

Policing's Road Safety Strategy for Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly: 2018-2021

1. Introduction

- 1.1. This strategy and action plan supports the Police and Crime Commissioner's and Chief Constable's shared vision for '**Safe, Resilient and Connected Communities**', connecting communities and policing together, in order to deliver our local policing promise to ensure that policing is **Accessible, Responsive, Informative and Supportive**.
- 1.2. It has been developed in order to ensure there is a spirit of shared responsibility between all aspects of policing on road safety. It is based on a proactive partnership problem solving approach and recognises that road safety is a cross cutting issue. Action within policing to support safe road use requires action to be taken across all aspects of policing and forms part of the neighbourhood policing offer, whilst recognising the critical role of specialists such as Roads Policing teams.
- 1.3. It also takes into account the latest national approach to road safety, '**Safe System**', which will enable the Devon and Cornwall Police approach to neatly fit with that of our key partners and communities.
- 1.4. The **Safe System** approach has a long-term goal for a road traffic system which is eventually free from death and serious injury. It would be unrealistic to achieve this within the timescales of our strategy, however we aspire to reduce avoidable fatal and serious injury collisions as a step toward this ultimate goal.
- 1.5. Although this strategy and action plan relates to Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly, the opportunities presented through wider collaboration and the current alliance between ourselves and Dorset will be taken into account wherever possible in its implementation.

2. Vision

'For Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly to have the safest roads systems in the U.K., where people and communities have confidence in our ability to keep them safe.'

3. Strategic Objectives

- 3.1 To deliver this vision we will **work together and in partnership** to drive changes in order to:-
 - Prevent killed and serious injury (KSI) collisions on our roads.
 - Improve public confidence in the safety of our road network.
 - Provide effective and efficient post collision investigation.
 - Ensure high quality support for victims and families.
 - Reduce the economic impact of collisions on our roads.
 - Ensure a resilient and sustainable roads policing workforce.

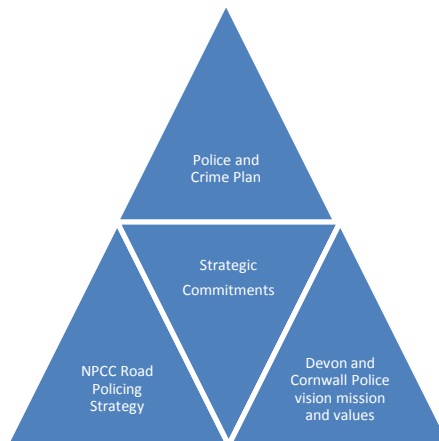
4. Principles

4.1 The delivery of these strategic aims are based on the following key principles:-

- We will work together as one team.
- We will collaborate with partners.
- We will partner with our communities to help build resilience (Connect to protect).
- We will be evidence led.

5. Our Strategic Context

5.1 This strategy supports the strategic commitments of the Police and Crime Commissioner and the Chief Constable for the people of Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly.



The Police and Crime Plan: Safe, resilient and connected communities

5.2 It is important that the police understand the nature of crime and community safety issues affecting the area and work effectively with partners to prevent and deter crime, protect the vulnerable and keep communities informed of the actions they are taking.

5.3 Road safety is a concern raised with the Police and Crime Commissioner regularly. Responses to complex road safety concerns are rarely straightforward and can sometimes require further analysis or longer-term solutions. It is important communities feel confident that their concerns have been heard and are clear about the actions that are being taken to address them.

Devon and Cornwall Police Mission and Values

5.4 This Strategy supports the guiding principles of Devon and Cornwall Police as set out in the Mission and Values

5.5 Our Force Mission

- Detect and prevent harm; protect the vulnerable and reduce harm.

- Act in accordance with the national Code of Ethics and force standards of behaviour.
- Sustainable, resilient and high quality services to the public.
- Work as one team to safeguard communities and neighbourhoods.

