

An Introduction to Vision Zero South West (VZSW)



As Chairman and Vice Chairman of the VZSW Governance Board we are pleased to present our 2030 Road Safety Strategy, which sets out how we will work together to deliver our vision, of reducing those killed or seriously injured on our road network to ZERO.

VZSW is a collaborative road safety partnership, led by strategic leaders from Devon & Cornwall. This includes senior Police and Fire Officers, leading Clinicians, Councillors, Highway Authority Directors and the Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly.

We believe that death, or life-changing injury is not an acceptable outcome of using the road network. Vision Zero is our ultimate goal but we have set interim targets to reduce Killed and Seriously Injured (KSI) casualties by 50% by 2030. If achieved, this would result in **29 fewer deaths and 386 fewer serious injuries**. Despite our collect efforts to date, we are not where we would like to be and we are committed to do more, to achieve our ambition. Educating over 83,000 people through a National Driver Offender Re-Training Scheme, in 2023/24 has generated circa £5m which covers operational costs and most importantly proves we still have so much work to do to encourage safer driving. However, the funds raised are used wisely to invest back into road safety initiatives.

No sole partner, or agency can achieve these targets in isolation; this will only be possible by maximising resources and working together with our businesses and communities. The VZSW Governance Board has five priority objectives, which underpin this strategy:

- 1) We will work together to secure investments for our most dangerous roads
- 2) We will not tolerate poor and dangerous road user behaviour
- 3) We will endeavour to save lives at the roadside and beyond
- 4) We will help people be at their safest when using our roads
- 5) We will ensure monies raised are used wisely and transparently

The majority of collisions are preventable. Road safety is complex, but we will use data and be evidence in terms of the solutions we develop and the investments we make. In general, most drivers and other road users are careful and considerate of one another, however, we know a proportion use our roads in a way that is dangerous and/or intimidating. We endeavour to deliver activity to make people safer and we are committed to using new and innovative ways to identify and prosecute those who have a blatant disregard for the law. VZSW delivers activity across enforcement, education and engagement; engineering is delivered by our Highway Authority partners. We use the widely adopted, Safe System framework to target activity at the five road safety pillars.

A culture of road safety must be embedded at the heart of all that we deliver, and behaviour change is fundamental to success. What we learn, what we are exposed to and how we behave impacts our daily lives. Through education, training and communication, we want to ensure that positive behaviours are harnessed and that road user respect for all is cultivated. Included within our strategy is our VZSW Road Safety Pledge. There is evidence to suggest that pledges have a really positive effect on behaviour and encourage people to think about what they have signed up to. Whether you are a pedestrian, cyclist, motorcyclist, horse rider or drive a motorised vehicle, we need the support from everyone to deliver our vision.

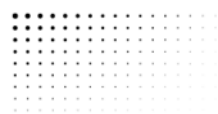
VZSW Chairman Alison Hernandez, Police and Crime Commissioner, Devon, Cornwall and the Isles of Scilly

VZSW Vice Chairman Councillor Stuart Hughes, Cabinet Member for Highway Management, Devon County Council



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1. PARTNERSHIP HISTORY

1.1 Safety Camera Partnership

Prior to the establishment of VZSW, camera related enforcement across Devon & Cornwall (D&C) was managed by the Peninsula Road Safety Partnership (PRSP)¹. As a safety camera partnership, the PRSP fostered collaborative working principles supported by an experienced and professional workforce. Whilst camera activity was successful, there was limited scope to broaden the horizon in terms of delivering a wider programme of road safety interventions.

1.2 Road Safety Summit

The starting point for change came in June 2019, when strategic leaders across a wide range of organisations (in addition to the PRSP) came together at a road safety summit in Cornwall. Despite all efforts at that time, we were seeing an adverse trend of those being killed or seriously injured (KSIs) on our road network. Creating a new Partnership that built on collaboration to date, but with ambitions to do more to tackle our collective problems and reach our full potential, received unanimous support. The PRSP continued operating until 2021 when camera operations formally transferred to Devon & Cornwall Police, a contributory partner of VZSW.

1.3 Establishing VZSW (2021)

In August 2021, VZSW was formalised with Partners signing a Memorandum of Understanding. VZSW has come a long way in a short space of time; creating a Partnership that can work together effectively to direct greater levels of resource and investment towards casualty reduction. VZSW's first Road Safety Strategy was agreed in 2021², this set out interim targets for 50% KSI reduction by 2030, whilst acknowledging it would be an incremental step towards achieving **zero**. The Strategy recognised that no sole partner, or agency can achieve Vision Zero in isolation; this will only be possible through collaboration, maximisation of resources and by working together with businesses and communities. VZSW has built upon the strong foundations that existed previously and continues to strengthen relationships through collaboration, sharing of road safety knowledge and expertise in order to reduce road collisions and casualties.

Death, or lifechanging injury should never be an acceptable outcome of using the road network. The devastation this causes families, friends, communities and emergency responders can last a lifetime, and this has to change. This Strategy is the strategic and overarching document for our region that all Partners have committed to deliver collaboratively. Our commitments, vision, beliefs and partnership principles remain unchanged, but this document sets additional context on the challenges and issues we face on the road to zero.

2. OUR VISION

‘Our shared vision is for the road network of Devon & Cornwall to be free from death and serious injury.’

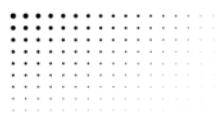
This vision should not be regarded as a short or medium-term casualty reduction target, but to reflect our aspirations for the longer term. It is a shared view that death and serious injury should not be an acceptable consequence of using our road network and we will work together, in partnership, to drive changes which:

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

Responsibility for road safety is shared by everyone, from those who try to improve safety on the roads to those using the roads. Policy makers, planners, engineers, vehicle manufacturers, fleet managers, enforcement officers, road safety educators, health agencies, schools, and the media are

¹ Signatories - Department for Transport, Office for Police & Crime Commissioner, Highways England, Cornwall Council, Devon & Cornwall Police, Devon County Council, Plymouth Council and Torbay Council.

² Informed by a Strategic Needs Analysis produced by Agilysis in 2019, updated in 2021



all accountable for the system’s safety. Meanwhile, every road user, whether they drive, ride, walk or cycle are responsible for complying with the system’s rules.

2.1 Partnership Beliefs

As a Partnership we are committed to collaborating with each other and with our communities, to reduce death and serious injury collisions across Devon & Cornwall. We believe that:

- No one should be killed or seriously injured as a consequence of using our roads and we have a moral duty to work together to preserve life, prevent harm and make our communities safer
- No single agency can achieve road safety improvements in isolation and that a strong partnership, collaborating with our communities, based on a Safe System approach is key to achieving our vision and strategic aims and objectives

2.2 Partnership Objectives

VZSW has five key priority objectives which underpin this strategy and how we will measure each in terms of success:

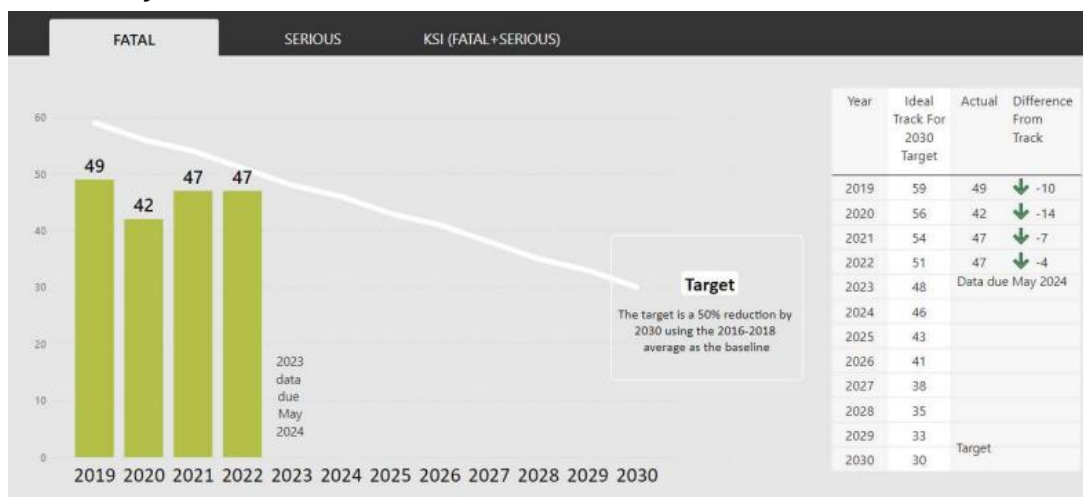
- 1) **We will work together to secure investments for our most dangerous roads** = Value of funding secured
- 2) **We will not tolerate poor and dangerous road user behaviour** = number of courses completed, and fines issued
- 3) **We will endeavour to save lives at the roadside and beyond** = reduction of fatalities and serious injury
- 4) **We will help people be at their safest when using our roads** = Community Speed Watch, Operation Snap, funding provided for safety equipment and our communications reach
- 5) **We will ensure monies raised are used wisely and transparently** = annual reports published

In delivering on our objectives, we will ensure that we continue to harness our collaborative approach, co-ordinate resources, promote this strategy within our own organisations, be evidence led and explore innovative solutions to resolve issues we collectively face.

