



Daw's House & South Petherwin

Speed & Road Safety Concerns

05 August 2020

Transport & Infrastructure Service



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1.0 Introduction

The hamlet of Daw's House on the B3254 resides within the Parish of South Petherwin, to the south west of Launceston. The Pennygilliam Industrial Estate is close by. Daw's House has approximately 35 dwellings along the main route with a further 60 in the nearby hamlet of Tregaller. This has two entry/exits points from the B3254, one sited within Daw's House. The village of South Petherwin is just a short distance away and has approximately 931 residents (2011 census). The section between the village and the hamlet is connected by a 40mph speed limit.

Concerns about road safety and speed have been regularly communicated by residents to both Cornwall Council and Devon and Cornwall Police.

COVID has also had a significant impact on all aspects of transport and travel. The issues of speeding and road safety have been brought into sharp focus as our roads are quieter.

The "Analysing the Impact of the COVID19 Lockdown on Vehicle Flow and Speeds in the UK" research paper recently published by Agilysis, concluding that speeds increased as a result of reduced volumes during lockdown. This was evident on all roads, but the increase in speeds on rural roads was more marked. It also highlighted that the number of drivers travelling 15mph above the limit also increased. These trends echo what has been happening across our Cornish network.

As a comparison, further local analysis has been undertaken in 30 and 40mph limits to show how speed and traffic volumes varied over the main covid-19 period. This analysis revealed that the 'standard change' in that time was for the percentage of vehicles exceeding the speed limit to change from around 35% to around 50%. Traffic volumes are still increasing, and we would expect to see some further reductions in speeds.

As a result of continued concerns, several improvements have already been delivered to encourage compliance, for Daw's House these include:

- A second vehicle activated sign (VAS) (so there is one on either side of the village just within the extents of the 30mph limit)
- Provision of dragon's teeth to the southern end
- Physical gateway features at the northern end (white gate posts)

A promise to not renew the centreline markings when this route next receives surface treatment or renewal, was previously communicated. Removing these would give the impression that the road width is not as wide and could result in further reductions of speed.

Despite improvements to date, the concerns over speed remain an issue. With no footways, residents have to walk in the road which is uninviting, and they are sometimes squeezed against hedges to avoid cars. Even at 30mph, the lack of footway will still leave people feeling unsafe; however lower speeds, generally result in a reduced risk and severity of collisions, so encouraging greater compliance is the overall aim.

In relation to improvements within South Petherwin this includes:

- Some footpath improvements delivered last year linking Trelinnoe Gardens and the B3254
- A Traffic Regulation Order to address parking issues in the village, is due to go out to consultation shortly

Both improvements were nominated by the South Petherwin Parish Council and were funded via the Community Network Panel Highways Improvement Programme.

1.1 Site Visit

As a result of the continued concerns related to speed and road safety in Daw's House, a multi-agency site visit took place on 30th June 2020. During the visit it was requested that we also review areas of concern within South Petherwin village and these were also reviewed. The following summarises the main concerns:

Daw's House

- Non-compliance of the 30mph speed limit
- No provision for pedestrian or cyclists in terms of footway
- Local children walk in the road to nearby collection point at Tregaller Lane for local school bus
- Visibility for several dwellings is limited by blind spots/corners when exiting driveways – resulting in times from abuse from drivers passing by when signalled to slow down

In terms of the preferred solution by residents in attendance, this would be to install an Average Speed Camera (ASC) system. As a follow up to the site visit and recent speed monitoring data, Daw's House was discussed at the Speed Compliance Action Review Forum (SCARF) meeting on 16th July. Officers talked through concerns, possible options and next steps.

South Petherwin Village

- Congestion and school safety at South Petherwin Community Primary School – informal park & stride operates from the small car park located opposite the South Petherwin Methodist Church.
- Concerns of speeds leaving South Petherwin along Chy Hendra Road towards Tor View where the existing 30mph ends
- Road markings and welcome signage also discussed

South Petherwin will be reviewed in more detail, once data from the requested speed monitoring is available. An addendum will be issued for inclusion into this report, which will provide similar detail in relation to section 3 'Data and Evidence' and 'Proposals Considered' in section 4.

