signs

One-to-one encounters such as those enabled by this project provide a great opportunity for providing information that will really apply to the individual and their particular circumstances. We would suggest that officers operating as 'spotters' on buses (or indeed anywhere this approach is adopted) be asked to look for useful clues which they can pass on to the intercepting team further down the road. By this we mean that they can have an important role in identifying whether, for example, the next 'stop' is driving a work van, appears to be otherwise driving for work (clothing, bags, laptops, papers for example) or may have young children (child seats, toys, general debris (!), 'Child on Board' signs). By passing this information to the intercepting officer/partner, the spotter then allows the interceptor time to consider the most appropriate angle to engage in conversation, and to use the approach most likely to have impact for that individual. We discuss approaches that might work best for those driving to, or for, work on p47-49.





Asking for reasons

Asking drivers *why* they were using their phone can provide a range of useful intelligence that we can follow up on in the short and longer term (see the transtheoretical model on p21 & 98-99), and allow us to challenge barriers to adopting safer behaviours in future. See 'challenging the challenges' on page 146 for more about some potential responses and counter-responses.

Something to remember you by

In addition to tailoring the content of conversations and discussions 'there and then' we also suggest considering providing those stopped with a 'takeaway' item of some sort. The right 'freebie' can help a driver move towards making better decisions in future, so if we know what is stopping them from making safe decisions, we can target our intervention more accurately. These items could range from information leaflets to air fresheners to phone Apps to key rings, but again should be handed out based on an assessment of the item most suited to that individual (see p102)

Social norms

One likely narrative that you will encounter is that the police are using the buses to 'spy' on drivers. Involving people on the bus is one way of reinforcing the idea that 'the public' supports this activity which targets a minority of drivers, as is some careful social media framing (see p90 and below). As discussed throughout this compendium, we endorse efforts to get across the message that the *majority* of drivers *do not* use their phones, and that many are very concerned about the habit.

We would also advocate counting (or getting someone else to count) the number of drivers not using their phones and using this figure to promote the operation alongside the detections (e.g. "Thanks to the 96% of drivers who weren't using their phone whilst driving" not just "operation catches xxx drivers"). By promoting compliance not deviance, the impression is given that most people are capable of legal and safe driving, and those that are not are problematic and part of an 'out-group'. Promotion material can also stress that the operation is being carried out in response to public concern (assuming that you have some evidence of that), not because the police need help catching offenders.

Making the right point

Publicity should also avoid focusing exclusively on the law and the chances of being caught. The conversation needs to be focused on the activity of safe driving, and making good choices in that respect, rather than on the law - which will never be able to keep up with technological developments. Drivers need an internal regulation system (norms), because an externally applied one (enforcement) cannot be there all the time.



Evaluation

One approach to evaluation is to count how many conversations were held and how many tickets were issued, but this is a measure of *outputs* not *outcomes*. Theoretically, you could engage in all this behaviour, claim some impressive sounding numbers, but make the problem worse, so we need to think about a better measure of impact. We might, for example, find that we issued less tickets/had less educational conversations after the intervention, but actually be recording the fact that officers and others were just taking longer over each interaction.



During our KEC we discussed the plan to use designated bus routes at specific times, but the idea of the project is that every bus becomes a potential source of surveillance. This means that we should expect higher levels of use before the Operation is publicised, and lower levels of use in the vicinity of buses once the Operation has been promoted. This relies on resource intensive observation before, during, and after the operation, and could be compared with observed levels of use away from bus routes/buses themselves. This is likely to be rather complicated and would need to be replicated each time the Operation ran. If it was to become Business As Usual, then a different approach would be needed. Evaluation is a complex process, and it might be worth seeking advice on how this can be done meaningfully and with the available resources.

The usual social media metrics (see p94) can also give an indication of whether the message was getting 'out there'. Likes, share and follows are not reliable on their own, but we can generally assume that higher numbers are better than low numbers in terms of this approach being known about. If no-one is engaging, then we can't really assume anyone is being deterred.



Mobile:Engaged contribution

Following involvement with the Mobile:Engaged project, a Sergeant from the West Midlands Police Road Harm Reduction team explains....

"We met the Mobile:Engaged team several months before we first ran a Top Deck operation. The meeting was very helpful in encouraging us to think about the ways that research could inform what we were planning to do"

"As a result of the meeting, and the team's comments about some drivers not understanding that the law applied when they were stationary in traffic, we decided to divide the drivers we witnessed using their phones into two groups. Those who were using their phones on the move were prosecuted, whilst those that were using their phone whilst stationary were given education. We will be keeping their details on file in case they come to our attention again, and demonstrate that they have not learnt a lesson and benefitted from the education we gave them."

"During the Operation we gave out lots of information depending on the type of driver that we stopped. For example, we pulled over a contractor's vehicle and were able, there and then, to show him evidence of his employer's strict stance on mobile phone use. We think this is likely to have had a significant influence on his future behaviour. This was motivated by what the Mobile:Engaged team told us about the 'leverage' that company policies can have on drivers, over and above the effect of the law."

"Based on what the Mobile:Engaged team told us, we also took the opportunity to tailor the educational messages we shared to the person receiving them. Our non-police partners were instructed to ask a few introductory questions to establish what the driver's thinking on mobile phones was. For example, if they were ignorant of the law, we made sure our input focussed on that. If they were aware but had trouble complying, we gave them advice on how to resist temptation. We feel that, as a result, each driver received a better experience and one more likely to have had a positive influence on them."



Case Study:

Operation Zig Zag

2021
UPDATE



Operation Zig Zag is a new West Midlands Police Road Harm Prevention Team (WMPRHPT) initiative aimed at identifying drivers behaving in dangerous ways in key high-risk locations. The approach targets speeding motorists as well as those using their mobile phones.

WMPRHPT prioritise enforcement efforts against drivers whose use of a mobile phone combines with other factors to increase the danger they represent to the safety of themselves and other road users. 'Controlled Zones' are indicated by zig zag lines outside schools and in the areas on the approach to and exit from pedestrian crossings. Drivers need to be paying particular attention at these locations to pedestrians stepping into the road or slower to cross than they might anticipate.

Operation Zig Zag uses police personnel in high visibility uniform at locations such as pedestrian crossings. One of the officers will be at the crossing to advise pedestrians about safe crossing. The other will be about 50 meters beyond the crossing with a video equipped speed detection device. Motorists who are detected speeding or using their mobile phone in the parameters of the crossing or controlled zone are prosecuted for careless driving or for dangerous driving.

Drivers who have been prosecuted to date have received between 7 points and disqualification, reflecting the danger offending in these environments represents. This approach raises the awareness of drivers not just about the dangers of speeding and using a mobile phone but of doing so in particular environments where collisions are potentially more likely. It is a proportionate response to offending with the potential to cause higher harm to other road users and sends out a strong message about the logic of risk and harm behind what are sometimes viewed as trivial offences by the public.

This approach combines robust enforcement with education - at locations where the logic of the law is hard for drivers to deny

For more information contact Sgt Jon Butler
jonathan.butler@west-midlands.pnn.police.uk





Case Study

Operation Moto

2021
UPDATE

Op Moto is another West Midlands Police Road Harm Prevention Team innovation that uses some of the same principles as Top Deck (page 120) and Op Snap (page 130). Analysis of the data from the West Midlands region has shown that the most dangerous places for motorcyclists are junctions, and that the majority of the collisions at such locations are down to a driver pulling out in front of or across the path of an oncoming motorcyclist.

The WMRHPT drew on the work of Dr Graham Hole (author of the Psychology of driving¹ and a member of the RPAN network (see p150) which shows that whatever a motorcyclist does to make themselves more conspicuous it makes little difference to drivers who are currently simply “mentally wired” not to look for those on two wheels at vulnerable locations.

Op Moto is designed to encourage drivers to always look out for motorcyclists – by using a plain clothed police motorcyclist on an unmarked bike. The officer rides around the most vulnerable locations for motorcyclists, and when they are endangered by a driver or they witness a driver committing an offence which could potentially endanger a motorcyclist (such as a visual impairment or driver distraction) they call in a marked motorcyclist who intercepts and deals with the offence.

As in the case of Op Top Deck (page 120) a combination of education and prosecution is then used to change the behaviour of those stopped for offences. Those observed committing less serious offences are educated by West Midlands Fire Service using a specially designed package which includes a section on how to look “properly” at vulnerable locations. Obvious impairment to a drivers view such as windscreen obstructions, illegal tints to a drivers windows etc. are prosecuted, as are mobile phone / distraction offences. The more serious S3 RTA 1988 Due Care type offences such as endangering overtakes, exceeding the speed limit, pulling out on our motorcyclists or tailgating end in prosecution.

