

Highways Review Panel

Members

Councillors Atiya-Alla, Barnby, Douglas-Dunbar, Hill, Kennedy (Chairwoman), Chris Lewis and Mills

(Contact Governance Support on t: 01803 207087 or e: governance.support@torbay.gov.uk)

A meeting of **Highways Review Panel** will be held on **Tuesday, 9 August 2022** commencing at **1.30 pm**

The meeting will be held remotely via Zoom (the links to the meeting are set out below)

Join Zoom Meeting

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Agenda

1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Panel.

2. Declarations of Interest

a) To receive declarations of non pecuniary interests in respect of items on this agenda

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

3. **Road Safety in Torbay**

(Pages 6 - 81)

To understand the current situation on road safety in Torbay.

Supporting documents:

- Local Transport Plan Action Plan 2021-2026 see details at <https://www.torbay.gov.uk/council/policies/transport/local-transport-plan/local-transport-action-plan/>
- Road Safety Strategy 2017 to 2020 (document attached)
- Presentation on Vision Zero South West (document attached)

Key Lines of Enquiry:

- What action is the Council doing to promote positive road safety?
- What is Vision Zero South West?
- What is the process for reviewing the Road Safety Strategy and when will it be reviewed?

Note the following people have been invited to this meeting to give evidence and respond to questions:

Councillor Morey, Cabinet Member for Infrastructure, Environment and Culture

David Edmondson, Divisional Director Planning, Housing and Climate Emergency

Ian Jones, Head of Highways

Adam Luscombe, Service Manager, Strategy and Project Delivery Team (Planning and Transport)

John Clewer, Senior Engineer, Strategy and Project Management
Vision Zero South West – Natalie Warr – Vision Zero South West Partnership Co-ordinator

Superintendent Adrian Leisk, Roads Policing and Inspector Andrea Kingdon Devon and Cornwall and Police

Torwood Street Reconstruction BT Chamber Timeline

At the meeting of the Panel held on 23 June 2022 Members requested details of the timeline on communications between BT Openreach, South West Highways and SWISCo in respect of the BT Chamber which was damaged during the Torwood Street Reconstruction works. This document is attached.

Instructions for attendees joining the meeting

If you are using an iPad you will need to install Zoom which can be found in the App Store. You do not need to register for an account just install the software. You only need to install the software once. For other devices you should just be taken direct to the meeting.

Joining a meeting

Click on the link provided on the agenda above and follow the instructions on screen. If you are using a telephone, dial the Zoom number provided above and follow the instructions. (**Note:** if you are using a landline the call will cost up to 13p per minute and from a mobile between 3p and 55p if the number is not covered by your inclusive minutes.)

You will be placed in a waiting room, when the meeting starts the meeting Host will admit you. Please note if there are technical issues this might not be at the start time given on the agenda.

Upon entry you will be muted and your video switched off so that only the meeting participants can be seen. When you join the meeting the Host will unmute your microphone, ask you to confirm your name and update your name as either public or press. Select gallery view if you want see all the participants.

If you have joined the meeting via telephone, your telephone number will appear on screen and will be displayed for all to see until the Host has confirmed your name and then they will rename your telephone number to either public or press.

Speaking at a Meeting

If you are registered to speak at the meeting and when it is your turn to address the Meeting, the Chairman will invite you to speak giving the Host the instruction to unmute your microphone and switch your video on (where appropriate) therefore please pause for a couple of seconds to ensure your microphone is on.

Upon the conclusion of your speech/time limit, the Host will mute your microphone and turn off your video.

Meeting Etiquette for Registered Speakers – things to consider when speaking at public meetings on video:

- Background – the meeting is public and people will be able to see what is behind you therefore consider what you will have on display behind you.
- Camera angle – sit front on, upright with the device in front of you.
- Who else is in the room – make sure you are in a position where nobody will enter the camera shot who doesn't want to appear in the public meeting.

- Background noise – try where possible to minimise background noise.
- Aim to join the meeting 15 minutes before it is due to start.



Road Safety Strategy 2017 – 2020

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Foreword

Torbay Council will continue to improve the safety of all road users and, as a priority, those who are the most vulnerable. e.g pedestrians, cyclists and powered two wheelers.

This is reflected in 4 of the Targeted Actions as part of Torbay Council's Corporate Plan.

- **Protecting all children and giving them the best start in life**

Torbay Council will signpost road users to websites giving advice on Road Safety training.

Torbay Council will continue to provide a School Crossing Patrol Service at appropriate locations.

- **Promoting healthy lifestyles across Torbay**

Torbay Council will offer Bikeability training to all primary schools.

- **Ensuring Torbay remains an attractive and safe place to live and visit**

Torbay Council will signpost people through our website with regards to driving behaviour as this continues to be the main cause of road collisions and traditional engineering solutions will become more difficult to identify, more expensive and less effective in reducing casualties.

- **Protecting and supporting vulnerable adults**

Torbay Council will offer advice on the web site with regards to our ageing population aiming to keep older drivers driving safer for longer.

Executive Summary

The Road Safety Strategy is a document, which sets out the Council's response to the government's strategic framework for Road Safety (May 2011) which provides freedom to act locally, but to also increase local accountability on delivery.

This document replaces the Torbay Council Road Safety Strategy 2013 – 2020 to take account of changes to service provision that have resulted from budget reductions and ongoing reviews of the service provided.

There are no national casualty reduction targets, but there are key indicators to 2030, against which all local authorities will be compared.

Torbay Council has had consistent success in meeting its road safety targets. This has been the result of a wide range of measures, including engineering measures, road safety education and working with enforcement agencies to deal with identified issues.

The Council starts from a very low baseline when trying to reduce its casualties, however benchmarking indicates that Torbay has some of the safest roads within the South West.

In order to maintain this record, the implementation of the Road Safety Strategy will be based around four key areas:

- Education
- Engineering
- Enforcement
- Encouragement

Setting the Scene

Background

Torbay Council became a Unitary Authority in April 1998 and assumed responsibility as the Highway Authority. In Great Britain, local highway authorities are responsible for road safety on all roads except the motorway and trunk road network.

The Road Traffic Act was revised in 1988 and gave local authorities the duty to carry out a programme of measures designed to promote road safety, including the dissemination of information and advice relating to the road user and providing practical training to road users.

Road Safety in Great Britain is a statutory responsibility for local Highway Authorities with section 39 of the 1988 Road Traffic Act (9) placing a requirement to prepare and carry out a programme of measures designed to improve road safety for all road users.

The role of Road Safety forms an integral part of the Highway Safety and Development Traffic Team that operates within the Residents and Visitor Business Unit.

What is a Road Safety Strategy

A Road Safety Strategy is a document, which sets out the Council's response to national government policies and the needs of the local community. This is done by identifying the means by which the Council intends to carry out these responsibilities.

Road safety is a concern of the whole community and as such, we are all responsible for the reduction of road traffic incidents.

Torbay Council's Roles and Responsibilities?

Torbay Council, through its elected representatives, its partnerships with other organisations and agencies plays a vital role in co-ordinating the activities of a wide range of groups within a shared set of aims and objectives.

In its active role as a Highway Authority, Torbay Council is responsible for

- Carrying out studies into collisions arising out of the use of vehicles on roads or parts of roads within their area;
- Taking such measures, in the light of the results of those studies, as deemed appropriate to present such, including the dissemination of information and advice relating to the use of roads, the giving of practical training to road users or any class or description of road users, the construction, improvement, maintenance or repair of roads for which they are the Highway Authority and other measures taken in the exercise of their powers for controlling protecting or assisting the movement of road users;

- When constructing new roads, taking such measures as appear to the Authority to be appropriate to reduce the possibilities of such collisions when the roads come into use;
- The preparation and delivery of a programme of measures designed to promote road safety and seek contributions towards the cost of measures for promoting road safety taken by other authorities or bodies.

Where we are Now?

In March 2000 the Government announced new targets for reducing casualties nationally. The targets were the percentage reductions to be achieved by 2010 compared with the average results for the base years, 1994 – 1998. The targets set by the Government were as follows:

- 40% reduction in the number of people killed or seriously injured in road crashes/collisions;
- 50% reduction in the number of children killed or seriously injured;
- 10% reduction in the slight casualty rate, expressed as the number of people slightly injured.

Casualty and Collision Data

The following graphs outline the road casualty and collision data for the years 1998 to 2016 compared against the government targets (where applicable), which are validated each year by the Department for Transport. This data only includes collisions that have been reported to / recorded by Devon and Cornwall Police.

The Department for Transport's definition of a collision recorded by the Police is as follows:

[A collision that] involves personal injury occurring on the public highway (including footways) in which at least one road vehicle or a vehicle in collision with a pedestrian is involved and which becomes known to the police within 30 days of its occurrence. One collision may give rise to several casualties. Please note "Damage-only" collisions are not included in this publication.

Department for Transport Definitions:

- *Fatal collision:* A collision in which at least one person is *killed*.
- *Serious injury:* An injury for which a person at least one person is detained in hospital as an "in-patient", or any of the following injuries whether or not they are detained in hospital: fractures, concussion, internal injuries, crushings, burns (excluding friction burns), severe cuts, severe general shock requiring medical treatment and injuries causing death 30 or more days after the *accident*.
- *Slight injury:* An injury of a minor character such as a sprain (including neck whiplash injury), bruise or cut which are not judged to be severe, or slight shock

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requiring roadside attention. This definition includes injuries not requiring medical treatment.

Fatalities

Fig 1 shows the number of fatalities that have occurred within Torbay

Figure 1 - Fatalities (all ages)

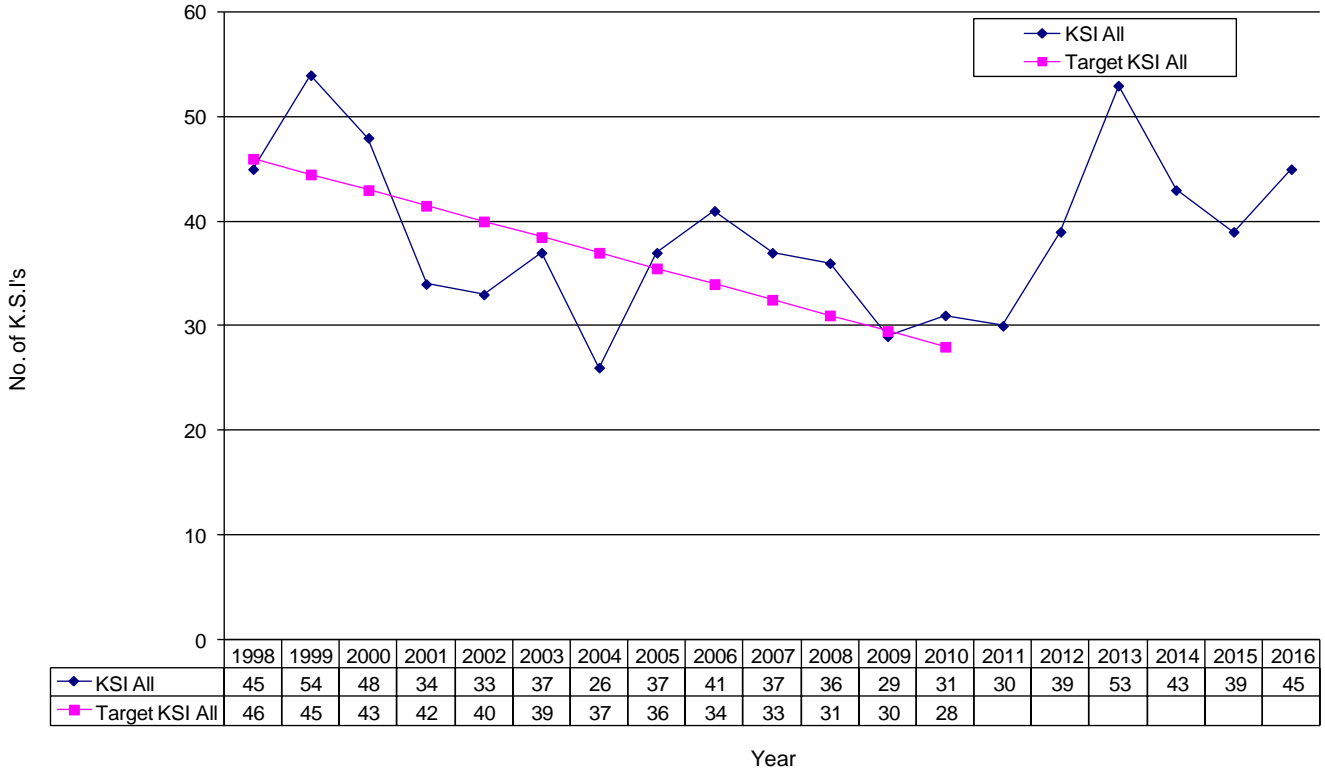


The average figures remain at a consistent overall level, since the 1998 to 2010 targets were introduced. Torbay continues to have one of the safest road networks within the South West. Torbay Council benchmarks with other highway authorities and the number of road traffic casualties expressed as a percentage of the population is amongst the lowest in the south west.

