

DEVON AND CORNWALL SAFETY CAMERA PARTNERSHIP

Operational Case

2005/2006

The Devon and Cornwall Safety Camera Partnership consists of a partnership between Devon and Cornwall County Councils, Plymouth City Council, Torbay Council, Council of the Isles of Scilly, The Highways Agency, Her Majesty's Courts Service, Devon and Cornwall Crown Prosecution Service, National Health Trusts and Devon and Cornwall Constabulary

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1.0 Context

1.1 Background

1.1.1

This Operational Case, for a cost recovery system for speed and red light camera enforcement covers the whole of the Counties of Devon and Cornwall, the boundary of which coincides with that of Devon and Cornwall Constabulary, Her Majesty's Courts Service and the Devon and Cornwall Crown Prosecution Service. This includes two major urban areas covered by Plymouth City Council and Torbay Council, and also the Isles of Scilly.

The area is predominantly rural and covers a total area of 1,025,367 hectares (10,254 sq. km) with a population of 1.58 million. A number of trunk roads and a motorway run through the area, hence the inclusion of the Highways Agency in this Partnership.

The road network is made up as follows:

- Motorways	M5	37.5 (km)
- Principal Roads	Trunk and A class Roads	1,690 (km)
- Other Roads	B & C class and residential	19,295 (km)
- All Roads		21022.5 (km)

1.1.2

The Devon and Cornwall Safety camera partnership was established in October 2002. Contact details for each of the partners comprising the "Devon and Cornwall Safety Camera Partnership", and the Project Office Team are set out in Appendix A. Appendix C shows the Governance of the partnership as defined in the Devon and Cornwall Safety Camera Project partnership Service Level agreement, signed in 15th April 2002, and re-approved in the 2004/05 submission.

The high proportion of rural roads presents particular problems for casualty reduction due to relatively low levels of 'clustering' for the number of collisions and for the area covered. Fixed and mobile camera sites have been established as allowed by Department for Transport guidelines. The Partnership will work to identify new camera enforcement strategies to enhance casualty reduction in the Partnership area road network. New strategies which are not currently provisioned for in the guidelines will be considered, in consultation with the Department for Transport, for proposal in future years.

1.2 Strategy

1.2.1

The Government's stated aim in terms of road casualty reduction is:-

- 40% reduction in the number of people killed or seriously injured in road collisions;
- 50% reduction in the number of children killed or seriously injured; and
- 10% reduction in the slight casualty rate expressed as the number of people slightly injured per 100,000,000 vehicle/km.

The Operational aims of the Partnership within the context of the strategy identified in the Partnership Service Level Agreement are:-

To improve road safety and to reduce the number of people killed or injured in collisions on the roads of Devon and Cornwall, by working in partnership to develop an intelligence led speed reduction strategy which focuses on engineering, education, enforcement and evaluation.

1.2.2

This aim accords with national, regional and local policy, in particular those in the following documents:

1. "Tomorrows Roads — Safer for Everyone" (DFT, 2000)
2. "South West Regional Planning Guidance to 2016" RPG10 September 2001
3. Devon, Cornwall, Plymouth and Torbay Local Transport Plans 2001-2006 (LTP)
4. Our Healthier Nation (White paper July 1999) Department of Health.

Reference has been made in the Local Transport Plans to this partnership as a means of delivering and enhancing the accident targets through targeting speed enforcement activity at sites with an accident related history.

The strategic aim is supported by the five following key objectives:

1. Demonstrate a measurable reduction in vehicle speeds, collisions and casualties using existing and additional speed and red light camera enforcement.
2. Introduce an education campaign, to positively influence the cultural attitude of drivers towards dangerous driving, especially speeding.
3. Develop workable arrangements for recovering the costs of camera enforcement activity via a process of "netting off" the fixed penalty revenue, without enforcement costs falling on the local charge payers.
4. To reassure the public that the motivation behind the process is driven by a wish to improve road safety, and to help educate road users about road safety. The motivation is to save lives, not generate income.
5. To ensure that this initiative accords with the principles of Best Value and encompasses Best Practice.

The strategic approach to safety on the road network system in the partnership area is overseen by the Standing Committee on Traffic Safety (SCOTS).

The Safety Camera Partnership Steering group is represented in this group by its chairman and other members common to both groups.

The Project team members participate in the casualty reduction initiatives with its partners – at various levels (for example - The Cornwall Casualty Reduction Group, regular Highway Authority engineers' and Police Road Safety Officer meetings).

1.3 Progress

1.3.1

After the first full year of operations (2003/04) a significant reduction in collision casualties has been seen for the Devon and Cornwall Partnership area.

	1994-1998 Annual average	2001	2002	2003
KSI Casualties All Road Users	1084	891	901	831

Source DfT publications – Road Casualties in Great Britain : Annual reports 2001/2002/2003 – chart 46

	1994-1998 Annual average	2001	2002	2003
Child pedestrian KSI Casualties	68	50	50	32

Source DfT publications – Road Casualties in Great Britain : Annual reports 2001/2002/2003 – chart 46

1.3.2

A 2004 mid-year review of progress by partners and project team highlighted successes in public engagement at County / local shows, successful introduction of new staff / software systems and improving speed compliance at camera sites previously approved by the Department for Transport and also roadwork sites.

The Partnership is aware this level of improvement might not be sustained. Trends in casualties from increased levels of motorcycle ownership, the specific challenges of the rural road network, and also attempts to evade prosecution for speeding offences, have been identified.