West Midlands Police also actively encourages motorcyclists who ride with cameras to send in their footage via the WMP digital reporting portal, making any motorcycle a ‘capable guardian’ on the road.



For more information contact Sgt Jon Butler: jonathan.butler@west-midlands.pnn.police.uk

¹ Hole, G (2014) The Psychology of Driving Psychology Press

Added extras:

NPCC Mobile Phone week



The NPCC, via National Roads Policing Operations, Intelligence & Investigational forum, coordinates periods of dedicated action against mobile phone use by drivers.

Whilst these are primarily police-led activities, they are also an opportunity for partner agencies to get involved, perhaps in promoting the work of the police, supporting Operations with education, or running their own targeted activities.

It's important to coordinate activities if you can, and to think about the messages and tone of what you say. It doesn't make sense for one partner to recommend hands-free as an alternative to handheld use if other partners are keen to avoid simply encouraging drivers to think about what they can and can't 'get away with' in a legal sense.

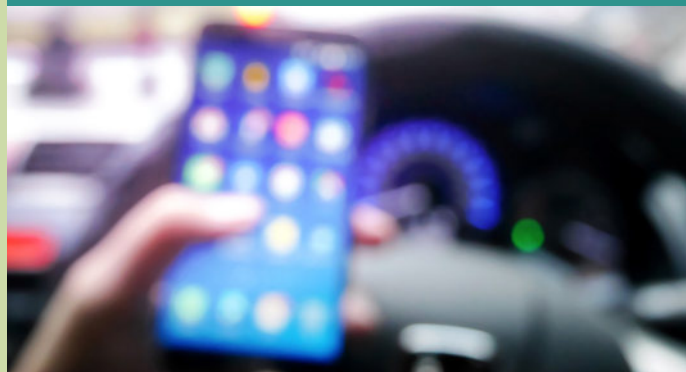
The National Roads Policing Operations, Intelligence & Investigational (NRPOII) co-ordinates national campaigns around mobile phone use, speeding, seatbelts, drink and drunk driving and other offences.

Your region should have a police representative on NRPOI, or you can contact the authors of this volume for more information (email addresses at the end of the compendium)

If you are having difficulty accessing the resources via the Knowledge Hub, email h.m.wells@keele.ac.uk

Mobile Phone Enforcement Week: supported by Mobile:Engaged

- Visit <https://knowledgehub.group/> and join the NRPOI group for resources to support the campaign weeks including:
- An interactive flow chart to help you decide which charge, if any, is appropriate in different circumstances
- A bank of Tweets, complete with memes and gifs that are based on the ideas covered in this compendium
- A series of Frequently Asked Questions (and answers!) based around the work we have done with partners
- A variety of the more common challenges that we have heard in relation to the legitimacy of mobile phone use - and suggestions for how you can respond to them
- A link to the electronic version of this compendium
- A feedback form for you to use to help us improve what we do



Reporting by the public

With diminishing resources an issue for most police forces, the public may be a valuable ally in deterring and reporting mobile phone use by drivers.

Evidence suggests that road users are overwhelmingly opposed to mobile phone use - 38% claim it is one of their top 4 motoring concerns¹ - and want action taken. However, significant numbers of people still do it¹, and it is likely that many do so because they believe they won't get caught². The spread of dash cams, helmet cams and phone cameras is increasing the likelihood that evidence of driving offences *will* actually exist and - if that footage can be made available to the police - meaningful action may be taken.

The evidence

When it comes to crime, we often consider the offender and the victim, but we can also talk about '*capable guardians*' - those individuals (or technologies) present at that time who have the opportunity to disrupt or 'do something' about that offence³. The idea that there are three elements in any crime event has a long history in criminology and lies behind a lot of the Situational Crime Prevention approaches that have been popular in recent decades. According to this approach, crimes occur when a motivated offender is present, a suitable target is present, and a capable guardian is absent.

Capable guardians on the road do not have to be police officers. For example, speed cameras have been used to deter, or detect, speeding offences with no need for a police presence. With reduced police resources, public reporting capabilities offer the potential of

capable guardianship. Whilst CCTV and speed cameras may be criticised for their potential to *displace* offending to areas that are not covered by cameras, with this approach *every* road user becomes a potential source of meaningful surveillance and the potential offender has no way of knowing when their behaviour is being monitored. It is likely to be effective in deterring a variety of dangerous driver behaviour IF systems are in place that turn third party footage into tangible criminal justice outcomes.

This surveillance is not being imposed in a 'top down' fashion, but driven by 'bottom up' demand, so is also evidence of public endorsement of roads policing objectives - something that has been hard to demonstrate in recent years.



¹ RAC (2018). *RAC Report on Motoring 2018*. Available from: https://www.rac.co.uk/pdfs/report-on-motoring/rac10483_rom-2018_content_web

² The AA. (2018). *What's the chance of being caught for a driving offence?* News report. Available from: <https://www.theaa.com/about-us/newsroom/driving-offence-enforcement>.

³ Branic, N., 2015. Routine activities theory. *The encyclopedia of crime and punishment*, pp.1-3.; Reynald, D.M., 2010. Guardians on guardianship: Factors affecting the willingness to supervise, the ability to detect potential offenders, and the willingness to intervene. *Journal of Research in Crime and Delinquency*, 47(3), pp.358-390.

This approach obviously requires the support of the police, who need to be able to accept and act on footage, so if that's not you, consider approaching your local force and asking them what their plans are.

Being overwhelmed with footage is a concern for some forces, understandably. But we would argue that:

- it's coming anyway, so we need to be prepared.
- preparation and standard responses can save a lot of time,
- issuing guidance on what makes 'good' (usable) footage saves time down the line,
- consider linking to other sources of footage (other than the public) such as Highways England Traffic Officers, local fleets, or other public service vehicles. This might be a good place to start if you are setting up a scheme, as it would limit the potential submitters to a number you could manageably pilot your new systems and processes on. Their drivers could even be offered training in identifying and submitting usable footage, giving you good publicity material for a full launch to your general public.

This is a relatively new approach to roads policing so:

- make sure your communications and advertising focus on the number of willing helpers the police have out there, not how widespread offending is,
- work with local media to combat the inevitable "doing the police's job"/"spies everywhere" angle before it takes root,
- think of every contact as an opportunity to increase police legitimacy and generate future compliance (see p59).

We would encourage innovators to explore the potential for using this kind of footage. If it's being collected and being sent in by road users who expect something will be done with it, there is actually a risk associated with not showing the public that we take the offending it shows seriously.



The messages that should be communicated about third party reporting centre on the idea that the need for such schemes is evidence that the public endorses roads policing objectives. There is no 'war on the motorist' as some tabloids have tried to convince their readership in recent years, but (if there is a 'war') it is - to refer once more to the social norms influence - one of the majority of sensible road using public, alongside the police, against the minority of irresponsible and dangerous road users. As such, Operation Snap (see case study of page 130) and similar innovations are an opportunity to show dangerous motorists that they are outnumbered.



Case Study: Operation Snap

Overview of the approach

Operation Snap is a project based on an online submission tool that provides a streamlined process for members of the public to supply the Police with evidence of dangerous road user behaviour. It was developed in response to an increasing amount of video and photo footage of traffic offences being submitted to Welsh police forces. It is coordinated on behalf of the four Welsh police forces by GoSafe - the Wales Road Casualty Reduction Partnership.

Individuals visit a portal from the GoSafe website and upload personal information and details of the incident along with footage of the offence they wish to report. Submitters are asked to indicate whether they are willing to attend court (should it prove necessary) and are advised that all behaviour captured in the footage (including their own) will be assessed by a police officer. Offences reported have included contravention of traffic signals, failure to wear a seatbelt, careless driving, dangerous driving, and mobile phone use. Much of the submitted footage is from dash and helmet cams, but all forms of video recording footage are accepted.

A trained officer then reviews the information and offers the response that they would have chosen had they personally witnessed the event. This could include no further action being taken, an educational chat with the driver or written warning, diversion into an education course where appropriate, a Notice of Intended Prosecution being issued, or a summons to court.

The GoSafe website also offers FAQs in relation to Operation Snap and runs social media accounts which promote the resource and some of the outcomes made possible via third party reporting.



The provision of online reporting capabilities has not meant massively increased workloads for Go Safe. Previously, any footage submitted by the public meant a lengthy process involving obtaining additional information and questioning. With an efficient online reporting tool it is possible to gain access to the necessary information immediately.





Mobile:Engaged contribution

Knowledge Exchange

Whilst our Knowledge Exchange Consultation (KEC) took place with GoSafe, and was focused on developing their work specifically, much of the discussion was, we believe, relevant to other forces who are yet to implement a scheme of this type.