Killed and Seriously Injured (KSI's) (all age groups)

Fig 2 shows the number of people killed or seriously injured within Torbay.

Figure 2 - Killed and seriously injured (K.S.I.) (all ages)



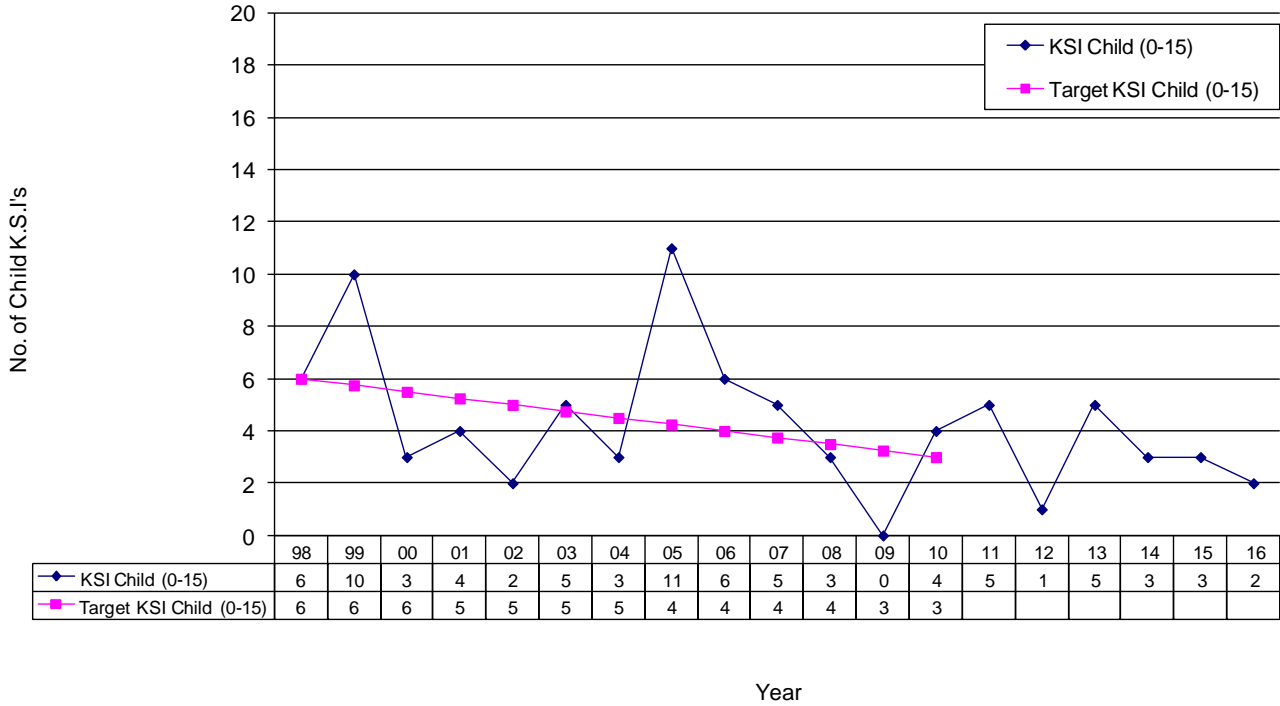
Whilst the Council finished the Department for Transport (DfT) monitoring period just above the 10 year target with a 33% reduction, it continues to show a general downward trend from the 1998 baseline.

Torbay Council continues to work from very low base figures and significant reductions can be very hard to identify. Collision data is investigated every year as part of our cluster review, where we carry out a study of all the road traffic collisions that have resulted in a person being injured and all known collision hot spots across the bay area. This information is reported annually to members as part of the Road Safety initiatives Report. See Making Our Roads Safer page 25.

Killed and seriously injured (0 – 15 age group)

Fig 3 shows the number of 0-15's killed or seriously injured within Torbay.

**Figure 3 - Killed and seriously injured (K.S.I.)
(0 - 15 year age group)**



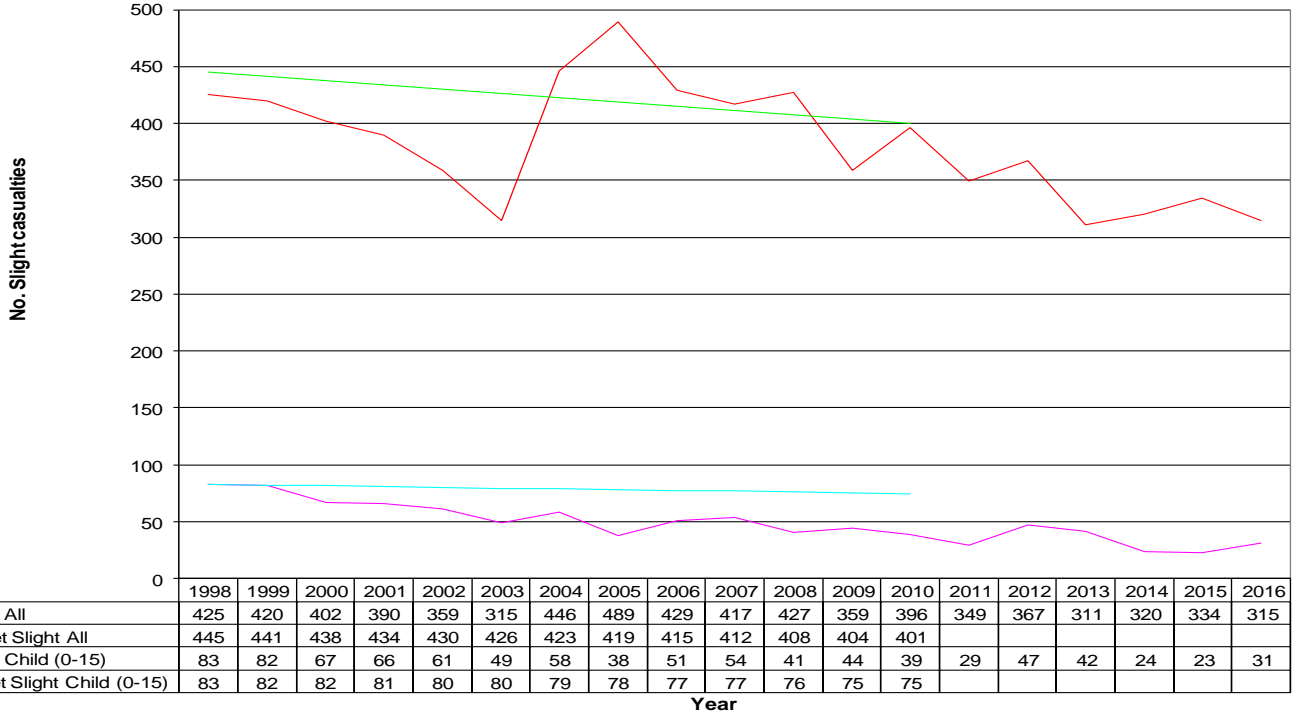
Whilst the Council finished the Department for Transport (DfT) monitoring period just above the ten year target, the figures for this age group fluctuate from 11 in 2005 to zero in 2009.

Torbay Council continues to work from very low base figures and significant reductions can be very hard to identify. Collision data is investigated every year as part of our cluster review, where we carry out a study of all the road traffic collisions that have resulted in a person being injured and all known collision hot spots across the bay area. This information is reported annually to members as part of the Road Safety initiatives Report. See Making Our Roads Safer page 25.

Slight Injuries

Fig 4 shows the slight injuries for all ages and the 0-15's within Torbay

**Figure 4 - Slight injury accidents
(all ages above, child 0 - 15 below)**



All ages

The Council's figures finished the Department for Transport (DfT) monitoring period in 2010 just below the 12 year target. However we continue to show a general downward trend from the 1988 baseline of 445, with a current reduction of 29%.

Children (0-15 age group)

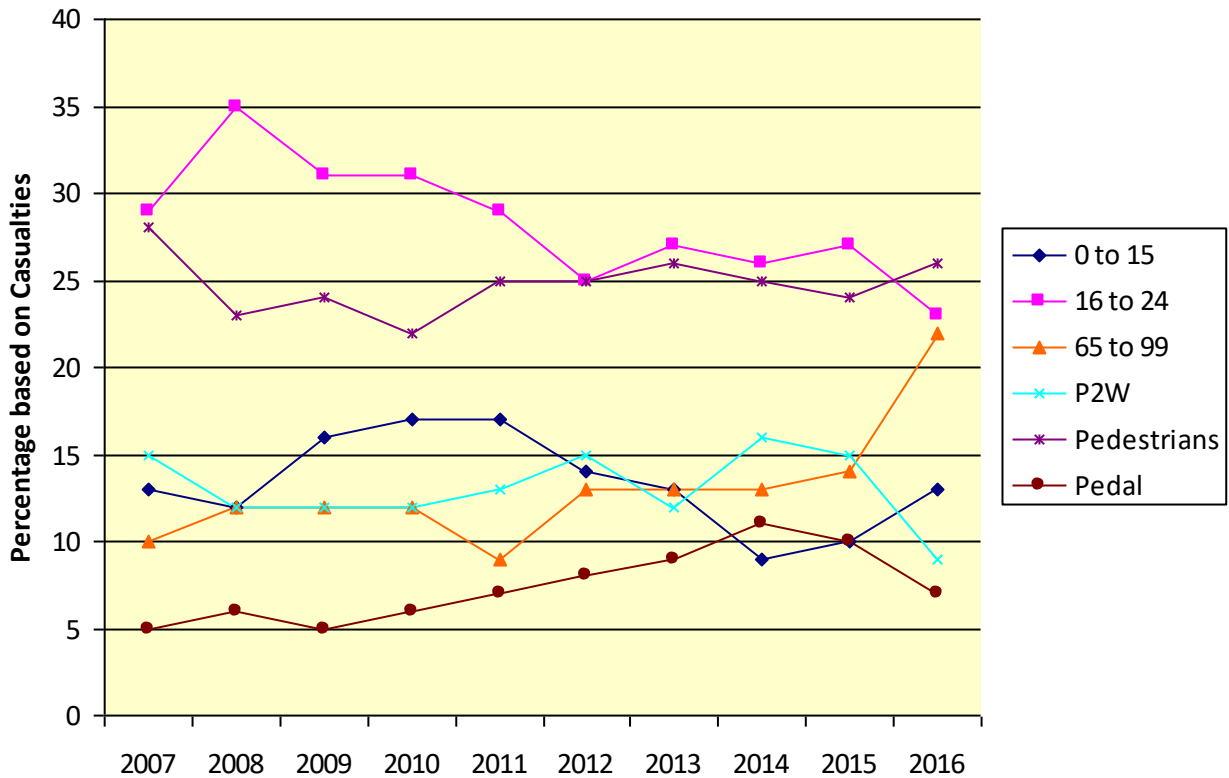
The Council figures finished the Department for Transport (DfT) monitoring period well below the 12 year target.

These figures can be explained by an improved data processing regime and successful road safety education campaigns, e.g. the number of rear seat passenger casualties reduced by 75% in 2011.

Our Challenges

Who is Getting Killed or Seriously Injured?

Fig 5 shows casualties in Torbay for the ten year period 2007 – 2016, displayed by age and category. This shows that whilst collisions involving both the 16 to 24 year-old age group and the powered two wheelers are falling, those involving the 65 to 99 age group are on the increase. This increase is also shown nationally, where the population in the over 60 age group has increased by 6% compared with the 2010-2014 average and by 19% compared with 2006.



Car drivers aged 16–19 have the highest risk of being killed with drivers aged 60–69 having the lowest risk.

Young drivers risk of being killed has fluctuated, while the risk has reduced for all other age groups of drivers.

Nationally, 95% of pedestrian injuries occur on urban roads, with children being disproportionately at risk, 22% of killed and seriously injured pedestrians are between 8 and 15 years old. National evidence also shows that children in deprived areas have an elevated risk of injury and death compared with children in more affluent areas.

The risk of older pedestrians being killed is much higher than for other age groups because of age-related frailty.