2.3 2030 KSI Targets

Whilst our ultimate vision is that no one will be fatally or seriously injured using our roads; in 2020, interim targets³ of achieving 50% reduction in death and serious injury by 2030 was agreed. If these targets are realised this would mean **29 fewer deaths** and **386 fewer serious injuries** (see figures 1 and 2).

Figure 1: Fatality Tracker to 2030



³ Targets set from a 3 three baseline (2016-2018) which represents the 3 years following the introduction of the new Collision Report and Sharing system (CRASH) – Stats 19 records

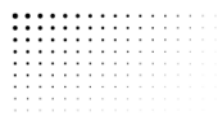
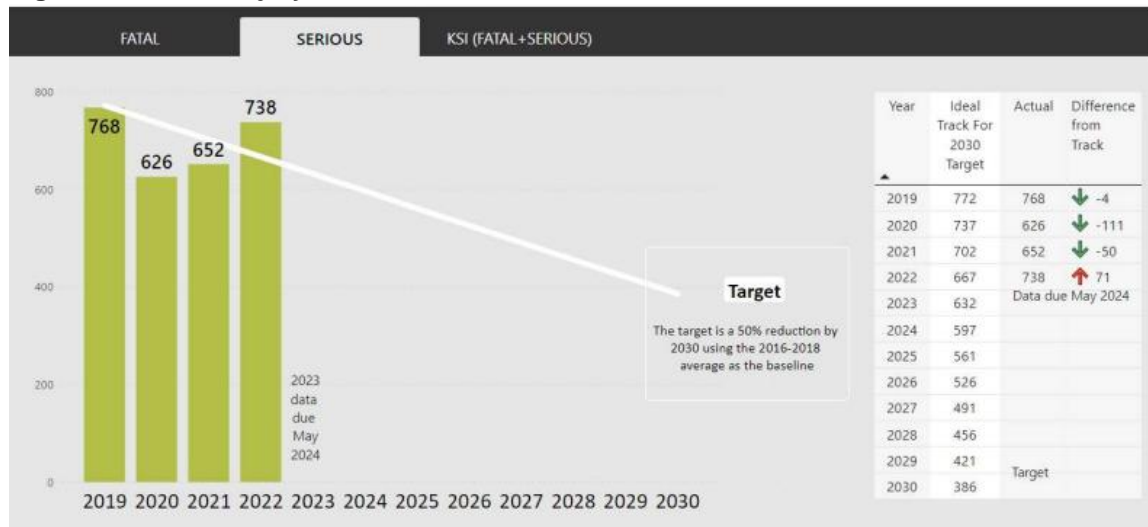


Figure 2: Serious Injury Tracker to 2030



All Partners have pledged to work collectively to achieve this, whilst importantly acknowledging that it represents an incremental step towards achieving Vision Zero by 2040.

VZSW will face multiple challenges on the road to Vision Zero; this target is ambitious, but rightly so. We have a moral and statutory duty to achieve our goals, a life lost or irreversibly changed is one too many. The gravity of the challenge ahead is significant, but VZSW and its Partners are dedicated in working together to make our roads and road users safer.

3. PARTNERSHIP GEOGRAPHY

The VZSW Partnership covers the areas of Devon, Plymouth, Torbay and Cornwall (see figure 3) and has an extensive road network spanning 13,760 miles.

Our roads are predominantly rural in nature, challenging independent travel for much of the population⁴.

In 2021, D&C accounted for 3% of England and Wales population⁵ and 3.7% of England’s registered vehicles⁶.

Figure 3: VZSW Administrative Boundaries



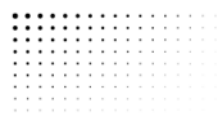
Proportionally, D&C has more motorcycles, light goods vehicles and ‘other’ vehicles (including agricultural, ambulances, diggers) than across the rest of England. Our roads feature a short length of motorway (M5 around 30km), the Strategic Road Network, Major Road Network and Local Road Network. Between 2018-2022 a total of 15,055 collisions occurred on our roads: 43% on A Roads, 16% on B roads, 40% on C or unclassified roads and 1% on motorways. In terms of the rural versus urban collision split, rural represents 53% overall.

As a seasonal tourist destination, D&C experiences an influx of visitors during the summer months who come to enjoy what we have to offer; 400+ miles of coast, 18 Areas of Outstanding Beauty, over

⁴ National Travel Survey 2021 showed that for the SW region 67% of trips were by private mode, only West Midlands was higher at 71%. In England 17% of trips are still made by car less than a mile

⁵ Office of National Statistics, population estimate 2021

⁶ Veh0105 vehicle licensing statistics



150 Castles, Houses & Gardens, 2 National Parks, circa 500 Beaches and 2 World Heritage Sites. Traffic levels can increase by 10-30% during April to October (notably June to September). However, despite these seasonal challenges, 76% of KSIs occur within 9 miles of the home address and a further 12% within 10-29 miles; meaning, the vast majority are local people on familiar roads.

3.1 Strategic Road Network (SRN)

D&C is connected to the rest of the UK by two primary trunk roads, A30 & A38 operated and maintained by National Highways. Despite making up a small proportion of our network overall, they carry significant volumes of traffic, are economically important in connecting businesses and need to ensure communities impacted by them, can live safely and sustainably. Whilst our region has seen significant investment, the A38 has well documented issues, including:

- Variances in standard, leading to safety, reliability and capacity issues
- Significant network disruption (post collision) with knock on impacts to economy and local road networks
- Villages and communities severed by the SRN
- KSIs especially over the single sections, exceeding dualled sections and national average

A [Case for Action](#) was first presented to Government in 2018 seeking investment priority between Bodmin and Exeter, through future Route Investment Strategies and significant studies have since followed. VZSW will support Partners who continue to lobby for safety improvements to deliver KSI reduction for the A38 and/or other key routes of concerns identified through High Harm route analysis.

3.2 Major Road Network (MRN)

The MRN is the middle tier of the country's busiest and most economically important local authority 'A' roads. Supporting all road users is one of the objectives funding should achieve and in relation to "safety" benefits ability to reduce the risk of death and serious injury. Government works closely with Sub-national Transport Bodies (STBs) regarding investment priorities to shape infrastructure solutions. [Peninsula Transport](#), the regions shadow STB, brings together the five lead transport authorities⁷ to transform the economic potential of the region and is responsible for defining and delivering the strategic transport priorities. VZSW is represented on the Peninsula Transport Board and has a shared vision for ensuring that road safety is a priority of future investment.

3.3 Local Road Network (LRN)

The Transport Act 2000 sets out the statutory duties for Highway Authorities in relation to taking steps to reduce and prevent collisions, promoting road safety, and securing the safe movement of traffic and pedestrians. With the lack of national KSI reduction targets, withdrawal of road safety grants (RSG), years of austerity and continued budget pressures, there has been a sharp decline in resources, personnel and funding, challenging casualty reduction. Local Authorities receive Integrated Transport Bloc Funding via central Government to deliver their Local Transport Plans⁸ but heavily rely on opportunities to bid for funding to deliver significant transport improvements⁹.