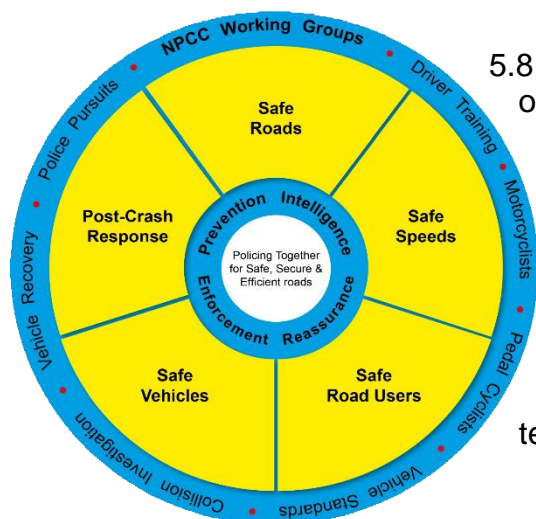
5.6 Our Police values

Our behaviour and ethics underpin everything we do and the service we provide:

- **Fairness and Respect**
To provide our services with impartiality, civility and understanding
- **Integrity**
To act with a higher standard of trust and integrity than is generally expected of society because so much is expected of us
- **Courage**
To have the courage to do what is right rather than what is easy
- **Professionalism**
To know our business and deliver on promises made, meeting or exceeding expectations whenever possible

NPCC Roads Policing Strategy

5.7 This Devon and Cornwall Roads Policing Strategy also supports the National Police Chiefs Council 3 -year roads policing strategy. The NPCC strategy aligns to the principles of Safe System by addressing all elements of the road transport system together and finding synergies for trauma reduction, safer road and vehicle design, speed limits and compliance with road law.



5.8 The ‘fatal 5’ offences are prioritised and objectives for policing are organised under each of the following strands: Safe Roads; Safe Speeds; Safe Vehicles; Safe Road Users and an additional 5th strand of Post- Crash Response.

5.9 The associated action plan sets out ambition grouped under the themes of communication, enforcement, intelligence and technology

National Context

5.10 Road safety is an issue that Police and Crime Commissioners and Chief Constables across England and Wales are increasingly concerned about. There is an acceptance that roads policing resources and enforcement activity of road law has decreased too far in recent years and this needs to be turned around.

5.11 The APCC and NPCC will work with partners to call for changes to the law where this will lead to improvements to road safety, to reduce the number of people killed or seriously injured and provide better support for victims of road collisions.

5.12 The Government has renewed its ambition for road safety by developing a new road safety statement and associated action plan due for publication in late 2018. The Government has signalled its intention to prioritise its action plan upon four user groups it has identified as being of a higher risk these are: young people, rural road users, motorcyclists and older vulnerable drivers.

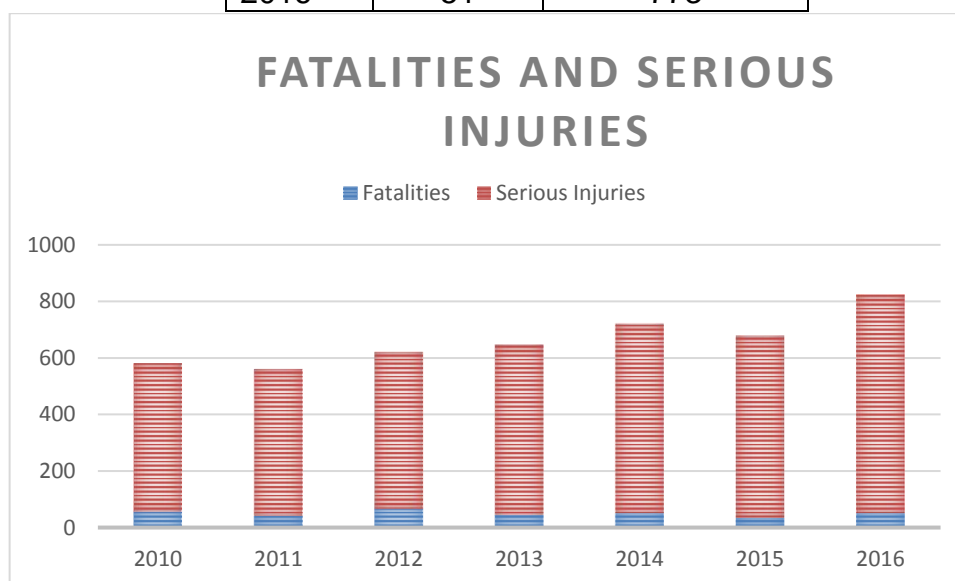
5.13 These priority groups are all heavily represented in Devon, Cornwall and the Isles of Scilly and the will help steer local policing activity and campaigns in association with the NPCC roads policing calendar of campaigns.