Social norms

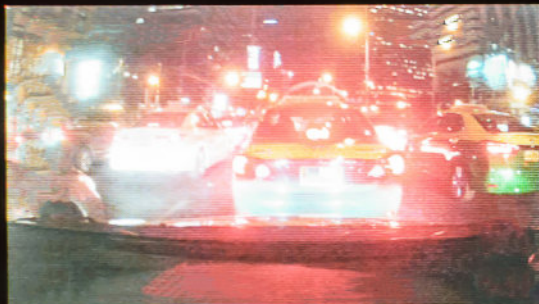
Humans generally, and naturally, wish to be part of the majority in-group¹ and public reporting projects like Operation Snap are a great opportunity for redefining who that 'majority' actually is on the roads. One way we can do this is by emphasising that this resource exists *because the public have demanded it* and not because the police want us to spy on each other, or cannot do their job without us. One way of reinforcing this message is by focussing on reporting the numbers of people submitting, rather than focussing on the behaviour of those who have been reported. Footage of dangerous driving makes good publicity material, but this should be accompanied by figures about levels of public reporting.

The Operation Snap strategy is to be clear that it exists in response to public demands - a kind of 'you asked, we did', which we (and the research evidence) fully support. We would encourage media work to avoid suggesting that the public are 'helping out the police' (which may lead people to criticise the approach as 'doing their work for them'), but to promote the idea of the police and public working together to co-produce the same aim - safer roads.

Interaction with offenders and the accused

Online submission of footage allows police forces to come into contact with a range of people (both offenders and submitters) and part of our KEC involved discussion of how those individuals are engaged with. It is essential that forces make the most of these encounters and see them as opportunities to increase the legitimacy of their work in the eyes of the public. It is important to consider how individuals who have been accused of committing an offence will be contacted (email, phone, letter?), who they will be contacted by, and what the contact will involve. For more specifics, see pages 59-63 and the discussion of 'procedural justice'. Wherever and whenever we are able to interact with offenders, we should be making the most of those opportunities to influence their future behaviour in a positive manner.

¹ Terry, D.J., Hogg, M.A. and McKimmie, B.M. (2000). Attitude behaviour relations: The role of ingroup norms and mode of behavioural decisionmaking. *British Journal of Social Psychology*, 39(3), pp.337-361.



We suggest:

Formulating a number of set responses to routine queries from accused road users, but also including some bespoke elements.

- The set response could be used to explain *why* the Operation exists - that it is a response to public demands for safer roads, and the above information relating to social norms. Standard responses also make it easier for the same high-quality communication to continue if staffing on the project changes.
- Other set response elements relate to the offence being alleged, and ways in which the accused driver can view the report and potentially challenge the accusation. Whilst most probably will not, the inclusion of that opportunity gives clear signals about the value of the individual in the process.
- Accused drivers could also be encouraged to become dash cam owners themselves, perhaps, showing how we believe that they are redeemable and further recruiting them to the side of the majority of safe drivers.
- Thank submitters for taking the time to complete the submission and explain how their *voice* is valued as a member of the law-abiding majority.
- Reassure submitters that all footage will be looked at impartially and consistently according to some established principles.
- Even where a submission has not led to an actionable offence being identified, give feedback to submitters in a procedurally just manner that will encourage them to consider engaging again in future.
- Where footage is of poor quality, offer advice on how to provide an 'ideal' submission.
- Explain any action that will be taken (as well as *why* that action is appropriate).
- Contact the submitter again, where possible, to inform them of any outcome of court proceedings and, again, thank them for their engagement.



Website and social media

The law can be confusing, so third party reporting projects could usefully make clear in their external communications work that (as police officers will look at the full range of possible charges) there's no need to try to second guess the specific offence you have detected. A message about the dangers of distraction generally would be useful for sending a message about drivers not being 'safe' from prosecution just because they are not holding, or can't be seen holding, a phone.

One piece of communication that would make the work of Operation Snap, and other projects, much easier, would be to provide information regarding what makes for a 'good' (i.e. usable) submission. Submitters, whether pedestrians with phones, or drivers with mounted dash cams, are likely to benefit from tips on length, clarity of images, angle of recording etc. that will make it more likely that their efforts in submitting, and police efforts in processing, the footage, will be rewarded. This should mean less work for officers downstream if people look here for advice beforehand, or before making a submission, and generate more positive outcomes to report.

It is also important that the project is seen as neutral in your support for all safe road users. This means ensuring that messages (however communicated) include the good and bad road user behaviour of all modes. Messages that seem to imply some groups (horse riders, cyclists, van drivers...) are better or worse than others will soon get picked up (especially via social media) and may alienate particular individuals.





Evaluation

Projects like Snap are relatively new but are inevitably going to be asked to demonstrate their effectiveness as they become well known and if, as we hope, a national solution is developed. There are many possible approaches to evaluation.

Educational chats, warnings, prosecutions and convictions are all good output measures for evaluating third party reporting projects - and where licences are revoked or drivers are imprisoned we could argue that we can demonstrate outcomes too (dangerous drivers are removed from the roads).

There's also the total number of submissions made (important in showing public endorsement), the types of activity being detected (important for showing that seriously bad driving is being punished), and the range of charges being made possible (important for showing that it's not just the worst of the worst that can be dealt with).

Statistics should also be obtained on the proportion of submissions that lead to successful follow-up action, the type of offences that are particularly effectively identified, as well as issues like common faults with submissions, or points at which attempted submissions are abandoned.

An online survey at the point of submission could provide feedback and insight from those who are already engaging, whilst a similar approach could be attempted with those who are being accused, when we contact them. This kind of feedback should all be used to make the process as simple and effective as possible, so that if numbers of submissions increase (as we probably have to plan for), officers aren't caught up dealing with queries or chasing missing information, for example.

But it would also be beneficial to know more about the *why* and not just the *what*. Why are some offences reported more than others? Are they more prevalent, more irritating to drivers, or more easily captured? Are there lessons here about offences that third party reporting projects might struggle to deter? Does an increase in submissions equate to success in promoting the project, or is it in indication of increased offending? Or increased dash cam usage?



Focus on: Technological Approaches

In this section:

Using technology in road safety P136

Case Study:

Westcotec Phone Detection
Warning System P137

Case Study:

CMPG Use of Virtual
Reality Headsets P141

Technology vs Technology P144

App Overview P145



Using technology in road safety

Enforcement is hard, costly and not always effective. So while it's an important part of our approach (and probably the only thing some people will take seriously), our thoughts often turn to ways of *making* people obey the law that don't rely on us always being there to keep an eye on them. This often brings us to technological efforts that can potentially prevent the use of a mobile phone in some way, or can at least educate drivers of the dangers associated with mobile phone use while driving.

Currently, there is no technological alternative to the physical policing of mobile phone use by drivers (there's no reliable equivalent to the speed camera for catching speeders), but technology does appeal for various reasons and can help in various ways. Some approaches, such as settings and mobile phone Apps

might be described as 'self policing' - where individuals choose to voluntarily inhibit their own ability to use a mobile phone while driving by activating options such as 'do not disturb' settings. Others use advances in technology to make our efforts at education more convincing, or use technology to identify drivers that need an instant warning message about their offending.

We shouldn't see 'techno-fixes' as entirely neutral solutions to social problems. Plenty of research has considered how some technologies (that worked perfectly well in the laboratory) have unintended and unexpected consequences when let loose on humans¹. It's also likely that people will work out ways to 'get around' technologies that restrict them - especially if they don't see them as necessary in the first place².

Case studies within this section will show how technology has been used as an educational or awareness raising tool to remind individuals that they should not use their mobile phone while driving and the consequences where they do, as well as how the the functionality of the mobile phone itself can actually limit temptation.