4. POLICY CONTEXT

Figure 4 sets out a road safety picture in the context of global, national, regional and local policies. There are many policies, plans and strategies that are linked to and complimentary to those shown below and are accessible online by visiting the relevant partner websites.

⁷ Cornwall, Devon, Plymouth, Somerset and Torbay

⁸ Strategic policy tool where responsibility for planning, management & development of transport is exercised

⁹ Active Travel, Growth Deal, Safer Roads Funding, Maintenance Challenge Fund, Pot Hole Funding, Levelling Up, National Productivity Investment Fund, few examples

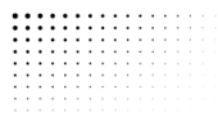


Figure 4 Highlight of Road Safety Policies



4.1 Global Context

In 2020, the UK Government endorsed the UN General resolution to 'improve global road safety' and target to 50% reduction in death and serious injury by 2030. A Global Plan for the Decade of Action was published in October 2021, aligning with the Stockholm Declaration, it outlined the importance of an integrated approach to road safety whilst calling on:

- Continued improvements in the design of roads and vehicles
- Enhancement of laws and law enforcement
- Provision of timely, life-saving emergency care for the injured

It reflected on the importance of policies that promote walking, cycling and using public transport as inherently healthy and environmentally sound modes of transport. The lack of UK targets and significant road safety investment will continue to make this a challenging target to reach, and a step change is required by UK Government to address this.

4.2 National Context

At the time of refreshing this strategy, DfT had not published a new Road Safety Statement. The previous Statement (published in 2019) included a two-year action plan to address road safety issues throughout the lifetime of roads users. This document did not set casualty reduction targets. It did however, acknowledge "it is not a matter of specific targets, dates or timelines it is a commitment to the idea that KSIs are not merely the result of poor driving (centrally relevant though that is) but of a transport system as a whole, from signage to road user education, from enforcement to infrastructure design and construction."

It outlined an intention to work with the motorcycle industry to explore how to encourage the use of protective clothing including new protective equipment, to reduce post crash collision severity. As a Partnership we will be looking at the connection between the lack of PPE and subsequent level of injury to inform future training and educational campaigns. Welcoming funding from DfT, Devon and Cornwall Police will be the first in the UK to trial a motorcycle simulator, which allows riders to perform skills in a safe environment; one of a number of exciting pilots VZSW will deploy from 2024.

Positive changes have taken place with the update of the HWC in terms of ensuring the UK's roads are safe for all who use them, but especially for pedestrians, cyclists, horse riders and motorcyclists. Continued education regarding these changes is required, it is clear that not everyone is aware and/or



complying. To continued education, we could see increased conflict, potentially reducing safety of Vulnerable Road Users (VRUs); the opposite of what we hope the changes will achieve. With Net Zero agendas, the Government continues to encourage healthier and more active modes of travel. VRUs need safe routes to key places of interest such as education, health and employment and in getting about their local community. In make significant inroads towards Vision Zero, Government needs to provide greater levels of infrastructure investment enabling Local Authorities to invest more in cycle lanes, footpaths, pedestrian crossings and other schemes enhancing safety for those choosing active travel modes. As a rural county, competitive bidding opportunities can be challenging especially where LTN120 is a requirement.

Improving infrastructure for our most VRUs is just a start, we need to ensure that alongside this we have safe, well-maintained roads, safe speeds especially in built up areas where VRUs mix with vehicular traffic, a culture where the fear of detection is anytime, anywhere to drive positive behaviour change and for this to be supported by improved post-crash medical intervention and investigation.

4.3 Regional Context

National Highways consulted on their Connecting the Country: our long-term strategic plan to 2050 during 2023, with publication due in 2025. This set out a vision **“that the Strategic Road Network is part of a seamlessly integrated transport system, to meet our customers’ needs by connecting the country safely and reliably, delivering economic prosperity, social value and a thriving environment.”** Bringing together existing strategies such as Route Investment Strategies, Net Zero Highways, Digital Roads and Customer Service, it outlines an aim to reach zero harm by 2050. Safety for customers will be achieved by:

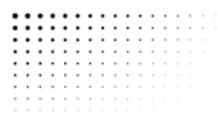
- **Safer roads**, targeting every part of our network to be rated International Road Assessment programme (iRAP) 3* or above, where possible
- **Safer people** and vehicles through driver education and campaigns, minimum standards of vehicle connectivity and dynamic network management
- **Safer speeds**, improved post-collision response and road safety management

At the time of publishing our Strategy, Peninsula Transport had begun consultation on their draft Strategy which will be used to guide regional transport investment decisions to unlock the region’s full economic potential, as well as boost its environmental and social wellbeing by 2050 and beyond. This long term strategy provides a framework for creating a single integrated transport system for the peninsula capable of meeting the Government’s target for net-zero by 2050. This is underpinned by 5 key vision goals:

1. Improve connections between people, business and places
2. Enhance resilience of the transport network
3. Deliver affordable, zero-emissions transport for everyone
4. Improve the health and wellbeing of communities
5. Help the Peninsula to be a great place to live and work

4.4 Local Context

There is a statutory duty for Local Highway Authorities to develop Local Transport Plans. These plans set out strategic vision for transport and the movement of people in ways that are safe and promote active travel. Funding is provided by Central Government to fund these plans but demand and desire for change is inevitably challenged by the amount of available funding. Put into context for a moment, today’s 5 years old is 2040’s 22 years old. If we want generational change regarding behaviours and attitudes, we need a significant and sustained uplift in funding to provide education and training that starts in pre-school into adulthood and beyond. Whilst capital funds are available to improve roads, they are often subject to competitive bids. Revenue funding to educate is significantly challenged and stretched (particularly since withdrawal of the RSG) and behaviour change is perhaps the biggest hurdle we need to overcome.



5. EVIDENCE FOR CHANGE – ROAD SAFETY CONTEXT

5.1 Headline Stats

Road safety has undoubtedly improved over the last 4 decades through enforcement, technological advances, in vehicle safety, education and training and engineered improvements. Appendix 1 highlights a timeline of key safety improvements since 1981 and KSI reduction achieved. Annual averages for the decade 1981 to 1990 have seen fatal and serious injuries in D&C drop from 137 deaths and 2,347 serious injuries to 52 and 689 respectively by 2011-2020. It is evident that when all elements come together, positive change happens.

In D&C, 245 people were fatally injured and a further 3558 sustained serious injury between 2018-2022. The percentage split between road user groups is shown in figures 5 and 6.

