

Torbay Council

DRAFT

Road Safety Strategy 2013 – 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. i.e pedestrians, cyclists and powered two wheelers.

This is reflected in the 4 corporate priorities as part of Torbay Council's Community Plan.

- **Developing our economy, improving job prospects and responding to the recession**

Torbay Road Safety will continue to work with new road user groups giving advice on training required improving job prospects for example with young drivers/riders and cyclists.

- **Opportunities for older people and the challenges of providing services for an ageing population**

Torbay Council Road Safety will continue to work with our ageing population aiming to keep older drivers driving safely for longer, in addition helping to keep our elderly pedestrian population better informed and improving skills.

- **Climate Change – reducing our carbon footprint and the increased risk of flooding**

Torbay Council Road Safety will continue to work with our schools to encourage more walking busses and reduce the carbon footprint around our schools. Road Safety Officers will also promote cycling to and from workplaces and schools, together with appropriate training encouraging a modal shift, including Bikeability and adult cycle training.

- **Improving quality of life for the least well off in our society**

Torbay Road Safety will continue to work with Children/Adults and Schools in the most deprived areas as it is recognised that across all child age groups (ages 0 -15) it is shown that children resident in the most deprived areas are 4.8 times more likely to be injured as a pedestrian in a road collision than those resident in the most affluent areas.

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.

However the reduction in public sector funding from central government presents a challenge for all those involved in the delivery of public services. Delivering value for money through effective partnership working is essential if we are to achieve our vision in this challenging environment.

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.

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.

Torbay Road Safety Team aims to maintain and improve Road Safety throughout Torbay, through the structured delivery of focussed programmes of Education, Training, and Publicity.

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 graphs below outline the road casualty and collision data for the years 1998 to 2011 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.

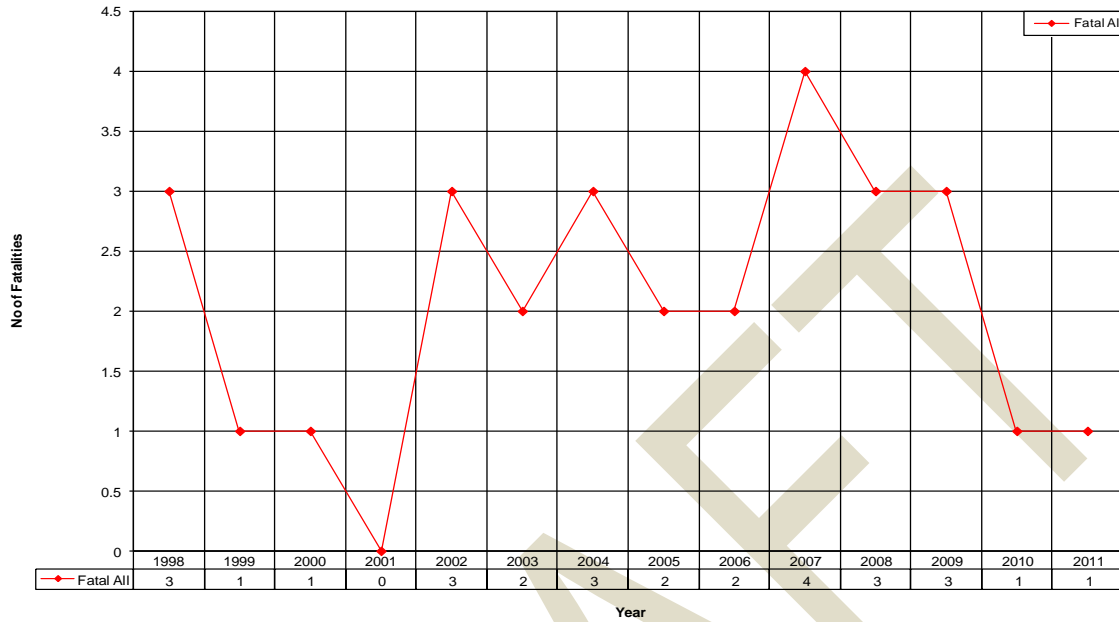
Department for Transport Definitions:

- *Fatal collision*: A collision in which at least one person is *killed*.
- *Serious injury*: An injury for which a person 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 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)

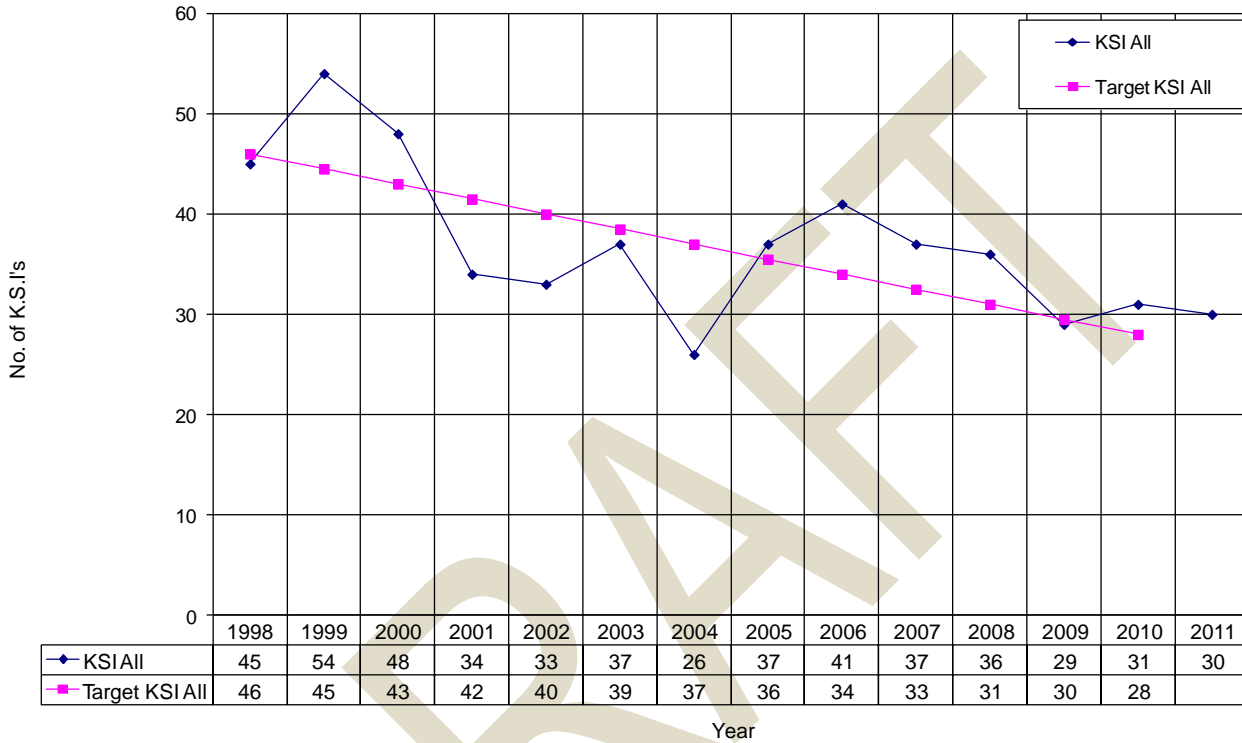


The average figures remain at a consistent overall level, since the 1998 to 2010 targets were introduced. Torbay continues to have one of the safest road networks within the South West. Torbay Council benchmarks with other highway authorities and the number of road traffic casualties expressed as a percentage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