A number of one day events will be held, involving local and national road safety professionals and the national project team as appropriate, during 2005/6 specifically focussed on tackling these issues with the intention of identifying best practice and influencing policy making in regard of guidelines in this area.

During the course of 2005/06 the partnership will research new approaches such as 'route' enforcement's effectiveness in rural areas with lower accident densities, with a view to proposing adoption in future year's submissions. The partnership will also continue its work in motorcycle focused forums and events. Enquiry officers are in place and following up on those individuals who are attempting to avoid prosecution.

In 2005/06 the project team will continue to improve capability in data and intelligence analysis and build on its enforcement and 'enquiry team' capabilities to deliver more focused enforcement to tackle such trends. The transparency sought and latterly required by the Freedom of Information Act, will be enhanced by dedicated and trained staff and enhancement of the already successful web site.

'Back Office' processes will be reviewed, improved and documented to achieve increasing levels of repeatability and capability. Co-location of the team will improve efficiency and address overcrowding issues. The 'Core' team will be assisted by temporary staff and expert agencies, where appropriate, to meet peaks in workload.

1.3.3

Partnership activities are confined to the reduction of casualties through use of speed cameras. The reduction in casualties generated by fixed cameras is generally shown by research to be higher than that of mobile cameras (source - University College

London and PA Consulting joint report – The National Safety Camera programme Three year evaluation report), however mobile cameras allow greater deployment flexibility. The Department for Transport Guidelines set criteria which govern the respective use of fixed and mobile cameras, the partnership will use fixed camera sites where the criteria are met.

On going analysis of site effectiveness against criteria for casualty reduction and speed levels above the enforcement threshold is expected to highlight the need for the use of alternative approaches within Department for Transport guidelines, such as use of mobile cameras in fixed camera sites, or use of vehicle activated signs.

1.4

The Partnership is aware of the consultation process lead by the Association of Chief Police Officers to introduce 'Speed Awareness Course' for some categories of offence. The Devon and Cornwall Safety Camera Partnership supports the principle of educational interventions, as an alternative to prosecution, where this is shown to be effective. The project team will work with the Devon and Cornwall Constabulary and Department for Transport to establish the basis under which this can be carried out for submission as appropriate in subsequent year's submissions.

For 2005/06 the partnership proposes to introduce additional camera sites and increase the ratio of cameras to housings at existing fixed safety camera sites. A trial by Devon County Council was commenced in September 2003 of an interactive traffic sign at the Ebford fixed camera site in Exeter. The results show their use to be a positive reinforcement of the speed reduction message within the enforcement cycles.

In 2005/06 it is proposed to continue partnership activities on education and publicity regarding the links between speed and accidents. Initiatives launched in 2004 to increase the effectiveness of data analysis, transparency and back office efficiency will be continued.

2.0 Review of existing sites

2.1

The Devon and Cornwall Safety Camera Partnership has conducted a review on all sites, including 'Legacy' sites previously introduced by highway authorities and the Police. using casualty, enforcement and/or speed data. The review was primarily based on an on-going 3 year rolling average of personal injury collisions. Other factors have also been taken into account, such as any identified re-engineering of the road, or speed data, or on-going community concerns.

Those legacy sites where the injury collision record currently indicates an on-going need for enforcement have been identified for submission to the Department for Transport as core sites. Speed data for these sites will be provided during the 2005/06 year of operation.

Those sites where it is judged active enforcement can be suspended are identified in the partnership's submission to the D f T (for the sake of clarity - cameras will not be used in the identified site housings but speed monitoring may take place from time to time). However the Camera Partnership reserves the right to enforce at these sites should there be an increase in the Injury Collision data or an indication that speeds are increasing.

There are no sites to date which have been identified by the Partnership where it is considered camera housings can be 'safely removed' without further data.

2.2

The Partnership takes seriously the requirement to investigate the removal of camera housings which appear to be no longer required, but will not do so until rigorous evidence has been generated.

The Partnership has identified a procedure for the proposed removal of a camera site and is running a pilot in 2005 / 6 to prove practicality. Data is being gathered over a period of months before and after 'bagging' the specific camera housing. A final decision will be taken when full data is available, and when local community representatives have given approval.

3.0 Proposed sites

3.1

The Safety Camera Partnership, in conjunction with Highway Authority partners, have reviewed the injury collisions data for the two counties and have identified a further 21 mobile camera sites and one red light site which meet the criteria set out within the 2005/6 guidelines under which operational case submission is determined.

During the review of operational cases, the Department for Transport has decided that as the four year report on use of Safety Cameras has been delayed, use will be made of the opportunity to examine how further improvements in deployment criteria and programme governance arrangements. This will take account of suggestions previously made by partnerships, the police and others, so as to ensure that the programme can make the best practicable contribution to further reducing road collision casualties.

Until full approval of the new sites is gained for the new proposed mobile above, they will be enforced as exceptional sites, under the revised guidance of the Department for Transport issued via Operational Note, including revisions to rule 1 such that the maximum number of hours of enforcement at exceptional sites will now be 15% of the combined hours at both fixed and Mobile sites.

3.2

The Saltash Tunnel, a critical road network node for the Southern regions of Devon and Cornwall, is unique in being the only continuously bi-directional tunnel on the National Trunk Road and Motorway Network. The centre lane flow direction changes at various times to accommodate variable traffic flows.

During its recent refurbishment the tunnel was equipped, by the Highways Agency with a SPEC's camera system. This was introduced as a measure to reduce collision casualty collision risks involving speeding vehicles, and the particular consequences of a collision in a tunnel of this type. The camera system is currently being used for monitoring purposes, whilst additional measures to reduce the potential for collisions are investigated and / or installed.