¹ Wells, H (2008) The Techno-Fix versus the Fair Cop: Procedural (in)justice and automated speed limit enforcement. *British Journal of Criminology*, vol. 48(6), 798-817

² Wells, H (2015) Getting Around and Getting On: Self-Interested Resistance to Technology in Law Enforcement Contexts. *Annual Review of Law and Social Science*, Vol 11, vol. 11, 175-192

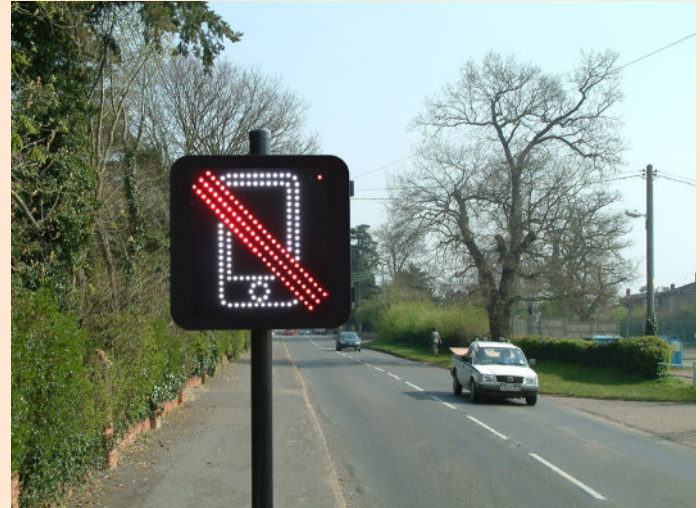
Case Study:

Westcotec phone detection warning system



Overview of the approach

One option for deterring mobile phone use by drivers is a technology that uses the signal from an active mobile phone to activate a warning sign of some sort. One company which produces such a technology is Westcotec, who completed our survey and subsequently agreed to a Knowledge Exchange Consultation. In the Westcotec system, an LED warning sign that depicts the outline of a mobile phone, crossed out (see right) is activated by a vehicle occupant using a mobile phone. A sensor that detects a phone signal is placed near the roadside, with the flashing warning sign placed a short distance ahead. The technology can detect if a road user is using Bluetooth and will not activate the warning sign in such circumstances. A range of actions can be identified by the sensor, including calls and data retrieval.



The system is currently used as an educational tool, highlighting to drivers that they should not use their phones while driving. The device is not currently connected with enforcement as there is not yet the capability to distinguish between use by drivers and passengers, although this may be something that could be explored with other technology partners in the future. In its current form, the device is therefore able to educate drivers and passengers about the need to refrain from using a phone whilst driving, but cannot initiate any specific action against drivers. Westcotec have had interest from several UK forces as well as internationally.

Mobile:Engaged contribution

Knowledge exchange

Having met the Westcotec team on several occasions, and seen the product demonstrated, a knowledge exchange consultation (KEC) took place with two members of the team. We focussed discussion on two main areas - future developments and anticipated challenges.

We hope that our comments are useful to forces considering purchasing similar devices in future.



Contemporary graphics

Early versions of the sign featured a graphic of an older style phone (with buttons and an aerial). One of our early meetings with Westcotec involved us suggesting that this should be brought up to date to avoid drivers disassociating from the message ('my phone doesn't look like that: the message doesn't relate to me'). Westcotec subsequently redesigned the image to be more contemporary (and this interaction became part of the motivation for this whole compendium project).

Shaming of offenders

Our research into Westcotec products, and our KEC discussion, did lead us to briefly consider suggesting adding the licence plate of the triggering vehicle to the flashing image (the Westcotec website shows this is possible for their speed warning product via an ANPR reader). However, given that the device can be triggered by entirely legal use (hands-free or by a passenger), we consider this to be a somewhat risky approach. Although shame can be an effective method of securing compliance, in the right circumstances and when handled in the right way¹, it would be unwise to publicly shame those that are not acting illegally or dangerously. We considered that we would be embarrassed by seeing our registration number flashed for all around to see, but angered if it was not us as drivers using the phone. We might also be alienated from the authorities we perceived to be 'behind' the use of the sign, because it accused us unfairly². We therefore discounted this approach. The downsides of this were, we feel, sufficient to outweigh the positive shaming effects of identifying offending drivers who were the trigger in some cases, but not all.

A specific message

We also considered other ways of making the signs message more specific in terms of what behaviour was actually being highlighted. One way of doing this would be to include the text 'when driving' above or below the graphic to make it clear that the warning was being issued to those using their phones while driving. This addition would mean that any passengers who activated the sign would receive the general education message, but not feel unjustly 'flashed'. Our focus on procedural justice (p60-61) explains why it is important to be seen to be consistent in our response in a way that is respectful and polite.

Challenges

One issue that we have identified is that, because many members of the public do not subscribe to the reasons for the device (see the sections on normative and instrumental compliance p59), they are preoccupied with pointing out what they see as its limitations and flaws. This is a common problem when a technological fix is directed at a problem that some people simply do not believe exists, or when that population is suspicious of the motives of the authorities³. We therefore explored those arguments in more depth in order to be able to offer some pre-emptive challenges that would help clarify the message.

¹ Braithwaite, J., 1989. Crime, shame and reintegration. Cambridge: Cambridge University Press.

² Sunshine, J. and Tyler, T.R., 2003. The role of procedural justice and legitimacy in shaping public support for policing. *Law & society review*, 37(3), pp.513-548.

³ Wells, H., 2012. *The fast and the furious: Drivers, speed cameras and control in a risk society*. Ashgate: Ashgate Publishing, Ltd.



Challenging the Challenges

Based on our own reviews of open source data about the product, we identified the following common challenges to its use. These may be seen by those considering commissioning a warning system, and by other members of the public, who may then be influenced by them. One option is to proactively 'prespond' to key criticisms via media and promotions work, whilst another is to have an FAQ section on the website where each misunderstanding or challenge can be addressed (for the benefit of road users and potential customers).

Challenge 1: "It can't distinguish between driver and passenger"

A common challenge appears to be around the inability of the device to distinguish driver use from passenger use. This is partly addressed in the marketing information that says that "the vast majority will be drivers." We would suggest doing some observation work (by which we mean stand by a sign and record how many activations are made by drivers and how many by passengers). You may then be able to state that 9 out of 10 activations (for example) were made by exactly the person that needed to receive the educational message.

Challenge 2: "It's Big Brother"/"It's unfair enforcement"

Another common theme of comments on media stories was misunderstandings of what the device can and cannot do. We appreciate that it is difficult to explain that it is not linked to enforcement without saying 'don't worry it can't do anything really' or 'it's just advisory'. But clearly some people are preoccupied with any legal implications and are overlooking or discounting the safety message/implications. Promotion of the device should therefore specifically stress the reasons for its existence and the safety consequences of the problematic behaviour, rather than the legal consequences (or lack of them).

Some comments also suggested that there were other more worthy policing targets (the familiar 'why aren't they out catching burglars' challenge). This represents another misunderstanding of the device capabilities, but the suggested response to this is twofold: Firstly that this is dangerous, potentially killer behaviour, and that road deaths account for more violent deaths than murders etc. in most areas. Secondly, this is not using policing resources - it is freeing up police to tackle those offences that are seen as more worthy of attention.



Challenge 3: "How do we know if it even 'works'?"

The 'observation' activity recommended (see previous page) could assist here as it should (hopefully) show that most activators are actually drivers. Part of evaluation, though, is about the process as much as the outcomes. For the device to 'work' in a behaviour change sense it needs to 'work' reliably in a technical sense. We would suggest that users of the device are contacted for feedback that could be used as feedforward into the design and marketing of the future.

The device records numbers of activations and this data could be used to establish impact following the introduction of the sign. We suggested taking a baseline level of activations (where no sign is present and no road users are aware of anything out of the ordinary), then a measure whilst the sign is installed and operating, and then a measure after the sign is removed. There are limitations here, as we do not know who, if anyone, is ceasing use (it could be passengers!), but there are options to explore here. As well as an important safety finding, this would make for good promotional material.

Challenge 4: "it picks up all sorts of signals that are legal!"

It seems a common perception that lots of signals are sent out by mobiles that are not physically 'in use'. Again, this indicates a lack of understanding of the purpose of the sign in many cases, but it isn't helpful if people are being 'flashed' when they are not using a phone and no-one in the car is either (if this happens) as that undermines the technology and further detracts from the point of it all. However, we understand that this is not the case, so would advise addressing that concern in promotions work.

Mobile:Engaged Impact

Following engagement with the Mobile:Engaged project, the Managing Director of Westcotec said...

"Westcotec are very indebted to the MobileEngaged team. We were very privileged to be invited to be involved in and have access to, the knowledge and expertise, not only from the team, but also to gain from the wider experiences from other participants in the programme."

"Our project has definitely benefited from the guidance and constructive criticism we have received through the compendium as well as suggestions as to future developments."

Case Study:

CMPG use of virtual reality headsets



Overview of the approach

Although not their primary activity in relation to preventing mobile phone use by drivers, the Central Motorway Police Group use virtual reality (VR) film as part of their broader approach. The film that they use adopts a fear-appeal logic (see p68), highlighting the severe personal consequences that can result from using a mobile phone while driving. The action depicted in the film relates to young drivers in particular.

The virtual reality headsets can be used as stand-alone technologies but are generally deployed inside a police vehicle, so that individuals experience the scenario depicted within the film (crashing and being cut free from a car) in a similar spatial context. CMPG officers have taken the VR strategy to a local university and to local schools, to educate young drivers and passengers about the issues associated with mobile phone use while driving. Accompanying police officers also provide some one-to-one and small group engagement alongside the use of the VR headsets.