6. Understanding our issues

6.1 94% of all collisions are caused by human error with 6% caused by unavoidable issues.¹

6.2 There has been an upward trend in the number of KSI collisions since 2010.²

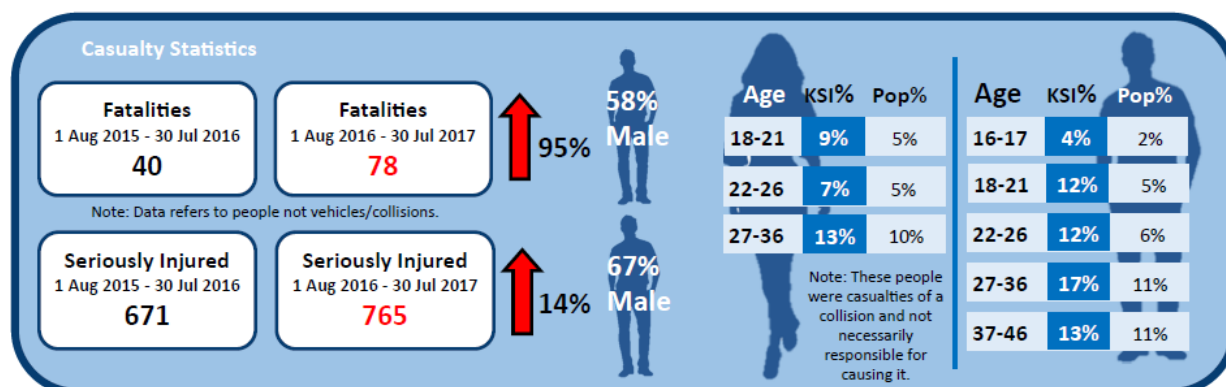
	Fatalities	Serious injuries
2010	57	525
2011	43	518
2012	67	554
2013	46	601
2014	52	669
2015	36	643
2016	51	773



¹ Derived from analysis based on contributory factors report for road accidents (RAS50), Dept for Transport published September 2015.

² Data source Devon and Cornwall Police.

6.3 Between the 1st of August 2015 and the 31st July 2017 there was a significant rise in the number of people who were casualties of a KSI collision as the following diagram describes.³



6.4 Devon and Cornwall has an extensive road network of 22000km which is predominantly rural in nature although there are some significant arterial routes through the peninsula and a number of high risk routes with a disproportionately high number of killed and serious injury collisions.

6.5 The nature of our geography and the rurality factor makes independent travel a significant requirement for much of our population.

6.6 Although the majority of all collisions occur in urban areas, 59% of all fatalities occur on country roads and the number of people killed on country roads is nearly 10 times higher than on motorways.⁴

6.7 Seasonality is also a significant factor as the population increases exponentially during school holidays and weekends as more U.K. residents opt to take holidays at home rather than travel abroad. Devon and Cornwall is the top holiday destination for many and brings with it an increase in volumes of traffic on our roads, many of whom may be inexperienced in driving in highly rural areas.

Understanding our challenges – who is at greatest risk?

6.8 There are seven priority user groups who are at highest risk of being killed or seriously injured:-

- Motorcyclists
- Cyclists
- Rural road users
- Younger drivers
- Pedestrians
- Older drivers
- Business drivers

³ Devon and Cornwall Police Force Management Statement published July 2018.

⁴ Dept for Transport THINK data 2018 concerning country roads.