Figure 5 Road User Groups Fatally Injured in Devon & Cornwall between 2018-2022

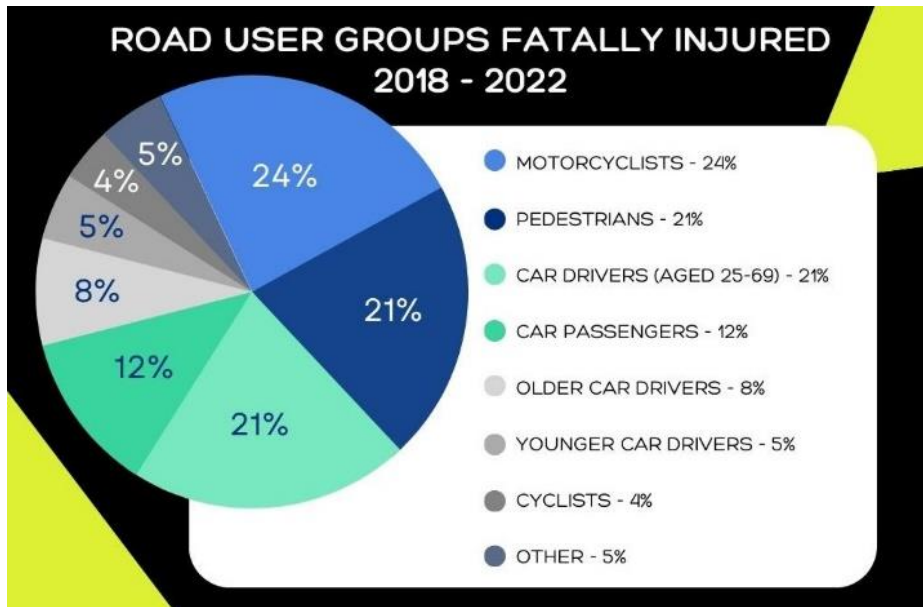
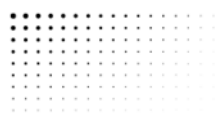
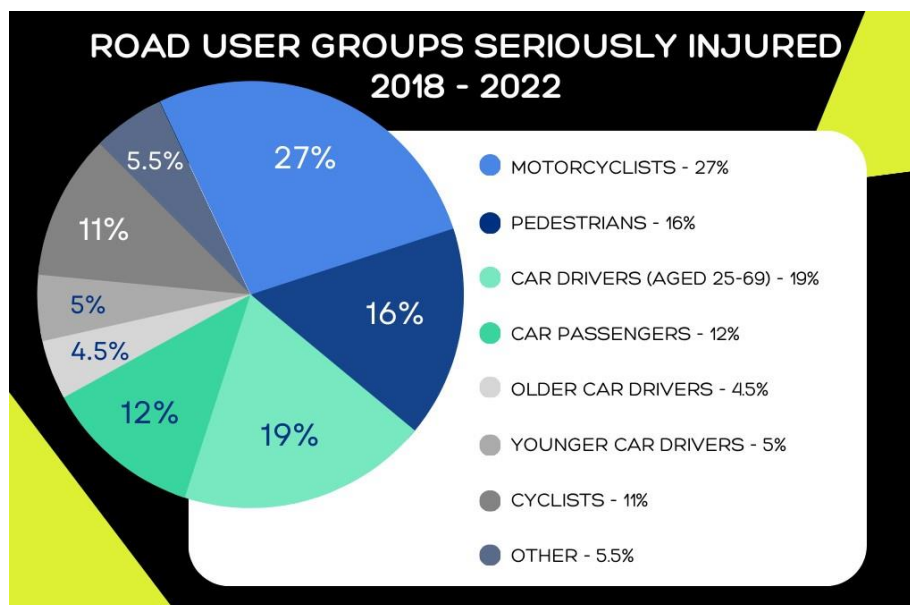


Figure 6 Road User Groups Seriously Injured in Devon & Cornwall between 2018-2022



5.2 Motorcyclists

By virtue of not having the protection of a metal box, motorcyclists are one of the most VRU groups. According to national data, the risk of death for a motorcyclist is at least 41 times than that for a car occupant¹⁰. Representing around 1% of traffic, motorcyclists are significantly overrepresented in the number of KSIs for our region (second highest behind car drivers and car passengers combined). Between 2018-2022, a total of 274 single vehicle motorcycle KSI collisions occurred, (representing one in three single vehicle KSI collisions, all types). Early analysis indicates that riding new or unfamiliar motorcycles and/or inexperience are areas for further review. Potentially an important insight as to why collisions take place and what as a Partnership, we can do in response to improve safety for all road users.

One area gaining national traction is a call to Government to improve Compulsory Basic Training (CBT), something that VZSW supports. CBT was developed 30 years ago and allows riders to go out on L Plates on day 1 of training without taking a theory test. The coalition that includes Transport for London Motorcycle Industry Association, National Motorcyclists Council, other transport authorities and charities have written to the Government outlining how improving CBT will make significant inroads towards making roads safer. The key principles include:

- Revoking CBT certificate if 6 points accumulated
- Limiting learners who complete CBT on a machine with automatic transmission to riding automatic machines
- Combining CBT with a Direct Access Scheme instructor qualification assessment
- Changing CBT syllabus to ensure riders are appropriately dressed
- Theory to be part of, or prior to CBT

A report published by the National Young Rider Forum “Understanding Young Riders” goes on to emphasise the magnitude of the young rider collision problem. Between 2014 and 2018, 30,862 young people aged 16-24 years were injured whilst riding a motorcycle, majority being young males on motorcycles with engines up to 125cc. In comparison the numbers are greater than younger car drivers.

5.3 Pedestrian

Like other VRUs who are not protected by a vehicle, pedestrians can be harder for drivers to see on the road and are particularly susceptible to injury. National figures between 2004 – 2021 positively highlight that pedestrian traffic (distance walked) increased by 10% but fatalities and serious injury fell by 46% and 51% respectively¹¹. The most recent 5-year period indicated that:

- 58% of fatalities involved a single car
- 30% of fatalities occurred on rural roads
- 58% of KSIs were male
- 56% of fatalities and 46% serious injury did not occur at, or within 20m of a junction

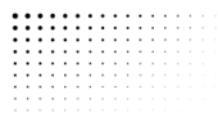
The most common contributory factors allocated to pedestrians in KSI collisions with another vehicle was ‘Pedestrian failed to look properly’ for the vehicle it was ‘Driver or rider failed to look properly’ (also picked up in our Strategic Assessment). Pedestrians represent 21% of our region’s fatalities and 21% of serious injury; and for all collision severities 72% were within 9 miles of their home address. Early analysis indicates impairment or pedestrians in the road are areas of concern and given prevalence within our KSIs, a detailed and comprehensive review will be undertaken to drill down into specific areas to focus and target future investment towards.

5.4 Cyclist

Like motorcyclists, cyclist represent a small proportion of traffic (approximately 2% nationally). Reported by Government in 2022, cyclist fatalities reached their lowest point in 30 years, whilst distance travelled increased by 12% to 3.9bn miles (compared with 3.5bn average 2015 – 2019). The

¹⁰ <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-motorcyclist-factsheet-2021/reported-road-casualties-in-great-britain-motorcycle-factsheet-2021>

¹¹ <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-pedestrian-factsheet-2021/reported-road-casualties-great-britain-pedestrian-factsheet-2021>



rate of fatalities over this same period has reduced by 15% which is significant considering the growth in miles travelled. The charity Cycling UK cite the Highway Code (HWC) and Liveable Streets as possible positive contributors to this change. Whilst the national picture is positive, we must not become complacent, continued investment is vital to ensure a downward trend continues.

We need long term plans to continue delivery infrastructure improvements and lowering speeds where vulnerable road users mix. This will make roads safer, will encourage of active travel modes, improve health and wellbeing and work towards the Government's Net Zero carbon agendas.

5.5 Business Drivers

According to the Health and Safety Executive, driving for work is one of the most dangerous things workers will do. Employers have a duty of care to manage risks to workers using the road as part of a work activity. A study conducted by [UCL and Agilysis](#) for Highways England (now National Highways) and charitable partnership Roadsafes in 2020 highlighted a number of key findings:

- More deaths occur from road travel whilst working than at the workplace
- About 1 in 3 road deaths, 1 in 5 seriously injured casualties occur when driving for work
- Estimated that 39% of pedestrian fatalities are caused by a working driver
- The economy is changing, vans and people working in the gig economy is increasing
- There are gaps in knowledge and more needs to be done to strengthen casualty data to identify work-related collisions

As one of the key Partnership theme areas, VZSW will develop engagement tools to collaborate with stakeholders and businesses across all sectors to understand and manage risk better. We will review VZSW Partners 'driving for work' policies to identify gaps and/or areas for improvement, such not taking handsfree business calls, research highlights that handsfree can impair a driver in the same way as a hand-held device.

5.6 Child Deaths

According to the World Health Organisation 2022, road traffic injuries are the leading cause of death for children and young adults aged 5-29 years and ninth leading cause across all age groups globally. Young males under 25 years are more likely to be involved in road traffic collisions (RTC) than females, with 73% of all road traffic deaths occurring amongst young males in that age group.