Fig 6

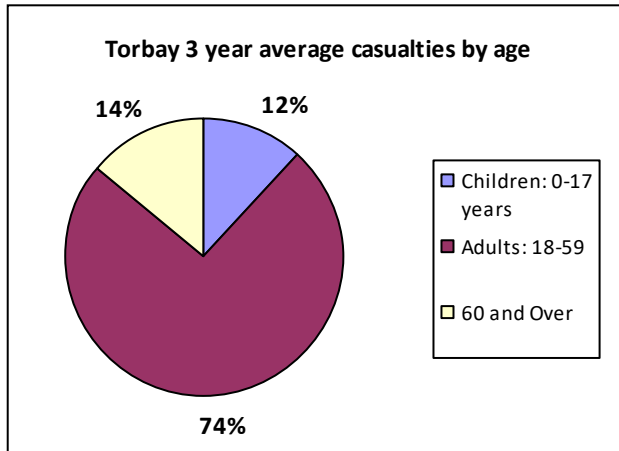
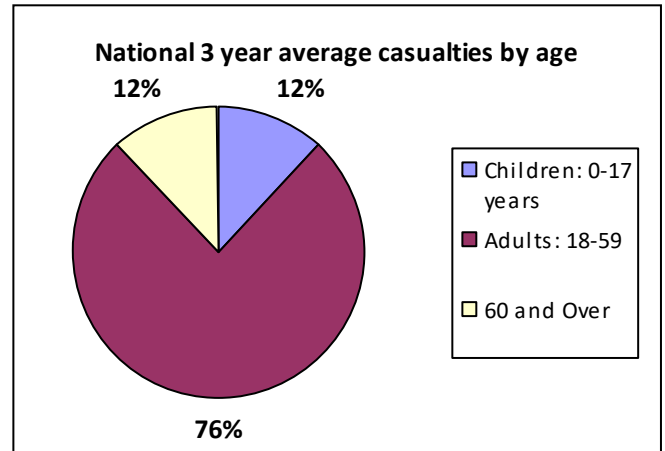


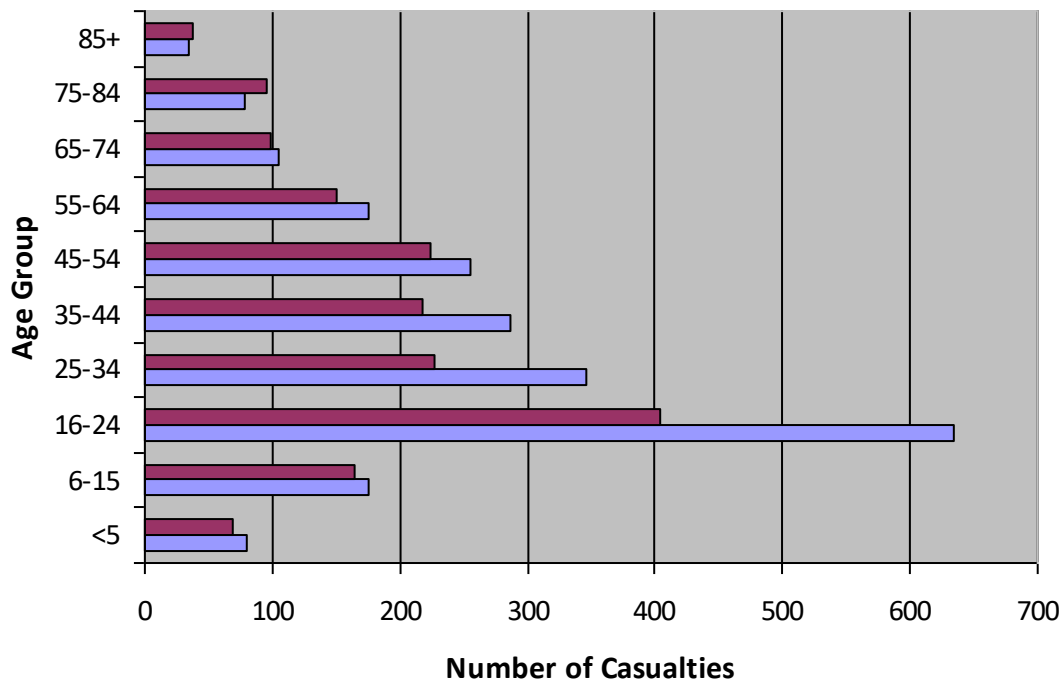
Fig 7



Figures 6 and 7 show that the casualty figures recorded for Torbay over the last three years are very much in line with the national average.

Fig 8

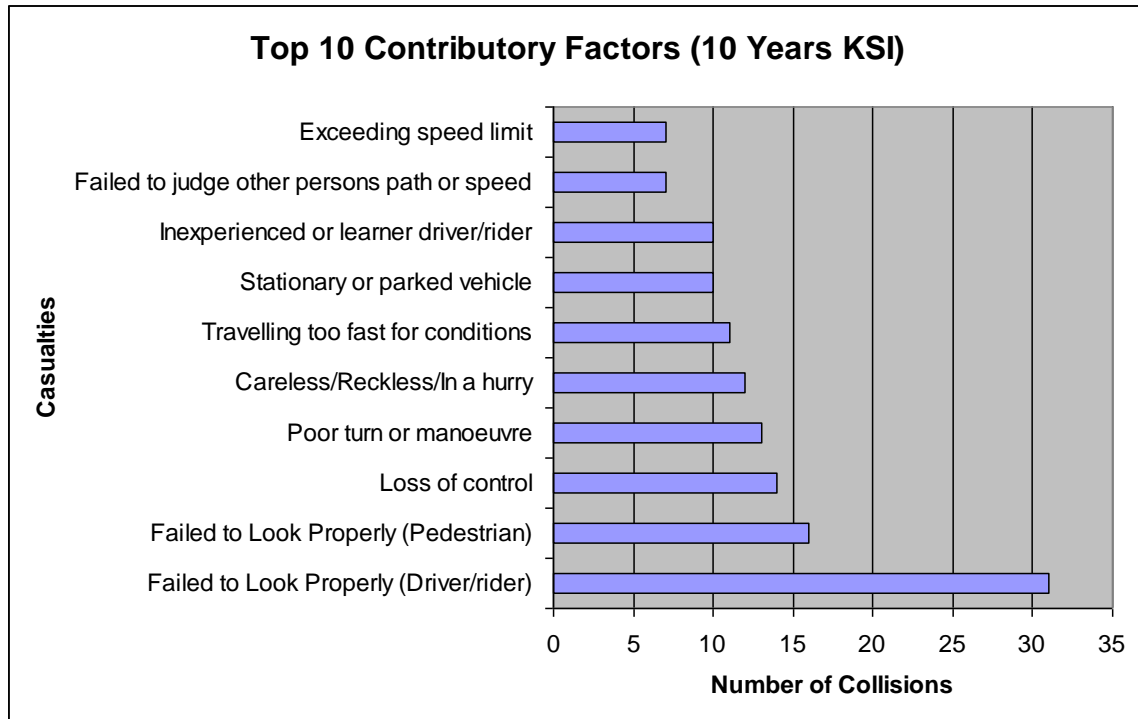
Torbay Casualties by Age: 10 years 2007 - 2016



A ten year survey of casualties by age, shows that across the Torbay area the largest number of casualties continue to be in the 16-24 age group, with male casualties outnumbering female casualties by 61% to 39%.

This continues to be the largest discrepancy between genders which, as the casualty ages increase, narrows considerably.

Fig 9



A ten year survey of collisions across the Torbay area, which resulted in killed or seriously injured casualties, shows that the most common contributory factor recorded by the Police is 'failed to look properly' for driver, rider or pedestrian related collisions. However this may be due to the way officers record collisions, as there may be little difference between 'failed to look properly' or 'poor turn or manoeuvre'.

Approximately half of the English police forces adopted the CRASH (Collision Recording and Sharing) system for recording reported road traffic collisions at the end of 2015 or the first part of 2016. Devon and Cornwall Police switched in December 2015. In CRASH, the Police officer records the type of injuries suffered by the casualty rather than the severity (severity is measured simply as 'slight' or 'serious'). The system then automatically converts the injury type to a severity classification.

The early indications are that switching to CRASH has added between 5 and 15 per cent to the Great Britain total for serious injuries and more detailed research has been commissioned to provide guidance to users in understanding these effects and to produce adjusted back-estimates of already published severity based data. This will enable the Department for Transport (DfT) to produce consistent time series which are independent of the reporting system used.

Why are Some Groups More at Risk?

National research suggests that in every collision involving a fatality, there is around a 50% chance the driver responsible for the collision had a criminal record (DfT 2011). Furthermore, recent analysis of 2001–04 UK road traffic collisions shows a link between the low socio-economic status of car occupants and the fatality risk at both an individual area level (individual socio-economic classification) and area level (using area-based deprivation scores and police data).

Overall, it shows that car occupants from lower socio-economic groups are overrepresented in fatalities; while three times as many people are classified in the top two social groups as are in the lowest social group (40% compared with 13%), they each account for a similar proportion of fatalities (22% and 20%, respectively).

The analysis also raised a number of key issues which may affect an increase in collisions/injuries in areas of social deprivation, these are as follows:-

- Speed
- Impairment (alcohol and drugs)
- Seat belt wearing
- Licence violations
- Insurance violations

Torbay, like many other seaside resorts has areas of deprivation – poverty, poor housing and health are worse than the national average with 15,000 residents living in conditions similar to the worst 10 per cent in England in terms of poverty, housing and health. In 2015 Torbay was ranked the 71st most deprived area out of 354 in England.

More data analysis and investigations will need to be undertaken in an effort to understand the current problems within the deprived areas of the bay and to develop a method of connecting with and passing on the road safety message to this vulnerable group.

Older Road Users

Torbay is home to more older people than average and these numbers are increasing at both ends of the social spectrum.

Older people from more deprived backgrounds are less likely to have access to a car, thereby increasing their reliance on walking and public transport. However, there are large numbers of the elderly population who wish to demonstrate their independence by continuing to drive and unfortunately this is reflected in the collision figures. It is for this reason that Torbay Council, in conjunction with their partners, developed the 'Drive Safer For Longer' project.

Unemployment and the number of people who claim housing benefits is high. The local economy relies on tourism for many jobs and this contributes to seasonal employment and low wages.

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More people in these areas smoke and drink too much and have poorer physical and mental health. There is more crime, particularly violence in the home and for a variety of reasons; people from poorer areas attend hospitals for treatment more often.

Although there is no current robust evidence to 'prove' the case, it seems likely that these factors may influence to contribute to the injury risk faced by children in these areas in a number of ways.

For example, parents/carers may be less able to supervise their children, less aware of the risks and less able or disposed to access information and services to address these risks.

In addition, the lack of play space within the house may mean that children need to play out in the streets more than in other types of household or in other areas (*Towner et al., 2005*).

- **Older People** – Torbay is home to more old people than average and these numbers are increasing at both ends of the social spectrum.

While there is some evidence nationally of higher rates of pedestrian injuries (*Lyons et al., 2003*) among older people in disadvantaged areas, large gaps in knowledge exist that need to be addressed to enable proper programme planning and intervention to understand and address this.

How are Road Traffic Collisions Occurring?

Government campaigns would appear to suggest that speed is the number one causation factor in collisions. However when drivers exceed the limit this accounts for only 13.9 per cent of fatal collisions. Whilst a larger causation factor 15.9 per cent in fatal collisions are going too fast for the circumstances.

The largest causation of road collisions in the UK today is driver error or reaction in more than 65 per cent of fatal crashes with. The most common causation factor is failing to look properly (the SMIDSY factor – "Sorry mate, I didn't see you", is relevant in 20.5 per cent of fatals involving driver error), closely followed by "loss of control".

Second largest causation of fatal road traffic collision is going too fast for the circumstances 31 per cent.

Historical national programmes have concentrated on speed as a primary causation factor and speed data over a number of years has shown that average speeds, especially within the urban (30mph) areas are coming down, indicating that the measures taken are having some positive effects. Speed continues to be a primary causal and secondary contributory factor to both numbers and severities of collisions, albeit with an improved trend.

Third largest causation is behaviour or inexperience (28 per cent) which includes careless, reckless, or inexperienced driving.

The fourth main category is "impairment or distraction" (to blame for 19.6 per cent of fatal accidents) covering "alcohol" (a factor in 9.6 per cent of fatal accidents) and "distraction in vehicle" (2.6 per cent).

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Pedestrian only, casualty or injury collisions account for more than 18 per cent of collisions, with 10 per cent "failing to look properly".

Age is a factor. Older drivers more frequently fail to look properly while younger road users are more likely to be going too fast, either for the limit, or the conditions.

Time of day is equally important; between 7pm-7am 'loss of control' is the key factor while at other times, it is the 'failed to look properly'. Motorists are more likely to be 'distracted or impaired' at weekends

Where We Want to Be

From 2017 and for the years ahead, it remains the intention for the development and implementation of local road safety strategies to enhance delivery by focussing on casualty reduction with objectives and targets to support that aim together with engineering programmes planned to achieve that and thus improve casualty reduction.

The development of a local road safety strategy is included within the current Local Transport Plan 3 (2011 – 2026), to ensure greater reductions in road casualties locally by:

- Encouraging better and co-ordinated working between local authorities and their partners;
- Enabling local authorities to consider their future priorities;
- Involving and informing the public.

Road Safety is of paramount importance to both the Council and the residents it serves. Road safety issues are wide ranging and sometimes complex, but the Council has a good record in improving road safety for all road users.

An evidence based approach to road safety engineering will be used in Torbay, where the population varies so much between the summer and winter periods, to identify and target investment where it is most needed.

This Road Safety Strategy will reflect local road safety requirements, taking into account the most up-to-date Government recommendations, guidance, targets and strategies. Unlike the period up to 2010, the Department for Transport (DfT) have not set any targets for us to compare our results against which to compare.

However the DfT have published their Strategic Framework for Road Safety (May 2011) designed to help Government, local organisations and citizens monitor progress in improving road safety.

