



Devon and Cornwall Police and Crime Panel
7th February 2020
Report of the Police and Crime Commissioner

DELIVERY OF THE ROAD SAFETY STRATEGY AND NATIONAL UPDATE

1. Introduction

- 1.1 This report sets out the broad range of work the Police and Crime Commissioner and Devon and Cornwall Police are conducting to improve road safety. This covers work by both the OPCC and Force.
- 1.2 The Commissioner is also the national lead for road safety for the Association of Police and Crime Commissioners. This report covers a number of the national initiatives that are being taken forward in this context.

2. Background Information

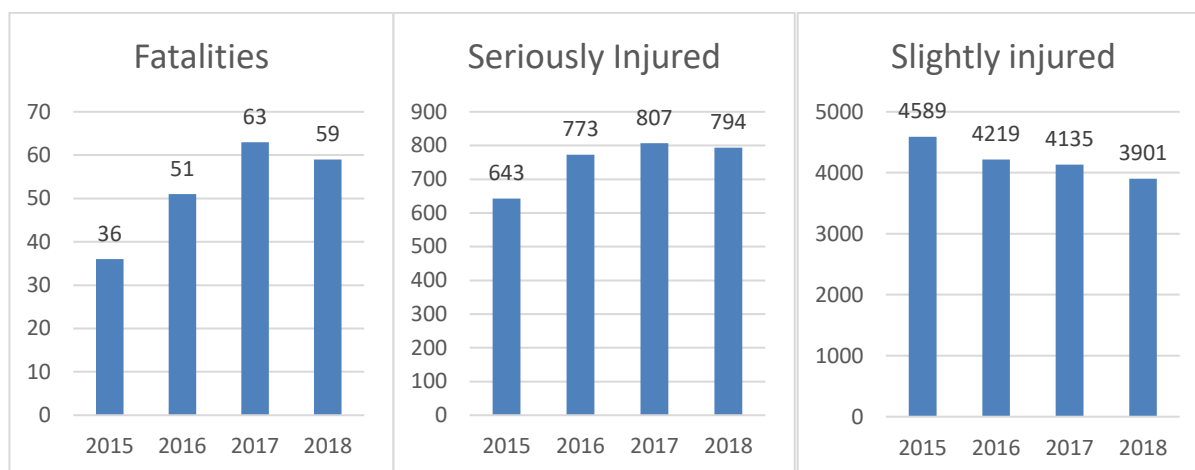
- 2.1 Road safety is of key importance to the Commissioner. In 2017, Department of Transport figures show that 1,793 people died on the roads of the Great Britain. In addition, there were 24,831 people seriously injured. In 2018 the national fatality level was 1,784. In Devon and Cornwall the figures for 2018 are 59 fatalities, 853 people seriously injured with over 4,000 casualties.
- 2.2 These figures set the backdrop to a renewed focus on road safety by Devon and Cornwall Police with the support of the Commissioner, agreeing a new Road Safety Strategy in September 2018. The Strategy was developed in consultation with partners and was presented to the Police and Crime Panel in October 2018 prior to its publication. The strategy set out a new, whole force, commitment to road safety – in full recognition of the concerning increase in the number of people killed or seriously injured each year. [https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/PCP_Roads%20Policing%20Strategy_Oct%202018\(v.2\).pdf](https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/PCP_Roads%20Policing%20Strategy_Oct%202018(v.2).pdf)
- 2.3 The strategy and associated action plan identify a range of activities and actions which are being progressed by the Force and the OPCC, collaboratively and with partners. To support delivery of an enhanced response to road safety there has been significant investment in roads policing in 2018, through the introduction of 28 additional police officers across a variety of roles, including the establishment of a No Excuse proactive team.
- 2.4 The Commissioner is the national lead for road safety and engages nationally with policy makers and stakeholders on behalf of the Association of Police and Crime Commissioners. In carrying out this role the Commissioner works closely with the National Police Chiefs Council (NPCC) lead Chief Constable Anthony Bangham and Department for Transport colleagues.