6.9 The first 5 of these groups are continually overrepresented in road casualty statistics, while there is data locally to confirm that the safety of older road users and business/work drivers is a concern.⁵

Understanding our challenges – identifying risky behaviour.

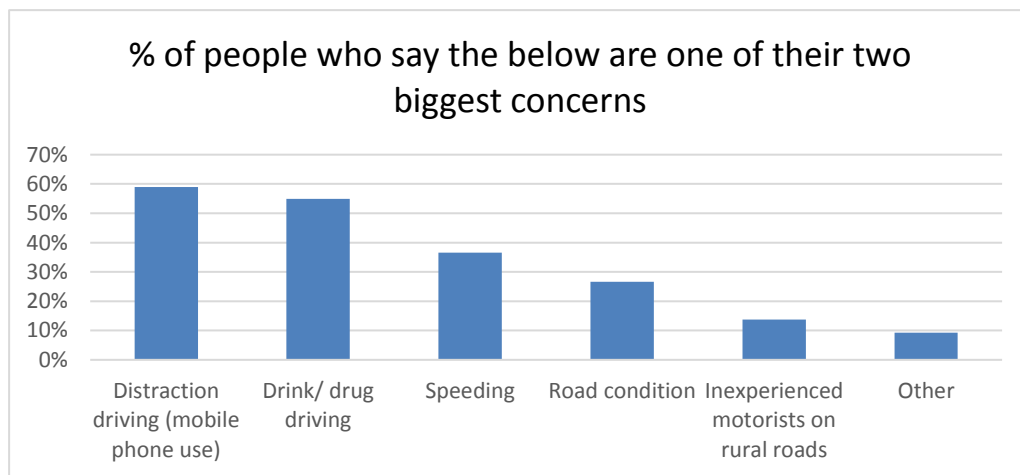
6.10 The five highest causation factors which result in death or serious injury are known as the ‘Fatal Five’⁶, they are:-

- Inappropriate or excessive speed
- Not wearing a seat belt
- Driver distractions including mobile devices such as phones, ‘sat navs’ and tablets
- Driving under the influence of drink or drugs
- Careless and inconsiderate driving

Tackling these behaviours and attitudes to risk will be at the core of our approach.

Understanding our challenges – community concerns.

6.11 The following chart shows the results of the 2018 summer survey conducted by the Office of the Police and Crime Commissioner for Devon and Cornwall. 4045 people were asked to indicate their top two road safety concerns. The results clearly indicate two of the ‘fatal five’ as being the biggest concern, driver distraction and driving under the influence of drink or drugs.



6.12 Other factors:

Over 11million people visit Devon and Cornwall throughout the summer months and more and more people are choosing to stay at home. Given our geographical location in the U.K. many people who travel for holidays will have driven for long distances this factor brings with it problems of fatigue and the need to rest.

⁵ Minister for Transport Road Safety statement June 2018.

⁶ Many national organisations use the fatal 4 and do not include careless and inconsiderate driving.

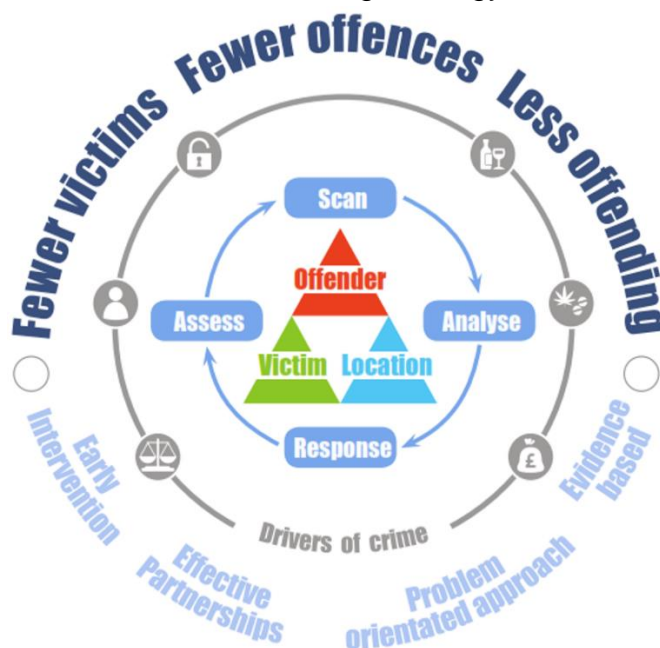
6.13 Devon and Cornwall is also a favourite location for retirement with a number of areas with high levels of older people who are living longer and driving longer. Being medically fit to drive is also a factor in the wider picture of high risk groups.