Enforcement in the tunnel will be adopted if it is considered that residual risks associated with a major collision are unacceptably high due to vehicle speeds. Such enforcement will be at times when risk is considered to be highest, and guidelines will be agreed to ensure that levels of enforcement are proportionate to the level of associated risk.

Appropriate signing and publicity will be provided if a decision to enforce is taken. Any enforcement will be as an exceptional fixed camera site, as such camera time will be limited by Department for Transport guidelines.

4.0 Enforcement Strategy

4.1.1

The Devon and Cornwall Safety Camera Partnership operates both fixed and mobile safety cameras. The increasing proportion of mobile sites identified, has required a doubling of mobile camera vehicles within the 2004/05 operating year, building on the establishment of three regional enforcement teams.

The relatively low collision cluster density within the two counties rural road network means that mobile sites are often the only permitted enforcement solution allowed by the guidelines. It is hoped that in subsequent Department for Transport guidance the use of 'enforcement routes' will be reviewed, to allow wider and more effective use of mobile cameras.

Where accident cluster densities are high enough to meet the criteria, fixed camera sites will be used.

4.2

Allocation of camera resource to a given core site will be on the basis of the injury collision ranking. Allocation of camera resource to a given core site will be on the basis of the 3 year personal injury collision history.

It is planned that at least two thirds (66%) of core camera resources will be allocated to high priority sites, where the Personal Injury Collision Casualties history shows 10 PIC's or more.

Medium priority sites (where the 3 year PIC history is between 4 - 10) and Low priority sites (where the 3 year PIC history is less than 4) will make up the remainder of core camera resource allocation. Low priority sites will be visited from time to time.

Site priority will be reviewed on at least an annual basis driven by personal injury data, the banding thresholds may be adjusted to reflect progress towards casualty reduction.

Exceptional enforcement will not exceed 15% of total camera time available.

Other factors taken in to account when prioritising camera time within the priority bands will be speeds above the Association of Chief Police Officers Guidelines and the views of the local authority. Speed detection officers and Police Road Safety Officers will further modify the site priority rating as appropriate, if evidence is gained to support this, for example information relating dangerous driving behaviour, increased speeds or collision rates.

4.3

On going analysis of sites may identify the need for alternative approaches to be considered at those sites where collision injuries still occur, and speeds are still high. This may include use of mobile cameras at fixed camera sites, or vehicle activated signs.

Where enforcement has become problematic, such as where access to a fixed camera has become a health and safety issue, or speeding within the site length continues outside the range of the fixed camera, a mobile camera unit may be deployed, and the effect reviewed.

4.4

The enforcement at exception sites will be carried out where there is a justifiable concern for road safety. Information or evidence of this concern would typically be submitted via a Police Road Safety Officer, or local authority road safety officer. An investigation will be carried out to determine if speeding vehicles are causing an unacceptable risk to members of the public. Typically speed survey data and / or professional opinion will provide the justification for approval.

The partnership will record camera resources (time) per site and calculate the percentage allocated to Core and Exception site as a percentage of total camera resources used. This data will be reviewed on a regular basis to ensure that exception sites use no more than the permitted level resources on a rolling average basis. The calculation will be by camera site type, and the process will be documented in the Project Team's operating procedures.

4.5

Where appropriate the Highways Agency provides temporary housings and signs during major roadworks on the high speed road network. This is to reinforce the Highways Agency policy of reducing speeds to ensure the safety of both the road users and the workforce.

Previous enforcements of this type have proved to be effective at reducing speeds, but the leasing of cameras has proved highly expensive, additional cameras will be procured to support this activity. Camera time allocation will be modified proportionate to the level of speed above the temporary limit.

4.6

The Camera Partnership will procure additional cameras during 2004/5 sufficient to achieve a ratio of 1 camera per 5 housings. This allows flexibility when cameras are undergoing maintenance. No further camera purchases are planned for the coming 2005/6 year.

5.0 Conspicuity

5.1

Cameras will be sited so that they are visible. The DfT have stated that camera housings should be coloured yellow, and this has been adopted throughout the Partnership area. The Partnership will continue to ensure they are signed and fitted with high visibility material, renewing as necessary, to ensure drivers are aware of their presence. Prior to each deployment the site is reviewed to check appropriate camera signing and camera visibility by the Speed Detection Officer and a record of the deployment is made.

5.2

The siting of existing safety camera warning signs, approved for use by the Traffic Signs Regulations and General Directions, will be reviewed throughout the area and signs erected or relocated in accordance with the latest guidance issued by the Department for Transport, as necessary. This will include:

- ensuring speed limit signs are maintained and visible
- appropriate signing of all fixed and mobile camera sites

Camera and speed limit signing will be properly maintained, as will the conspicuity of the cameras themselves.

Mobile camera vans are all liveried with the Camera Partnership logo, enforcement deployments are photographed so records exist of conspicuity.

5.3

The Safety Camera Partnership will publicise sites and the areas in which their mobile camera sites are operating on a web site www.dcsafetycameras.org. This information could also be carried by the local media on a regular basis.

The Partnership plans to publicise in advance the localities of new or increased enforcement activity using both fixed and mobile cameras. This is seen as a key part of communications strategy to demonstrate to the public that the enforcement of speed is not a covert activity, but one carried out with reasonable fairness and openness.

6.0 Finance

6.1

Projected Spend for 2005/6 operation for the Devon and Cornwall Safety Camera partnership is £ 2986 k.