3 Delivery of the Road Safety Strategy 2018-2021

- 3.1 The Road Safety Strategy centres activity in the areas of prevention, intelligence, enforcement, reassurance, partnership and policy. A Roads Policing Group chaired by the Alliance Operations Superintendent coordinates implementation of the strategy and delivery plans across Devon and Cornwall.

Performance data

- 3.2 The national data for 2018 was published by the Department for Transport in summer 2019 and shows a reduction in all three categories, although that reduction is slight in the areas of fatalities and serious injury. Official statistics for 2019 are not expected to be published by the DfT until September 2020.



Update on operational policing activity

- 3.3 In 2018 a series of investment decisions were taken within Devon and Cornwall Police regarding roads policing resources, including:
- No Excuse Team of 1 x sergeant and 6 x constables plus a researcher
 - Enhanced network of Road Casualty Reduction Officers (1 for each Basic Command Unit plus one for the Highways England strategic road network)
 - Investment of additional roads policing officers
 - Additional inspector post in serious collisions
 - Launch of Op Dragoon across Devon and Cornwall
- 3.4 *No Excuse Team:* The No Excuse Teams have been operating since the autumn of 2018, based out of Bodmin and Exeter. These dedicated road safety teams focus activity towards the so-called Fatal 5 offences (excess speed, distraction driving, drink/drug driving, not wearing a seatbelt and careless driving). The Teams are working collaboratively with partners, including the Peninsula Safety Camera Safety Partnership.
- 3.5 The table below summarises the enforcement activity of the No Excuse Team from 1st January to 31st December 2019.

Traffic offence reports issued	1835	Drivers reported at roadside (not issued with TORs)	136
Arrests	164	DVLA submissions for no tax	280
Vehicles seized	621 <i>481 no insurance</i> <i>79 no licence</i> <i>61 other, incl stolen</i>		
Breath tests conducted	840	Positive breath tests	35
Drug wipes used	167	Positive drug wipes	76

- 3.6 *Enhanced operations (national and local campaigns)*: In line with the Road Safety Strategy commitment, the Force have been carrying out a number of dedicated operations including engagement in joint operations with the Peninsula Safety Camera Safety Partnership and other partners such as Driver and Vehicle Standards Agency, participation in NPCC Tier 1 campaigns and intensification weeks.
- 3.7 *Operation Allied Wolf (August 2019)*: Operation Allied Wolf ran in Cornwall around the A30 and A38. The scale of the operation was reduced following the cancellation of Boardmasters but still saw a significant volume of activity, including:
- 425 camera activations for excess speed (highest speed 107 mph).
 - 9 Mobile phone use
 - 21 No insurance
 - 2 No driving licence
 - 5 Excess speed
 - 4 Not in proper control
 - 7 No seatbelt
 - 14 No MOT
 - 19 No Vehicle Excise Licence (and a further 18 clamped or seized by DVSA)
- 3.8 *NPCC Tier 1 campaigns*: The National Police Chiefs Council (NPCC) operate a calendar of road safety campaigns during the course of the year. Each police force is invited to participate in the Tier 1 campaigns and provide data returns to the NPCC for collation into a performance report. These campaigns follow a pattern of a week or so of awareness raising followed by a period of several days of enforcement.
- 3.9 Devon and Cornwall Police participated in the following Tier 1 campaigns in the final quarter of 2019.
- October – tyre safety month
 - November – No insurance and using a mobile phone whilst driving
 - December – Alcohol and drugs. Special Constables including Traffic Special Constables ran four operations throughout the Force targeting drink and drug driving during the Christmas/ New Year period.
- 3.10 *Op Snap*: Op Snap launched in Devon and Cornwall in July 2019. The facility allows the public to upload dash cam footage of alleged poor driving to the police website. The web link is here: <https://www.devon-cornwall.police.uk/opsnap> . The footage is then reviewed with a decision taken on whether further action is to be taken against the driver.
- 3.11 Op Snap has been operating in a number of police force areas across the country for some time and is an issue that has been raised by the Police and Crime Panel on several

occasions. Road users, particularly the most vulnerable such as cyclists and horse riders, have been calling for the introduction of this system for some time.