The DfT have identified 6 key indicators which relate to road fatalities and will measure the key outcomes of the strategy at national level. These are:

- Number of road deaths (and rate per billion vehicle miles)
- Rate of motorcyclist deaths per billion vehicle miles
- Rate of car occupant deaths per billion vehicle miles
- Rate of pedal cyclist deaths per billion vehicle miles
- Rate of pedestrian deaths per billion miles walked
- Number of deaths resulting from collisions involving drivers under 25.

At a local level in Torbay, the number of road deaths is small and subject to fluctuation. For this reason the DfT propose the following as key indicators:

- Number of killed or seriously injured casualties
- Rate of killed or seriously injured casualties per million people
- Rate of killed or seriously injured casualties per billion vehicle miles

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The progress will be reported annually, with details published in 'Reported Road Casualties Great Britain'. The form of presentation has yet to be decided but it is likely that this will include, where appropriate, use of rolling averages and percentage changes to monitor progress.

- Enabling local authorities to consider their future priorities;
- Involving and informing the public.

At a local level, here in Torbay, the Council will also continue to report casualty figures for the following categories each year as part of the Road Casualty Reduction Report.

- Fatal
- Killed and seriously injured
- Killed and seriously injured (0 – 15 years-old)
- Slightly injured
- Slightly injured (0 – 15 years old)

Seven key areas have been identified as priorities for Torbay.

- Pedestrian casualties
- Motorcycle casualties in particular young scooter riders and riders on larger sports bikes.
- Careless or dangerous road user behaviour
- Illegal and inappropriate use of speed.
- Vulnerable Young Females
- Older Drivers

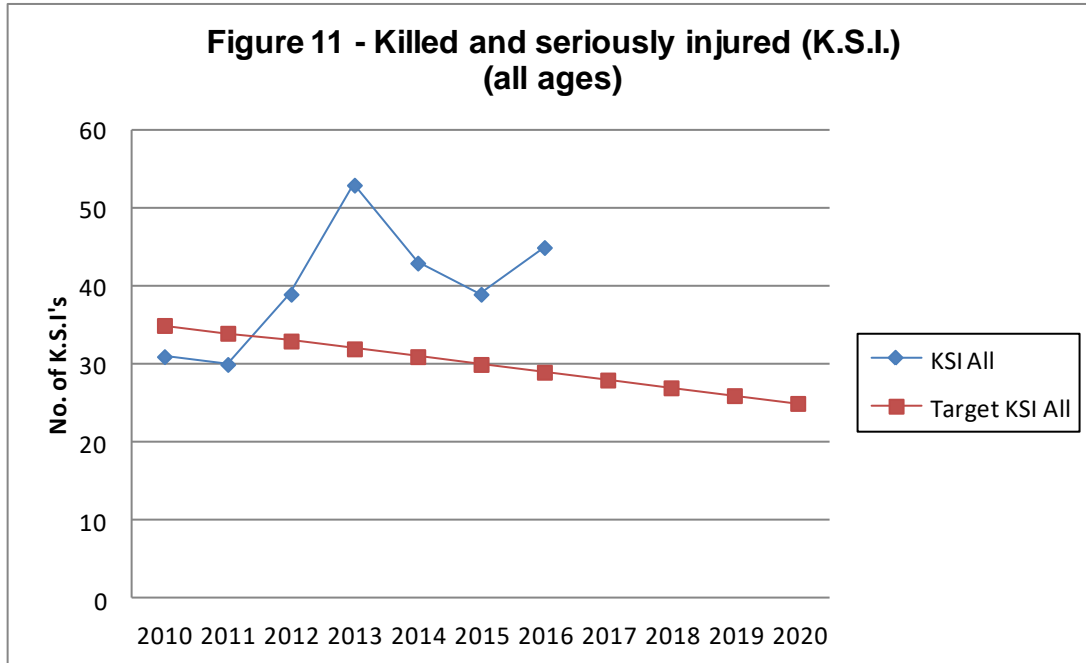
Driving behaviour continues to be the main cause of road collisions and traditional engineering solutions will become more difficult to identify, more expensive and less effective in reducing casualties.

Targets

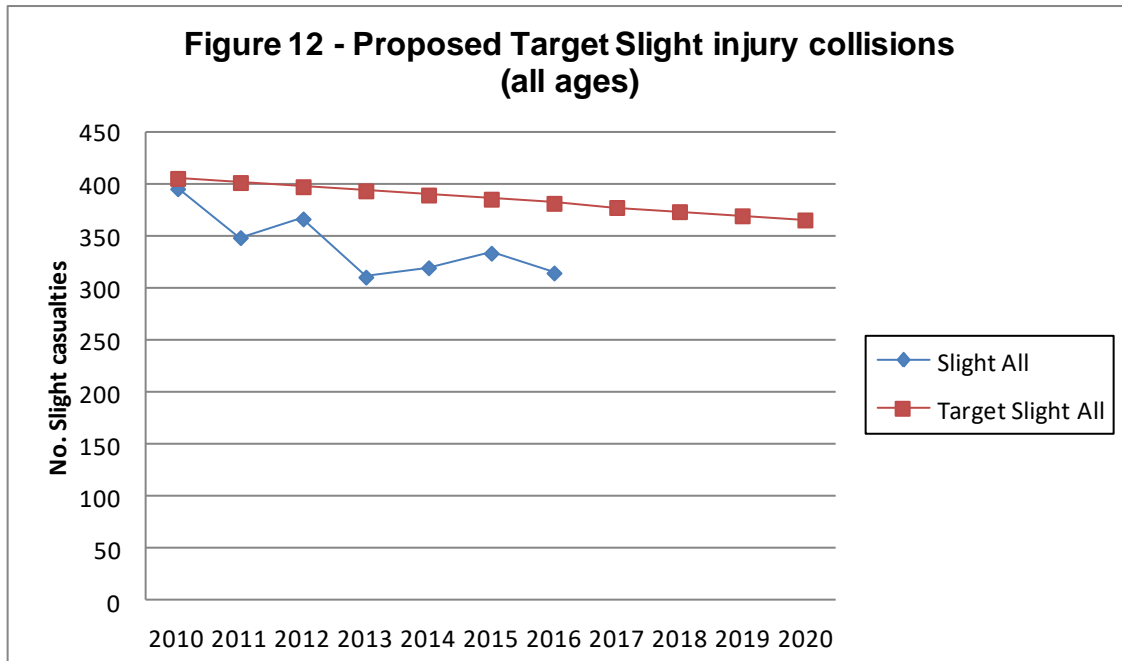
In the 10 year period up to 2020 Torbay Council intend to make reductions of:

- 25% to all KSI casualties
- 33% to collision casualties which are fatal, permanently disabled as a result, or where major medical care is required to prevent permanent disability or death.
- 10% to collisions resulting in Slight injuries
- 25% to collisions involving pedestrians
- 25% to casualties resulting from Powered Two Wheelers (PTW). The figures will take into account changes to levels of ownership of LA Registered PTW.
- 25% to all casualties resulting from collisions involving drivers/riders aged 17 to 24.

Proposed Target



The target is to reduce all killed and seriously injured (KSI) casualties by 25% in the next 10 years, using a 2010 baseline average of 2006 – 2010.



The target is to reduce all slight injury collisions by 10% in the next 10 years, using a 2010 baseline average of 2006 – 2010.

How We Will Get There

Most collision clusters and challenging stretches of road have been improved and the safety return on engineering interventions and vehicle safety systems is beginning to flatten out. Torbay Council will signpost road users to web sites in order to continue to deliver road safety reductions however, the main focus will encompass engineering works and signposting road users to educational information based websites.

To do this Torbay Council will develop:

1. Smarter data analysis making use of new databases to understand what groups are most at risk and also how socio-demographic and lifestyle factors contribute.
2. Signposting road users to Road Safety Education and training programmes via our website at www.torbay.gov.uk/roads/road-safety/
3. Road safety audit policies that minimise the likelihood of new road safety risks, inadvertently arising from the building of new roads or highway improvements.

1. Smarter Working

Key to the success of this strategy is strengthening existing partnership working with other departments within Torbay Council to ensure road safety is integrated with other objectives contributing to wider local priorities.

The Council recognise that there are work streams within the partnerships with complimentary aims and objectives, where resources could be shared and programmes pulled together to achieve joint outcomes.

At a more localised level, ensure the road safety engineering interventions are consistent.

2. Smarter Data Analysis

Effective road safety planning depends on reliable evidence of the real problems, along with the identification of both long and short term trends. Torbay Council needs to understand when and where collisions occur, who is involved and what the consequences are. The Council are developing a more sophisticated approach, using new databases.

Torbay Council will use MAST, an innovative web based data analysis tool for road safety professionals to gain an insight into collisions and the people involved with them.

Mast draws data from two main sources:

- National road collision and casualty information from the Police and Department for Transport.
- Socio-demographic insights into the communities most at risk of becoming involved in crashes using 'Mosaic Public Sector', a database which focuses on the needs of citizens, which provides a detailed and accurate understanding of each citizens location, their demographics, lifestyles and behaviours.

We will carry out an annual data review to ensure that resources are appropriately targeted making us more responsive to shifting trends and allowing us to refocus quickly.

3. Behaviour Change

The Department for Transport forecast diminishing casualty reduction returns from engineering interventions, so signposting road users towards education and more enforcement measures will need to be stepped up to respond to the need for behaviour change.

In addition to the traditional road safety aspects of engineering, education and enforcement, Torbay also uses encouragement in the quest to reduce road traffic casualties. By encouraging more people to walk or cycle instead of driving, this makes the promotion of safety for more vulnerable road users as well as the responsible and considerate behaviour of drivers, even more important.

Road safety publicity campaigns raise public awareness that road traffic collisions do not just happen, rather they are caused. Public awareness campaigns can help to influence the attitudes and behaviours that cause collisions. They also create public acceptance for safety engineering and police enforcement and they give national focus and context for local initiatives aimed at making the roads safer.

In the case of children and young people, we are trying to influence the formation of habits, whereas with adults we are trying to persuade people, mainly drivers, to change often deeply entrenched habits.

However, issues such as drink-driving and speeding need to be kept firmly in the public consciousness to remind people of the possible consequences of reckless driving and how simple steps can improve safety.

4. Speed Management

Research shows a strong link between speed and road casualties. Much of this evidence has been demonstrated by studying the average speed of traffic. Studies show how each 1mph reduction in average speed can reduce the number of collisions by 5 %. The three most important issues to tackle are: -

- Speeding in urban areas where there are high numbers of vulnerable road users.
- Speeding in rural areas where the problem is often inappropriate speed, rather than one of exceeding the speed limit.
- The most extreme speeds when the speed limits are exceeded by a considerable margin.

There is a wide range of speed reduction measures available, including active management, using a range of measures including engineering and enforcement approaches. Members have agreed the implementation of 20mph speed limit schemes (both permanent and variable) outside educational establishments across the bay area and following completion of this programme, have given officers a remit to investigate the possibility of similar schemes in residential areas.

As well as the targeted efforts acting on the basis of collision data, speed has both a direct and indirect impact on the health of communities and the fear of harm can have negative health consequences for residents, even if injury collisions have not occurred.

For this reason some safety camera activity is directed to more extreme areas of violation, but residents are also able to participate in volunteer programmes such as 'Community Speedwatch' which provide a valuable educational intervention and further intelligence.

5. Enforcement

The Department for Transport's strategic framework for road safety recognises that more than half of road deaths are associated with one or more of drink driving, driving whilst impaired by drugs, speeding and careless driving (including dangerous driving, driving with a distraction and not wearing seatbelts). The Framework also states that driving without insurance or a licence is also associated with a disproportionate level of death and injury.

The Governments intention is to target enforcement and sanctions better, with an increased focus on educational courses for low level offences.

The authority will tackle those locations where traffic speed is a problem through the most appropriate of the following interventions:

- Careless driving, dangerous driving
- Speeding
- Driving while distracted (e.g. use of mobile phones to talk or text)
- Not wearing a seat belt
- Driving unlicensed/uninsured

Devon and Cornwall Police continue to be the main enforcement agency for driving offences. However, since the decriminalisation of parking in 2004, the authority have been able to take action against most parking offences including parking on yellow lines and stopping on "School Keep Clear" markings. We will also continue to use other powers which impact on road safety, such as those to cut back overhanging trees and bushes, the removal of illegal signs and abandoned vehicles.

The authority will tackle the locations where the speed of traffic is a problem through the most appropriate of the following interventions.

- Speed enforcement via the Peninsula Road Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership) via their network of fixed and mobile safety cameras.
- Fixed and mobile safety cameras
- Physical traffic calming measures or other engineering solutions
- Permanent vehicle activated signs
- Community Speed Watch
- 20mph speed limits where appropriate

The Peninsula Road Safety Partnership

Safety Camera operation in Torbay is operated through the Peninsula Road Safety partnership, which is made up of the following organisations:

- Devon and Cornwall Constabulary
- Devon County Council
- Cornwall Council
- Devon & Somerset Fire and Rescue
- Highways England
- Her Majesty's Courts Service
- Plymouth City Council
- Torbay Council

If detected, drivers who choose to exceed the legal speed limits will incur a minimum penalty of £100 and three penalty points on their driving licence. Penalty points are valid for a period of three years but cannot be removed from your licence until four years have elapsed.