Projected level of receipts from Conditional Offer Fixed Penalty Notices is £3175 k. This level is consistent with a slight increase in levels achieved during the most recent two quarters of 2004/5.

6.2

Review of Efficiency

An annual review between members of the Steering Group and Project Team sets strategic directions for the coming year. The Project Team holds a follow up workshop to ensure these goals are understood and any problems with efficient working are identified.

To assist in establishing and propagating best practice, Standard Operating Procedures are being documented to ensure that a consistent baseline can be established for improvement activities.

In operations to date, efficiency has been hampered by the lack of appropriate accommodation, this has caused a number of difficulties in terms of communication, efficient working practices and planning of effective workflow.

In 2004/05 a review of back office process flow was commissioned that highlighted a number of areas for improvement, many of which were being addressed, or have been subsequently tackled, however some inefficiencies were dictated by accommodation and software available to the team.

It is anticipated that for 2005/06 the majority of the team will be co-located in a more appropriate facility, allowing many issues to be addressed. Record keeping will be rationalised and collocated in the new facility and where possible new data storage techniques would be adopted to reduce time consuming searches for records.

Work has been started with the Partnership's software supplier to ensure that system problems which have required significant re-work or verification, are effectively tackled, and to maximise the opportunity to better manage the workload.

It is anticipated that the requirement for new or temporary staff and overtime will be reduced through these measures whilst allowing increased levels of throughput to be routinely achieved.

6.3

Camera site data management has become an increasingly important activity and requires more sophisticated databases to handle and analyse the information required to meet Department for Transport and Public information requirements. Projects are in hand to develop more integrated databases to allow rapid responses to reliably meet requests for data accurately and quickly. A pilot database is already available and is undergoing further development.

7.0 Communication

7.1

The Partnership's Strategy is focused on a Core Message relating to speed being a major factor in road injury collisions. This message will be conveyed through a broad range of delivery techniques including, but not limited to, local media and events.

The Partnership's approach will be integrated with partner organisations to maximise the road safety benefit, particularly where this relates to identified groups such as motorcyclists. This will be facilitated by the continued close working with local authority and police road safety professionals.

Recognising the critical nature of regional responses to speed issues, the Partnership will again look to capitalise on the best practice and knowledge of other Partnerships by generating and sharing core communications material where possible. This will not only provide opportunities to reduce development cost, but also encourage the sharing of best practice.

Over and above the generic messages relating to speed, there will be specific communications work with groups identified as having the potential to have a high impact on vehicle speed and collisions. A tailored communication programme will be piloted for this in 2004/05, for wider delivery in 2005/06.

The balance between spreading a core message to a wide target audience, and more specific interventions with key influencers is being adjusted toward the latter in subsequent years, now broader public awareness of the relationship between speed and collisions has been established.

The Partnership Communication Strategy, activities and spend are further detailed in Appendix B.

7.2

Freedom of Information Act

Whilst the Safety Camera Partnership is not a public body it complies with the specific policies of the partner organisations. We therefore recognise the need to comply with the new legislation and to continue our policy of openness and transparency. The web site will be the preferred communication channel for Freedom of Information documents www.dcsafetycameras.org. These will be stored separately and public access will be monitored for evaluation.

Appendix A

Details of Partnership

Devon and Cornwall Safety Camera Partnership

Address: Devon and Cornwall Safety Camera Partnership
Safety Camera Unit
Crownhill Police Station
Budshead Way Plymouth PL6 5HT

Telephone: 01752 751482 or 1752 751488

Partners

Police

Address:

Devon and Cornwall Constabulary

Police Headquarters
Middlemoor, Exeter, Devon EX2 7HQ

Highway Authority

Address:

Devon County Council Council

Environment Directorate
County Hall
Topsham Road
Exeter
Devon EX2 4QW

Highway Authority

Address:

Cornwall County Council

Chief Engineer (Transportation)
Planning, Transportation and Estates
County Hall
Truro
Cornwall TR1 3AY

Highway Authority

Address:

Council of the Isles of Scilly

Town Hall
St. Mary's
Isle of Scilly
TR21 0LW

Highway Authority

Address

Plymouth City Council

Civic Centre
Plymouth PL1 2EW

Highway Authority

Address:

Torbay Council

Highways and Street Services
Roebuck House, Abbey Road,
Torquay TQ1 5TF

Highway Authority

Address:

The Highways Agency

Ash House, Falcon Road, Sowton,
Exeter
EX2 7LB

Magistrates' Court

Address:

Her Majesty's Courts Service

Plymouth Magistrates Court
St. Andrew Street, Plymouth
PL1 2DP

**Crown Prosecution
Service**

Address

Devon and Cornwall Crown Prosecution Service

St. Andrews Court,
12, St. Andrews Street,
Plymouth PL1 2AH

National Health Service

Address

Health Policy Manager for North and East Devon
Primary Care Trust,
Dean Clarke House,
Southernhay East, Exeter

Appendix B

Communications Strategy

for

The Devon and Cornwall Safety Camera Partnership

April 2005 - March 2006

B.1.0 INTRODUCTION

B.1.1

The Devon and Cornwall Safety Camera Partnership (hereafter DCSCP) recognises the Government's commitment to high quality, researched and evaluated advertising, marketing and promotion.

The targeted marketing and communications campaign is assisting the Partnership to meet the core project objective of casualty and speed reduction on the roads of Devon and Cornwall. The project objective will be achieved by raising public awareness of the dangers of excess speed and promoting an understanding of the negative impacts of speed in relation to other road safety issues.