- 3.12 Implementation in Devon and Cornwall has been supported through seed funding provided by the Department for Transport (DfT) which was distributed on behalf of DfT by the Commissioner in her role as APCC road safety lead. An application process was carried out across England and Wales which saw 12 eligible forces receive financial support, including Devon and Cornwall.
- 3.13 Op Snap started receiving submissions from the public on 15th July 2019. Submissions have been of a reasonable volume as awareness of the facility grows. Police forces in Wales, who have been operating Op Snap for longer than in England, report seeing a drop in submissions during the winter months.
- 3.14 Submissions to Op Snap in Devon and Cornwall for the period 15th July to 31st December 2019 have resulted in 62 NDORS courses attended, 60 warning letters were issued and 19 cases prepared for court.
- 3.15 *Rural Affairs Team:* The Rural Affairs Team (supported by the Rural Engagement Specials) are continuing to carry out a number of activities to improve rural road safety, working in collaboration with wider Force colleagues and partners including the PRSP. This activity has included:
- Working with the Dartmoor and Bodmin Rural Crime Partnerships to develop an initiative on tackling livestock RTCs
 - Social media awareness campaigns around tourism, safe speeds, off road biking and mud on roads
 - Development of Operation Close Pass in conjunction with the British Horse Society, widening this initiative that has previously focused on cyclists to other vulnerable road users
 - Development of joint operations with No Excuses on road-worthiness, transport of waste, illegal off-roading and other offences.
- 3.16 *Community Speedwatch:* The OPCC has worked closely with the Force to support the improvement of Community Speedwatch (CSW) arrangements which was one of the key commitments set out in the Road Safety Strategy 2018-2021. The action plan identified two distinct phases of work: stabilisation of the CSW initiative; and future development, growth and enhancement. This work followed a review carried out on behalf of the OPCC and the Force.
- 3.17 A Community Speedwatch Development Group chaired by Superintendent Ian Drummond Smith has been meeting on a monthly basis since March 2019 to co-ordinate activity. Notable progress has been made in a number of areas. The ownership of CSW has transferred formally to Alliance Roads Policing Team under the leadership of the Alliance Roads Policing Chief Inspector. The OPCC has supported CSW through the funding of a part time administrator to support the Scheme Co-ordinator. The long term requirements for administrative support post CSW Online is being scoped by the Alliance Roads Policing Team.
- 3.18 Efforts to improve engagement with CSW schemes continues. Lead Coordinators have been written to explaining the new arrangements and investment being made by the Commissioner and the Chief Constable. While responses have been largely positive there is recognition that there must be a continued focus to deliver results and build volunteer confidence in the scheme. To aid this, each scheme now has a confirmed local 'buddy' – in most cases a PCSO, and each BCU has established a lead at superintendent

level for Road Safety to include CSW. All training and site review backlogs have been addressed and new sites and schemes are now being accepted.