A recently published report by the National Child Mortality Database recently (July 2023) "[Deaths of children and young people due to traumatic incidents](#)" reviewed deaths of 644 children or young person (under 18) as a result of physical trauma between 1 April 2019 to 31 March 2022. Death from those RTCs sadly accounted for 32.7% and the report highlighted that the:

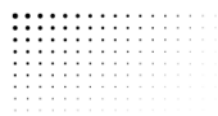
- Death rate is highest for under 5's, 15-17 year old males and for children living in the most deprived neighbourhoods¹².
- Death from a RTC was the most common cause of traumatic death for children
- 29% of UK deaths related to a child or young person being the driver or passenger and 32% as a pedestrian. Deaths also involved children on a moped, bicycle or scooter, and off-road collisions such as rail, boat, and aircraft
- Of the deaths reviewed, contributory factors highlighted, speeding or risk-taking behaviour, consumption of drugs and alcohol (both with deceased having consumed or other vehicle drivers had) and non-use of appropriate safety equipment such as seatbelts

5.7 Deprivation

National statistics highlight a link between deprivation and casualties. Looking at England, it states:

- A higher proportion of road casualties live in areas of high deprivation than low deprivation
- The last 5 years (from 2017) show broadly similar patterns (appear not to have been greatly influenced by COVID-19) but the gap between the proportion of casualties in the most and least deprived areas has grown slightly

¹² There was no evidence that the rates were different by ethnicity, region or urban/rural area.



- The relationship between casualties and deprivation varies by road user and age group, with greater disparity between most and least deprived deciles for younger pedestrians and pedal cyclists in particular

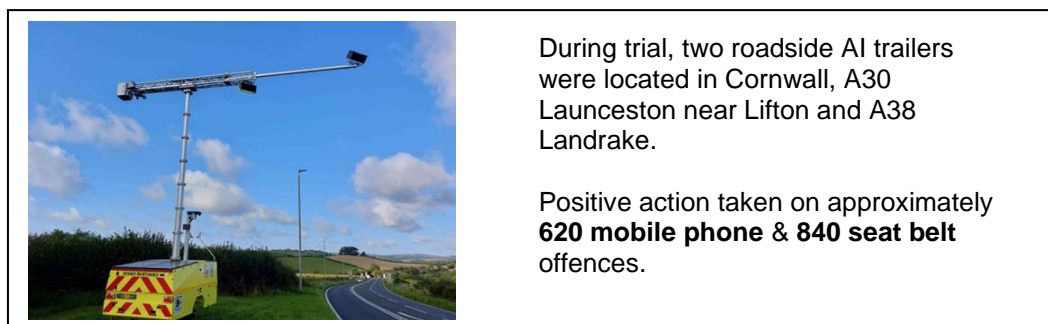
5.8 Seatbelts

Despite car safety advances, the statistics in relation to seat belt (which is mandatory) are bleak. National data produced by the Department for Transport (DfT) in 2021¹³ summarised:

- 22% of 0-16 years old and 40% of 17-29 years old fatally injured were not wearing a belt, an increase of 5% on the 5-year average
- Behaviour is most prevalent between 6pm to 8am where 47% of fatalities had occupants not wearing a seat belt compared to 22% from 8am to 6pm
- Of all car occupants not wearing a belt, this accounted for 30% of fatalities, up 4% on the 5-year average but 11% since 2013. Overall men are much higher represented at 30% in 2021 compared to 17% for women

Wearing a seatbelt has the potential to save many lives, so the trend is concerning. VZSW will continue to pilot and deploy innovative tools, such as artificial intelligence (AI) to detect non belt and mobile phone to help combat behaviours and potentially reduce avoidable collision outcomes. VZSW ran a pilot in 2022¹⁴, using AI technology in a sensor test vehicle. Over 15 days of enforcement (totalling 76 hours) across 12 different sites, 590 seatbelt and 45 mobile phone offences were detected. A new roadside trailer (shown in figure 7) is now available and VZSW was the first Partnership to trial this on UK roads. This is capable of detecting 24 hours a day and will be used throughout 2024 at sites of concern with the primary outcome of changing behaviours.

Figure 7 – AI Roadside Trailer



5.9 Impaired Driving

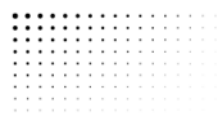
DfT¹⁵ estimates the number of people killed in drink-drive collisions in 2021 reached a 12-year high, with between 240 and 280 people tragically killed. This is the highest numbers since 2009 and represents a statistically significant increase from 2020. Overall, it was estimated that 6,740 people were either killed or injured in drink-drive collisions, an increase of 4% from 2020, likely to have been impacted by the COVID-19 pandemic. Drink driving ruins lives and the data provides a stark reminder of the need to reduce and remove this behaviour from our roads.

In 2015, the drug driving law changed to make it easier for the police to catch and convict drug drivers. According to THINK!, it is now an offence to drive with any of 17 controlled drugs above a specified level in your blood – this includes illegal and medical drugs. In a separate report produced by DfT in 2021, it highlighted that of the records reviewed, drugs were detected in 20% of deceased drivers, and 34% of those for which toxicology information was available. This compares to 11% and 20% respectively in 2014. The report goes on to suggest that data analysed between (2014 to 2021) indicates detection of drugs for those in their 30's was more prevalent than any other age group. For illegal drugs, the majority of deceased drivers were aged 20 to 39; with medicinal it was drivers aged 30 and over.

¹³ [Reported road collisions, vehicles and casualties tables for Great Britain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-collisions-vehicles-and-casualties-tables-for-great-britain)

¹⁴ In Partnership with Aecom and Acusensus

¹⁵ [Drink drive casualty figures "very concerning" \(roadsafetygb.org.uk\)](https://roadsafetygb.org.uk/reports-and-publications/2021/07/2021-drink-drive-casualty-figures-very-concerning/)



5.10 E Scooters

Data published by DfT shows a sharp increase in casualties on private or rental e-scooters; 484 in 2020 rising to 1434 in 2021. Of the 1434 casualties, 1102 related to the e-scooter and 67 pedestrians. E-scooters are widely sold but currently only legal on private land or in government hire schemes. In 2022, Government announced they are considering how best to design future regulations and take the steps to make e-scooters safer and support innovation.

In summary, section 5 is not reflective of all of the available data, but highlights areas that will need to be monitored carefully. VZSW, believes that road planning and design should support safe use of the road for all, but particularly those who are most vulnerable. The Government's current Road Safety Strategy sets out that "road safety begins the moment a new-born leaves hospital and continues throughout their life into old age and should cover every mile travelled by any mode." The importance of proper use of safety equipment e.g., seatbelts, helmets and car seats supported by vital road safety education is critical. Fundamentally, we need to ensure education and behaviour change is delivered in a sustained and meaningful way. VZSW remains committed to be evidenced led and to keep abreast of the challenges ahead.

6. ACHIEVING VISION ZERO

Devon & Cornwall is an amazing place and ensuring all road users can move freely and safely is a priority. Road safety is a complex subject and there are a range of influences affecting collisions. Taking fatal collisions, these are largely random, multi-factor events presenting significant challenges to achieve reductions through single measures only (such as an engineered cluster treatment or safety cameras).

Road safety should not be viewed in isolation; whilst we need to address specific safety concerns to reduce casualties, it should support wider agendas such as Climate Change. Whilst the Covid pandemic had devastating consequences worldwide, it also presented an opportunity for real change in terms of how people travel. Greater numbers than ever seen before took to active modes through necessity and for health. Whilst vehicle traffic volumes returned to pre-pandemic levels afterwards, continuing to promote healthy, sustainable active travel choices (walking, cycling and public transport) must continue to be a priority. During Covid, the Government made promises to Build Back Better and started to invest significantly in areas of active travel. Continuing to place road safety at the heart of all road improvements will help to deliver the right solutions.

Vision Zero for the road network of D&C will only be possible if everyone collectively does their part. VZSW brings together strategic leaders and organisations with extensive skill sets to maximise resources to deliver activities within the Safe System framework, but we need our businesses, communities and visitors to join us on this journey by fostering positive driving behaviours. Whether travelling in a vehicle, riding a motorcycle or horse, walking or cycling, everyone has a responsibility for safety, both for themselves and others around them.