6.14 People who break the rules of the road, such as driving without tax, insurance or a driving licence, are likely to be the same people who are involved in other criminal activity, with links to serious and organised crime and other criminality (County Lines).⁷ There is also evidence to support that these same people are at a higher risk of being involved in a collision.

7. Our approach

7.1 In delivering this strategy we will take a problem orientated approach in line with the Devon and Cornwall Police Prevention and Problem Solving Strategy.

7.2 We need to be constantly looking ahead at the emerging threats to our communities, seeking opportunities to use early intervention to prevent problems developing. We will do this by investing in technology (automating where possible), and in bespoke analytic products to drive action that will be timely and cost effective in achieving sustainable outcomes.



7.3 We will continue to embed the principles of the 4Ps (Prepare, Prevent, Protect and Pursue) into our model of policing, and use the SARA problem solving model (Scan, Analyse, Respond, Assess), and the PAT (Problem Analysis Triangle) as tools and ways of working to deliver effective and evidenced-based problem solving.

7.4 We will also develop recording methods that capture problem solving plans and enable the effective evaluation and sharing of learning.

7.3 A crucial element of this partnership problem solving approach includes the regular sharing by the Police with partners the learning from investigations of all fatal and serious injury collisions.

7.4 In line with the latest National Police Chiefs Council road safety strategy and those of our key partners we will also adopt the Safe System approach to tackling the

⁷ Devon and Cornwall Police Force Management Statement 2018 and Northumbria Police Operation Dragoon.

safety needs of all road users, combining this with our partnership problem solving approach.