It is recognised that progress achieved to date in the DCSCP marketing and communications campaigns needs to be positively built upon by the communication of DCSCP achievements. Further communications need to be made with previously chosen target groups and also newly identified groups for the coming year.

The communications strategy acknowledges the need to support partner organisations with existing and ongoing road safety campaigns. In addition to supporting wider road safety initiatives, the DCSCP will continue to run specific promotional events and campaigns regarding speed reduction and, more specifically, safety camera use within Devon and Cornwall.

B.1.2 PROJECT OBJECTIVE

The overall communications strategy will be co-ordinated by the Communications Manager in line with the key project objective of:

“Increasing the level of road safety in Devon and Cornwall through a targeted campaign of speed limit enforcement, increased public awareness and driver education. To gain public support with the introduction of additional safety cameras that are intended to reduce

the number of people killed and seriously injured on the roads of Devon and Cornwall”.

B.1.3 COMMUNICATION OBJECTIVES

- *To increase knowledge and understanding through direct communication to the public, media and key stakeholders of the aims of the Devon and Cornwall Safety Camera Partnership within the community and gain public support for our work.*
- *To communicate how the use of safety cameras has and will reduce casualty figures and therefore represent an effective use of the Partnership resources.*
- *To bring about a change in driver attitude and public opinion towards excessive speed by communicating the message that excess speed and the inappropriate use of speed costs lives. Driver education will aim to improve road user and driver behaviour so making speeding socially unacceptable.*
- *To inform and update regularly the activity and achievements of the Devon and Cornwall Safety Camera Partnership to all strategic partners within the Partnership. DCSCP recognises that each of these organisations represents a huge network available in helping to achieve the objectives of casualty reduction.*
- *To ensure alignment with the national campaign, sharing resources and ideas with other partner road safety teams and groups within Devon and Cornwall, working to common goals so ensuring consistent messages are communicated.*
- *To ensure local communities understand the decisions of why cameras are sited in the positions they are and, conversely, the reasons why cameras cannot be sited in other areas.*
- *To build upon the positive communications work carried out in the first two years of the DCSCPs operation and to move the Communications function forward to make speeding socially unacceptable in Devon and Cornwall.*
- *To offer a single point of contact to the media and the public locally, and in so doing, linking into national strategies.*

B.4 The communications campaign will be based on:

Honesty & Openness – Partnership aims and objectives will be communicated openly with all audiences both internal and external. The geographical focus of our efforts will be communicated in a variety of media including web, radio and press.

Direct & Meaningful Communications – all communication will be factual, straightforward and meaningful so audiences understand what we, as a partnership, are setting out to achieve.

Consistency – all communications to the public and internal audiences will be consistent. We will ensure consistent delivery on stated aims and objectives that fit with the national campaign aims, objectives and communications.

B.1.5 CORE MESSAGE

The core message continues to be that "Speed Kills" and this will be linked to the national 'Think' Road Safety Campaign and also the message that safety cameras save lives.

Other important messages include:

- The primary objective of the safety camera project is to save lives.
- Speed is a major contributory factor in road collisions.
- Exceeding speed limits is illegal and puts lives at risk.
- Police, highways authorities, health authorities and magistrates are working together to make roads safer for all users.
- The casualty burden on emergency services and associated community costs will be cut, resulting in hospital bed days and medical expenses being saved.
- Local Authorities have policies for determining the appropriate speed limits.

The Partnership will continue to demonstrate that all partner organisations are working together to promote safer roads in Devon and Cornwall. It is through the people of Devon and Cornwall conforming to speed limits that we will achieve our aims. We will also continue to link into the national campaign and initiatives where appropriate.

Where possible the Partnership aims to capitalise on collision information – broken down by road user type, age, gender etc. This information, localised to Devon and Cornwall, will be of great benefit when communicating to specific groups and can be passed to other agencies working with us such as the Road Safety Officers.

An ongoing review will be made to ensure all messages and communications are received and understood by all audiences.

The DCSCP has worked to establish a meaningful and recognisable identity. Work will continue to ensure that the identity is continually promoted and communicated in a variety of ways in and around Devon and Cornwall.

B.1.6 TARGET AUDIENCES

- Drivers and riders
- Major employers
- The media
- Young and inexperienced drivers
- Other road users (including passengers)
- The public (tax payers)
- Partner authorities/organisations

CRITICAL SUCCESS FACTORS

- Communications strategy implementation
- Market Research
- Effective Publicity and Media contact
- Education
- Links to the other council run initiatives
- Public affairs –e.g. being approachable and sympathetic to community issues relating to speed

Media Contact – The coverage the Partnership achieves is a major factor in the communications campaign. It is important that we continue to work with all forms of media and present a recognisable and professional image of the Partnership.

Partnership staff, and the staff within the partner organisations, are also critical to the success of the communications campaign. It is imperative the internal communications strategy therefore not only distributes information but also encourages feedback.

DELIVERING THE MESSAGE

The Partnership intends to use every means available to deliver the "Speed Kills" message including the following:

- | | |
|------------------------------------|----------------------------|
| Local newspapers. | Radio |
| Television. | Exhibition material. |
| Displays / Stands | Agricultural Shows. |
| Sporting Venues | Commercial Partners. |
| Young Drivers / Schools | Libraries and Post Offices |
| Driving Schools | Road Safety Groups |
| Car, Caravan, Motorcycle dealers | Garages |
| GP Surgeries, Dental Surgeries | A & E Departments. |
| Internal newsletters and journals. | Tourist Boards |
| Hotels and Restaurants. | Emergency services |
| Car, Van, Lorry Hire companies | Leasing Companies |

This list can be expanded and other methods and venues will also be developed. Devon and Cornwall are popular tourist destinations within the United Kingdom and there are also links to French and Spanish ports through ferry operations at Plymouth. There will need to be specific messages

delivered to tourism elements particularly at ports and through the tourist authorities which will support the safety camera message.