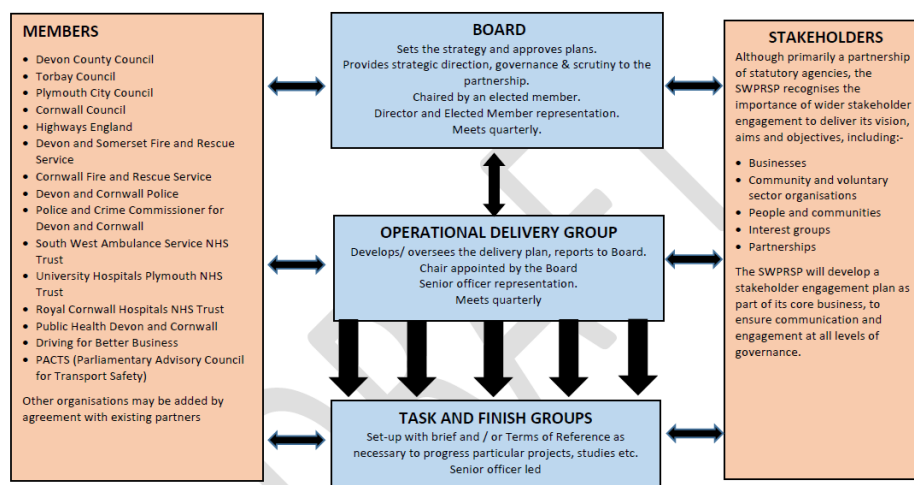
- 3.19 There are currently over 100 CSW schemes operating across Devon and Cornwall with communities invited to establish new schemes where there is local support. The Commissioner is aware that some volunteers are finding it difficult to get new schemes up and running; the police have established a new escalation mechanism to the policy owner – the Head of Roads Policing - to resolve issues and get schemes operating.
- 3.20 *Community Speedwatch Online:* Community Speedwatch Online (CSW Online) is a cloud-based portal developed by a group of CSW volunteers in Sussex. The portal which is in use in a number of other forces is volunteer led and provides a mechanism whereby volunteers can request new schemes, manage existing schemes, input results from CSW sessions, book equipment and bring in new volunteers. A pilot of the CSW Online portal was carried out between April and July 2019 which involved 9 CSW schemes from across Devon and Cornwall. The pilot was informed by data collection and surveying data from the participants. The overall response to the pilot has been positive from participants in October 2019 the CSW Development Group considered the results of the pilot and endorsed the decision to progress with the purchase of CSW Online for Devon and Cornwall.
- 3.21 The OPCC has been finalising arrangements for the roll-out of the system across all CSW schemes by mid-April 2020. This new approach has been funded through the Commissioner's CSW infrastructure funding set out in the PCC's Commissioning Intentions Plan for 2019/20.
- 3.22 *The Honest Truth:* The Honest Truth charity founded in south Devon following the death of several young people in a road traffic collision in the area. The founding members of the charity included emergency services and local authorities across the south west. In late 2019 the Honest Truth initiative transferred to the First Car group who specialise in motoring education, information and marketing. The Honest Truth continues to support the key message of delivering road safety education to young people.
- 3.23 During 2019 the OPCC worked with the road safety group The Honest Truth to encourage student drivers to spend more time learning about road safety. The Commissioner has worked with The Honest Truth to support schemes in North Devon and Plymouth which allow Approved Driving Instructors (ADIs) access to resources and information to share with their students. The programme seeks to help them to understand and address risk, teaching them positive driving behaviours and how to deal with distractions whilst behind the wheel – such as mobile phones, noisy passengers or friends encouraging dangerous driving. In early 2019 the OPCC also partnered with The Honest Truth to raise awareness of key road safety risks by way of a partnership with a Bideford- based road haulier, Evans Transport.
- 3.24 *Plymouth City Youth Council:* In December 2019, the Commissioner was invited to attend the Plymouth City Youth Council to discuss road safety and in particular hear the ideas of young people to help improve the safety in the city. Approximately 50 pupils from across the city attended the meeting which was chaired by a student from Scott Medical College and co-chaired by a pupil from Marine Academy Primary school.
- 3.25 The consultation and research conducted by the Youth Council will be collated into a report and presented to the Commissioner.

4 South West Peninsula Road Safety Partnership

- 4.1 The Policing Road Safety Strategy 2018-2021 envisaged a new collaborative way of working on road safety in line with the Safe System model - a widely accepted approach to road safety <https://www.brake.org.uk/facts-resources/15-facts/1484-safe-systems-facts-page> A key element of Safe System is strong leadership and an agreed vision to which partners commit and hold organisations to account. Discussions between the Commissioner, Devon and Cornwall Police, Local Authorities, Highways and partners in the first half of 2019 agreed that most benefit would be gained from improving road safety across the peninsula by establish a partnership board within a Safe System framework.
- 4.2 A road safety seminar was held in June 2019 and was attended by senior representatives of a broad range of partners engaged in road safety as well as representatives from SWAST and NHS. The event included inputs from the Parliamentary Advisory Council for Transport Safety, Safer Essex (road safety partnership). This lead to the collective agreement to take action jointly to address road safety and increasing trend in RTCs across the Peninsula.
- 4.3 The first meeting of the new South West Peninsula Road Safety Partnership was convened in October 2019. The Commissioner has been appointed as the chair of the Board and is working in close partnership with political leads and senior leaders from across the peninsula to embed this new approach and drive forward progress.