Mobile:Engaged contribution

Knowledge exchange

One member of the Mobile:Engaged team sampled the virtual reality experience when CMPG brought the approach to our students at Keele University during NPCC mobile phone week. We also subsequently met with a CMPG officer and held a Knowledge Exchange Consultation to discuss VR, amongst their other approaches to tackling mobile phone use by drivers.

Encouraging behaviour change

VR is exciting, and VR is new. But it is important that we look beyond its novelty factor and consider *how* it should best be used. We need to make sure, for example, that just because we can produce realistic experiences, we don't forget what we know about the use of fear-based information. Whilst it may be an incredibly powerful way to give individuals information about the consequences of dangerous driving, we mustn't fail to also equip its users with methods to respond to that. VR must be used as part of a package of



experiences that includes follow-up that re-empowers and (maybe even literally) equips them so that they feel confident that they can avoid getting into the situation they have so graphically witnessed. Sharing and demonstrating a range of avoidance strategies, such as those presented on page 98, would be both useful and ethical.

As the VR experience *itself* does not provide this information, it is important that the package that is wrapped around it provides ways to alleviate fear by using it to motivate productive action.

Working with different groups

Research has found that fear-appeals are not effective for all groups of people and, in particular, young males have been found not to respond well to their use in road safety education¹. This does not mean that fear-based information has no role to play, but that it should be used in conjunction with other forms of information. This may include the provision of avoidance strategies (above), but can also include the use of *positive* information. Where VR is part of an approach it is vital to make time afterwards for discussion of what has been experienced, where individuals are encouraged to think about and vocalise some desirable future that they have imagined for themselves that would be compromised by getting into the situation featured in the VR. This relates to the notion of FOMO (fear of missing out) that young people often experience in relation to their phones² - but it can be used to encourage them to think differently (and more long term) about what they could really be missing out on. This also creates a personal link between them as individuals, their behaviour on the roads and the dramatic educational experience you are offering them.

Effective engagement

As the VR approach adopted here provides opportunities for individual engagement, it is important that they are taken advantage of. Information relating to the effective use of engagement processes are outlined on pages 97-99. In addition to this, the use of other forms of follow-up contact with those individuals, such as through a social media account, should be considered. Individuals can be encouraged to follow your social media account and/or engage with other online materials following your interaction.

¹ Lewis, I., Watson, B., Tay, R. and White, K.M., (2007). The role of fear appeals in improving driver safety: A review of the effectiveness of fear-arousing (threat) appeals in road safety advertising. *International Journal of Behavioral Consultation and Therapy*, 3(2), pp.203-222.

² Przybylski, A.K., Murayama, K., DeHaan, C.R. and Gladwell, V., 2013. Motivational, emotional, and behavioral correlates of fear of missing out. *Computers in Human Behavior*, 29(4), pp.1841-1848.



Mobile:Engaged Impact

"Following our KEC, I reflected on our conversation around positive peer pressure and managed to enlist the help of some Stoke City under 23 players to push out positive messages. This was really well received. Rather than the police saying don't do this or you will be in trouble we had young people, who hold an elevated position amongst their peers, saying we don't do this, you shouldn't either"
Sergeant, Central Motorway Police Group

"All the action is filmed in the immersive and engaging VF4-360 style making learning enjoyable and repeatable. The 90 second life savers enable us to deliver quality education in a very short time that suits a lot of our audiences."

Paul Speight, Leicestershire Fire and Rescue Service



Leicestershire Fire & Rescue Service have built on the success of the original VF4-360 road safety film, by coming up with a new concept, a series of quick, short, sharp interventions that use behaviour change techniques to engage and educate the public in pedestrian, push-bike and motorcycle safety. All the films show pedestrians and riders making common mistakes that can put them in harm's way. They show the consequences of when it does go wrong, then re-wind the film and follow the same story line again but this time correcting the mistakes and bad habits ending with them staying out of harm's way.

For more information on using VR in policing contact:
r.gilligan@west-midlands.pnn.police.uk

For more information on the creation of VR films contact
paul.speight@lfrs.org

Technology vs Technology

Competing against the range of technologies that actually generate distraction within vehicles, are another type of technologies that can be used to reduce distraction. We know it can be hard to generate normative compliance with laws and rules, and that instrumental compliance is costly and resource intensive to achieve (see 59), so a physical means of prevention starts to look attractive. These include signal-blocking pouches that prevent a phone from receiving a signal (just search for 'signal blocking pouch' on Amazon to see the range), 'Faraday cages' (such as that installed in some Nissans), as well as downloadable mobile phone applications which prevent distracting alerts from being communicated to the driver (plenty are available in places like App Store). In addition to phone Apps, many mobile phone manufacturers now include 'driving' settings, which drivers can activate once to apply automatically, or activate each time they drive. Some applications restrict the ability for notifications to 'get through' to a driver, whereas others allow driver behaviour to be tracked/monitored by parents, loved ones or employers.

Different Apps offer different forms of restriction or blocking. The iPhone 'Do not disturb while driving' setting allows calls to be sent via a car's Bluetooth, but can block texts and send an automatic response. This seems to indicate that their primary purpose is to encourage legal phone use, rather than safe phone use. This contrasts to technologies such as signal blocking pouches that simply restrict all activity until a mobile phone is taken out of the pouch.

These approaches have their pros and cons, but we do think that they deserve to be amongst the strategies that are promoted to drivers. As we've said

elsewhere, an App that detects driving and activates itself automatically has the advantage of being a one-time action that can 'immunise' a driver for some time to come, whereas a pouch (or planning to 'make the glove compartment the phone compartment') requires the driver to remember, and decide, to act every time they drive (a source of "friction" to use the behavioural change terminology). This increases the possibility that they may forget or choose not to perform such strategies in particular circumstances or on certain occasions.



iOS/Apple 'Do Not Disturb' setting

A study in the US found that the 'Do not disturb while driving' function reduced smartphone use by drivers by 8%. This doesn't sound that impressive, but the US does seem to have a different culture of phone use to the UK, with 92% of US drivers using their phone at the wheel¹. Not much is known about the effects of the setting in the UK yet. A different study found that 54% of young drivers favoured automatic phone locking while driving as a way of preventing them using their phones, 47% favoured e-mail notifications to parents and 42% favoured automated responses to incoming texts².

¹ Owen, M (2018) Apple's iPhone 'Do Not Disturb While Driving' feature helping to reduce dangerous habits. *Apple Insider* Available at <https://appleinsider.com/articles/18/04/18/iphone-do-not-disturb-while-driving-feature-helps-reduce-usage-at-the-wheel-study-shows>

² Delgado, M.K., et al (2018). Attitudes on technological, social, and behavioral economic strategies to reduce cellphone use among teens while driving. *Traffic injury prevention*, pp.1-8.

App overview

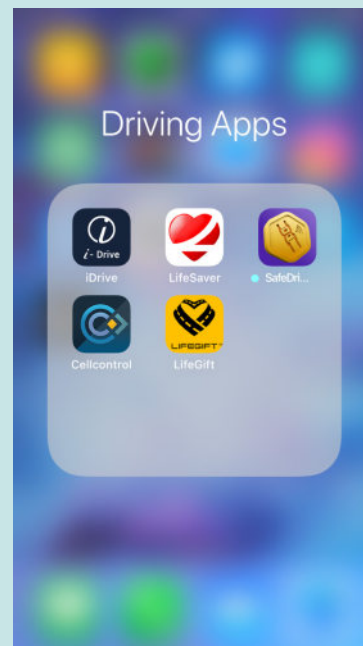
Pros

- Apps are easy and attractive to promote and can be installed there and then, potentially protecting the individual from the moment they leave the encounter with you.
- Apps can turn on automatically - ideal for those who otherwise forget to put their phone out of reach or turn it to silent.
- Many Apps are free and easy to install.
- There are a range of Apps that have differing functions, making them suitable for different groups of people.
- Some apps provide an auto-response to those trying to make contact with the driver, sending a road safety message out to others in the process and contributing to a positive social norm.

Cons

- Apps can be easily uninstalled or disabled, and may be removed if they are seen as inconvenient.
- Some Apps only reduce handheld distraction, ignoring the risk of hands-free mobile phone use.
- Not every App can be used on every device (some are restricted only to iOS, for example).
- Some 'safe driving' Apps simply make it 'easier' to use a phone while driving rather than preventing distraction.
- Not everyone has a Smartphone, and hence Apps cannot be used by all.
- Repeated calls from the same number will override some Apps, this being deemed a likely emergency
- Many Apps can be personalised, effectively allowing the driver to choose which forms of notification they still want to be distracted by.