Alternatively drivers detected at lower speeds and whose offences fall within the criteria, will be offered the option of attending a Speed Awareness course as an alternative to the Fixed Penalty process (three penalty points and a £100 fine).

Named drivers are only permitted to attend one Speed Awareness course within a three-year period. If a named driver subsequently commits a further speeding offence, then that offence will be dealt with via the Fixed Penalty or Court process. Drivers attending the course will not be required to pay the fine or receive penalty points provided the course is successfully completed. However, those offered the Speed Awareness course will be required to pay a course fee of £85.

It has been proved nationally that safety cameras can reduce the number of road collisions and protect road users by encouraging people to drive more slowly.

Enforcement is undertaken using a variety of systems including Fixed Camera Sites and Mobile Safety Camera Units

Camera Data

On 27th June 2011 the Road Safety Minister wrote to Chief Executives of local authorities instructing them to publish data relating to fixed speed camera enforcement sites and to identify a website location where information on annual 'crash and casualty data' will be published.

Collision and speed data on individual sites has always been made available by the Partnership on request, where the cost of collation has not been excessive. However data is now accessible via the internet, with site specific data available when the user clicks on the "camera watch" map at the following link.

<http://www.prsp.org.uk/cameraWatch/index.aspx>

6. Making our Roads Safer

When identifying local safety schemes, Torbay will continue to ensure that budgets are targeted to achieve the maximum reduction in road traffic casualties. To help us establish those schemes, every 12 months we continue to carry out a study of all the road traffic collisions that have resulted in a person being injured and recorded by the Police and all known collision hot spots in the Bay. As a result, the difficult task of prioritising the locations for safety improvement projects is determined.

The local safety scheme programme has three main elements:

- **Single sites** – A single location, for example: a junction of two roads or a place where pedestrians cross.
- **Routes** – Collision data for key routes across the borough is looked at to highlight those roads or sections of road which experience a higher than expected number of collisions and casualties.
- **Areas** – At times, the single site and route studies may indicate that a local area or a network of roads could be investigated as a whole.

To achieve a greater overall reduction in collisions and casualties it may be appropriate to consider one area-wide scheme rather than one or more smaller schemes.

7. Safety Audits

Road safety audits are undertaken on highway schemes at various stages of their design and construction to ensure that they will not create future highway safety problems. The road safety audit process is used to help achieve this by scrutinising changes to the road network within the borough, to ensure that they are as safe as possible. Post completion audits are also undertaken on some schemes to check that a completed scheme does not create any safety hazards.

However, the Institution of Highways and Transportation Guidelines allows scope for individual highway authorities to adopt their own policies to set the level of audit they undertake locally, provided that they have a clear policy in place. The likelihood of a scheme having the potential to create future collisions is linked to the size and complexity of the scheme and we need to prioritise our resources to ensure they are being used effectively. Torbay have developed our own safety audit policy in line with the advice from the Institution of Highways and Transportation. (See Appendix 1)

8. Monitoring and Evaluation

Monitoring and evaluating our projects will help us assess how well we are doing and aid continuous improvement. It is about asking what has happened, what has worked and what has not worked. To monitor the impact of programmes our evaluation will include changes in behaviour, attitudes, knowledge and/or skills. The knowledge we gain will enable us to create more effective programmes in the future and spend budgets in the best way. Monitoring the progress and effectiveness of road safety engineering.

Funding Delivery of Road Safety Services

The outcome of the Government's 2010 autumn spending review led to a reduction in the funding made available to local authorities, the fire service and the police. This has provided Torbay with increased challenges and the need for more focused ways of working.

Throughout this strategy we have identified proposals which we believe will provide more efficient ways of working:

- Smarter partnership working, drawing together the various work streams of enforcement.
- Better co-ordination of work programmes
- Improved evaluation and monitoring in order that we gain knowledge to create more effective engineering programmes in the future.

Contained within the Local Transport Plan Implementation Plan (2016/17 – 2020/21) are details of the committed budgets which includes Road Safety Initiatives. This information is shown under the heading of Safety / Congestion / Engineering Work.

This budget will allow for a number of small minor road safety engineering schemes each year. Any larger schemes will need to be considered as separate business cases as part of the authority's capital budget setting process.

We will also, when appropriate, require developers to contribute through section 106 agreements and direct works on the Highway through Section 278 agreements to include or contribute towards road safety improvements.

In addition, there are occasional opportunities, to submit bids for funding to the Department for Transport and other organisations for specific projects and initiatives.

Partnerships

Torbay Council continues to work with the following partnership organisations:

- Devon and Cornwall Police
- Devon and Somerset Fire and Rescue Service(DSFRS)
- Health Authority
- Learn 2 live young driver/rider partnership project
- Peninsula Roads Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership)
- The Peninsula Motorcycle forum

As well as the other local authorities within the South Western peninsula:

- Cornwall County Council
- Devon County Council
- Plymouth City Council

1. Learn 2 Live

Learn 2 Live is a partnership of Local authorities and Emergency services:-

- Devon County Council
- Torbay Council
- Devon and Somerset Fire and Rescue service
- Devon and Cornwall Constabulary
- Highways England
- South western Ambulance Service Trust

Learn 2 Live began in October 2007. It was based on a road safety presentation by South Yorkshire Fire Brigade. The first local event took place on 12th March 2008 at the Riviera International Centre in Torquay, over 25,000 students and service personnel have now seen this theatre based, real story, education project across Devon and Cornwall.

The Presentation

The Learn 2 Live presentation is based on a short video, depicting the scene of a group of friends going out for a night, having a collision, the emergency services arrive, one of the friends is taken to hospital, where they pass away, and finally the family are informed.

As the different emergency services arrive, the video is paused and a member of that emergency service comes out on stage to tell of a collision they have attended. The stories they tell are real and told from their own personal point of view.

The final speakers are all (extra) ordinary people, who have had a member of their family killed or seriously injured in a collision. They speak of the collision and also of the effect it has had on them and their family.

The final speaker is someone who has been the driver in a fatal collision.

2. The Peninsula Motorcycle Forum

The Peninsula Motorcycle Forum (PMF) comprises of key representatives from the Devon and Cornwall Constabulary, the Highways England, Local Authorities and the Peninsula Road Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership).

The PMF meets on at least two occasions within a 12 month period, at the beginning of the motorcycle season (normally prior to the Easter Bank Holiday) and after the season.

Aims and Objectives of the Motorcycle Forum

Motorcycling within Devon and Cornwall offers a number of benefits for riders. Riding a motorcycle, scooter or moped can be an affordable alternative to the car. Motorcycling can provide independence, mobility and widening employment opportunities, especially in the many parts of our rural community where public transport is limited. Motorcycling can also offer efficient and environmentally friendly transport within our congested

conurbations. Finally, many riders just enjoy motorcycling for the pleasure it gives them. We are blessed in Devon and Cornwall with some of the finest road networks in the country.

However, we must recognise that motorcyclists are amongst our most vulnerable road users. The aim is to focus collaboration between authorities to make motorcycling a safe and enjoyable experience for those who choose that mode. This requires co-ordination between partners when taking account of the needs of motorcyclists. As a forum we will promote safety measures and mainstreaming of motorcycling so that its needs are considered as fully as any other transport mode in the development of transport policy.

The safety of motorcyclists must be seen as a first priority for the Forum. At this time, although motorcyclists make up less than 2% of our road transport, they make up approaching 30% of fatalities. Again, for this situation to be reversed there needs to be focus, collaboration and partnership co-ordination in a local context.

The PMF will be integrated into the PRSP initiatives and as such the aims of the group are likely to be updated.

3. Bikeability

Bikeability is Cycling Proficiency for the 21st century, designed to give the next generation the skills and confidence to cycle on today's roads.

There are three different levels of Bikeability training:

- Level 1. Teaches basic bike handling skills in an off-road environment and is ideally suited to children aged between 7-9 years old.
- Level 2. Is covered on quiet roads with real traffic conditions and is available to children aged 10 and older.
- Level 3. Is carried out on busier roads with more complex road junctions and is suited to secondary aged school children and adults.

Each Bikeability level builds on the skills and experience gained from the previous level and real-life cycling away from the training area.

Torbay Council is pleased to be working in nearly all primary schools in Torbay to give as many young people the opportunity to gain this important life skill. Bikeability is currently subject to funding by the DfT.

4. Driver Training

Torbay Council will signpost road users towards promoting the benefits of a proactive approach to injury and casualty reduction.

We support the work of advanced driving groups such as the Institute of Advanced Motorists and RoSPA. Advice on driver training is available to all local organisations who wish to improve the driving standards of their employees.

Benefits for Employers

Benefits of driver training for the employer include both tangible and non-tangible elements such as:

- Reduced crash and injury rates for employees
- Potential reduction in insurance premiums
- Reduced down time
- Savings in fleet running costs including maintenance and fuel
- Reduced environmental impact upon the local and wider community leading to improved quality of life for all
- Enhanced environmental profile
- Reduced health and safety problems
- Fulfilling health and safety obligations
- Dissemination of information beyond the immediate client base
- Benefits for Employees

Benefits to the employee are as follows:

- Reduced risk
- Increased confidence
- Reduced stress levels
- Reduced conflict
- Dissemination of information to family and friends
- Greater awareness of the individual's responsibility with regard to other road users and health and safety issues
- Raised awareness concerning the issue of responsibility rather than the current blame culture
- Improved personal fuel economy
- Reduced insurance claims

5. School Crossing Patrols

School Crossing Patrol Officers operate at certain places where it can be hazardous or difficult to cross the road. This is a discretionary service and it remains the responsibility of parents to ensure the safety of children travelling to and from school.

The law requires drivers to stop when the Stop sign is held upright. It is an offence under the Road Traffic Regulation Act 1984 if a driver does not stop when signaled to do so by a School Crossing Patrol. The penalties for not stopping include:

- a fine of up to £1000;
- three penalty points on your driving licence.

The Transport Act 2000 states that a patrol can stop traffic for any pedestrians and not just for school children or those accompanying a school child.

Patrol Responsibilities

School Crossing Patrol Officers, sometimes known as "Lollipop People", work on school days for approximately 40 minutes each morning and afternoon.

If a patrol officer is unable to work, we attempt to provide cover using a mobile relief patrol. Our priority is to provide cover for the first day of absence. In these circumstances

we inform schools that the regular patrol officer is unable to attend and that the site is likely to be unstaffed.

School Crossing Sites

Torbay Council have 26 approved sites in the Bay and re-asses each site when it becomes vacant, to ensure there is still a need for the school crossing patrol. In addition, new assessments are carried out at locations where pupils report difficulty in crossing.

Torbay Council has implemented Traffic Regulation Orders on all the zigzag “Keep Clear” markings in the Bay.



- Parking outside your Schools entrance?
- Parking on the zig zag markings?
- Don't you see the dangers?

In 1998, 9 out of every 10 Child casualties were injured crossing the road and a third of these were masked by a stationary vehicle (DETR 1998).

The zig zags are there to provide a clear area at the entrances to Schools, in which children can cross the road. They can see motorists and motorists can see them.

If you stop there please THINK again.

Peak Child casualty times are between 8am and 9am as children travel to school and 3pm as children leave school (DETR 1998).

It could make you sad

Child Casualties in Road Accidents

- 206 children killed
- 5,873 seriously injured
- 37,366 slightly injured

TOTAL OF 43,445 CHILD CASUALTIES

- 36,010 of the 43,445 child casualties occurred on built up roads of which:
 - 49% were child pedestrians
 - 27% were child car occupants
 - 18% were child pedal cycles
- Therefore most deaths and injuries to children occurred on built up roads and nearly 50% of all child casualties were pedestrians.

(Transport Statistics: Child casualties in Road Accidents: Great Britain 1998. Department of the Environment, Transport and the Regions).

Please THINK at school times and STOP your child becoming just one of another peak time, child casualty statistic.

IT SHOULD MAKE YOU MAD!



KEEP THE ZIG-ZAGS CLEAR



Road Safety Action Plan

TARGET GROUP

Parents/Carers/child minders of Pre-School Children

Objectives

- To signpost parents/carers/childminders with current and up to date Road Safety information via our website at www.torbay.gov.uk/roads/road-safety/
- To reduce the number of casualties to pre-school children

Action

- Parents of pre-school children will be signposted towards the web site for the latest Government campaign literature, and information

Performance Indicators

- Under 16's KSI

TARGET GROUP
Key Stage 1 Children – Age 5 to 7 Years

Objectives

- To signpost parents and schools to the web site for road safety education and information
- Raise awareness of safer journeys to school programme

Action

- Road Safety information for all children including information on starting school
- Schools will be signposted towards information on road safety teaching resources available.