SOUTH WEST PENINSULA ROAD SAFETY PARTNERSHIP (SWPRSP)

GOVERNANCE STRUCTURE



- 4.4 The Board has adopted Vision Zero approach with a vision for the road network of Devon, Cornwall and the Isles of Scilly to be free from death and serious injury.
- 4.5 This is supported with casualty reduction strategy and targets to reduce the number of fatalities by 50% by 2030 and to reduce the number of serious injuries also by 50% over the same period – based on the average numbers recorded between 2014 and 2018. The baseline average for this period was 58 fatalities and 791 serious injury casualties. Achievement of these targets would result in this reducing to 29 fatalities and 396 serious injury casualties by the year 2030.

- 4.6 Eight priorities have been established and a lead organisations established. Development of activity in each of these areas will take account of the public views / community engagement.
1. Post-Crash Care –South West Peninsula Road Safety Partnership
 2. Route based interventions –Highways England
 3. Young drivers –Cornwall Fire & Rescue Service and Devon & Somerset Fire & Rescue Service
 4. Motorcycling –Cornwall Council
 5. Older drivers –Highways England
 6. Business drivers – Highways England (Driving for Better Business)
 7. Cyclists –Devon County Council & Plymouth City Council
 8. Pedestrians – Torbay Council
- 4.7 Work has commenced exploring innovative ways to tackle the road safety issues affecting road users. There are several notable actions to report, including
- A38 south east Cornwall Day of Action (January 2020):*
- 4.8 The new SW Partnership carried out a multi agency day of action in January 2020. Research commissioned by the Peninsula Road Safety Partnership identified the south east Cornwall corridor of the A38 as a high risk route. In response to this Devon and Cornwall Police led a partnership operation on 14th January 2020 which brought together officers and staff from a wide range of agencies including the police, the Peninsula Road Safety Partnership, the Driver and Vehicle Standards Agency, Highways England, Driver and Vehicle Licensing Agency, Cornwall Council and HM Revenue and Customs. The enforcement operation was backed up by a public road safety awareness event in Liskeard.
- 4.9 This was a high visibility enforcement operation focussing on the stretch of road from Bodmin to Saltash targeting breaches of the Fatal 5 (excess speed, distraction driving, drink/ drug driving, not wearing a seatbelt and careless driving). The operation resulted in over 70 driving and vehicle defect offences being enforced including no insurance, no MoT, use of a mobile phone and 29 drivers exceeding the speed limit. Further joint operations will be undertaken during the course of the year focussed on sections of road that are shown to present a higher than average level of risk or danger.
- Post-Crash Care:*
- 4.10 A workshop has been arranged for 24th March 2020 to explore how the immediate response to road casualties can be improved. The event will focus on the ‘First Response’ aspect in terms of basic life support including collisions scene identification, having the right equipment to manage haemorrhaging at the scene and skilling up the community to provide simple but critical interventions. The workshop will hear from Dr Tim Nutbeam (Consultant at Derriford Hospital Major Trauma Centre) who specialises in pre-hospital Emergency Medicine and early intervention in trauma.

5 Progress on other D&C initiatives

National Collision Investigation Pilot

- 5.1 Devon and Cornwall was approached by the Department for Transport to participate in a 3 year study by the RAC Foundation to enhance understanding of the causes of road accidents and their wider societal impact. The research will inform thinking on whether to establish a road accident investigation branch similar to those in the aviation and rail sectors. Devon and Cornwall was chosen because of its rurality and the scale of the road network.