It is important to note that apps vary in their usefulness in improving road safety. Those that are focused upon reducing offending behaviour will not remove the risk of hands-free mobile phone use, and will therefore not remove all of the risk associated with the action. Be sure that you aren't recommending an app that suggests individuals simply switch to another form of risk.



Which App should we promote?

Make sure that any App that you promote:

- Can be set to activate automatically and does not require manual triggering
- Doesn't encourage hands-free use, or too much focus on 'avoiding getting caught'
- Prevents all kinds of notifications from getting through to the driver, not just calls, or texts,
- Is free and easy to install
- Sends out a message to those trying to make contact that is pro-safe driving
- Is genuine and safe and does what it claims it does!



Challenging the challenges

As part of this engagement process, we became aware that certain recurring 'challenges' were made by drivers when it was suggested that they refrain from using a mobile phone while driving. This was the case across social media, in public comments on media articles, and particularly in situations where there were opportunities for direct contact between drivers and practitioners. Drivers can be defensive or show resistance to the core message, and it is important that (given the fact that other people may be 'listening in' in an actual or virtual sense) these challenges are themselves challenged. If we leave a criticism without a response, the implication is given that there is no response - that the challenger has won.

Here we have listed a number of challenges that have become familiar to us whilst working on this project and - in response to requests from the innovators we met - we have offered some responses that may be used to tackle them:

"I fear missing out"

- This response (known as 'FOMO' - fear of missing out) is particularly associated with younger drivers who have grown up in a world where instant contact and constant interconnectedness is an expectation. These individuals are likely to use a mobile phone for social media and actions other than calling and texting. It may be worth pointing out what they would miss out in if they were in an accident, or even if they were in prison - using the power of FOMO to urge drivers to focus on their long term life goals and ambitions, rather than a fear of missing out on an Instagram of someone's new eyebrows (for example). Use their fear of missing out to motivate safe behaviour, rather than unsafe behaviour.
- Short-term fear appeals ('you might crash') may not work as well with this sort of challenger, as the fear of missing a call or notification might seem more real (especially if the individual has used their phone for some time *without* experiencing any negative outcome). Individuals who make this challenge may benefit from an application or setting that silences a phone, so that they are unaware of any incoming notifications, reducing the temptation to identify a caller or read a message (see below).

"It could be an important family call"

- Ask these individuals what could possibly be more important than making it home to those family members that may be calling, or how they would be helping their friend if they were in an accident. What would their family do if that individual did not come home because they were in a collision, or were imprisoned for dangerous driving? If someone needs you in an emergency it's because they need you - alive. It is worth getting the challenger to state the consequences for themselves



"I'm a good driver/
it won't happen to me"

- rather than point out possible ones for them, so that the driver has to think through that scenario and actively imagine themselves in it.
- Encourage them not to make calls to family members that they know are driving, to keep them safe too.
 - Encourage them to think of all other road-users as someone's family, who are just as keen to get home safely as they are.

"I won't get caught"

"I can get away with it"

"Haven't the police got
anything better to do?"

- Unfortunately, research consistently tells us that most drivers believe they are better than average, and hence may support laws against mobile phone use, and even appreciate some education campaigns - all the time thinking that they are useful for *other* drivers and not themselves. This can be challenged by a reminder that none of the people who are killed or injured in crashes thought it would be them either.
- It is also worth pointing out that if indeed we are better than average, then we need to always concentrate on the road around us - because we think we are surrounded by people who are not as capable as us! We would not want to encourage drivers to believe that they are indeed better than average, but we can point out that we cannot protect ourselves from the mistakes of other drivers if we are looking at our phones.
- With less police officers on UK roads, individuals may well believe they can commit an offence without experiencing the legal repercussions associated with it. Those people should be reminded that the consequences of mobile phone use are not just fines and points...
- Online reporting capabilities for drivers, such as *Operation Snap*, are useful here. Individuals who believe that they can commit offences without being caught should be reminded of the potential for *any* road user to submit evidence of offending behaviour to the police. Similarly, it's worth pointing out that the police use other vehicles (not just police cars) to look for offending drivers.
- Unfortunately, this is quite a popular challenge. Try asking challengers if they know the numbers of people who were killed in violent crimes in the last year, and the numbers killed on the roads in their area. Numbers of murders are eclipsed by road deaths, and this can be used to demonstrate why roads policing is necessary and legitimate.



"I thought it was
OK to use it whilst
stuck in traffic"

"I have to work while
I'm on the road"

- Many drivers seem to have been influenced by media representations of roads policing as unpopular and unjustified. However, we know that there is also a lot of support 'out there', as evidenced by things like dash cam (third party) reporting projects. It is worth pointing out how many drivers are now equipping themselves with dash cams and helmet cam technologies to help co-produce road safety with the police. There is plenty of academic literature supporting the idea that most people want to be part of the 'in-group', so if we can create the impression that the majority are law-abiding and endorse roads policing, the social norms perspective tells us that they should want to join that group and distance themselves from the 'out-group' of offenders.
- This was a particularly common misconception that we discovered during the research and seems to stem from a mixture of lack of awareness of the law, and 'common sense' logic that says that this is a harmless activity. It's important to explain to drivers it is unsafe to use a phone whilst the vehicle is not moving, not just to point out that that is the law. Even stationary users can make mistakes and respond inappropriately because their concentration has been diverted to their phone. They can drive off at the wrong time, make sudden lane changes, fail to see vulnerable road users and miss changing traffic lights, for example.
- It is also worth reminding these drivers that their internal conversation with themselves about mobile use should be about safety and not legality - their primary motivation should be safe driving, not what they think they can and cannot 'get away with' according to the law. Putting the phone out of reach is one of the more effective strategies that this group can be offered, alongside reminders within the car of why they need to resist temptation even when sitting around apparently doing nothing.
- Individuals that claim this need to be reminded of the legal and employment consequences associated with offending. You could ask them how they would get to work or do their job if they didn't have a driving license. Some drivers would lose their job if they accumulated points on their license. There's no point using the excuse of trying to keep your job to justify doing something that puts your job at risk!
- Suggest an App or phone setting that automatically sends a message to a caller informing them that they are driving, and that safety is important



as well as their call. A potential customer or colleague (for example) that was trying to reach them would not then feel 'ignored', and the driver would not be distracted.

- Employers have a big role here too, and should be encouraged to be vocally supportive of drivers not using their phones for any reason whilst driving. If a company is known, or reported to be, exerting pressure on its drivers, then efforts should be directed higher up the company and attempts made to bring about changes in company policy.

Part of our ambition for this compendium is that it will change the way things are done. But this can mean asking difficult questions about current activity. We appreciate that challenges may be made from colleagues that are uncertain of change and cautious about making amendments to current practice. Some of the following responses might be useful in addressing these concerns, and you may find that the support of some research (including the works we have referenced in this compendium) will help you to make valid arguments *for* development, progression and advancement of your approach, or even stopping doing some things altogether.

"We think it works so why change it?"

"It's always worked in the past"

"Evaluation is too resource intensive"

- It is important to provide evidence that any road safety approach works, and it is not enough to simply feel that something is working. For funding applications, evidence to colleagues/superiors and to justify the continuation of your approach, this evidence is necessary.
- It is in our best interests to implement the most effective interventions that we possibly can, so we need to know if we are doing the right things. Technology is transforming the way we live and work, and drive, so things that we have been doing for years might not be effective any more - through no particular fault of their own.
- Evaluation is an important component of any approach, for evidencing that something works, or finding that it does not. It can also help us understand *why* things are working, and help us avoid accidentally changing small things that might turn out to have been crucial to a project's success.
- Evaluation does not necessarily need to be resource intensive or costly. With the development of suitable evaluation materials, such as a survey, you are able to conduct evaluation of your own, without the need to call in outside help. Evaluation materials, once designed, can be used again and again so are worth the effort it takes to construct them in the first place.

Added extras:

Roads Policing Academic Network

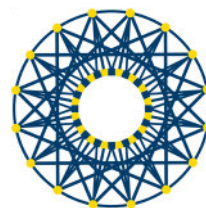


RPAN is a network of academics in the UK and internationally who are engaged in academic research of relevance to roads policing. Founded in November 2018, the network grew to over 70 members in the first year and now has over 100 members.

The members are from a range of disciplines, including criminology, law, psychology, engineering, sociology, geography, gerontology and neuroscience and come from over 60 different universities on three continents.

Their research interests cover all kinds of different topics that can help to understand all kinds of roads policing and road safety issues.

If you would like to join RPAN, or would like to share a news item, promote an opportunity, or ask a question in the weekly newsletter, email h.m.wells@keele.ac.uk.