Performance Indicators

- Under 16 KSI's

TARGET GROUP
Key Stage 2 Children Age 8 to 11 Years

Objectives

- To provide access to Bikeability training
- To promote the correct use of safety clothing

Action

- Bikeability Training

CYCLING

On your bike

Before starting off, turning right or left, overtaking, or stopping, you must look behind and make sure it is safe and then give a clear **arm signal** to show what you intend to do (see page 29).

You **must not ride on the pavement** unless there are special signs allowing you to do so.

When you get on your bike look all round for traffic. When it is safe to move off, cycle away.

Always keep both hands on the handle bars unless you are signalling or changing gears.

Be particularly careful near large vehicles like lorries and buses. The drivers may not be able to see you. Do not ride in the space between the vehicle and the kerb, because they may be going to turn left.

When turning from one road to another, pedestrians who are crossing that road have the **priority**, so give way.

? When you are next out in a car, look at the cyclists. Are there times when you can't see them? Which ones are easier to see and why?



Remember Use your eyes and ears all the time.

You **must obey traffic light signals and road signs** and the signals made by police officers, traffic wardens or school crossing patrols.

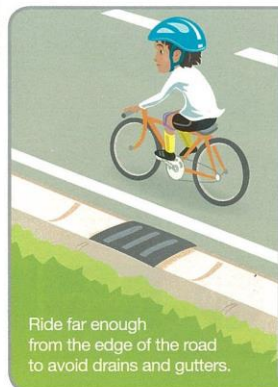
You **must not hold onto any other vehicle** or another cyclist.

You **must not carry a passenger** on your cycle unless it is specially designed to do so.

You should never lead an animal whilst cycling.

Watch out for traffic doing unexpected things.

Never ride more than two abreast, and ride in single file on narrow or busy roads and when riding round bends.



If you want to turn right from a busy road, it is safer to stop on the left hand side before or after the **junction** and wait for a safe gap in the traffic before walking with your cycle across the road.

Only overtake when you are certain it is safe to do so. If you are overtaking parked vehicles, watch out for them starting off while you are doing so, and look out for car doors opening or pedestrians crossing near them. You should also look for traffic coming towards you.

You should not use a personal stereo or a mobile phone whilst cycling.

Ride far enough from the edge of the road to avoid drains and gutters.

TARGET GROUP
Key Stage 3 & 4 Children Age 12 to 16 Years

Objectives

- To provide education on the safe use of Public Transport
- To provide education on the safe use of School Transport
- To improve seat belt wearing
- To improve cycle helmet wearing

Action

- Signpost schools to the web site for road safety education materials

TARGET GROUP
Young Driver / Rider

Objectives

- To signpost road users to the web site in order to improve safety and to raise awareness of young drivers and driver education

Performance Indicators

- National Performance indicator for KSI's and slights

TARGET GROUP
Older drivers

Objectives

- To signpost older drivers to the web site in order to improve knowledge, skills and safety awareness.

Action

- Signpost older drivers towards information and education.
- Signpost road users towards public awareness of medical fitness to drive

Performance Indicators

- Review of crash/collision statistics

TARGET GROUP
All Drivers

Objectives

- Signpost road users towards awareness of Road Safety and Driving

TARGET GROUP
Motorcyclists

Objectives

- Provide information on motorcyclist training

Action

- Signpost motorcyclists towards the web site for information on motorcycle training.

TARGET GROUP
Cyclists

Objectives

- Promote Bikeability to all primary schools in Torbay.

Action

- Promote the use of cycle helmets
- Provide all primary schools with information on Bikeability training

TARGET GROUP

Pedestrians

Objectives

- To reduce the number of pedestrian casualties
- To improve accessibility and reduce conflict between road users

Action

- Implement pedestrian facilities in town centres and district centres
- Improve links to public transport
- Signpost road users to the web site for information.

Timescale

- Ongoing

Performance Indicators

- Pedestrian casualty targets



Appendix 1 - Torbay Road Safety Audit Policy

1. Introduction

This document contains guidelines on the Road Safety Audit process to be undertaken within Torbay. These are guidelines and may be relaxed or tightened at the discretion of the Highways Client Officer.

2. Background

A Road Safety Audit (RSA) is a formal, systematic, independent assessment of the potential road safety problems associated with a new road or road improvement scheme. Audits must consider those aspects of a design that have an adverse effect on safety. An audit is **not** a check of compliance with design standards.

HD19/03 Road Safety Audit (DMRB Volume 5, Section 2, Part 2) sets out the procedures required to implement Road Safety Audits on Highway Improvement Schemes on trunk roads including motorways.

HD19/03 has recently been replaced by HD19/15, the main reason was to incorporate the requirements of IAN 152/11 which introduced the 'Certificate of Competency' for Road Safety Auditors undertaking work on the Motorway and Trunk Road network.

IAN 152/11 resulted from the EC Directive on Road Infrastructure Safety Management (2008/96) and requires at least one member of every audit team to hold a certificate of competency.

Highway Improvement Schemes are audited at Stages 1, 2, 3 and 4.

- Stage 1 audits are undertaken at the completion of a preliminary design;
- Stage 2 audits are concerned with the more detailed aspects of the scheme, and are undertaken at completion of detailed design. Where a Stage 1 audit has not been undertaken, or for a smaller scheme, audit Stages 1 and 2 can be combined into a Stage 1/2 Audit;
- Stage 3 audits are undertaken at completion of construction, and preferably before the works are opened to road users. The scheme site is examined during daylight and during the hours of darkness so that hazards particular to day and night operation can be identified;
- Stage 4 audits are monitoring reports using 12 and 36 month collision data.

It is a fundamental principle that the Audit Team is independent of the Design Team. HD19/15 requires an Audit Leader and at least one Audit Team Member. The Highway Client Officer must be satisfied with the experience and qualifications of the proposed team. Acceptable training, skills and experience are laid out in HD19/15.

Adherence to HD19/15 is mandatory for trunk roads. RSAs are not mandatory on local roads, although the principles are commended to, and adopted by many local authorities. HD19/15 sets a high standard for carrying out audits which can prove challenging for some local highways authorities, given the resources available and the number and scales of highway schemes that most authorities have to consider. As a

result, the CIHT 'Road Safety Audit' document (2008) advises that a more flexible approach could be taken.

This Policy defines the process for RSAs in Torbay, using the principles of HD19/15 and adapting to provide a more reasonable framework for the area.

3. Road Safety Audit Levels

All schemes have the potential to influence future collisions, however it is accepted that the level of audit should be relevant and proportional to the scheme. For this reason, four grades of audit are being adopted by Torbay Council which will provide the basis for the level of safety assessment that is required for each scheme. The level of audit recommended for each type of scheme is detailed in Section 4 (Table 2).

Road Safety Audit - Grade A

Grade A schemes will require a full Road Safety Audit, completed to HD19/15 standards.

Whilst there are no motorways or trunk roads within the Torbay boundary, Grade A may be applicable on Torbay's strategic network at the discretion of the Highway Client Officer.

Grade A schemes will be audited by an external party to Torbay Council. The Audit team should be conducted in accordance with HD19/15, and the requirements for auditors training and experience are as set out in HD19/15.

Road Safety Audit - Grade B

Grade B schemes will adopt the principles of HD19/15. However, full compliance is not considered necessary due to the location, road type and/or scheme. Compliance to HD19/15 will be relaxed in the following ways:

- Training requirements of all team members – only one team member to be HD19/15 approved
- Requirement for a Stage 4 Audit is omitted

A RSA will normally be applicable to schemes with works costs in excess of £40k. The audit team should be fully independent from the design process.

When requesting an audit, the proposed design drawings to a suitable scale along with a background to the scheme should be provided to the Audit Team. At least 36 months collision data should also be supplied.

Stage 1/2 Audits will take place at detailed design stage. Stage 3 audits are expected to take place as soon after completion of construction as possible.

Guidance on templates is available in HD19/15.

Road Safety Review

A Safety Review is considered acceptable for smaller schemes, generally with a works cost between £10k and £40k. See Section 4 (Table 2) for detail of scheme types suitable for a Road Safety Review.

Brixham * Paignton * Torquay

One auditor independent from the design team is satisfactory to carry out the review; however it may be preferable for a road safety engineer or officer from Torbay Council to assist. This decision will be made by the scheme Highway Client Officer. The auditor should be HD19/15 approved, or be experienced in road safety engineering or similar professional training.

A Safety Review is essentially a 'light touch' Road Safety Audit. The categories listed in HD19/15 Annex A/B/C should be used as a reference when a problem is identified. The problem should be recorded, stating the potential risk and the type of collision that may occur. A recommendation must be included. This should be proportionate and viable to the proposed scheme. Recommendations to 'consider' should be avoided.

A Safety Review Template is attached in Appendix A.

Self Audit

A Self Audit by the design team is generally considered acceptable for schemes with a works cost under £10k. Reference should be made to Table 2 for schemes suitable for Self Audit.

The Self Audit shall comprise a Safety Checklist to ensure that the design team have identified potential risks to all road users and provided suitable mitigation where necessary.

The audit should be undertaken by a team member independent of the design with suitable road safety engineering experience as deemed appropriate by the Highways Client Officer.

The following aspects should be considered when completing a Self Audit:

- Visibility for each road user group
- Potential conflicts between vehicles; or between vehicles and vulnerable road users
- Type of collision that may occur

A template for the Self Audit is attached in Appendix B.

Summary

A summary of the requirements for each Audit Level are included in Table 1.

Table 1: Audit Level Summary Requirements

Audit Level	Description	Training / Competency*	Internal / External	Number of auditors	Site Visit Required	Stage
A – RSA	RSA to HD19/15 standards	HD19/15 approved	External	2+	Yes	1 – 4
B – RSA	RSA to the principles of HD19/15	One team member to be HD19/15 approved	External***	2+	Yes	1 – 3

Audit Level	Description	Training / Competency*	Internal / External	Number of auditors	Site Visit Required	Stage
Safety Review	Safety Review based upon a scaled down audit	Road Safety Audit trained or HD19/15 approved**	External***	1+ (scheme dependent)	Yes	Design and Opening
Self Audit	Internal review of design to guidelines of Self Audit following the checklist	Safety design experience. Team member independent of design	Internal***	1+	Optional	Design and Opening

* The Highways Client Officer may request an auditors CV prior to the audit taking place to confirm suitability

** 1 team member to be trained as a Safety Auditor or be experienced in road safety engineering or similar professional training

*** Internal/External may also refer to internally/externally to the design team within Torbay Council

4. Scheme Types

Table 2 displays the level of audit that is recommended for each type of scheme. This guidance can be amended at the discretion of the Highway Client Officer. The codes correspond to the audit level, as described in Section 3 of this Policy.

Departures may be permitted at the discretion of the Highways Client Officer.

Table 2: Audit Level by Scheme

Scheme Type	<10k	10k-40k	>40k
Major Highway Improvements	N/A	N/A	RSA (A/B)*
Minor Highway Improvements (General)	SA	SR	RSA (B)
Maintenance (Other)	SA	SA	SA
Changes to Pedestrian Flow	SA	RSA (B)	RSA (B)
Controlled crossings and changes	RSA (B)	RSA (B)	RSA (B)
Change of priorities	RSA (B)	RSA (B)	RSA (B)
Shared space areas	RSA (B)	RSA (B)	RSA (B)
Cycling schemes on strategic roads	RSA (B)	RSA (B)	RSA (B)
Visibility Improvements	SA	SR	SR
Bus Stop Improvements	SA	SR	SR
Pedestrian Guardrail	SA	SR	SR
Gateways and Speed bars	SA	SR	RSA (B)
High Friction Surfacing	SA	SR	SR
Street Lighting (relocation of columns)	SA	SR	SR
Signing and Lining	SA	SR	SR
Road Surface Maintenance	SA	SA	SA
Pedestrian Mobility	SA	SR	RSA (B)
20mph speed limit	SA	SR	SR
Parking bays	SA	SR	SR

Scheme Type	<10k	10k-40k	>40k
Cycle parking	SA	SA	SR
Safety fence	SR	RSA (B)	RSA (B)
Cycle schemes on minor roads	SR	SR	RSA (B)
Signalised junction replacements	SR	SR	RSA (B)
New signalised junction or junction improvements	SR	RSA (B)	RSA (B)

RSA (A) – Road Safety Audit, Grade A

RSA (B) – Road Safety Audit, Grade B

SR – Safety Review

SA – Self Audit

* RSA (A) at the specific request of the Highways Client Officer

5. Developer Designs

For any schemes that are put forward by an external developer, not appointed by Torbay, a RSA should be carried out. The RSA will be a condition of Section 278 and Section 38 agreements.

The RSA will be completed by an audit team independent to the development or design/consultant. The developer will fund the full cost of the RSA.

The audit team is expected to be fully competent and accredited to HD19/15.

It is accepted that not all Section 278 schemes may require the RSA process. However, departures from the process should be requested by the developer.

All Section 38 schemes will require the RSA process. These will predominately be up to RSA Stage 3. However, in some instances, for example the construction of a junction onto a major road, a full 4 stage audit will be required.