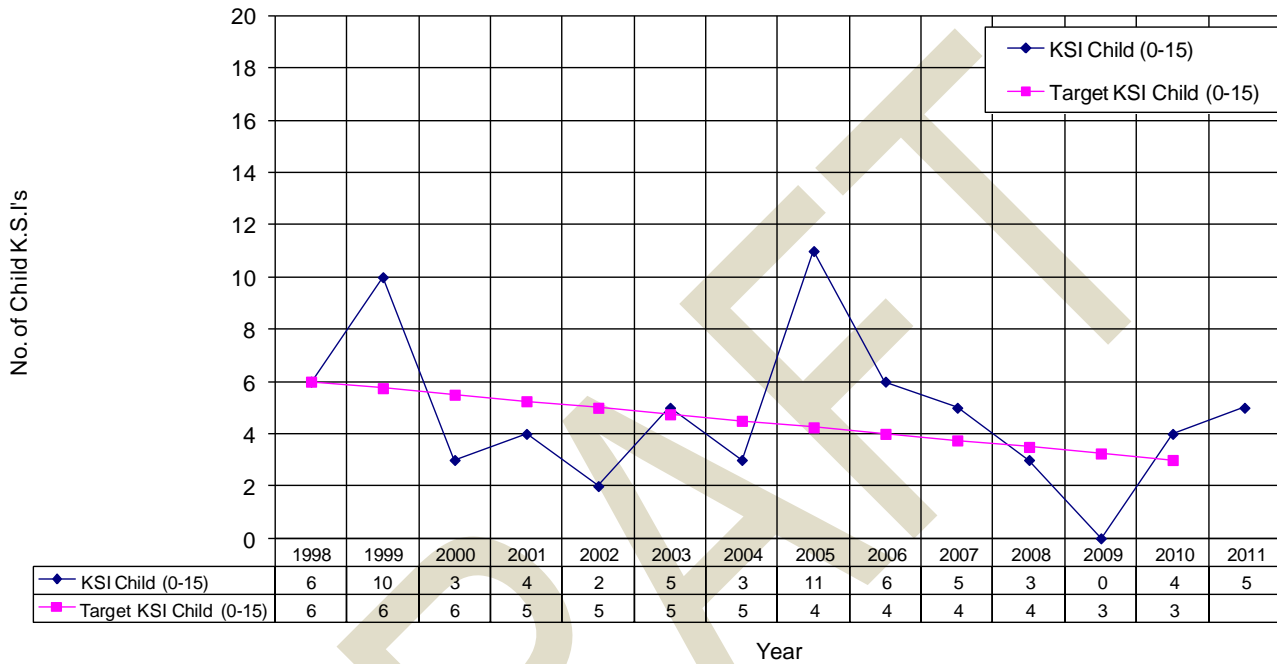
Whilst the Council finished the Department for Transport (DfT) monitoring period just above the 10 year target with a 33% reduction, it continues to show a general downward trend from the 1998 baseline.

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 28.

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)



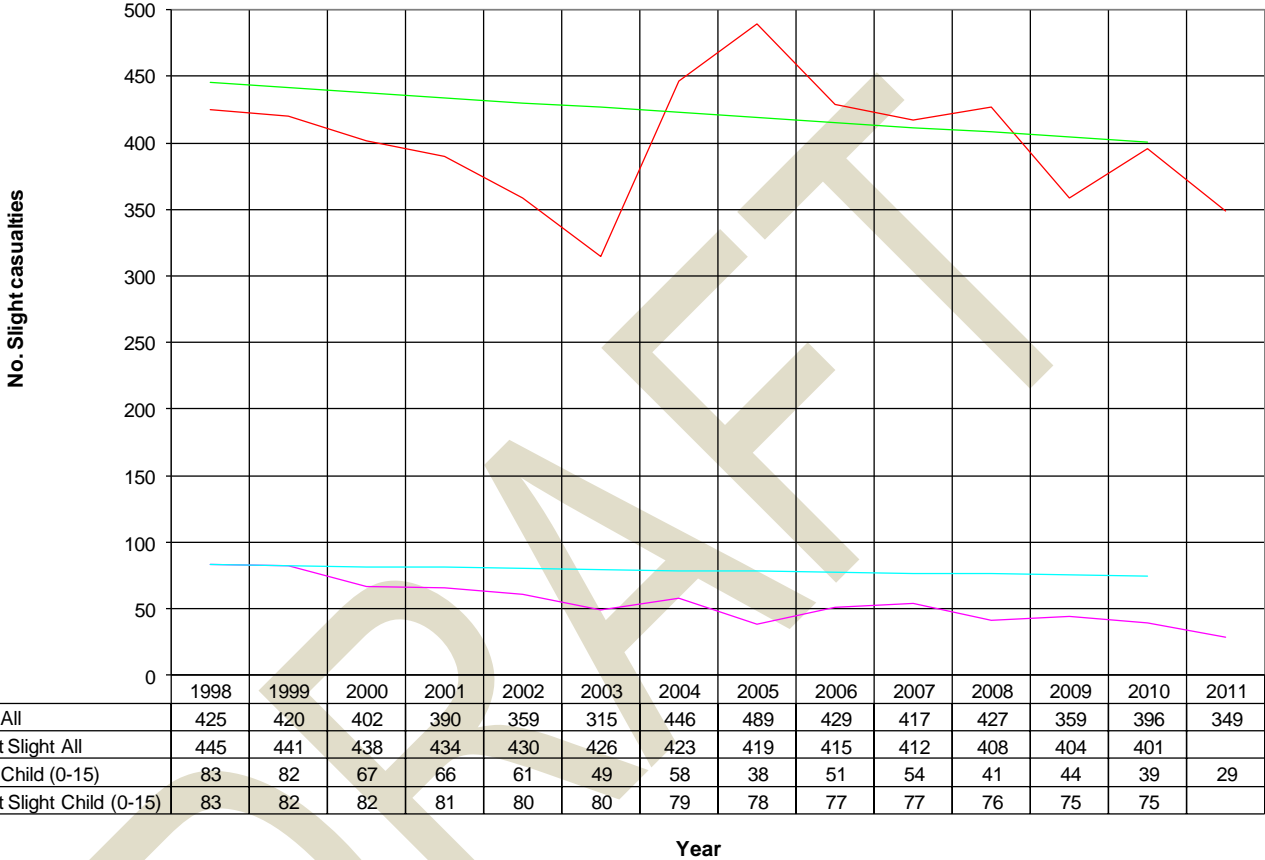
Whilst the Council finished the Department for Transport (DfT) monitoring period just above the ten year target, the figures for this age group fluctuate from 11 in 2005 to zero in 2009.