Roads Policing Academic Network

RPAN members can help you with:

- Finding and understanding data
- Designing interventions
- Evaluating projects
- Funding applications
- Answering questions

... and much more!

If you would like to find out more, or would like to make contact with an expert in a particular area, please message RPAN's Director Dr Helen Wells (h.m.wells@keele.ac.uk) or contact RPAN via TWitter (@RoadsPolicingAN)



Helen says...

"When we planned this project, we wanted to offer as many people as possible the chance to engage with academic research – without having to digest it all themselves, and without having to commission and fund academics or consultants to come and digest it for them. The Road Safety Trust grant has meant that we've been able to meet over 20 teams, learn about over 70 innovations and demonstrate the value of drawing on the research evidence to design effective projects that are able to demonstrate their effectiveness"



Accessible Academics: Dr Helen Wells



As well as being co-author of the volume you are reading now, I have been researching roads policing and road safety issues for nearly 25 years. My first foray into the area was as a result of working in Magistrates Court during the National Safety Camera Programme, where I was regularly called by speeding motorists who wanted to protest at what they saw as the injustice of their situation. This led to a PhD (and then a book) on the debate around the use of speed cameras, followed by research projects on ANPR, police use of mobile data, Police and Crime Commissioners' perspectives on roads policing, new operating models for policing the roads and (most recently) the Mobile:Engaged project itself.

I have received funding to conduct research from local, national and international funding streams, and from the private, public and third sectors.

I also teach undergraduate and postgraduate criminology students and pride myself on persuading as many people as possible that speed cameras can be used as an example of almost anything on the criminological menu!

Contact Helen:

Email: h.m.wells@keele.ac.uk

Expertise:

- Speed Cameras
- Mobile Phone Use
- Roads Policing
- PCCs and Road Safety
- Criminology,
- Fairness in Policing



Accessible Academics:

Dr Leanne Savigar-Shaw

With a background in psychology and criminology, I have interests in how and why individuals choose to offend, as well as how offending behaviour can be tackled.

Before working on the Mobile:Engaged project that lies behind the compendium you are reading, I researched the use of education as a road safety strategy, focusing particularly upon the diversionary alternative to prosecution Crash Course (more information about that can be found on page 72 of this volume). This research formed a doctoral thesis and, as well as providing an evaluation of *Crash Course*, highlighted many of the pressures that individuals face on a daily basis in relation to their mobile phones, and why that is problematic for any attempt to tackle the behaviour. Part of that research project also highlighted how perceptions of the police were improved following attendance at Crash Course, suggesting that education can do more than influence risky attitudes and behaviours.

After the Mobile:Engaged project, I will be working on a project that focuses upon procedural justice within policing more widely.

Contact Leanne:

Email: leanne.savigar-shaw@staffs.ac.uk

Expertise:

- Mobile Phone Use
- Education in Road Safety
- Procedural Justice



Leanne says...

"The Mobile:Engaged project has been a great way to explore a range of innovations that are being used throughout the UK and it has been a pleasure to meet and work with so many of the innovators behind those projects. I am happy to discuss the project and its findings in more detail with anyone interested in finding out more."



Accessible Academics:

Dr Gemma Briggs

I am an applied cognitive psychologist with expertise in dual tasking while driving. I first became interested in this topic as an undergraduate when I heard about research suggesting that hands-free phone use was a significant road safety issue. That research found that phone-using drivers were still at an increased risk of crashing for around five minutes *after* their call had ended. This fascinated me and made me want to find out why this was the case, and how our brains really cope with multi-tasking. My PhD research focused on this, and I've continued to research and publish on the topic of driver distraction ever since.

I'm particularly interested in how drivers allocate their attention when they try to complete multiple tasks. I investigate this using video-based - and simulator-based - studies where I measure driver reaction times for hazards, their eye movements, and their hazard detection ability. This research has helped me explain specifically why phone use is so cognitively demanding on drivers, rather than it simply just increasing the amount of work their brains need to do.

As well as teaching on this topic, at both undergraduate and postgraduate levels, I'm interested in producing accessible, evidence-based education for the general public.

Contact Gemma:

Email: gemma.briggs@open.ac.uk

Expertise:

- Mobile phone use
- Driver attention and perception
- Driver education
- Cognitive Psychology



Gemma says...

"The whole reason I carry out research is to make a positive contribution to policy and practice. I think it's really important to share research findings as a means to changing individual opinion and practice as well as , hopefully informing policy more widely."





Accessible Academics: Professor Alan Tapp

I work in something called social marketing. This is a specialist area of marketing that examines how marketing and promotional techniques can be used to influence and change behaviours. There are many behaviours that we try and work with. The idea is that human behaviour can be influenced for social good – for example to encourage more healthy everyday habits and so on.

One key issue is road safety and behaviours within that broad area include drivers and the way they drive. So I have conducted research into how advanced driving techniques might help reduce collisions; attitudes to speed limits and how these attitudes can be influenced, and so on. I also work specifically on 20mph limits (driver compliance) and finally in this space I have done a lot of work on cycling and cyclists.

Contact Alan:

Email: Alan.tapp@uwe.ac.uk

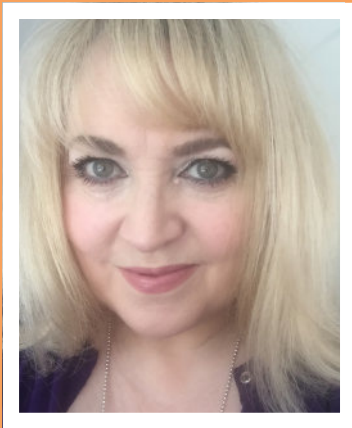
Expertise:

- Driving
- Speeding
- 20mph
- Cycling



Alan says...

"Everything I do as a researcher is aimed at helping policy and practice. Most of my work is directly funded by professional bodies or by government departments."



Lisa says...

"I have a keen interest in seeing my research having an impact on policy and practice to reduce the numbers of people being killed and injured on the roads. For this reason, I am happy to help practitioners who want to make use of academic research to ensure road safety interventions are evidence-based and fit for purpose."



Accessible Academics: Dr Lisa Dorn



I graduated with a BSc in Applied Psychology in 1987 and a PhD in Driver Behaviour in 1992. After post-doctoral positions and lecturerships at the universities of Leicester, Birmingham and DeMontfort, I joined Cranfield University in 2001 as Director of the Driving Research Group.

I am now an Associate Professor of Driver Behaviour and Research Director for DriverMetrics, a Cranfield University spin-out company to exploit my research in the design of driver risk assessments and driver safety interventions.

I have been a Principal Investigator on a range of driver behaviour projects funded by the EU, EPSRC, ESRC, government agencies and industry. I am Past President of the International Association of Applied Psychology: Traffic and Transport Psychology Division, a member of the Institute of Ergonomics and Human Factors and Associate Fellow of the British Psychological Society. In 2004 and in 2016 I received the International Prince Michael Award for Road Safety.

I have edited 17 books and published over 50 research papers. Currently I am the academic lead on a four year research programme on making traffic safer through behaviour-changing nudging measures on a €7.1m EU-financed Horizon 2020 project. The project aims to reduce the number and severity of road accidents by directly changing habitual traffic behaviour and ends in 2022.

Contact Lisa:

Email: l.dorn@cranfield.ac.uk

Expertise:

- Driver Behaviour
- Driver Education



Accessible Academics:

Dr Shaun Helman

Chief Scientist, Transport Division, TRL

I am an applied cognitive and social psychologist working on road safety, behavioural change, and wider transportation issues.

Fundamentally, my research interests are focused on people in the transport system. This includes everything to do with understanding how people use transport, how they can be encouraged to change their behaviour, and how the transport system can be designed to more adequately reflect people's needs. My historic work (and that of TRL) has focused on safety, behaviour, and evaluation.

Specific areas include vulnerable road users, driver behaviour, cycling, motorcycling, conspicuity and visibility, young and novice drivers, work-related road risk, distraction, impairment, and Human Factors design in transport. More recently my focus has shifted to encompass ultra-low-emission vehicles, autonomous vehicles, and future technology needs.

Contact Shaun:

Email: shelman@trl.co.uk

Expertise:

- Psychology
- Behaviour
- Behaviour Change
- Human Factors
- Driving Simulation
- Evaluation
- Autonomous Vehicles
- Electric Vehicles



Shaun says...

"My job is to help take your great ideas and fine-tune them in line with what we really understand about human behaviour. I hope I can help."





Sally says...

"The theory behind the law in books may be of academic interest but, without exploring how the law is interpreted and applied in practice, the theory is of limited value. In seeking to explore the ability of the criminal law to achieve behavioural change and reduce harm on the roads, I see working with practitioners as essential as well as fascinating."