6.1 Working within a Safe System Framework

A worldwide-accepted, best-practice approach to manage roads effectively and seeks to achieve a road traffic system free from death and serious injury. The framework acknowledges:

- People are vulnerable and there are physical limits to what the human body can tolerate
- Even the most conscientious person will make a mistake, but solutions need to account for this rather than focussing solely on attempting to eliminate it
- Responsibility for reducing danger is shared by everyone. All parts of the system must be integrated and strengthened to multiply their effects, so that people are protected even if one part of the system fails

As a Partnership, we will use this framework (see figure 8) to design and deliver interventions that aim to eliminate death and serious injury. We will ensure that the five components work together harmoniously, to improve the road safety environment as a whole. **Zero harm on roads is the only ethical goal.**

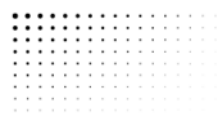


Figure 8 Safe System Framework

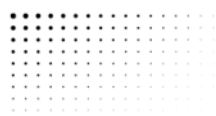


6.2 VZSW Partnership Governance

Given the complex multi-agency and multi-sectoral context of Safe System methodology, it requires careful leadership by senior management of partner organisations to bring together the unique contribution of each Partner. This is reflected in the governance structure for VZSW, see Appendix 2. The Board provides the strategic governance for the Partnership and a platform from which Partners can work together more effectively and efficiently to achieve our strategic aims. All activity requiring VZSW resource or funding is presented to Board Members to formally approve, and documentation is published on the VZSW website.

The Development Group sense checks proposals to ensure strategic fit with the principles and direction of the Partnership, that activity works towards KSI reduction targets, is measurable in terms of impact, is appropriate and deliverable. Formal voting is not a requirement and progression to Board will be agreed with the Chair as an outcome of the meeting. Supporting the Development Group are operational groups designed to research and develop the proposals and lead delivery. Activity A covers enforcement activity (led by Devon & Cornwall Police), and Activity B focuses on the Partnership theme areas (see figure 9) in terms of education and training needs.

Figure 9 Partnership Theme Leads



VZSW has a dedicated Data and Intelligence team analysing our statistics to inform areas of concern, threat and emerging risk and monitoring and evaluation. Underpinning all of this, is our comprehensive comms and engagement strategy. This provides the golden thread in how we inform both internally across partner organisations and externally with communities and importantly how we ensure that the views of a broad range of stakeholders are considered. All Partnership activity is published in a Road Safety Delivery Plan which is available online and kept updated in terms of approved activity. The intention is that this is produced annually in September following validation of the previous year's casualty data. An opportunity to add further activity is scheduled in March, although VZSW remains flexible and will add critical activity as required.

6.3 Working with our Road Users

Listening to and collaborating with our communities is important to VZSW and for achieving our ambitions. All road users, across every mode of travel needs to embrace Vision Zero and work with us to achieve these goals. Behaviour change is a fundamental part of future success and instilling road user respect for one another is crucial. So how do road users help us on the road to Vision Zero? VZSW has created a simple but effective pledge (figure 10), outlining positive behaviours to help communities support our journey. Those signing the pledge will be making a promise to change behaviours and by doing so, become road safety ambassadors. Sadly, many collisions and injuries could have been prevented through behaviour change so by working together, positive change can happen.

Figure 10 – The Road Safety Pledge



Partnership activity is centred around Enforcement, Education & Training, Engineering and Engagement. Figures 11 through to 14 explain these areas, summarising key activities we deliver and how all road users can get involved. First up is Enforcement see figure 11. Monitoring and enforcing high risk driving offending behaviour which is found to cause injury collisions to encourage behavioural change and compliance with road traffic regulations is a priority for VZSW. Through an increased range of tools and an anywhere, anytime approach, we want to increase the fear of detection.

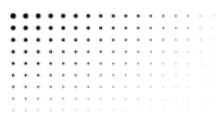


Figure 11 Enforcement

To develop an enforcement posture which restores accountability for drivers, maximising the opportunities to change behaviours through educational diversions from prosecutions

To deny organised criminal networks the use of the Devon & Cornwall's roads as an enabler to crime

What VZSW & Partners Do

Develop intelligence, be data led

Expand network of fixed speed & average speed enforcement systems

Increase mobile speed detection via 6 speed detection hubs, 365 days a year

Exploit new/emerging technologies to detect & enforce 'Fatal 5' offences - such as AI cameras for seat belt & mobile phone & drones to monitor poor driving on high harm routes

Dedicated No Excuse Teams using marked & unmarked vehicles to focus activity on those identified through intelligence as posing highest risks

What Can Road Users Do

In addition to adhering to the Vision Zero Road Safety pledge you can:

Join a Community Speedwatch Group or form a new scheme if one doesn't already exist

Use a personal recording device to identify and evidence poor driver behaviour and upload footage to Devon & Cornwall Police via Operation Snap

Ensure your vehicle is properly maintained and that tyres and fluid levels are checked regularly

Ensure that you notify DVLA of relevant medical conditions which might affect your ability to drive

Take regular breaks on longer journeys and never drive whilst tired or fatigued

Developing, implementing, reviewing and evaluating education and training aimed at reducing risk of harm within high-risk road user groups and routes, as well as improving approaches to post-crash is essential, see figure 12.

Figure 12 Education & Training

To improve knowledge, training and skills across our theme areas of:

- 1) Pedestrian
- 2) Cyclist
- 3) Motorcyclist
- 4) Younger Driver
- 5) Older Driver
- 6) Business Driver

What VZSW & Partners Do

Learn to Live, Survive the Drive, Bikesafe, Streets Wise, Streets Ahead, Driving Safer for Longer & DVLA driving assessments

Review methods to improve emergency response

Community engagement activity across various road user groups

What Can Road Users Do

Engage in training/improve your skills

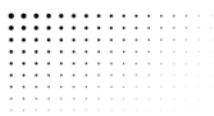
Encourage your children to drive safely, belt up, phone away and avoid distraction of peers

Securely fasten child seats

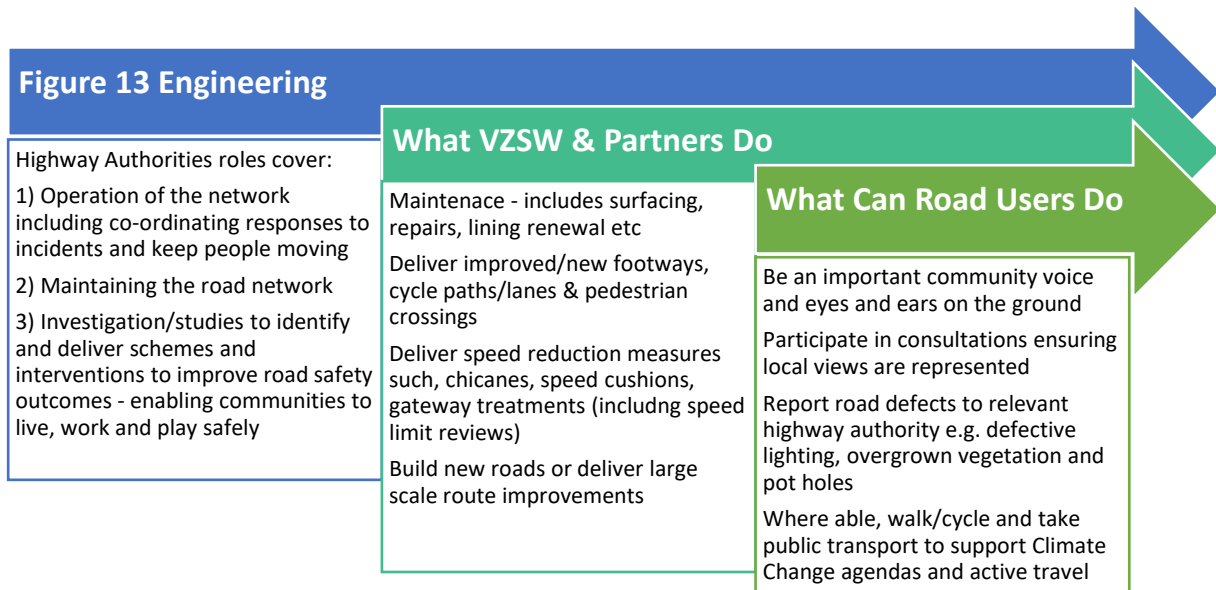
Know basic first aid and what to do in the event of a crash