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 28.

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, with a current reduction of 22%.

Children (0-15 age group)

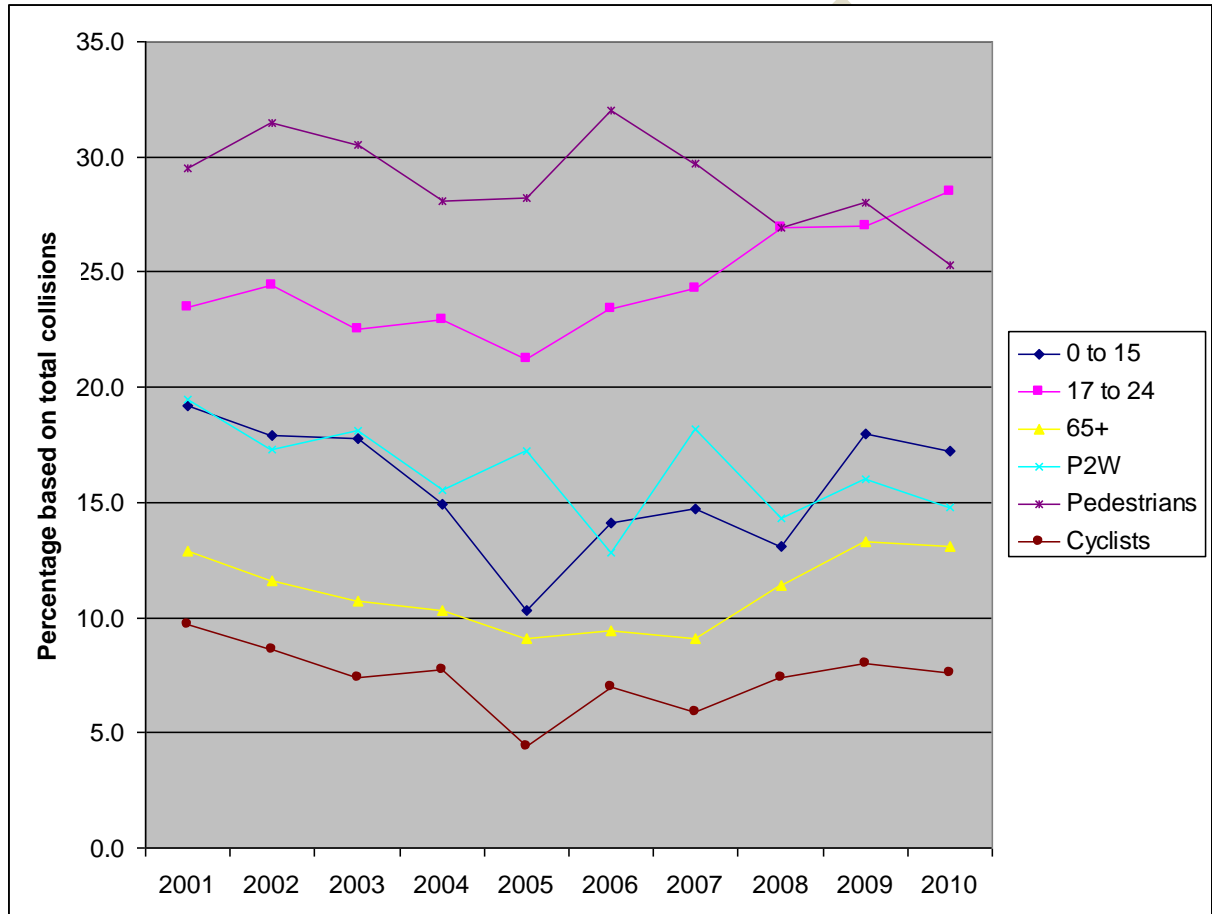
The Council figures finished the Department for Transport (DfT) monitoring period well below the 12 year target.

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 collisions in Torbay for the last ten years, displayed by age and category. This shows that whilst collisions involving pedestrians are falling, those involving the 17 - 24 year-old age groups are on the increase.



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

Older drivers risk of being killed has reduced more than for all other age groups nationally, however in Torbay the casualty figure is nearly twice the national average as shown in figs 6 and 7.

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; however their fatality rate has reduced more than other age groups.

Fig 6

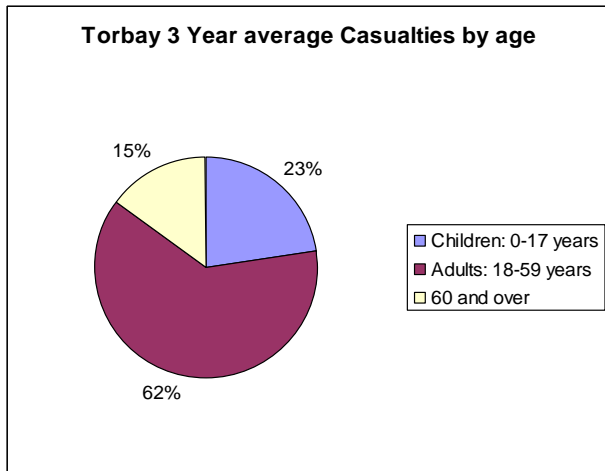
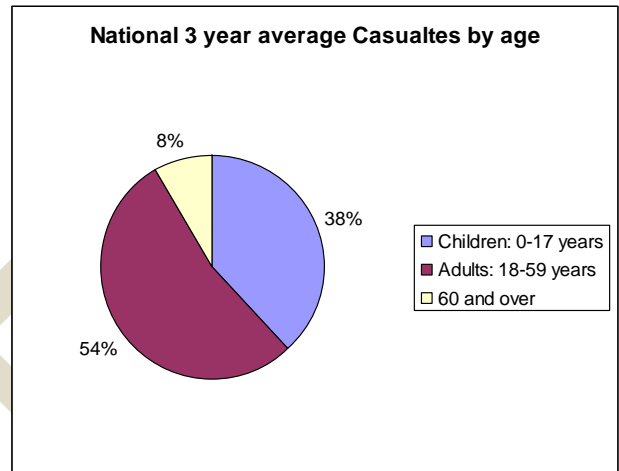