B.1.8 WEB SITE

The web site has been established which gives detailed information on the Partnership, links to partner organisations, FAQs, details of camera sites and general road safety issues. The site is designed and maintained in association with the Devon and Cornwall Constabulary Force Web Team. It continues to attract over 100,000 per month and receives world-wide communications. This site will be constantly updated by a dedicated member of staff. The web address is www.dcsafetycameras.org

B.1.9 TARGETED CAMPAIGNS

In addition to the Core Message which will be disseminated through the highlighted techniques the Partnership has identified particular groups who may have a significant influence on vehicle speeds and therefore collisions. For this reason more specific campaigns are being undertaken.

B1.9.1 Generic 'Speed Awareness' Pack

We intend to develop and promote a generic 'Speed Awareness' pack for the Partnership which has optional inserts to target distinct road user groups to include:

Business drivers - This is aimed at those who drive for a living. We plan to develop, promote and implement a number of seminars throughout the two counties, in co-operation with Local Authorities, to address and promote speed awareness and 'At Work Driver Safety' (Occupational Road Risk). This is to ensure that the casualty reduction and safety camera message is fully covered and that drivers are made aware of, not only the casualty rate among high mileage drivers but, the effect on a business when a driving ban is imposed.

Motorcyclists - We are committed to actively promoting safer Motor Cycle (MC) use and in particular that of appropriate speed. This will be achieved through working with the MC dealers, MC groups, intelligence led interventions and the development of a MC resource and advice CD.

Young drivers - We plan to develop, promote and co-ordinate the implementation of speed related educational programmes for young and inexperienced drivers aged 16 - 24. This will entail visiting many educational establishments (schools, colleges and Universities). We will build on existing programmes based on inappropriate speed and the role safety initiatives can play in casualty reduction. Young drivers need to be made aware of the high casualty rate among this group.

Relevant information packs, plus presentations offering help and advice, will support all three areas. The literature will contain information such as casualty statistics and how to help reduce them, links to other relevant organisations, details on the Partnership and speed detection equipment. Where appropriate, merchandise will accompany these packs.

B.1.9.2 Fleet Management.

In addition to these packs we intend to develop a separate pack designed to specifically target companies that have responsibility for company car/commercial drivers. This will have the primary aim of educating companies regarding their specific corporate responsibilities under the Road Traffic Act. A key message to fleet managers will concern imposing unrealistic journey times on employees. If necessary, help will be given to produce log sheets in order to monitor driver details.

Groups to be communicated with will be from the following:-

Fleet car companies	Local businesses
Emergency services	Road safety groups
Non-political interest groups (e.g. AA, RAC)	Tourists
Post Offices	Dentists / GPs
Ambulance Services	Car Dealers
Car Hire/Leasing	Van & Lorry Hire
Libraries	Motorcycle Dealers/Hire
Driving Schools	Caravan Sales/Hire
Petrol Filling Stations	Trailer Hire
Hospitals	
Airports / Ferries	

B.1.9.3 MOD and Armed Forces Project

There are a high number of armed forces personnel who are involved in road crashes. Devon and Cornwall have a number of military establishments including the Devonport Dockyard facilities RNAS Culdrose, RAF St. Mawgan, Lympstone Commando Training Centre, etc. There is a need to deliver the message to the staff and personnel within these establishments and a presentation package is being developed to address this in 2005. This pack will contain relevant statistics and road safety advice.

B.1.9.4 One of the first major pieces of work carried out by the DCSCP was to establish a meaningful and recognisable identity. Work has continued in year two of operation to ensure that the identity was continually promoted and communicated in a variety of ways in and around Devon and Cornwall.

B.1.10 CURRENT ATTITUDES

It is necessary to conduct research to determine the attitudes the public has with regard to safety cameras in Devon and Cornwall. Surveys have been conducted in years one and two to determine attitudes to speed, cameras and road safety in general.

The statements set by the DfT (national campaign) that were measured in a ‘% agree’ and ‘% disagrees’ format were :-

- Fewer accidents are likely to happen on roads where cameras are installed
- Cameras meant that dangerous drivers are more likely to get caught
- Cameras are meant to encourage drivers to keep to the limits, not punish them
- Cameras are an easy way of making money out of motorists
- The primary aim of the safety cameras is to save lives
- There are too many safety cameras in our local area
- The use of safety cameras should be supported as a method of reducing casualties

In 2004 a postal survey was mailed to 5,000 randomly selected addresses across Devon and Cornwall. The same DfT questions were asked along with additional questions regarding basic segmentation information. The information collected will allow for an unbiased picture of public opinion of the DCSCP and use of safety cameras.

This activity will be repeated in 2005 in the same manner to effectively gauge whether, in Devon and Cornwall, we have seen any change in public opinion.