Wear protective and (as required) visible clothing

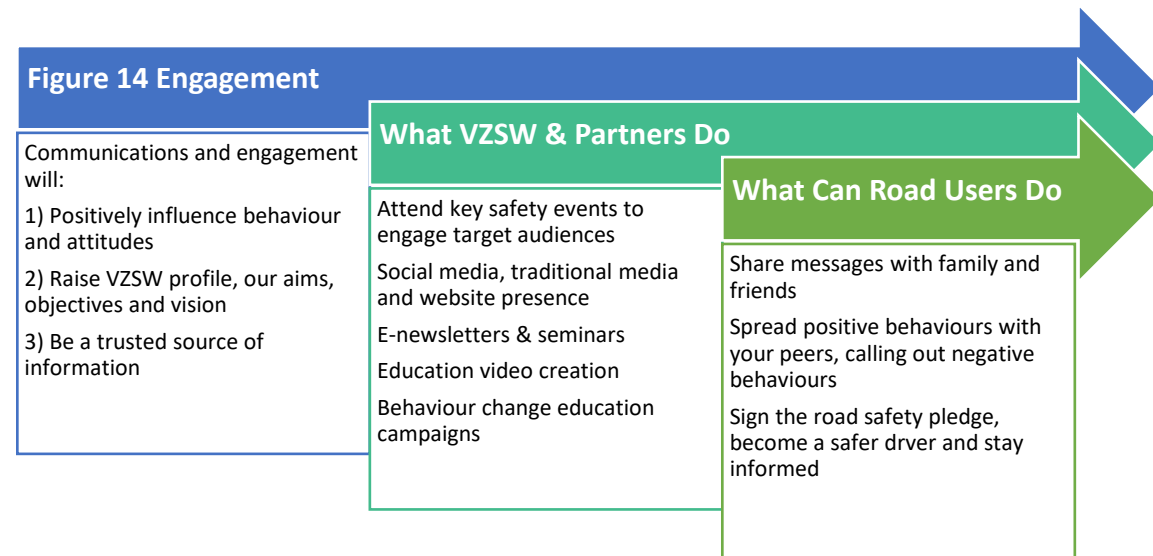
National Highways, is a government-owned company charged with operating, maintaining and improving motorways and major A roads in England. It also sets highways standards used by all four UK administrations, through the Design Manual for Roads and Bridges. Local highway authorities have a statutory duty to have a Local Transport Plan under the Local Transport Act 2008. These plans



form a key strategic policy tool through which the Council exercises its responsibility for the planning, management and development of transport improvements across the road network. A summary is provided in figure 13.



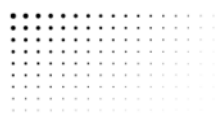
Communication and engagement are powerful tools which we will use to positively influence and change the behaviour of road users. This is an important function VZSW underpinning and providing the golden thread throughout our activities, see figure 14.



7. MEASURING EFFECTIVENESS

As outlined in section 2.3, the Partnership has agreed to work towards the achievement of Vision Zero by 2040, with an interim step of 50% reduction by 2030 (from a 2016-2018 baseline). It is important that we are able to measure progress and effectiveness of the initiatives we deliver and their impact in working towards the achievement of these ambitious targets.

In October 2018, the Parliamentary Council for Transport Safety (PACTS) published a series of recommendations to the UK Government for the introduction of Key Performance Indicators to



measure the effectiveness of the Safe System approach. It recommended that the UK monitors a set of [eight key indicators](#) to show changes in the underlying safety of the road system. As a Partnership we have reviewed the recommendations and agreed to monitor the Safety Performance Indicators (SPI's) outlined in appendix 3. We are currently reviewing with health partners what data we can access to measure for Post Crash Response and Care so this will be added in time.

We do not to have an indicator for each of the 8 VZSW theme areas but instead have indicators covering each of the aspects of the safe system, safe vehicles, safe road use, safe speeds, safe roads and roadsides and post-crash care.

We have developed a comprehensive performance management system to help us monitor whether interventions are having the desired effect. As indicated, each SPI will be supported by collecting measuring both an outcome measure and final measure. It is intended that this will create a more comprehensive view on activity effectiveness. This does not prevent other metrics being measured but provide a focus point. It is important to understand that this is an area we are committed to review regularly to ensure that we can be evidence led and informed and we expect over time metrics will change and we will adapt as required.

While some of these SPIs are using local datasets, the measures relating to safe road use will need be identified through road user surveys of D&C residents to understand behaviours. The Road User Survey will provide supplementary evidence pertaining to safe road use which cannot be measured via partnership datasets. Monitoring effectiveness will continue to evolve based on the needs of the Partnership, evidence and the quality of what we produce is critical to support workstreams and investment.

A Strategic Assessment will be developed and published annually providing partners with a strategic overview of road traffic collisions and road traffic offences and will make recommendations for actions. The primary aim of this document is to highlight the areas as a Partnership that we need to focus on in order to work towards our reduction targets. Copies of the Strategic Assessment are published on the VZSW website and available to all partners and the public.

8. Conclusion 'The Challenge'

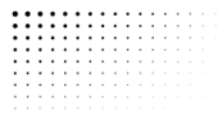
It is clear we still have a long way to go as nation if we are serious in our ambition to work towards Vision Zero and understanding the underlying trends and factors is crucial.

In 2020, the global pandemic of COVID had a significant impact on travel, more people took to active travel modes, the roads were quieter, and this resulted in KSI reductions. Whilst the ambition for many local authorities was to try and retain the positive modal transitions seen in the early days, personal car as a mobility choice has regrettably recovered quickly post lockdown. The two years of reduced KSIs (due to reduced traffic flow during Covid19 lockdown periods) has not been sustained into 2022. D&C have seen an increase in both fatal and serious casualties (although lower in comparison to 2019 last normal year).

RTCs may be an everyday occurrence but can be both predictable and preventable. Over the 5 calendar years of 2018 – 2022, 49% of those fatally injured were VRUs (24% motorcyclists, 21% pedestrians and 4% cyclists). The WHO reports this same statistic for road user groups who die on the world's roads. VRU groups (including horse riders) are not protected by a vehicle body, tend to be harder for other drivers to see on the road and by virtue are particularly vulnerable to injury.

The notion that we need a system forgiving of mistakes and to deliver behaviour change is evident. The Parliamentary Advisory Council for Transport Safety (PACTS) published "What kills most on the roads" in November 2020 highlighting that most people who die on the roads are much more likely to be killed in a car, or by a car, than any other mode. By contrast, pedestrians and cyclists are rarely involved in collisions that result in the death of other road users. Being able to walk and cycle safely is crucial, especially if we want to reduce car dependency.

There must be no room for complacency, we know that today's problem may be quite different to our future problem. Areas of concern that are rising within the region and across the UK include the Gig Economy (refers to freelance and independent workers, who get paid per job, not a salary) the use of

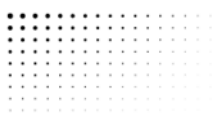


e-scooters and e-bikes which may have been illegally tampered with and are being used to for criminal activity across the UK. We will work together to deny access to our roads to commit crimes. Speed limiting cars and autonomous vehicles are also areas to actively monitor, these could both present positive and negative outcomes.

Government needs to set national casualty reduction targets to ensure that this is high on the agenda for everyone. A number of partnerships and statutory bodies have taken it upon themselves to set their own, but a clear mandate from the top is required.

To support the achievement of Vision Zero, we need a step change in the level of investment provided. Local Authorities receive funding in relation to delivering Local Transport plans and often bid for funding to provide significant improvements, STBs have been set up to work with Government on funding for the SRNs but partnerships such as VZSW, could benefit from additional funding to really take the challenge of behaviour change head on. Education around road safety really is a lifetime activity and how and what we deliver will vary depending on audience. Whilst VZSW uses funding that comes into Devon & Cornwall Police as a result of driver education courses, much greater levels of funding to take a wholesale approach to education is going to require national support.

We will only achieve our ambitions by working together and maximising resources in the most effective way possible. We acknowledge we face challenges on the road to zero, but we are committed to reach that goal. We cannot underestimate the devastation caused by fatal and serious road traffic collisions and we do not accept that this is an acceptable outcome of using our road network.