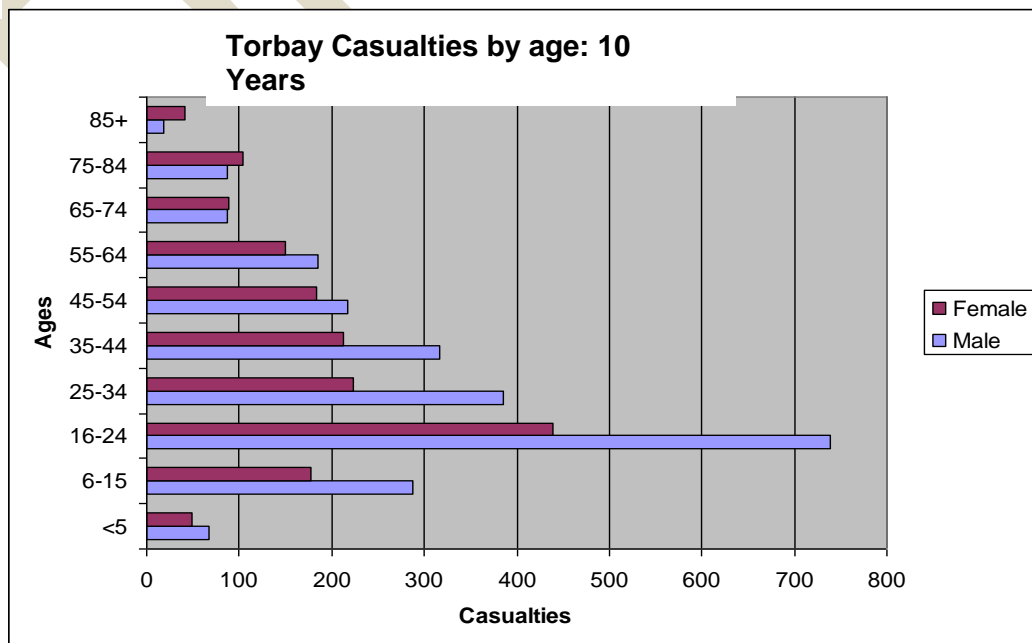
Fig 7



Figures 6 and 7 show that the figure for the three-year average casualties for children 0–17 years in Torbay is considerably lower at 23% compared to the national average of 38%.

However, whilst the figures for adults 18-59 is slightly higher at 62% compared to the national average of 54%, the figure for 60 and over is nearly twice the national average at 15% compared to 8%.

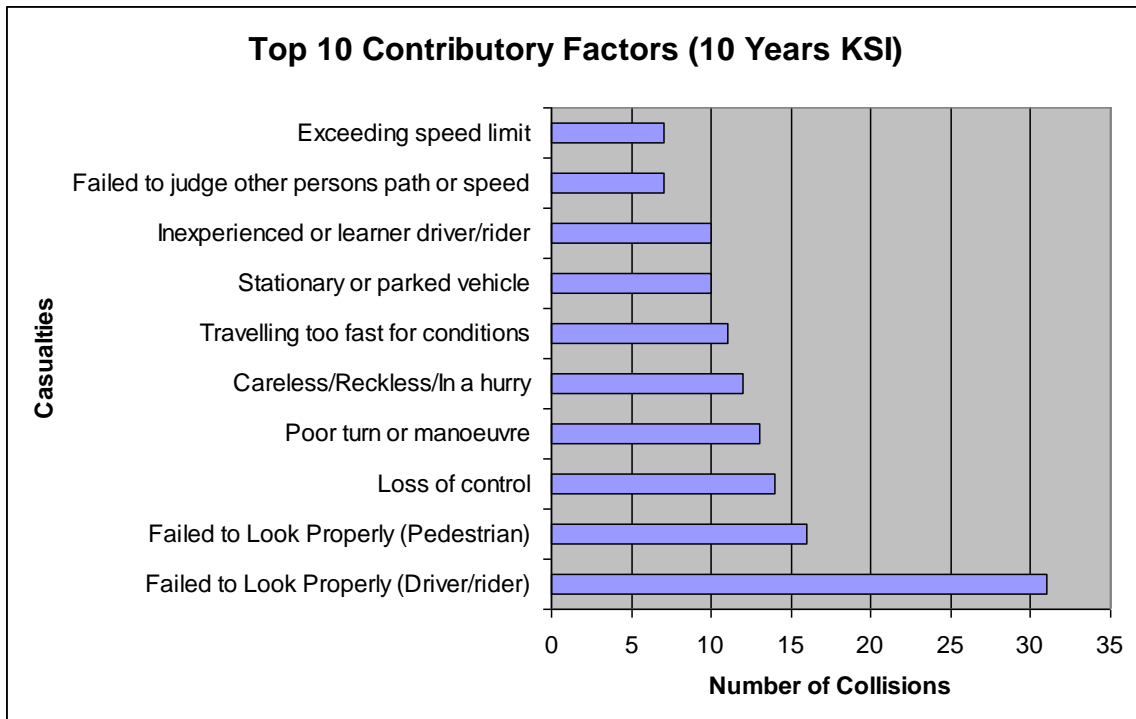
Fig 8



A ten year survey of casualties by age, shows that across the Torbay area the largest number are in the 16-24 age group, with male casualties outnumbering females 63% to 37%.

This is the largest discrepancy between the genders which, as the casualty ages increase, narrow and run nearly 50 / 50 over the age of 45.

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'.

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)
- Sea belt wearing
- Licence violations
- Insurance violations

Torbay, like some 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. Torbay is 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 People

Torbay is home to more old 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 highways, in conjunction with their partners, have 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.

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.

There is also evidence that children living in disadvantaged areas are more likely to live in households headed by single parents (where parental age, education and literacy levels are typically low), with a parent with a long term health condition / disability (including a mental health condition) or in overcrowded accommodation with a greater than average number of siblings.

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*).

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.

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- **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.

It is thought that there may be a socio-economic factor in travel patterns which may account for at least some of the differences in risk, in that older people from more deprived backgrounds are less likely to have access to a car, thereby increasing their reliance on walking and public transport (*Davis, 1998; Watt et al., 1994*).

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 highways, in conjunction with their partners, have developed the 'Drive Safer For longer' project.

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 accidents. Whilst a larger causation factor 15.9 per cent is going too fast for the circumstances .