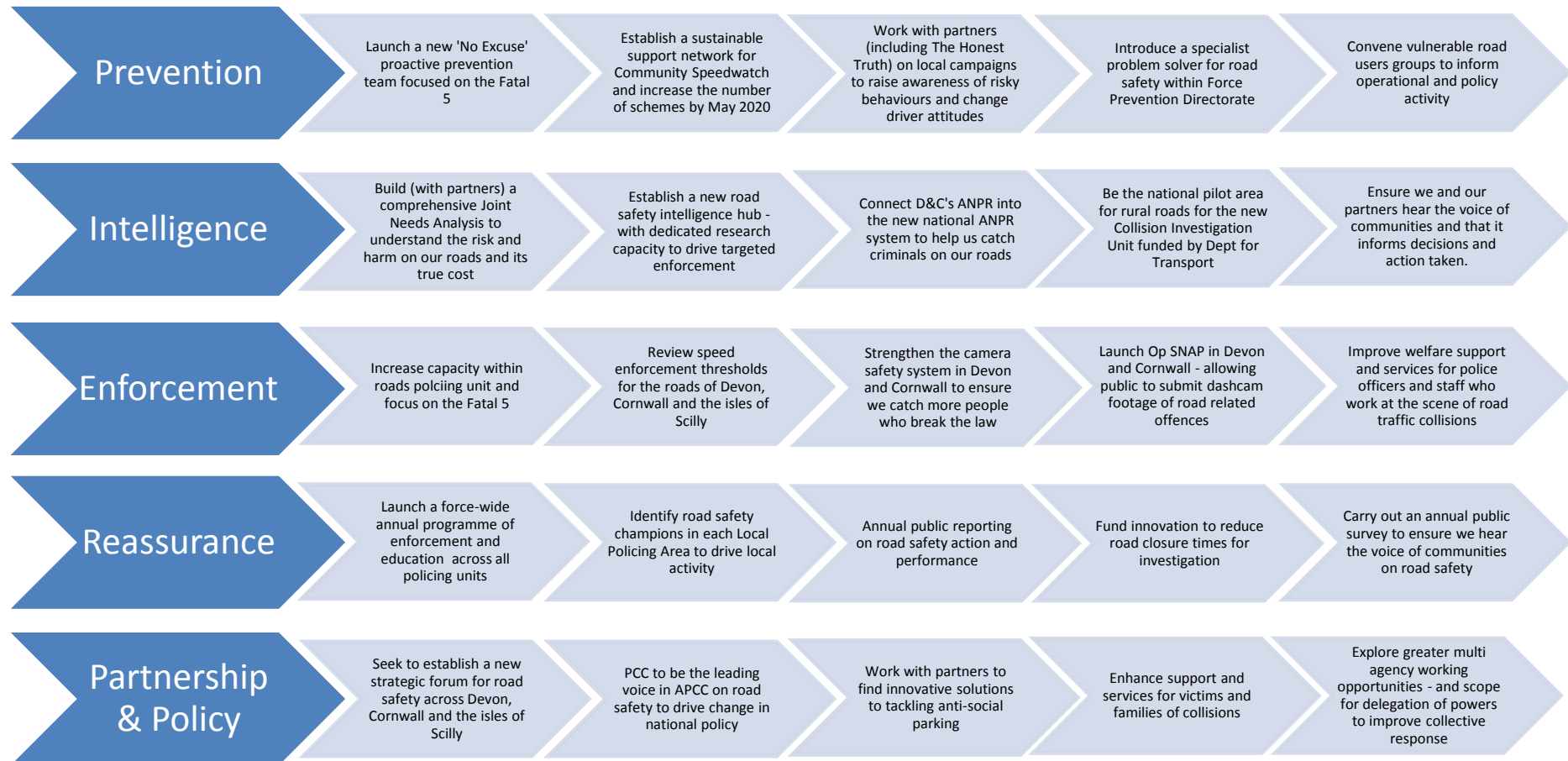
- 7.5 Safe System is a multi-disciplinary and multi sectoral approach with a shared responsibility by everyone including all agencies and organisations responsible for road traffic system planning, design, operation and use.
- 7.6 This approach provides the framework for all key agencies to assess strengths and weaknesses of current approaches and identify next steps.⁸
- 7.7 This Devon and Cornwall strategy represents a key component of a wider peninsula partnership approach and sets out the unique Police contribution which falls under four broad headings. Prevention, Intelligence, Enforcement and Reassurance (PIER).
- 7.8 A more detailed description of Safe System methodology and the police contribution under each of the five pillars of action within this approach is at Appendix A.
- 7.9 Visible enforcement as well as the use of camera technology has been identified as critical in putting into effect driver education schemes to address poor driving behaviour and providing a powerful deterrent for poor driving behaviour.
- 7.10 Various studies have also shown that increased police visibility including publically stopping drivers leads to a decrease in violations in particular for speeding; it serves as a deterrent and prevents others from committing driving offences.⁹
- 7.11 Increasing our visible presence based on intelligence and maximising opportunities to enforce poor driving behaviour will therefore be central to our approach.
- 7.12 Given the evidence that 94% of all collisions are based on human error, we will ensure that initiatives aimed at changing behaviour and attitudes to risk (the fatal 5) are embedded within our approach as these can have a significant impact on the numbers of people being killed or seriously injured. This would include initiatives which promote respect between different road user groups.

⁸ Parliamentary Advisory Council for Transport Safety definition.

⁹ A Guide for Policy Makers: On Reducing Road Fatalities. Price Waterhouse Cooper and Loughborough University 2017.