B.11.0 MEASUREMENT

There is a need to be able to establish the effectiveness of each part of the communications campaign both internally and externally to ensure maximum impact. Measurement will be quantitative and qualitative with benchmarks set. The evaluation will include:

- Whether the response been positive, negative or neutral
- The potential number of target audience reached
- Column inches per newspaper items
- Use of the website, page impressions, user sessions, number of downloads, volume of requests for information etc
- Input/reaction from camera operators
- Public opinion surveys (this will be costly to get unbiased totally random input from a cross section of drivers)

B.12.0 EVENTS

The DCSCP will be attending events in the year 2005/6 but the most appropriate strategy needs to be discussed and based upon lessons learned from previous events. Events that the DCSCP are committed to attending in the next year include:-

- Devon County Show
- Cornwall County Show
- Honiton Show
- RNAS Culdrose Road Safety Jamboree

Provision has been made in the top-line estimate for the DCSCP to attend other shows to support partner members.

Costs include provision for graphics, merchandise and space hire where the use of partner organisations facilities cannot be utilised.

Specific Road shows aimed at large local employers and educational institutions (i.e. Colleges and Universities). This will be in the format of stands within foyers and not necessarily specific presentations unless invited.

Appendix C

Devon and Cornwall Safety Camera Project

PARTNERSHIP SERVICE LEVEL AGREEMENT

October 2003

Valid for 3 years

This Service Level Agreement is an agreement between the following Partners

Devon and Cornwall Constabulary
The Highways Agency
Devon County Council
Her Majesty's Courts Service
Cornwall County Council
Plymouth City Council
Torbay Council
Crown Prosecution Service
Council of the Isles of Scilly

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1. Introduction

The purpose of this Service Level Agreement is to establish a Partnership approach in reducing the number of road casualties in the Devon and Cornwall Constabulary area. This agreement is not a legal contract, but it sets out:

- Project background
- Partnership liaison
- the aims of the Partnership
- the Project time-scale
- the roles and responsibilities of each partner
- cost recovery arrangements
- Project risks
- Settling disputes

2. Background

A camera user group was set up in the Devon and Cornwall Constabulary area in 1996 with the aim of reducing speed-related accidents using fixed and mobile site camera technology.

Due to the Government's Safety Camera "Netting Off" initiative and The Vehicles (Crime) Act 2001 legislation coupled with the success of the pilot areas it was decided to increase this membership to set up the Devon and Cornwall Safety Camera Partnership to include **Devon and Cornwall Constabulary, Her Majesty's Courts Service, Devon and Cornwall County Councils, Plymouth City Council, Torbay Council, the Highways Agency, Isles of Scilly, Crown Prosecution Service and the National Health Service.**

3. Partnership Liaison

A Steering Group was established in June 2001 under the chairmanship of Devon and Cornwall Constabulary. The Steering Group consists of senior management representatives from the Partnership and sets the overall policy direction of the Project. It is intended that the Steering Group will continue in this role for the duration of the Partnership arrangements. Consultants have been commissioned to assist the Steering Group in the preparation of the Business Plan.

4. Aims

The Partnership aims to:

- reduce the number of casualties through optimum use of red-light and speed camera technology and enforcement
- make speeding anti-social in terms of driving behaviour
- create safer roads for all highway users across the Devon and Cornwall Constabulary area.

In order to achieve this, the Devon and Cornwall Safety Camera Partnership will have the technical capability to process offences at a sustained rate of 60,000 offences annually by the end of year one, with rates of 80,000 per year for future needs.

5. Timescale and Notice Periods

The Service Level Agreement covers the operation of the Project from the time of its approval and for a period of three years thereafter. The Project will be reviewed after 6 months and then on an annual basis. All partners are committed to the Partnership for the duration of the Project. However, should any partner need to withdraw, then a period of 12 months notice must be given to enable the Project Board sufficient time to decide how the Partnership will continue.

6. Roles and Responsibilities

6.1 General

The following table lists the specific responsibilities of the partners. However, the emphasis is on Partnership working and all partners accept responsibility for the Project as a whole.

6.2 Steering Group

The Safety Camera Steering Group will continue to provide overall policy direction for the project, and review progress on the project on a quarterly basis.

6.3 Project Management

The Project Manager will be appointed by Devon County Council and will be responsible for ensuring the objectives of the Project identified by the Steering Group and included in the operational case are met. The Project Manager will be based at the Crownhill Police Station.

6.4 Communications Management

The Communications Manager will be appointed by Plymouth City Council and will be responsible for implementation of the PR Strategy. The Communications Manager will liaise regularly with any PR Consultants, PR Officers and Road Safety Officers from partner authorities and become the single point of contact for media and press enquiries related to the Project. The Communications Manager will be based at the Crownhill Police Station.

6.5 Financial Management

The Finance Manager will be appointed by the Cornwall County Council. The Finance Manager is responsible for ensuring the probity and accountability of the financial affairs of the Partnership and that value for money can be demonstrated. At the end of the financial year accounts will be produced and will be audited to ensure that the funds have been used only for the purpose intended by Parliament. Any surplus will be passed to the Government's consolidated fund. Any deficit will be carried over by the Partnership. All core Partners are liable for deficits and legal liabilities in proportion to their expenditure.

6.6 Data Collection

The Data Collection and analysis will be carried out using an appropriate computing system, which will also be used to evaluate potential new sites. Speed and crash data will be monitored and entered onto a central database.

6.7 Camera Management

New camera locations will be identified by the Partnership through data analysis. The highway authorities will maintain the highway environment in the vicinity of camera sites to an appropriate standard. Fixed camera housings and power supply maintenance will be co-ordinated through the Highway Authorities. The Devon and Cornwall Constabulary will provide and maintain other equipment. The highway authorities will ensure that signs and lines at camera locations are in good condition.