The largest causation of road accidents 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 fatalities 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).

Brixham * Paignton * Torquay

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

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Where We Want to Be

In 2012 and for the years ahead, it is 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 and 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 transport users. A mixture of education, encouragement, enforcement and engineering alongside evaluation will be used to further improve the safety of all road users at a time at a time when numbers of vulnerable road users are increasing in line with other corporate aims to promote sustainable development.

An evidence based approach to road safety education and 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 will be led by the new Road Safety Strategy

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 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

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 local level, here in Torbay, the Council will also to 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)

Six key areas have been identified as priorities for Torbay.

- Pedestrian casualties
- Increased education for learner and young drivers
- 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

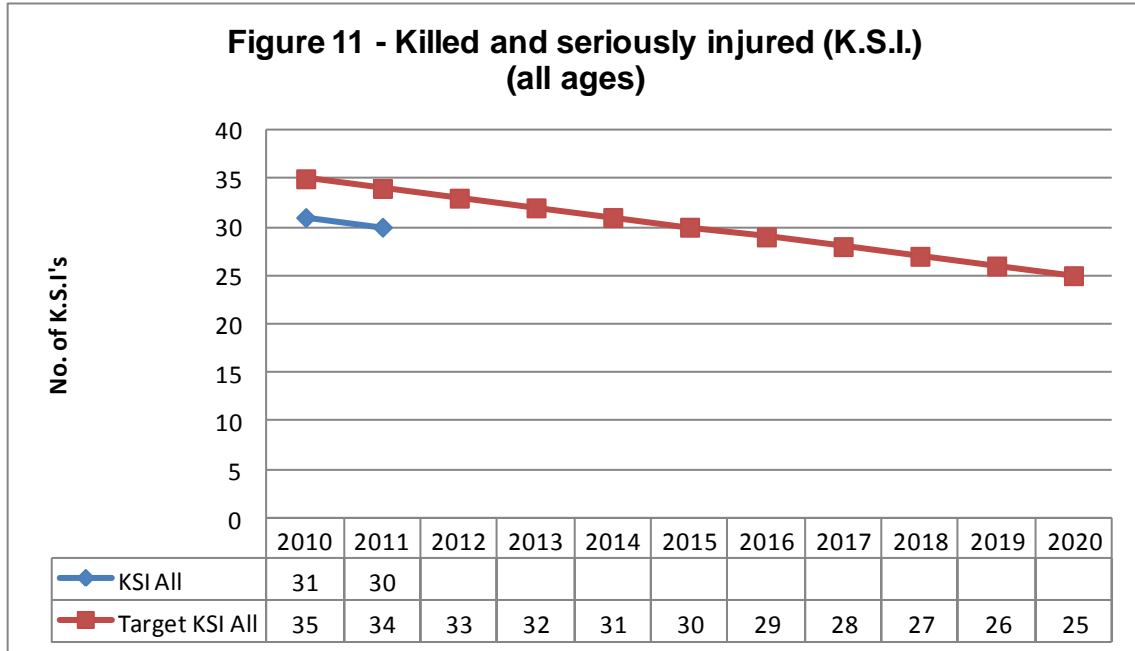
Driving behaviour continues to be the main cause of road collisions and traditional engineering solutions will become more difficult to identify, more expensive and less effective in reducing casualties.

Targets

In the next 10 years Torbay Council intend to make reductions of:

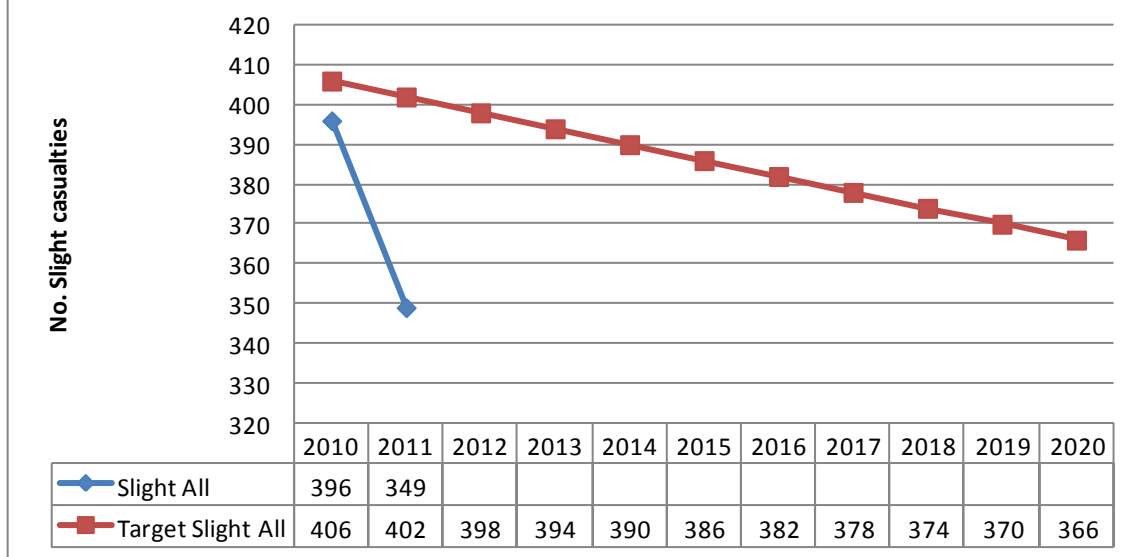
- 25% to all KSI casualties
- 33% to collision casualties which are fatal, permanently disabled as a result, or where major medical care is required to prevent permanent disability or death.
- 10% to collisions resulting in Slight injuries
- 25% to collisions involving pedestrians
- 25% to casualties 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 20120 baseline average of 2006 – 2010.

Figure 12 - Proposed Target Slight injury collisions (all ages)



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

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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. To continue to deliver road safety reductions road safety officers need to use new approaches and focus needs to encompass both engineering works (to make the roads safer) and education (to make people use them more safely).

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. More targeted educational programmes.
3. Education and training programmes that draw on behavioural change expertise.
4. Better co-ordination of educational work undertaken by the police, fire, Health service and Devon, Plymouth and Cornwall local authorities.
5. Monitoring and evaluation of road safety interventions to establish which activities produce the greatest benefits.
6. Road safety audit policies that minimise the likelihood of new road safety risks inadvertently arising from the building of new roads or highway improvements.
7. Stronger links with schools to develop their travel plans and hence their accountability and ownership in tackling school parking issues and encourage safe active travel to school.
8. Strategies with the police that tackle enforcement against the small minority of motorists who deliberately choose to drive dangerously.
9. Links with local businesses to deliver the benefits of work related road safety.
10. Better and more co-ordinated working between the local authority and its partners to maintain and enhance the targeting of resources.
11. Local performance aims that align with regional and national aims.
12. Programmes to meet our performance aims will be updated annually to review progress towards achieving our aims.