Key actions and activities to deliver our strategy

A detailed delivery plan has been developed to support this strategy at the operational level. Key actions within that plan include:



8. How will we measure our performance?

- 8.1 In its 2015 road safety statement the Government supported local decision making rather than imposing centralised national targets and as a result there are currently no national targets to reduce killed or serious injury collisions.
- 8.2 One of the most important indicators in road safety is the number of people killed or seriously injured on our roads and since 2015 we have seen a year on year increase in the number of KSI collisions in Devon and Cornwall.
- 8.3 As a step toward achieving our vision we advocate the re-introduction locally of milestone reduction targets toward the achievement of this vision in collaboration with our key partners, in particular Devon, Cornwall, Torbay and Plymouth Local Authorities who hold the statutory responsibility for road safety.
- 8.4 We will also benchmark our KSI performance against all force areas in the U.K. based on Department for Transport Stats 19 data.
- 8.5 To better understand levels of public confidence in the safety of our road network we intend to develop an annual public satisfaction survey which will enable us to produce a baseline figure from which to work from.
- 8.6 We will also consider the impact in partnership of the KPI's for the Safe Systems approach currently under development by the U.K. Parliamentary Advisory Council for Transport Safety due for publication in September 2018.

9. Implementing the strategy

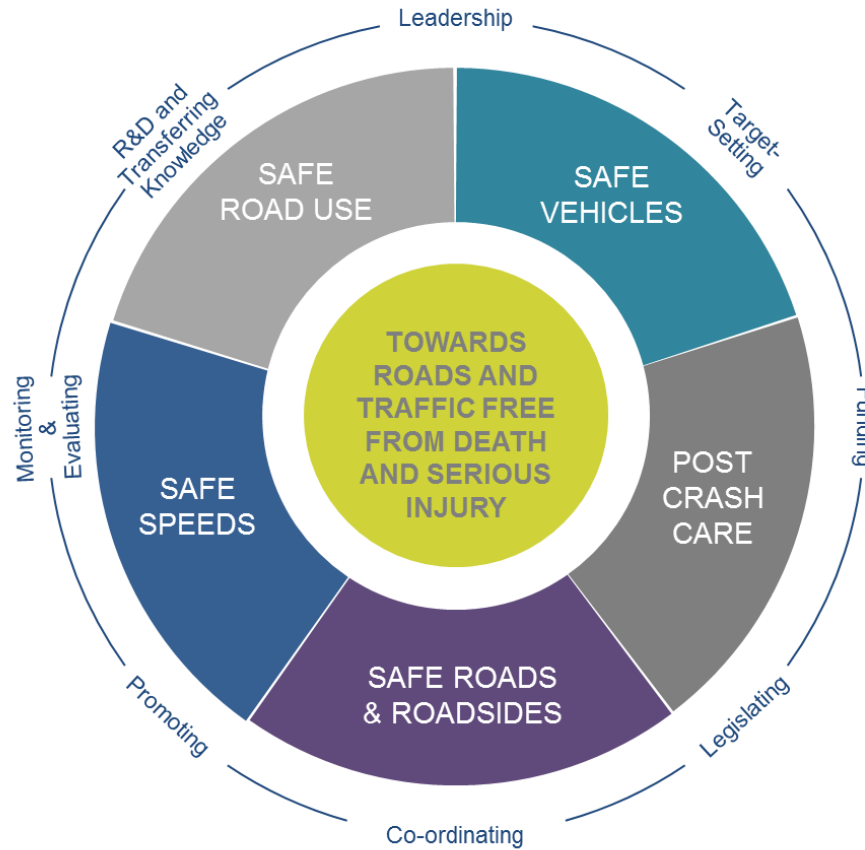
- 9.1 This strategy will be supported by a delivery plan which sets out projects, initiatives and actions we will implement in order to address each of our strategic objectives.
- 9.2 This delivery plan has been developed taking into account:-
- Current ongoing Force initiatives and those within the alliance with Dorset.
 - National and local developments in road safety and roads policing.
 - Feedback following a force wide workshop which included a number of key partners.
- 9.3 The Senior Responsible Officer (SRO) for this strategy will be Assistant Chief Constable Local Policing and Connectivity.
- 9.4 This Force Business Board (Monthly) will hold corporate responsibility for this strategy and delivery plan and will establish a sub group to ensure its timely implementation.
- 9.5 This sub group will be chaired by Supt Alliance Specialist Operations supported by all BCU and Departmental Commanders and Heads of Departments.