The Partnership will ensure all cameras and signing are visible and in accordance with Government recommendations.

6.8 Enforcement

It will be the responsibility of Devon and Cornwall Constabulary to operate equipment in accordance with manufacturers' operating instructions and the Association of Chief Police Officers' guidelines. The police will operate mobile camera enforcement at identified locations for the duration of the Project. The operation and deployment of police officers funded by the Project will be as directed by the Project Management. The police will process all conditional offers in line with current legislation.

6.9 Magistrates' Courts

The fixed penalty payment office will process all conditional offers issued by the police as a result of safety camera offences. Total offences resulting from speed camera activity, which are not dealt with by way of fixed penalty will be processed in the court. The annual level of prosecutions is anticipated to be 15% of the total number of offences. The monthly payment returns to the Lord Chancellor's Department shall clearly identify which fixed penalties have been paid as a camera offence. The courts will endeavour to provide sufficient extra court days to handle any additional work resulting from the Project.

6.10 Crown Prosecution Service (CPS)

The support of the CPS in this Project is fundamental to its success. The CPS will support the appropriate prosecution of offenders, which result from safety camera enforcement activity in accordance with the Code for Crown Prosecutors.

6.11 Health Authorities

The Health Authorities will play an active role throughout the life of the Project by liaising regularly with the other partners through the Project Manager. They will provide support to the PR Consultants in promoting the Project as an effective way of reducing casualties and provide road traffic accident casualty costing and relevant statistics to the Partnership. This will include the number of bed days saved by casualty reduction and the impact on admissions.

7. Cost Recovery

The expected costs of the Partnership are detailed in the Operational Case. These costs will be reimbursed by the Department for Transport, Local Government and the Regions (DfT) quarterly in arrears, and will be paid to the local authority Finance Manager, an officer seconded from Cornwall County Council. The Finance Manager will reimburse costs incurred on behalf of the Partnership as set out in the operational case.

The expenditure of any money significantly variant from the budget agreed in the operational case will require agreement of the Steering Group. All partners will be responsible for maintaining proper records of their own expenditure which will be subject to their own audit arrangements. Partners will provide a monthly statement of expenditure that may be incurred under the scheme to the Project Manager, together with full supporting paperwork as required. Cornwall County Council will maintain the Partnership's official accounts and these will be subject to external audit. At the end of each year any deficit in income or legal liability will be shared amongst the core partner authorities according to their actual expenditure.

8. Project Risks

The Project Manager will continuously assess, record and evaluate risk elements of the Project. Each partner will need to advise the Project Manager of the strategy they have adopted to manage risk in terms of:

- (a) hardware/software failure
- (b) equipment failure
- (c) loss of communication links
- (d) power failure
- (e) building outage
- (f) long term staff absence
- (g) offences below target level

Any risks that affect the viability of the Project shall be brought to the attention of the Steering Group.

The exit strategy to be adopted, if the Partnership is not renewed, or fails, is that all partners will retain assets purchased by them as part of the project. Reimbursement of payment for staff, vehicle and equipment maintenance will cease on the agreed date at which the project halts.

9. Arbitration

All partners are fully committed to this Project. It is not anticipated that any disputes will arise that cannot be settled amicably between partners. However, should such a dispute arise, it will be referred to the National Steering Group.

Roles and Responsibilities Checklist	Highway Authorities	Project Manager (Devon)	Finance Manager (Cornwall)	Communications Manager [Plymouth]	Devon and Cornwall Constabulary	Magistrates' Courts	Health Authorities	Crown Prosecution Service
Project Management								
Project Manager		X						
Communications Manager				X				
Data Collection	X				X		X	
Camera Procurement					X			
IT.telecom set up and maintenance					X	X		
Recruit and train staff					X	X		
Monitor and manage budgets	X	X			X	X		
Ensure best value	X	X			X	X		
Development contracts with suppliers	X	X			X	X		
Preparation of statutory reports to Govt.		X						
Report Progress to Steering Group		X						
Monitor and manage performance		X						
Administration of Partnership		X						
Public Relations Management								
Develop Partnership PR Strategy		X		X				
Contribute to PR Strategy	X	X		X	X	X	X	X
Liaise with media				X				
Monitor public perception				X				
Financial Management								
Receive funds from Treasury/DCA			X					
Supply copies of invoices and receipts	X	X	X		X	X		
Redistribute funds against invoices			X					
Complete end of year final account			X					
Liaise with auditors			X					
Camera Management								
Maintain cameras					X			
Insure cameras					X			
Replace damaged housings	X							
Routinely maintain camera housings	X							
Maintain camera locations	X							
Camera signing	X							
Ensure TROs are correct	X							
Nominate camera locations		X						
Access camera locations	X							

Roles and Responsibilities Checklist	Highway Authorities	Project Manager (Devon)	Finance Manager (Cornwall)	Communications Manager (Plymouth)	Devon and Cornwall Constabulary	Magistrates' Courts	Health Authorities	Crown Prosecution Service
Camera Enforcement								
Process films					X			
Issue NIP and Section 172s					X			
Initiate proceedings against offenders					X			
Undertake enquiries to trace offenders					X			
Prepare papers for court prosecution					X			
Processing and Prosecution								
Facilitate the prosecution of cases in court						X		X
Process payments and licenses						X		
Produce monthly returns to DCA						X		
Warrant enforcement						X		

- Highway Authorities = Highways Agency, Devon County Council, Cornwall County Council, Plymouth City Council, Torbay Council