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 including health, sustainability and antisocial behaviour.

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, the road safety engineering and education teams work closely together. The aim is to draw together the various work streams of road safety education, training and publicity, travel plan interventions, and other road safety engineering interventions to ensure that they are consistent and complementary.

The Council recognise that pedestrian training is most effective at schools with active travel plans, where it complements walking to school initiatives and can make a genuine contribution to reducing congestion. Meanwhile road safety engineering is aligned with works that have key objectives such as sustainable travel, road maintenance, and highway improvements.

Torbay Council are part of the Peninsular Road Safety Partnership in which road safety officers collaborate with other South West partnerships in delivering a programme of widespread publicity on safer driving, focusing on themes including speed, drink and drugs, use of mobile phones and wearing of seatbelts.

Whilst the Government's autumn 2010 spending review led to a reduction in resources, Torbay Council Road Safety will continue to work with partners across the South West to establish if there are opportunities for sharing more resources and programmes to achieve joint outcomes in a more efficient way.

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. Therefore road safety officers need 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. This will enable us to understand which groups are most at risk and also how socio-demographic and lifestyle factors contribute.

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 citizen's 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 education and 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.

We intend to investigate how we can make best use of behavioural change science to develop the most effective educational programmes and target those groups that have been identified as most at risk.

We will work closely with our partner organisations, to ensure we incorporate all opportunities to effect behaviour change and produce high quality education and promotional activities.

4. School Travel Plans

The 1998 Road Safety Strategy advocated travel plans to promote the use of sustainable modes of travel to school and by April 2010 every Torbay school had plans in place.

The Road Safety Team will work with schools to monitor these plans on an annual basis focussing on the measures outlined to remove barriers in cycling and walking to school and help to reduce the road safety risks, perceived and actual.

Education, including Bikeability and pedestrian training is integral to travel plans.

5. 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. 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.

6. 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 Government's 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.

- The Peninsular Road Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership)
- Fixed and mobile safety cameras
- Speed awareness campaigns using posters / signs, temporary electronic signs and targeted enforcement
- Physical traffic calming measures or other engineering solutions
- Permanent vehicle activated signs

- Community Speed Watch
- 20mph speed limits where appropriate
- Road safety advertising campaigns using the local media (both radio and printed)

6.1 The Peninsula Road Safety Partnership

Safety Camera operation in Torbay is operated through the Peninsular 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 Agency
- Her Majesty's Courts Service
- Plymouth City Council
- Torbay Council

The purpose of safety cameras is to change driver behaviour - they are only used when people break speed limits. When this happens a camera detects the offence and provides evidence for a fixed penalty notice. Drivers who choose to exceed the legal speed limits will incur a minimum penalty of £60 and three penalty points on their driving license. Alternatively drivers detected at lower speeds may be offered the opportunity to attend a speed awareness course.

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

6.2 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.dcsafetycameras.org/cameraWatch/index.aspx>

7. 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.

8. 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)

9. 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 programmes, whether engineering or education measures, will be an integral part of a scheme or project.

Whilst costs and outputs are relatively straightforward to monitor, the monitoring and evaluation of the impacts of individual programmes can be more difficult. For instance, a particular campaign targeting local young drivers may have a measureable impact if this

was the sole intervention, but in practise there will be a number of other influences all taking place at the same time.

To help in our monitoring and evaluation of our education, training and publicity activities we will make use of the Royal Society for the Prevention of Collisions and the Department for Transport websites. At the heart of the road safety evaluation is E-valu-it - an interactive tool that helps road safety officers define exactly what they are doing and why, allows them to design and carry out their evaluation, and promotes the publication and sharing of results. The site was developed after it was found that while evaluation of road safety engineering was already an established discipline, road safety practitioners faced difficulties in evaluating their education, training and publicity (ETP) activities.

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, road safety engineering, education, training and publicity.
- Better co-ordination of work programmes
- Smarter data analysis which will allow more targeted road safety educational and training programmes.
- Improved evaluation and monitoring in order that we gain knowledge to create more effective programmes in the future.

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
- Peninsular Roads Safety Partnership (formerly the Devon and Cornwall Safety Camera Partnership)
- Road Safety G.B- Local Authorities Road Safety Officers Association.
- The Peninsular Motorcycle forum

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

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

1. Learn 2 Live

Learn2Live 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 Agency
- South western Ambulance Service Trust

Learn2Live 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 Peninsular Motorcycle Forum

The Peninsular Motorcycle Forum (PMF) comprises of key representatives from the Devon and Cornwall Constabulary, the Highways Agency, Local Authorities and 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. Road Safety G.B

Road Safety GB (formerly LARSOA) is a national road safety organisation that represents local government road safety teams across the UK.

Road Safety GB supports Road Safety Officers (RSO's) in fulfilling their statutory role - to reduce the number and severity of road accidents through education, training, publicity, policies and programmes. Road Safety GB seeks to influence National debate - government policy and action, and public opinion - and works with other organisations to achieve common goals.

These goals include:

- Advising government and contributing to consultation on road safety policy, and identification of achievable national targets.
- Providing members with information on national and international road issues.
- Seeking national recognition for road safety issues, particularly where there may be conflict with current/projected policies and programmes.
- Encouraging the adoption of common policies and promotion of best practice.
- Providing opportunities for working in partnership with the private sector to achieve best value for money, particularly in commissioning and producing resources.
- Encouraging commerce and industry to address accident reduction through work based policies and initiatives for employees.

- Commissioning and contributing to research into the behavioural aspects of road accidents.
- Working with the media to provide expert knowledge and advice.
- Publishing documents that identify and promote good practice.
- Providing a forum for sharing ideas and programmes.
- Working with government to develop national road safety campaigns

Current Road Safety Activities

1. The Road Safety Team

The aim is to promote the three main areas within Road Safety, namely, Education, Training and Publicity.

Torbay Council's Road Safety Team work hard to promote Road Safety education and implement safety programmes in Torbay that benefit the whole community, giving everybody the opportunity to have access to information, training and guidance in all matters relating to Road Safety for all road users.

The mode of travel chosen for a child's journey to school is recognised as having an impact not only on their safety but their health and personal development and of course the environment in which they live.

The Government has empowered Local Authorities to assist schools in developing School Travel Plans and Safer Routes to School programs. Together we can make a difference to the journey children make to get to and from school by making it safer, healthier, sustainable and more interesting.

2. 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.