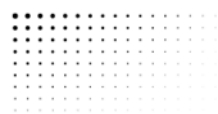


Appendix 1 – Timeline of key road safety changes between 1981 – 2020

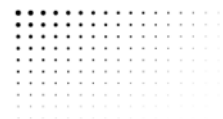
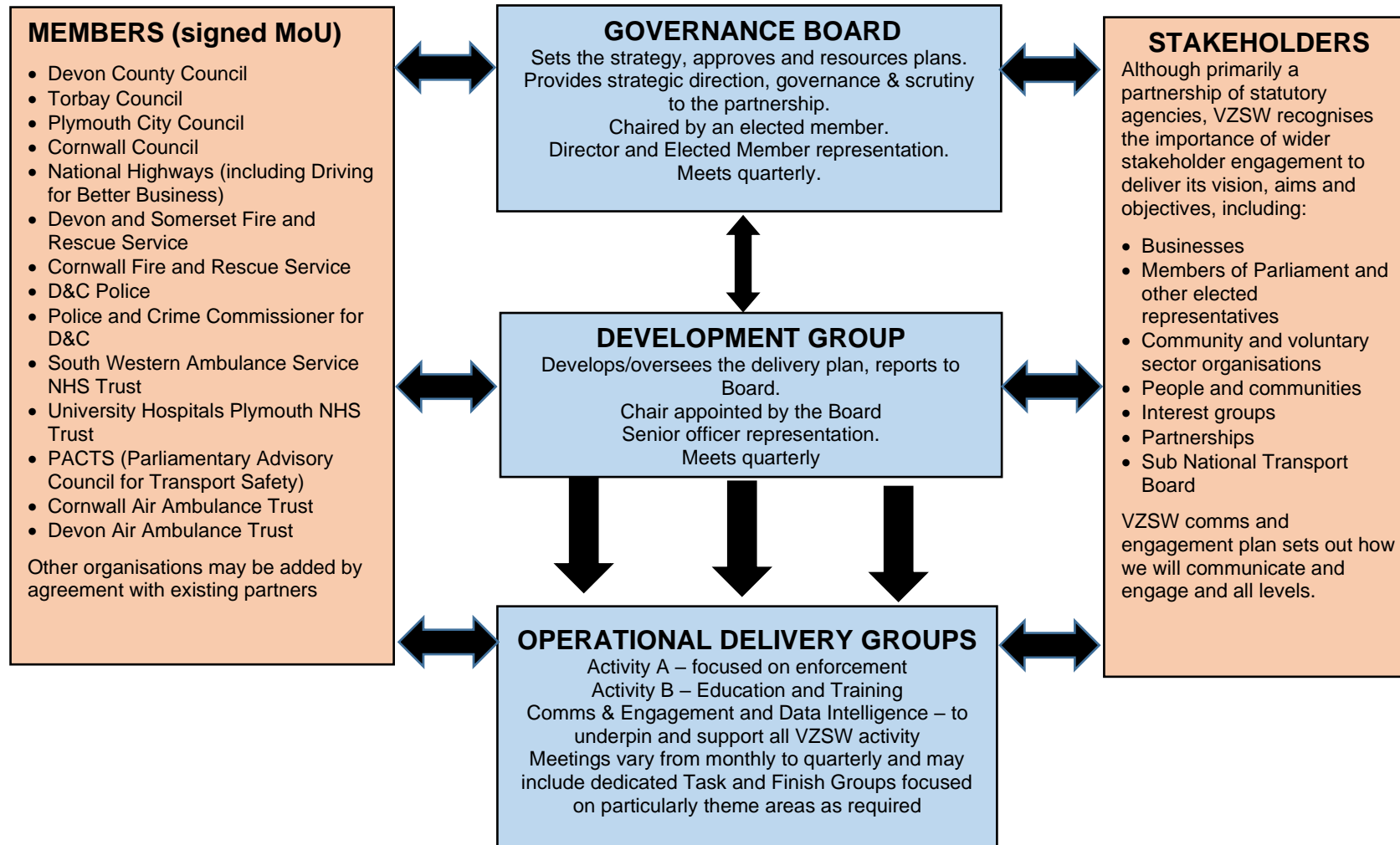
	Fatal		Serious		Timeline of key road safety factors
	GB	D&C	GB	D&C	
1981 - 1990	5,414	137 (2.5% of GB)	69,281	2,347 (3.4% of GB)	<p>During the 80s additional electronics added to car safety technology</p> <p>1981 Transport Act introduced evidential breath testing 35 micrograms alcohol in 100 millilitres*</p> <p>1983 mandatory for drivers to wear seatbelts</p> <p>1987 fitting rear seatbelts became compulsory End of 80's introduction of the front passenger airbag, followed by other variants such as the head airbag and side</p>
1991 - 2000	3,733	91 (2.4% of GB) 33.6% less than previous decade	44,356	1,075 (2.4% of GB) 54.2% less than previous decade	<p>90s ever increasing amount of car safety features added (ESC, ABS, side impact protection, side air bags and NCAP report/ratings established</p> <p>1991 seatbelt law applied to all adults in the back and drink drive rehabilitation courses introduced</p> <p>1992 1st UK fixed camera installed</p> <p>2000 1st UK ASC installed</p>
2001 - 2010	2,954	84 (2.8% of GB) 7.7% less than previous decade	29,671	614 (2% of GB) 42.9% less than previous decade	<p>During 00s safety features introduced:</p> <ul style="list-style-type: none"> *blind spot information system *pop-up bonnet, reducing pedestrian injury risk *autonomous emergency braking *intelligent anti-skid system *pedestrian detection system <p>2006 laws requiring children to use special car seats</p>
2011 - 2020	1,754	51 (2.9% of GB) 39.3% less than previous decade	30,913**	689** (2% of GB) 12.2% increase on previous decade	<p>Absence of national KSI targets and Road Safety Grant provided to Local Authorities ceased</p> <p>2015 introduction of CRASH reporting system</p> <p>2020 Covid pandemic and national lockdowns</p>

*Lowering previous limit in 1967 when it was 80 micrograms of alcohol in 100 millilitres (when roadside breathalyser was introduced) **Incorporates the adjusted data in response to the introduction of CRASH¹⁶

¹⁶ New methodology to determine the severity of a casualty removing officer subjectivity. D&C transitioned to fully using CRASH by mid-2016. In order to reduce "CRASH effect" DfT introduced an adjusted dataset that indicates the likely adjustment needed for pre-CRASH data to be on par with CRASH severity reporting data. The adjustment is shown for serious injuries within the 2011-2020 period.



Appendix 2 VZSW Governance Structure



Appendix 3 VZSW Safety Performance Indicators

SPI	Scope	Method of measurement/ Collection	Safe System Pillar	Vehicles covered
% of traffic complying with speed limits on national roads	SRN network	Speed monitoring tools Telematics/AIRAP review	Safe speeds	All motorised vehicles
% of traffic complying with speed limits on local roads	Rest of D&C road network Variety of speed limits	Speed monitoring tools Telematics/AIRAP review	Safe speeds	All motorised vehicles
% of drivers who do not drive after consuming a) alcohol, b) illicit drugs	Alcohol consumption within legal limit and over the limit Prescription and illicit drug use	Road user survey	Safe Road Use	All motorised vehicles
% of car occupants using a seat belt a) driver b) front passenger	Driver and front seat passenger	AECOM data Road user survey	Safe Road Use	All motorised vehicles
% of drivers not using an in vehicle phone a) hand held b) hands free	Use of multimedia devices both hand held and hands free	AECOM data Road user survey	Safe Road Use	All motorised vehicles
% of vehicles manufactured in the last 3 or 5 years (TBC)	Scope to be determined if Euro NCAP is adopted then this date If not, then a date/time period needs to be identified	DVLA data on vehicles registered in Devon and Cornwall	Safe Vehicles	All motorised vehicles
% of roads that are red routes on High Harm Routes dashboard	Roads in High Harm Routes	HHR dashboard supplemented by IRAP star ratings	Safe Roads and Roadsides	N/A
% of motorcyclists wearing full PPE	Motorcyclists wearing full PPE	Road User Survey	Safe Road Use	Motorcyclists