- 5.2 The Department for Transport has provided £480,000 to support the project nationally and Devon and Cornwall are one of several forces engaged in the pilot. The funding will include payment for additional analytical capacity within Devon and Cornwall to deliver the pilot activity. The study is due to complete in June 2021.

Road closures resulting from collisions - Immersion Challenge Project

- 5.3 Road traffic collisions can have a devastating impact on those involved in incident and their family and friends. They can also have a significant impact on the wider population using the road network, in particular when roads need to be closed. Road closures following a collision can affect the economic functioning of our area, disrupting business operations and can create an unwanted environmental impact. There are a number of different reasons for closing a road – primarily to preserve a potential crime scene and also to allow time for any repair works to the carriageway to be carried out.
- 5.4 A number of factors will determine the length of time the road will remain closed including the availability and proximity of specialist equipment or staff, the amount of clear-up work to be carried out at the scene including clearing fuel spills and the collection of evidence and scene measurements by the police or forensic collision investigators.
- 5.5 It is in no one's interests to keep a road closed for any longer than is absolutely necessary – as queuing or diverted traffic can cause further collisions elsewhere on the road network. However the police have a duty to investigate the scene thoroughly including to standards required by HM Coroner. The Highways Authority – which takes the final decision on when to re-open a road, must also be satisfied that the carriageway is safe to do so.
- 5.6 The OPCC and Devon and Cornwall Police have been continuing to work with Exeter City Futures and the Dorset OPCC on the development of the immersion challenge competition. This challenge responds directly to the commitment made in the Road Safety Strategy 2018-2021 to seek innovative solutions to the impact on transport of road closures. The purpose of the challenge is to tap into technical innovation to design a solution that will reduce the time taken by the police at the scene of a road traffic collision by 50% whilst not compromising the integrity or quality of the investigation.
- 5.7 Following an open competition two entrants were shortlisted to move forward to the next phase of working alongside police collision investigation teams in Devon, Cornwall and Dorset for 12 weeks to gain a deeper understanding of the functionality required to develop and test their proposed solutions. The final proposals were presented and demonstrated to the Commissioner on 31st January 2020 – the Police and Crime Panel will be provided with a verbal update at the meeting.

Driving for Better Business

- 5.8 This scheme is focused on encouraging businesses to improve driver awareness and behaviours within their workforce for the benefit of business efficiency and the wider community. A regional launch event for Driving for Better Business was held at Middlemoor in late September 2019 to raise awareness of the scheme and encourage businesses to sign up.
- 5.9 Devon and Cornwall Police and the OPCC have agreed to join the scheme and are the first police Force in the country to do so. A number of driving-related policies and practices are undergoing adjustment to bring the two organisations into the scheme.

6 The PCC's National Road Safety Portfolio and National Landscape

Association of Police and Crime Commissioners (APCC)

- 6.1 The Association of PCCs held a Deep Dive into Road Safety on 23 July 2019 in London. The session was hosted by the Commissioner who is the national Road Safety Lead for all PCCs. A number of presentations were provided including from the Parliamentary Advisory Council for Transport Safety, Community Speedwatch Online and the Ministry of Justice (MOJ).
- 6.2 At the event representatives from the Ministry of Justice announced that central government funding for Brake (a national charity which provides support to victims of road collisions) would continue until March 2020. This announcement was welcomed by PCCs who had been lobbying the government to reconsider their decision to cease funding from September 2019. The OPCC is a member of the MOJ Working Group that will consider future arrangements. The group was next due to meet on 28th January but the MoJ cancelled this at short notice. As a result, the Commissioner has written to the MoJ indicating her disappointment that this important work has not progressed and calling for urgent action to close the gap created by the Ministry's decision to withdraw funding.
- 6.3 The two priority areas for APCC activity for the future were agreed nationally by PCCs:
- Securing improvements to post collision response – this includes the emergency response to collisions and their investigation as well as improvements designed to support quicker re-opening of roads whilst not undermining the integrity of the police investigation. PCCs will also be championing greater support to victims of road collisions and their families.
 - Additional government investment in road safety – this includes exploring how some of the money that HM Treasury receives through fines for traffic offences could be re-invested back into road safety and enforcement of traffic laws. A key element of this is the agreement to seek an increase in speeding fines paid to the government and distribution of that increase locally to support road safety activity (in line with the strong public support shown in a poll carried out by the OPCC in January 2019). The Commissioner has begun to work with PCC David Jamieson of West Midlands to make this case to government on behalf of PCCs and is encouraging all PCCs to carry out a similar poll within their policing area to support the case for change. The potential for progress in this area to unlock additional funding to support road safety activity is considerable.