3. Adult Cycle Training

Torbay Council is also able to offer adult cycle training on a 1:1 basis for anyone wishing to get back to cycling or those who are looking to update their skills to the demands of busier roads and complex junctions or roundabouts. We tailor the training to suit the individual.

4. Driver Training

We aim to promote the benefits of a proactive approach to injury and crash reduction through the availability of driver education programs that suit both recreational and professional drivers.

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.

4.1 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

4.2 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. Walking Bus

A Walking Bus is an initiative to encourage more children, accompanied by adults, to walk to school and by doing so reduce traffic and congestion outside schools.

Walking as a group and using an agreed route the children are under the supervision of at least 2 responsible adults - a 'driver' and 'conductor' - who are known to the school. Any volunteers involved with a Walking Bus have to complete a police criminal background check.

Some walking buses operate every school day while others operate one or two days a week - this depends on the number of adult volunteers involved.

The Council's Road Safety staff will risk assess routes and provide necessary training for all volunteers. Children and adults involved in a Walking Bus must wear reflective tabards which are supplied free of charge by the Road Safety Office. Walking buses have a positive effect on attendance and punctuality as well as reducing the number of cars arriving at school.

6. Junior Road Safety Officers

The aim of a Junior Road Safety Officer (JRSO) scheme is to empower children to highlight road safety issues within their school. This can be done through raising awareness amongst other pupils, teachers and the community, while maintaining links with their Road Safety Officer (RSO). Schools are encouraged to appoint two senior pupils to become JRSOs for a one year period. Their role is to maintain a road safety noticeboard, deliver presentations to classes or assemblies, and run road safety.

7. 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.

7.1 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.

7.2 School Crossing Sites

Torbay Council have 26 approved sites in the Bay. Torbay Road Safety Team re-assess each site when it becomes vacant, to ensure there is still a need for the school crossing patrol. In addition the Road Safety Team carry out new assessments of locations where pupils have difficulty in crossing.



Torbay Council has implemented Traffic Regulation Orders on all the zigzag “Keep Clear” markings at all the Schools in the Bay. In conjunction with this scheme, Torbay Road Safety Team has designed a leaflet and stickers that can be distributed to all schools in order to support this service.



School Keep Clear Markings



No Stopping Signage Outside School

7.3 School Crossing Patrols and Education

Educational materials are available together with a School Crossing Patrol Pack for all new pupil intakes at all primary schools. These include items such as a School Crossing Patrol Code, stickers and bookmark.

Learning to cross the road with the School Crossing Patrol is also an important issue and should be encouraged throughout a child’s time at Primary School. This is

encouraged by issuing Reward Cards for children, specifically for when they cross well with the Patrol.

Educational resources are available for use by nurseries, preschool groups, voluntary agencies and youth groups.

DRAFT

Road Safety Action Plan

TARGET GROUP Parents/Carers/child minders of Pre-School Children
Objectives <ul style="list-style-type: none">• To provide parents/carers/childminders with current and up to date Road Safety information• To reduce the number of casualties to pre-school children
Action <ul style="list-style-type: none">• Parents of pre-school children will be provided with the latest Government campaign literature, and information for distribution through the pre-schools and childminders. Such information will include:-• Tales of the Road – Young Persons Guide to the Highway Code• together with information on Child Restraints• Provide in-car safety advice and child restraint checks for Childminders/parents/carers
Responsibility <ul style="list-style-type: none">• Road Safety Officer
Timescale <ul style="list-style-type: none">• Each academic year
Performance Indicators <ul style="list-style-type: none">• Under 16's KSI

TARGET GROUP
Pre-School Children

Objectives

- To provide each pre-school child with road safety education
- To reduce the number of casualties for pre-school children

Action

- Pre-school groups and nurseries will have access to road safety teaching resources together with topic ideas and links to the National Curriculum. This will enable pre-school co-ordinators and supervisors to provide Road Safety Education throughout the year. Pre-school groups and nurseries will also have a list of road safety resources available on loan to them from Torbay Road Safety.

Responsibility

- Road Safety Officer

Timescale

- Each academic year

Performance Indicators

- Annual review of resources available
- Under 16's KSI

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

Objectives

- To provide each child with road safety education and information
- Raise awareness of safer journeys to school programme

Action

- Road Safety information packs are provided for all children starting school and include the latest government publications, for example: - Highway Code for Young Road Users.
- Key Stage 1 Activity Workbook. Staying Alive poster, and Be Safe Be Seen information on reflective and fluorescent materials
- All schools in Torbay receive a letter from the Road Safety Officer inviting them to take part in the National and International Walk to School weeks in May and October of each year
- All Schools will be provided with a list of road safety teaching resources available from Torbay Road Safety for loan to schools
- Safer Routes to School
- Monitor travel plans

Responsibility

- Road Safety Officer

Timescale

- Annually

Performance Indicators

- The analysis of data collected and modal shifts monitored
- Evaluation of Road Safety Teaching resources
- Under 16 KSI's
- School travel plan updates

TARGET GROUP
Key Stage 2 Children Age 8 to 11 Years

Objectives

- To promote safer journeys to school
- To provide access to Bikeability training
- To promote the correct use of safety clothing
- To provide training in road safety hazard awareness
- To provide road safety lifeskills to every child in year 6
- To provide the schools the opportunity to have Junior Road Safety Officers.

Action

- To raise awareness of safer journeys to school programme
- To provide children with hazard awareness skills through child pedestrian training
- Bikeability Training
- Encourage Participation in DfT Campaigns
- All schools in Torbay will be invited to take part in National and International Walk to School weeks in May and October each year
- All schools will be provided with a list of teaching resources available from Torbay Road Safety for loan to schools
- Monitor school travel plans

Responsibility

- Road Safety Officer

Timescale

- Annually

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

Objectives

- To promote safer journeys to school programme
- Encourage sustainable transport
- 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

- Raise awareness of school travel plans
- Encourage schools to ask for road safety education materials
- To provide each child starting secondary school with a road safety information pack on key road safety issues
- To provide each secondary school with a list of current teaching materials available from the Road Safety Office for loan to schools

Responsibility

- Road Safety Officer

Timescale

- Annually/ongoing

Performance Indicators

- Data collection and analysis of modal shift
- school travel plans
- Evaluation of current road safety teaching materials

TARGET GROUP
Young Driver / Rider

Objectives

- To improve safety and to raise awareness of young drivers and driver education
- To promote young driver education programmes Learn 2 Live
- To promote speed and casualty reduction programmes

Action

- Introduce pre-driver education in all schools
- Participation in DfT awareness campaigns
- To provide advanced driving instructors with resources available for loan