10. Links and interdependencies

- 10.1 This strategy and action plan has been developed taking into account:-

- The Devon and Cornwall and Isles of Scilly Police and Crime Plan 2017-2020.
- Devon and Cornwall and Dorset Police Problem Solving and Prevention Strategy 2017 – 2020.
- The National Police Chiefs Council Roads Policing Strategy 2018-2021
- The Department for Transport British Road Safety Statement 2015.
- Department for Transport Statement to Parliament June 2018
- Highways England Strategy 2015-2020.
- Road safety, transport and community safety strategies for New Devon, Torbay, Plymouth, Cornwall and the Isles of Scilly.
- Dorset Road Safety Strategy 2017-2020
- Parliamentary Advisory Council for Transport Safety model for Safe System.

THE SAFE SYSTEM APPROACH¹⁰



What is Safe System methodology?

¹⁰ Based on the Safe System definition used by the UK Parliamentary Advisory Council for Transport Safety.

Safe systems is an approach to road safety management, based on the principle that our life and health should not be compromised by our need to travel. No level of death or serious injury is acceptable in our road transport network.

Safe systems is designed with the human being at its centre, taking human fallibility and vulnerability into account, and accepting that even the most conscientious person will make a mistake at some point. The goal of safe systems is to ensure that these mistakes do not lead to a collision; or, if a collision does occur, it is sufficiently controlled to not cause a death or a life-changing injury.

Responsibility for the system is shared by everyone. Policy makers, planners, engineers, vehicle manufacturers, fleet managers, enforcement officers, road safety educators, health agencies and the media are accountable for the system's safety; while every road user, whether they drive, cycle or walk, is responsible for complying with the system's rules.

A safe systems approach also aligns road safety management with broader ethical, social, economic and environmental goals. By creating partnerships where government or transport agencies work closely with other groups, safe systems tackles other problems associated with road traffic, such as congestion, noise, air pollution and lack of physical exercise.

Given the complex multi-agency and multi-sectoral context of safe system methodology, it requires careful leadership by top management of organisations to bring together the unique contribution of each agency.

Safe System has five pillars of action:

- Safe Roads
- Safe Speeds
- Safe Vehicles
- Safe Road Users
- Post Collision Response

Police Contribution to the 5 Pillars of Safe Systems

Safe Roads	Safe Speeds	Safe Vehicles	Safe Road Users	Post Collision Response
<ul style="list-style-type: none"> • Specialist contribution to the design of road and road features. • Provision of valuable data and information relating to faults or problems. • Provision of high visibility patrols on high risk routes or hotspots. • Assist partners with road safety audits. • Detect and disrupt criminals through ANPR. • Provision of quality data to partners through accurate collision recording by first responders. 	<ul style="list-style-type: none"> • Intelligence led enforcement and deterrence through high visibility patrols. • Deployment of safety cameras. • Connectivity with communities in particular speed watch. • Diversion into education schemes such as speed awareness. • Use media and marketing to promote awareness of speeding and links to KSI's. 	<ul style="list-style-type: none"> • Utilise police powers to remove un-roadworthy or uninsured vehicles. • Undertake joint intelligence led operations aimed at certain vehicle types. • Enforce construction and use and other road traffic legislation. • Promote safe vehicle technology. 	<ul style="list-style-type: none"> • Engage with high risk groups to help reduce factors leading to collisions. • Enforce specific behaviour linked to collisions such as speed, impaired driving through drink or drugs, seat belts, driver distraction and careless and inconsiderate driving, known as the 'Fatal 5.' • Signpost road users into road safety schemes. • Promote schemes which enhance safety such as 'Close Pass' and 'Honest Truth.' • Reassure through local media and connectivity with communities. • Educate and inform high risk groups. • Utilise technology such as ANPR and drones to target persistent offenders. • Provide 'fitness to drive' reports to DVLA. 	<ul style="list-style-type: none"> • Provide effective and efficient response to collisions. • Report and investigate effectively, and within agreed timeframes. • Provide support for families and victims. • Provide specialist collision investigation.
Effective Partnerships				