In the event that a Stage 3 or Stage 4 audit identifies safety improvement works, these shall be funded by the developer to the satisfaction of the Highways Client Officer, unless the identified works are considered unnecessary. The Highways Client Officer should confirm this to the developer in writing.

References

HD19/15 Road Safety Audit - Design Manual for Roads and Bridges: Volume 5, Section 2, Part 2 (amended May 2017)

Chartered Institute of Highways and Transport, Road Safety Audit Guidelines (2008)

Appendices

Appendix A – Safety Review Summary Template

Appendix B – Self Audit Form

Appendix 2: Learn 2 Live

Feedback and Comments

We receive very favourable comments from the audiences that have seen our presentation. Below are just a few received following events.

"The impact on students (and staff) was greater than any other event that our students have attended. It was certainly hard hitting and emotionally challenging, and resulted in lively and pertinent discussion in our follow up activity with students."

Staff Member

Churston Grammar School

"The event was the talk of Westlands the next day. Our staff were involved in very in-depth conversation with students., who had great admiration for all the speakers. May I say we have never had such positive comments following an event as we did with 'learn2live', from students and staff, who thought the event was brilliant!"

Staff Member

Westlands School

"Today most certainly hit home. One thing I didn't think I'd do today is cry. Not only is it the fact that people die out there, but how the families have to live with it for the rest of their lives and suffer. Thank you for a real "eye opener". Great Presentation."

Student

Made me think, what if it was my best mate or a family member. Thank you people. Really made me think about driving and that and what a great presentation. Well done to everyone who spoke, you guys and girls are amazing :) xxx

Student



Appendix 3 - School Crossing Patrol sites

	School	Location
1	Eden Park Primary	Drew Street
2	Brixham C of E	Higher Ranscombe Road
3	Hayes School	Totnes Road
4	Kings Ash Primary	Smallcombe Rd
5	Sherwell Valley	Hawkins Avenue
6	Shiphay School	Exehill
7	Queensway	Queensway
8	Barton School	Barton Hill Road
9	St Marychurch Primary	Teignmouth Rd
10	St Marychurch Primary	Hartop Rd
11	All Saints Babbacombe C of E Primary	Quinta/Reddenhill
12	Ellacombe Primary	Ellacombe Church Road
13	Cockington Primary	Avenue Road
14	Cockington Primary	Old Mill Road
15	Oldway Primary	Oldway Road
16	Oldway Primary	Southfield Road
17	Sacred Heart	Cecil Road
18	Curledge Street	Dartmouth Road
19	Curledge Street	Curledge Street
20	Upton St James	Upton Hill / Forest Rd
21	Preston Primary	Old Paignton Rd
22	Homelands Primary	Westhill Road,
23	Warberry Primary	Cedars Road
24	Ilsham Primary	Ilsham Road
25	PCC	
26		Marldon Rd / Upper Cockington Lane



Appendix 5 – Peninsula Road Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership)

Red Light Safety Cameras

South Street/East Street	U	Red Light Camera	30	Seafront
Newton Road/Shiphay Lane	A380	Red Light Camera	30	Newton Abbot
Lawes Bridge/Riviera Way	U/C	Red Light Camera	30	Onto A3022
Torre Station/Avenue Road	A3022	Red Light Camera	30	Seafront
Kings Drive/Torbay Road	A3022	Red Light Camera	30	Torbay Road
Dartmouth Road/Sands Road	A379	Red Light Camera	30	Paignton

Safety Camera Locations

Torquay

Location	Road	Type	Speed	Direction of
Torbay Road, Livermead	A3022	Speed Camera	30	Paignton
Barton Hill Road	U/C	Speed Camera	30	Town Centre
Babbacombe Road	A379	Speed Camera	30	Town Centre

Paignton

Location	Road	Type	Speed	Direction of
Dartmouth Road	A379	Speed Camera	30	Brixham
Collaton St Mary	A385	Speed Camera	30	Paignton
Brixham Road, Whiterock	A3022	Speed Camera	40	Brixham

Mobile sites

Torquay

Location	Road	Speed
Babbacombe Road	A379	30mph
Hellevoetsluis Way (Southbound)	A380	70mph
Hellevoetsluis Way (Northbound)	A380	70mph
Newton Road	A3022	30mph
Teignmouth Road (Sladnor Park)	A379	30mph
Teignmouth Road	B3199	30mph
Torbay Road (Livermead)	A3022	30mph

Paignton

Location	Road	Speed
Dartmouth Road	A379	30mph
Kings Ash Road	A380	30mph
Long Road	-	30mph
Penwill Way	-	30mph
Preston Down Road	-	30mph
Roselands Drive	-	30mph
Southfield Avenue	-	30mph
Totnes Road, Collaton St Mary	A385	30mph
Totnes Road, St Michaels	A3022	30mph

Safety camera information collated from:

<http://www.prsp.org.uk/cameraWatch/index.aspx>



Appendix 6 - Useful Contacts

Email Highways@torbay.gov.uk

Senior Traffic Engineer

Tel 01803 207665

E mail Highways@torbay.gov.uk

Transport Planning Officer

Tel 01803 207693

Email FuturePlanning@torbay.gov.uk

Police Road Casualty Reduction Officer

Alliance Operations Department

Crownhill Police Station, Budshead Way

Plymouth, Devon, PL6 5HT

Email: Jo.PLANT@devonandcornwall.pnn.police.uk

A.A

Head Office, Farnum House Basingview Basingstoke RG21

Website www.theaa.com

R.A.C.

PO Box 700 Bristol BS99 1RB

Website www.rac.co.uk

Devon and Cornwall Constabulary

Website www.devon-cornwall.police.uk

I.A.M

Institute of Advanced Motorists, IAM House, 359 Chiswick High Road, London W4 4HS

Website www.iam.org.uk

RoSPA

Edgebaston Park. 353 Bristol Road Birmingham B5 7ST

Website www.rospa.co.uk

Sustrans

35 Kings Street Bristol BS1 4DS

Website www.sustrans.org.uk

The Driving Standards Agency

The Agency's aim is to promote road safety through improving Driving Standards

Website www.dsa.gov.uk

Highways England

The Highway England maintains, operates the network of trunk roads in England on behalf of the Secretary of State for Transport, and Local Government

Website www.highways.gov.uk Highways England, National Traffic Operations Centre, 3 Ridgeway, Quinton Business Park, Birmingham, B32 1AF.

Email: info@highwaysengland.co.uk General Enquiries: 0300 123 5000

Peninsula Road Safety Partnership

(formerly Devon and Cornwall Safety Camera Partnership)

www.prsp.org.uk

Appendix 7 - Road Safety – References and Contacts

References

Local Transport Plan 2011 – 2026	Torbay Council
Road Safety Initiatives Report 2016 - 2017	Torbay Council
Road Casualty Reduction Report 2016	Torbay Council
Peninsula Roads Safety Partnership (formerly Devon and Cornwall Safety Camera Partnership)	
The Government's Road Safety Strategy and Casualty Reduction Targets for 2010	

Appendix 8 - Glossary

DfT	Department for Transport
KSI	Killed and Seriously Injured
RoSPA	The Royal Society for the Prevention of Accidents
SCPs	School Crossing Patrols
LTP	Local Transport Plan
RSP	Road Safety Plan
HE	Highways England





VZSW

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Natalie Warr

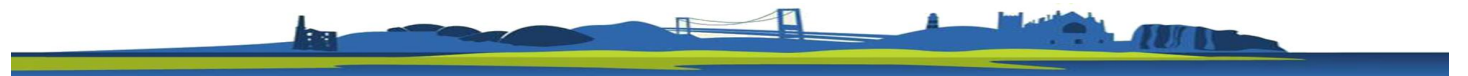
VZSW Partnership Manager



vision
zero

The partnership driving
down road deaths
in Devon & Cornwall

**SOUTH
WEST**



Background

- Between 2008 and 2018, **612** people died and a further **7711** were seriously injured
- Data showed a concerning trend - fatal and serious injury collisions
- 2018 Agilysis commissioned to create an Area Profile of the problem
- June 2019, the Area Profile was presented to Devon and Cornwall summit of senior leaders (St Mellion)
- June 2019 strategic leaders agreed to take collective action and reverse adverse KSI trend



Background

- October 2019 SWPRSP (forerunner to VZSW) formed with the aim of addressing the trend
- January 2020 Road Safety Strategy and associated targets agreed
- Jan 2021 Task and Finish group established between Safety Camera Partners to develop the VZSW MoU (based on Safer Essex Roads Partnership)
- 8th July 2021 Safety Camera Partnership Board approved the MoU



Background

- VZSW MoU agreed on 9th of August 2021 and Safety Camera Partnership agreement terminated
- RSDP approved with Feb 2022 total value £1.472 (includes £250k agreed Jan 2021 for early initiatives)

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VZSW – Strategic Commitment

- VSZW is a strategic and operational collaboration of organisations, committed to working with people and communities
- Belief that that no one should be killed or seriously injured as a consequence of using our road network
- No single agency can achieve road safety improvements in isolation. Strong partnership working together with our communities, based on a Safe System approach is key to achieving our vision and strategic aims



VZSW – Partnership Principles

- We will promote this strategy within our own organisations.
- We will collaborate with each other and co-ordinate use of resources.
- We will maximise opportunities to invest in road safety.
- We will engage with and involve our communities and stakeholders in delivering our aims.
- We will be evidence led and explore innovative solutions.

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VZSW – Strategic Aims

To deliver our vision, we will work together in partnership, to drive changes which:-

- Prevent death and serious injury as a consequence of using our road network and;
- Improve our post collision response and care



VZSW – Milestone Targets

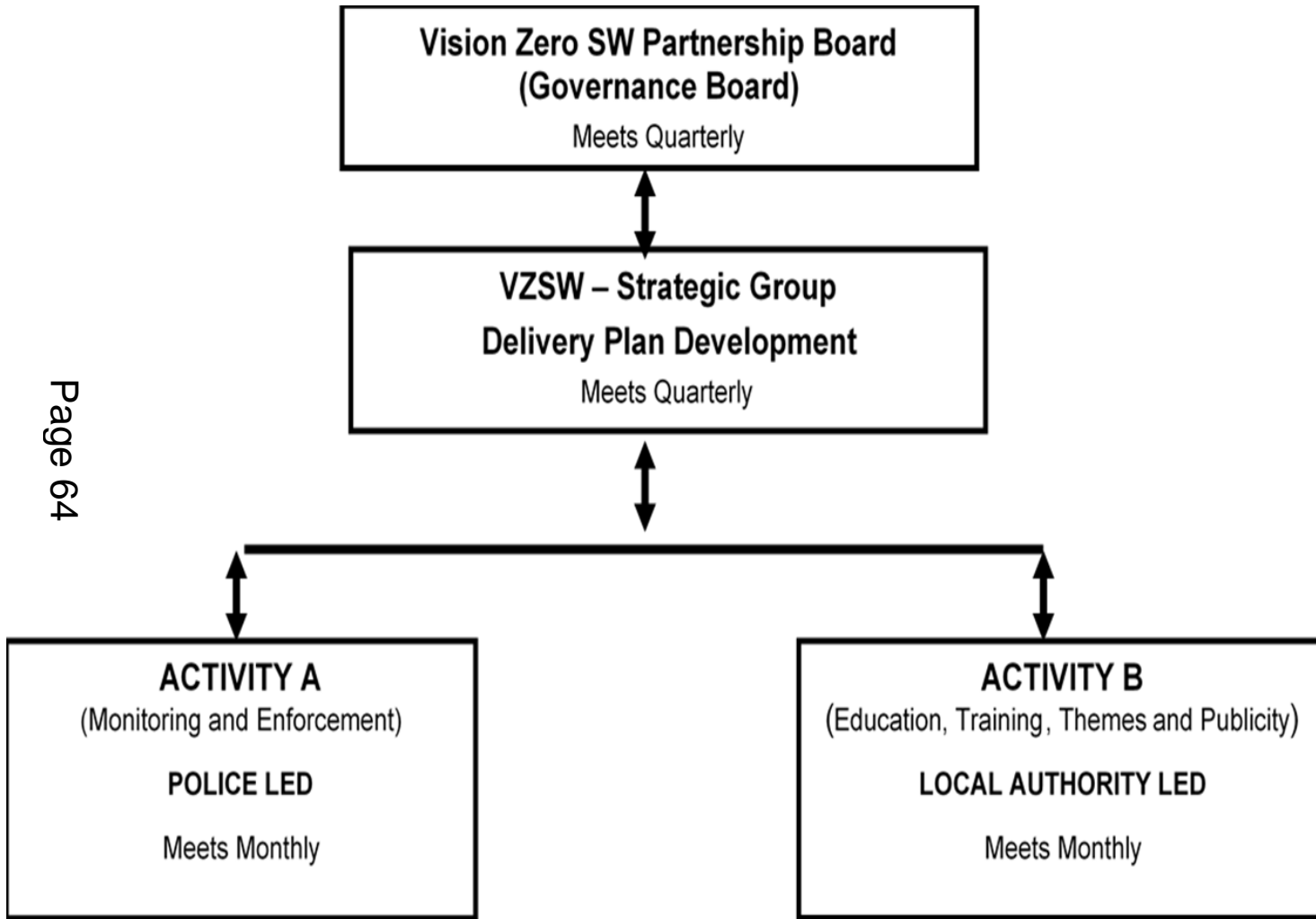
- Reduction in the number of road related deaths by 50% by 2030
- Reduction in the number of road related serious injury casualties by 50% by 2030