New Government Road Safety Statement and 2 year Action Plan

- 6.4 In July 2019, the DfT published the long-awaited Road Safety Statement and 2 year Action Plan This provided a steer from Government about the direction it will be taking in the areas of road safety. The action plan identifies government plans to take forward policy in areas including sight tests for older drivers, penalties for non-use of seatbelts and research into the benefits of Graduated Driving Licences.

Roads Policing Review

- 6.5 In 2019 the Home Office and DfT has commenced a major review of roads policing. The two year review will be led by ACC Steve Barry of Sussex Police and involves representatives from policing, local authorities and Highways England. The Commissioner is a member of the Review Board which is due to meet for the second time in mid February. The review will structure its work under seven workstreams:

- | | |
|-------------------------------------|--|
| 1. Type approval process | 5. Operational enforcement |
| 2. Driver training / standards | 6. Back office case assessment and prosecution functions |
| 3. Roads intelligence | 7. Road Safety Partnerships |
| 4. Forensic collision investigation | |

HMICFRS thematic review of Roads Policing

- 6.7 As part of the Home Office and DfT Roads Policing review, DfT commissioned Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) to conduct a thematic review of roads policing across England and Wales. Devon and Cornwall Police were one of the seven Forces selected for inspection and was visited by HMICFRS in early November. Fieldwork was completed just before Christmas and HMICFRS are now preparing their report which is expected to be published in March.

Westminster engagement

- 6.8 The Commissioner participated in a number of inquiries by the Transport Select Committee held in the last Parliament:
- Pavement Parking: the Commissioner submitted evidence that the focus of effective enforcement should be on civil enforcement not criminal offences with police enforcement. The Committee's Report contained specific recommendations on this matter in support of the Commissioner's view and we now await the government's response to this report is awaited.
 - Road Safety: the Commissioner submitted evidence to the Committee to support its inquiry into road safety and the OPCC attended a roundtable with the Committee in 2019 to discuss the key issues emerging from the initial call for evidence. We await notification on the next steps for this inquiry.
 - Young and novice drivers inquiry: The Commissioner submitted written evidence to this inquiry which explored the high casualty rate amongst 17-24 year olds. We await notification on the next steps for this inquiry.
- 6.9 We await the publication of the Transport Committee's inquiry schedule for the current Parliament.
- 6.10 The Commissioner is continuing to build strong links with Department for Transport Ministers and officials to support national and local activity. The Commissioner was due to meet the new Road Safety Minister Baroness Vere, before Christmas but the meeting was postponed due to the General Election. Arrangements are in hand to reschedule this meeting in the coming weeks.
- 6.11 The Commissioner has been forging good links with the Parliamentary Advisory Council for Transport Safety (PACTS) and has met with the Chair of the Council Barry Shearman MP to discuss areas for collaborative working. The Commissioner and local partners joined with PACTS to co-sponsor a conference in November 2019 which focused on improving the post collision response from health and other agencies to collisions.
- 6.12 The new South West Peninsula Road Safety Partnership is a member of PACTS and David Davies, PACTS' Executive Director, has joined the newly established board as an independent advisor to the Partnership.

Contact for further information

Frances Hughes

Chief Executive

frances.hughes@devonandcornwall.pnn.police.uk

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