Responsibility

- Road Safety Officer
- Advanced driving instructors
- Police

Timescale

- Annually

Performance Indicators

- National Performance indicator for KSI's and slights

TARGET GROUP
Older drivers

Objectives

- To improve knowledge, skills and safety awareness older drivers

Action

- Provide annual Driving safer for longer awareness day
- Provide information and education for older drivers
- To promote public awareness of medical fitness to drive

Responsibility

- Road Safety Officer

Timescale

- Annually and ongoing

Performance Indicators

- Review and ensure public awareness maintained and current DfT literature available
- Review of crash/collision statistics

TARGET GROUP
All Drivers

Objectives

- To raise awareness of Road Safety and Driving

Action

- Support DfT Road Safety Campaigns
- Seat Belt/Child restraints, driver fatigue, mobile phones

Responsibility

- Road Safety Officer
- Police

Timescale

- On Going

Performance Indicators

- Media coverage on local issues
- Provide Drivers with information /access to Driver Training

TARGET GROUP
Motorcyclists

Objectives

- Increase awareness of motorcyclists
- Provide information on motorcyclist training
- To promote Bike Safe/Max Rider Education programmes/initiatives

Action

- Work in partnership with motorcycle retailers
- To make sure Road Safety information is easily available to motorcyclists and motorcycle retailers
- To attend Paignton Bike Night and provide motorcyclists with access to motorcycle education and training
- To promote Bike Safe in partnership with Devon and Cornwall Constabulary
- Provide education at key stage 3 and 4 in all secondary schools in Torbay in partnership with local motorcycle dealers and other relevant partners.
- Monitor data specific to motorcyclists

Responsibility

- Road Safety Officer

Timescale

- Ongoing

TARGET GROUP
Cyclists

Objectives

- Increase awareness of cyclists
- Provide cycle training information to all cyclists
- To promote Torbay's cycling strategy
- Promote Bikeability to all primary schools in Torbay.

Action

- To work with schools, Police and private sector to raise the profile benefits and opportunities for cyclists
- Encourage cyclists to obey the highway code
- Promote the use of cycle helmets
- Provide all schools with information on Bikeability training together with cycle good practice resources
- Run joint programmes with Police to encourage good practice and awareness of both cyclists and car drivers

Responsibility

- Road Safety Officer
- Bikeability Officer

Timescale

- Ongoing

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
- Child Pedestrian Training
- Work with language schools to increase awareness

Responsibility

- Road Safety Officer
- Police

Timescale

- Ongoing

Performance Indicators

- Pedestrian casualty targets

TARGET GROUP
Special Needs Children and Adults

Objectives

- Particular attention will be made to providing special needs persons with the materials and teaching resources required to encourage road safety training and education. The special needs of persons requiring road safety training and education will be taken into consideration and the appropriate resources provided. This will include special educational needs for persons with physical and mental difficulties, and will often include help from other professional organisations and agencies. Many Road Safety resources can already be produced in Rebus or Makaton by contacting the Road Safety Officer directly
- To provide all persons with special needs road safety education
- Offer training and support for persons with special needs
- Work in partnership with the Police and other agencies
- Support special needs schools in the teaching of road safety

Action

- Provide all DfT information and literature to special needs groups
- To research appropriate resources for persons with special needs
- To encourage a closer working relationship with professional organisations and agencies working with special needs groups
- Offer Bikeability training where appropriate.

Responsibility

- Road Safety Officer
- Education Department
- Bikeability Officer

Timescale

- Each academic year
- On going

Performance Indicators

- Improved awareness for special needs persons

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.

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. HD19/03 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 HD19/03.

Adherence to HD19/03 is mandatory for trunk roads. RSAs are not mandatory on local roads, although the principles are commended to, and adopted by many local authorities. HD19/03 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 HD19/03 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 HD19/03 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 HD19/03, and the requirements for auditors training and experience are as set out in HD19/03.

Road Safety Audit - Grade B

Grade B schemes will adopt the principles of HD19/03. However, full compliance is not considered necessary due to the location, road type and/or scheme. Compliance to HD19/03 will be relaxed in the following ways:

- Training requirements of all team members – only one team member to be HD19/03 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 HD19/03.

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.

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 HD19/03 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 HD19/03 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 HD19/03 standards	HD19/03 approved	External	2+	Yes	1 – 4
B – RSA	RSA to the principles of HD19/03	One team member to be HD19/03 approved	External***	2+	Yes	1 – 3

Brixham * Paignton * Torquay

Safety Review	Safety Review based upon a scaled down audit	Road Safety Audit trained or HD19/03 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
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 HD19/03.

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

HD19/03 Road Safety Audit - Design Manual for Roads and Bridges: Volume 5, Section 2, Part 2

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 4 - Torbay Council Road Safety Team Campaigns

Campaign
Increased Recruitment of JRSO's by 50%
Learn 2 Live for my girlfriend Young Drivers
Speed
Older Drivers Week
Motorcycles
Child Car Seat Checks
Seatbelts and Mobile Phones
Driver Fatigue
Vehicle maintenance for long journeys
Summer Drink Drive
Junior Lifeskills
Tyre safety
Be Safe Be Seen Campaign
National Road Safety Week
Drink Drive Campaign

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

Red Light Safety Cameras

South Street/East Street	U	Red Light Camera	30	Seafont
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	Seafont
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.dcsafetycameras.org/cameraWatch>

Appendix 6 - Useful Contacts

Torbay Council Road Safety Officer

Tel. 01803 207677

Email Highways@torbay.gov.uk

Torbay Council Assistant Road Safety Officer

Tel 01803 207678

Email Highways@torbay.gov.uk

Senior Traffic Engineer

Tel 01803 207765

E mail Highways@torbay.gov.uk

Environmental Health

Tel 01803 208112

Email Environmental.Protection@torbay.gov.uk

Torbay Council Trading Standards Officer

Tel 01803 208030

Email Trading.Standards@torbay.gov.uk

Transport Planning Officer

Tel 01803 208821

Email Transportation@torbay.gov.uk

Police Road Casualty Reduction Officer

MPC David Carne

Tel 01803 841295

Email david.carne@devonandcornwallpnn.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 Agency

The Highway Agency 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

Peninsular 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 2011 - 2012	Torbay Council
Road Casualty Reduction Report 2010	Torbay Council
Peninsular Roads Safety Partnership (formerly Devon and Cornwall Safety Camera Partnership)	
The Government's Road Safety Strategy and Casualty Reduction Targets for 2010	

DRAFT

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
RSO	Road Safety Officer
RSP	Road Safety Plan
STP	School Travel Plan
RSGB	Road Safety Great Britain