UNIVERSITY OF
LEICESTER

Accessible Academics: Professor Sally Kyd



As a professor of law specialising in criminal law and criminal justice, my main area of interest is in road traffic offences. I became interested in driving offences after conducting a project on homicide (murder and manslaughter), and developed that interest through my PhD on Criminal Charges Brought in Road Death Incidents (2004), after which my interest broadened and I published a book entitled *Driving Offences: Law, Policy and Practice* with Ashgate in 2008.

In 2011-12, I held an AHRC Early Career Fellowship funding a project to examine how the new causing death by driving offences created by the Road Safety Act 2006 had been operating in practice, with further funding from the Society of Legal Scholars. Most recently I have been working with Dr Steven Cammiss on a project funded by the Road Safety Trust exploring the enforcement of endangerment offences such as careless and dangerous driving which seeks to identify best practice in roads policing.

My work seeks to understand if and how the theory behind the law translates into practice, and whether the law can achieve what it sets out to do. My socio-legal approach has had the benefit of input from those working within the criminal justice system in relation to road traffic offences, particularly the police and Crown Prosecution Service.

Contact Sally:

Email: sally.kyd@le.ac.uk

Expertise:

- Criminal Law
- Causing Death
- Dangerous Driving
- Careless Driving
- Manslaughter
- Third Party Evidence
- Enforcement



Accessible Academics:

Professor Adrian L. Davies

I specialise in road transport and health impacts. This includes:

- Safe systems road safety which has involved some collaboration with Avon & Somerset Constabulary.
- Interventions which increase urban active travel use
- Effective intersectoral collaboration (I describe myself as a boundary spanner in trying to achieve effective collaboration)
- Barriers to effective collaboration which include specialised discourses of knowledge and interpretations of evidence.
- Translational research for transport planners, engineers and urban designers who may have little or no access and knowledge of the peer reviewed evidence which is available in their fields of work but which are wholly apposite. See www.travelwest.info/evidence as an example of this workstream to de-jargonise peer reviewed evidence into short, understandable and usable summaries.

Adrian holds posts at both Edinburgh Napier University & the University of the West of England.

Contact Adrian:

Email: a.davis@napier.ac.uk

Expertise:

- Safe Systems
- Vision Zero
- Active Travel
- Intersectoral Collaboration
- Translational Research



Adrian says...

"I have spent the last 10 years working part-time inside a local authority highway team, as a Public Health Dr, providing advice and evidence support where sought and learning how to best work with practitioners and see the world standing in their shoes."



Fiona says...

"Behaviour change doesn't need to be complicated: with a little bit of groundwork and some good advice, you can design a behaviour change intervention and produce evidence of the effects that it has."



Accessible Academics: Dr Fiona Fylan



I am a Health Psychologist who applies health psychology and behavioural insights to understanding behaviours such as transport choices, driver behaviour and how to change it, sustainable behaviour, and how to design services around user needs. My projects include identifying how to stop drivers speeding, exploring barriers to reducing car use, understanding why people drive when they can't see clearly, and identifying how to increase the uptake of screening tests for conditions such as breast and bowel cancer.

I am the academic lead for UKROEd, the organisation behind the UK's driver offender courses such as the National Speed Awareness Course for speeding motorists and the Your Belt Your Life e-learning course for people caught not wearing a seat belt. I have worked with several organisations to help them develop interventions for drivers, both in the public and private sector. I have undertaken policy research with several local authorities and government departments, including the Department for Transport, the Department for Education, and the Department for Work and Pensions. My previous experience has given me skills in quickly developing excellent working relationships with research stakeholders, which means that I can work with them to share information, plan the most efficient and cost-effective means of collecting data, and feed back the results in an engaging and accessible manner.

Contact Fiona:

Email: fiona@brainboxresearch.com

Expertise:

- Designing and evaluating interventions to change behaviour
- Training on Psychology
- Behaviour Change
- Research Methods and Data Analysis





Accessible Academics: Dr Graham Edgar

I have over 30 years experience working as a cognitive psychologist and psychophysicist specialising in visual perception and situation awareness that has included the development of a new technique for modelling and measuring situation awareness (QASA – Quantitative Analysis of Situation Awareness) that is now in use worldwide. I have conducted projects for the Highways Agency and Transport Research Laboratories to study optimisation of warning lighting for emergency vehicles and have been principal investigator on projects studying situation awareness in a number of contexts.

I have worked with the local Road Safety Partnership on issues of driver distraction and with the Fire and Rescue Services in the UK, Poland, Denmark, Belgium, Spain, Estonia and the Netherlands on issues of vehicle conspicuity and situation awareness. I act as an expert witness on the perceptual and psychological aspects of road traffic accidents.

Contact Graham:

Email: g.edgar@glos.ac.uk

Expertise:

- Situation Awareness
- Situational Awareness
- Road Traffic Accidents
- Driver Distraction
- Firefighting
- Decision Making
- Driving and Mobile Telephones



Graham says...

"Complex theories can be developed and tested in the laboratory but only when they are applied to 'real-life' situations is it possible to see if they work."

Added Extras:

The Road Safety Trust



The Road Safety Trust is an independent grant giving trust, supporting projects and research that aim to make UK roads safer for all road users. Its charitable objective is to support road safety research or practical interventions intended to reduce the numbers of people killed or injured on the roads.

It is especially keen to support measures that combine approaches to casualty reduction. Projects are expected to give an indication of the benefits to road safety that may be expected from the research or from any practical intervention that may be supported and how these benefits have been calculated.

The charity is governed by eleven trustees and includes the national NPCC lead for roads policing. The trustees come from a range of backgrounds including the private sector, civil service, higher education, politics and crime reduction. The members of the Trust are the 43 police forces of England, Wales and Northern Ireland.

The Road Safety Trust launches regular funding schemes including small and large grant programmes. Further information about the Road Safety Trust and projects funded to date can be found at

<https://roadsafetytrust.org.uk/about-us/>



Toolkits and other sources of information

Dorset County Council Evaluation Toolkit	www.roadsafetyevaluation.com/docs/evaluation-toolkit.pdf
DfT Behavioural Insights Toolkit	https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/3226/toolkit.pdf
DfT Logic Mapping Toolkit	www.gov.uk/government/publications/logic-mapping-hints-and-tips-guide
EAST: Four Simple Ways to Apply Behavioural Insights	www.behaviouralinsights.co.uk/publications/east-four-simple-ways-to-apply-behavioural-insights/
MAST Online	http://roadsafetyanalysis.org
Policy @ Sussex Policy Brief	http://blogs.sussex.ac.uk/policy-engagement/files/2019/01/2018-11-Think-talking-on-your-hands-free-is-safe.-Think-again-PB-Hole-Briggs.pdf
RAC Behaviour Change Techniques Guidance:	www.racfoundation.org/wp-content/uploads/2017/11/Using_behaviour_change_techniques_Guid-
Road Safety Knowledge Centre	www.roadsafetyknowledgecentre.org.uk
Road Safety Observatory	www.roadsafetyobservatory.com
RoSPA Evaluation Toolkit	www.roadsafetyevaluation.com
RoSPA Intervention Design Advice:	www.rospace.com/rospaweb/docs/advice-services/road-safety/practitioners/evidence-based-intervention-guide.pdf
RSGB Academy	rsgbacademy.org.uk
TrL Behavioural Evaluation Guidance:	www.roadsafetyevaluation.com/docs/behavioural-measures.pdf

This project would not exist without the enthusiasm and commitment of our friend Ann Morris, who first approached us to work alongside her to develop and refine Crash Course back in 2007. The work we have been able to undertake, courtesy of funding from the Road Safety Trust, has developed directly out of the experience of working with Ann and her team.

We would like to dedicate the Mobile:Engaged compendium to Ann's memory.

If you would like to discuss any of the issues or ideas featured in this compendium, please don't hesitate to contact:

Helen Wells: h.m.wells@keele.ac.uk

Leanne Savigar-Shaw: leanne.savigar-shaw@staffs.co.uk



“ Thank you for the opportunity to take part in this project. It was a pleasure working with you both. You have kept us informed at every stage in the process and given us the opportunity to comment on your findings and recommendations. The conclusions you have drawn have been very insightful and a useful external check on what we currently deliver. ”

“ The changes you have suggested have also been transferrable to our work on drink and drug driving and other areas of risk. ”

“ The consultation report [we received following the knowledge exchange consultation] gives a truly valuable insight into the current work and actionable plans of how we can develop. ”

“ It has been really useful and interesting working with the Mobile:Engaged team on this project. ”

“ Working with the Mobile:Engaged team has really been informative. As a result of our discussions we have implemented some changes to our Social Media strategy to outline the good driving practices by many. ”