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Baseline (2016-2018)



VZSW MoU – Governance

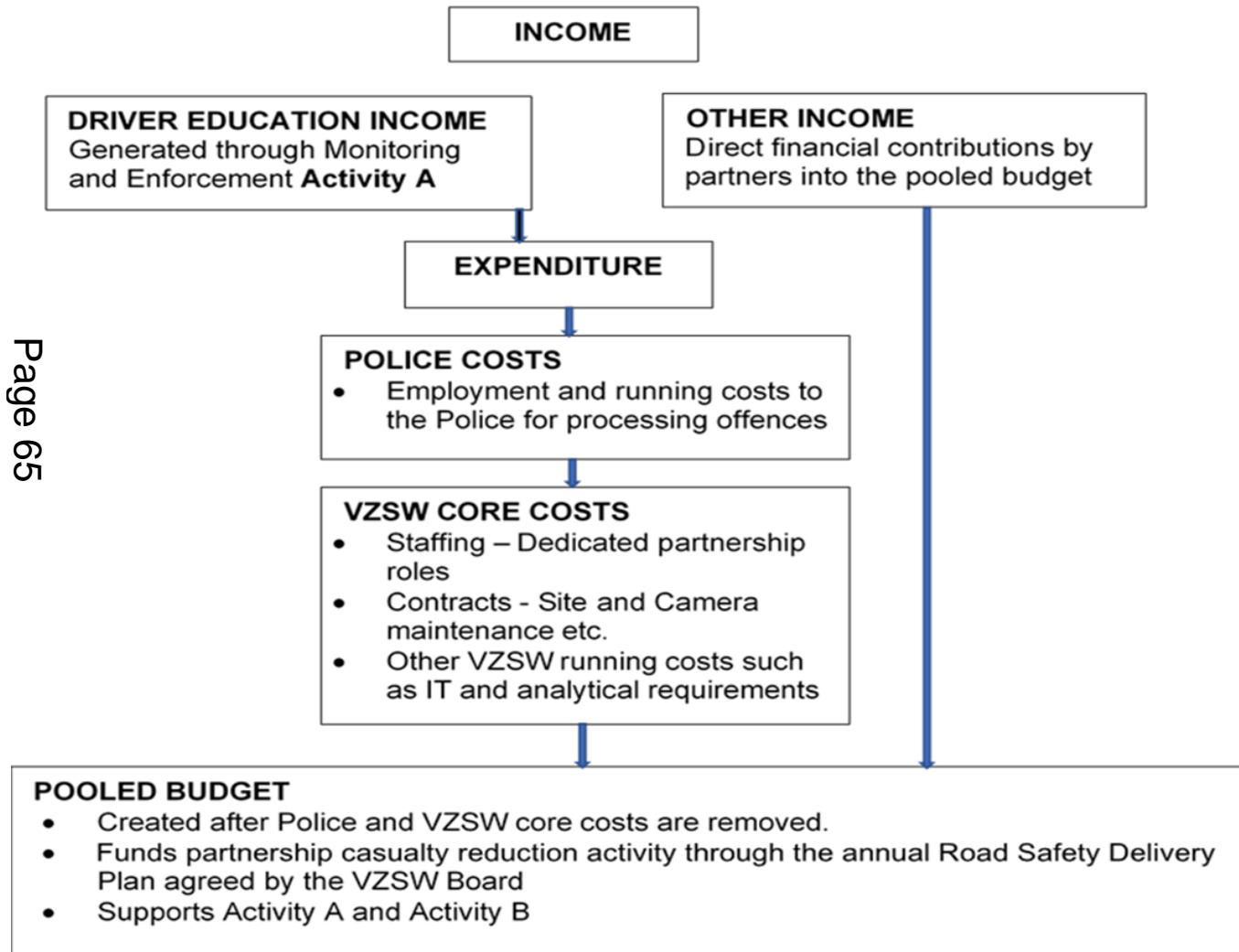


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VZSW MoU – Financial Model

VISION ZERO SW FINANCIAL MODEL - OVERVIEW



Contributory & Non Contributory Partners

Contributory Partners -

- means any partner that, by virtue of its primary function, **contributes** to the generation of revenue from a Driver Offender Re-Training Scheme course as part of Activity A, or makes a direct financial contribution to the Road Safety Delivery Plan planned activities, beyond any statutory obligations.

Non Contributory Partners –

- means any partner that, **does not** by virtue of its primary function, **contribute** to the generation of revenue from a Driver Offender Re-Training Scheme course as part of Activity A, or makes a direct financial contribution to the Road Safety Delivery Plan planned activities, beyond any statutory obligations



Contributory & Non Contributory Partners

Contributory Partners are : –

- Police
- OPCC
- Devon County Council
- Cornwall Council
- Torbay Council
- Plymouth City Council
- National Highways

Only contributory partners can vote on amendments to the clause relating to the financial model in the MoU.



Contributory & Non Contributory Partners

Non Contributory Partners include: –

- Devon and Somerset Fire and Rescue Service
- Cornwall Fire and Rescue Service
- Devon Air Ambulance Trust
- Cornwall Air Ambulance Trust
- SWAST
- University Hospitals Plymouth
- Telford Training Consultants (TTC)



Governance Board

- **Membership** includes both **elected members** (Councillors or equivalent) and **senior representatives**
- Chaired by an elected member (Cllr or equivalent) – Currently the PCC, Vice Chair Stuart Hughes DCC

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The role of the **Governance Board** is to support, resource and approve plans, be responsible for providing financial oversight and make key financial decisions, challenge the plans developed by the Partnership and seek to remove any barriers which may inhibit the delivery of those plans.



Strategic Group

- Officer led group of representatives of the *'contributory partners'*
- Chaired by a member of the VZSW Governance Board – currently the Chair Vicky Fraser CC and Vice Chair Philip Robinson PCC
- The **Strategic Group** will oversee the development, implementation, evaluation and review of the annual Road Safety Delivery Plan, financial plans and communications and engagement plans ensuring they are designed to meet the aims and objectives of the Partnership.

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VZSW Sub Group – Activity A

Activity A is focussed:-

- Monitoring and enforcing high risk driving offending behaviour which is found to cause injury collisions (including the “Fatal 5”)
- Encouraging driver behavioural change and compliance with road traffic regulations through enforcement and education, in order to reduce the risk of injury collisions
- Based on the RSS report 2019 – ‘Raising the Game’ - Step Change – Increasing the fear of being caught



VZSW Sub Group – Activity A

Activity A funds the Partnership

- Significant investment has been committed through Force and VZSW

Force Investment

- Additional 10 Roads Policing Officers
- Page 72 Creation of a second No Excuse Team (additional Sgt plus 6 constables) – focussing on high risk driving behaviour
- Additional 3 Forensic Collision Investigators to improve resilience and reduce duration of road closures following serious collisions. Funded from Council Tax Precept



VZSW Sub Group – Activity A

VZSW Investment built in financial plan:

- Additional CSW Team created
- 6 additional Speed Detection Officers – 12 in total with supported given to CSW
- Increased back office staff by 10
- Creation of dedicated OpSnap Team
- Dedicated Road Safety Data and Analysis Hub - central point for the analysis of threats

Additional Investment in RSDP

- Operational tasking budget for targeted enforcement on high risk routes
- New speed devices and mobile ANPR – supporting community concerns
- OpSnap camera equipment



VZSW Sub Group – Activity B

Develop, implement, review and evaluate plans aimed at:-

- Reducing risk of harm within high risk road user groups and high risk routes and
- Improving approaches to post-crash response and care

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Forms part of the annual **RSDP**



VZSW Sub Group – Activity B

- Existing Themes with interventions for each and a lead partner
 - Older drivers - Police
 - Motorcycles – Cornwall Council
 - Cyclists – Devon County Council
 - Pedestrian - Plymouth City Council
 - Business Drivers – HE and DfBB
 - Young Driver – Cornwall and Devon and Somerset Fire and Rescue Services
 - High risk Routes - Police
 - Post-Crash Response – University Hospitals Plymouth

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VZSW RSDP 22/23 - Summary

- **ACTIVITY A – 11** Initiatives/projects
- **ACTIVITY B – 33** Initiatives/projects
 - Older Drivers – **5** projects/initiatives
 - Young Drivers – **5** projects/initiatives
 - Cyclists – **5** projects/initiatives
 - Motorcyclists – **4** projects/initiatives
 - Business drivers – **4** projects/initiatives
 - Pedestrians – **3** projects/initiatives
 - High Risk Routes – **2** projects/initiatives
 - Post Crash Care and Response – **4** projects/initiatives
- **COMMS AND ENGAGEMENT**
 - **7** projects and initiatives which support the above
 - Ongoing calendar of campaigns
- **Call for Ideas (next slide)**
- **Total Financial Investment of £1.222m**

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VZSW RSDP – Call For Ideas 2021 – Grants Scheme

- 82 Applications received
- 44 Not supported
- 34 Supported and progressed to the VZSW Board
- 4 Supported and built into the annual Road Safety Delivery Plan
- Wide geographic spread although limited in Plymouth and Torbay
- £153,000 given in grants – majority now paid out



VZSW – Key Updates

- **Analysis hub**, annual Strategic Assessment (replacing Agilysis SNA), proposed each July.
- **Communications plan** – Updated annually with ongoing analysis and evaluation
- **RSDP** developed annually approved by Board proposed each Sept – (follows DfT validation of KSIs). Opportunity adapt bi-annually (March)
- **Financial plan** set annually, reported quarterly
- **5 year business plan**, reviewed/refreshed annually, or following change to Financial Plan
- **MoU** updated every 5 years (2026) or following significant change
- **AGM** and annual performance report each June.
- **Wider stakeholder forum** – desire to develop

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VZSW – Partnership Support

The partnership is supported by dedicated roles funded through the driver education income and hosted by the following partners:-

- Partnership Manager and Admin Support - Cornwall Council
- Strategic Analyst – Devon County Council
- Communications and Engagement Coordinator – OPCC
- Treasurer – Devon and Cornwall Police



QUESTIONS AND COMMENTS?

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Torwood Street Reconstruction, Torquay

Timeline of Contact between South West Highways (SWH), SWISCo and BT Openreach

The information below is a summary of contact made following damage caused to a BT Openreach Chamber during the Carriageway Reconstruction works in early 2022.

Following a meeting in June 2022 the Highways Review Panel requested a timeline of events and contact between the contractor (SWH), SWISCo's supervising engineer and BT Openreach.

The initial reporting of damage was undertaken by SWH as this was their responsibility as the main contractor, as little response had been received from Openreach, SWISCo's supervising Engineer took on the issue of trying to establish a resolution to the issue.

The timeline is as follows:

SWH Reporting Timeline

- Reported to Openreach 20th Jan 2022.
- Aiden Baker (Openreach) attended site to inspect. photo of the chamber emailed.
- This was chased up on the 3rd Feb 2022 as no answer from Openreach (email).
- Reported to Openreach on the 15th Feb 2022 as no outcome from the 20/01/22. Ref: WW1QQY37 (email).
- Openreach representative (Simon) visited 16th Feb 2022.
- No outcome reported back, SWISCo became involved to chase up.

SWISCo Reporting Timeline

- Following phone calls
- Email sent to R Hemmings (RH) February 28th February 2022
- Email sent (RH) March 1st
- Email sent (RH) March 3rd
- Email sent (RH) March 8th
- Email sent (RH) March 8th
- Email sent (RH) March 10th
- Email sent (RH) March 15th
- Messaged RH on March 28th, No reply
- Email sent (RH) March 31st
- Messaged RH April 5th, No reply
- Email (RH) April 5th
- Site meeting to pump water out of chamber to check sizing with Openreach on April 7th
- Email April 8th
- Messaged RH April 25th, No reply
- Email sent (RH) April 25th
- Email sent (RH) April 25th noted Urgent
- Email Providing upfront payment sent April 25th

- Messaged RH April 29th, No reply
- Email sent (RH) May 3rd
- Email sent to Sam Capstick (SC) Senior Manager BT May 4th
- Site meeting May 4th to plan works as a result of call to senior management of Openreach.

- SWH Ltd Carried out works on behalf of Openreach ready for their contractor to build the box This work was offered to Openreach in February but rejected by them at that time.
- Email (SC) May 5th
- Email (SC) May 20th
- Works commenced by Openreach to build Chamber on May 23rd
- Road surfaced and opened by SWH on May 30th

At the present time (26th July 2022) SWISCo have yet to receive any further comments from Openreach on the investigation into this work.

Ian Jones

July 2022