2.0 SCARF

Currently being trialled in Cornwall, this process supports the assessment of sites where communities have voiced concerns over inappropriate speed but would not usually include sites where a significant number of injury collisions have occurred, as these are reviewed separately. SCARF is a multi-agency meeting.



There are varying levels of interventions to consider depending on the level of non-compliance experienced.

Records of assessments are retained and will not normally be reconsidered within a three year period, unless significant development or other circumstances takes place, which potentially changes the road user environment.

The proposals outlined in section 4 provide potential improvement options, which are subject to funding opportunities.

2.1 Collaborative Approach

Cornwall Council and Devon & Cornwall Police want to work collaboratively with South Petherwin Parish Council and its residents to address concerns. Centre to our approach, as outlined in our Casualty Reduction Strategy is the Safe System methodology. Road safety can only be tackled by undertaking a multi-disciplinary, multi-agency approach - no one single agency can achieve road safety improvements in isolation.



2.2 Safe Systems

A methodology that recognises humans are fallible and unpredictable and will make mistakes, the key is managing the impact of that mistake. It is a conscious shift from trying to prevent all collisions to targeting prevention on death and serious injury. The Safe Systems approach will still advocate and deliver a balance between the 4 E's:

1. Engineering – by improving the existing transport network and factor safety when designing new road schemes.
2. Enforcement – by working with Police and traffic enforcement officers to target the 'fatal five' – Inappropriate or excessive speed, not wearing a seatbelt, driver distraction, driving under the influence and careless and inconsiderate driving.
3. Education – supporting engineered solutions with educational campaigns to encourage a change in driver behaviour and targeted campaigns to protect vulnerable road user groups.
4. Engagement – working together with our communities to problem solve and address concerns.

A balanced and coordinated approach will ensure a safer road network for everyone. A response to each of the above areas is detailed in section 4.

3.0 Data and Evidence

Cornwall Council uses data to help inform decisions and appropriate responses to issues across our network. In terms of how we monitor speeds this is through a covert radar device (black box) or Speed Visor that has both a covert monitoring phase and a display phase that indicates the speed limit (much like a vehicle activated sign VAS). These units are calibrated and are standard in their use for design purposes.

VAS signs are primarily placed just within the boundary of a speed limit to act as the first cue and reminder to drivers. This also record data and can provide a summary of approaching speeds.

3.1 Collision Statistics

Data is retrieved from ACCsMap on collision history across our road networks this is in terms of identifying collisions that result in an injury. This data confirms what has been recorded and verified through the Collision Reporting and Sharing (CRaSH). CRaSH enables police officers to capture and upload collision data from the roadside in real time: saving time and helps improve road safety by providing a more accurate view of when and where incidents occur. Damage only accidents are no longer recorded.

Reviewing validated data over the last 10 years (01/01/2010 – 31/12/2019) this shows only a small number of slight injuries:

- 09/07/2011 – Slight Injury (1 casualty) – A vehicle was parked secure and unattended on the carriageway. The driver of another vehicle admitted to failing to see the parked vehicle and collided with the rear of it causing damage.
- 19/06/2013 – Slight Injury (1 casualty) – A vehicle was turning right with vision obscured by a road sign. A cyclist was travelling down the hill and braked hard when they saw the vehicle move, where the cyclist came off the bike causing the rider injury. Whilst unvalidated I have also run a check from
- 01/01/2020 to present day which shows no personal injury collisions.

However, whilst the data does not highlight this location as an area where we need to target casualty reduction, we do appreciate that speeds affect the mobility choices and whether we feel safe in our communities and this has not affected the suggested actions of this report in section 4. We very much take concerns of communities regarding safety seriously. With the positive changes in travel behaviours of those walking and cycling evident during COVID, we want to maintain and build upon this as we move forward.

3.2 VAS Speed Data

Data was recently requested from the two VAS's located within Daw's House under the Freedom of Information Act, the data which was provided is summarised below (see locations on the map to the right). VAS's are often implemented as part of a package of measures to form village gateways. These are generally placed just within the extents of the speed limit to provide the first cue to vehicles to slow down and to enhance onward compliance through the hamlet, village or area of concern.



When placed just inside the extents of the speed limit, it is expected that a proportion of vehicle speeds will be higher than the posted limit as they transition; the main purpose of the VAS is to alert drivers and encourage onward compliance. Data from these signs is limited and does not indicate the times of day when this is most prevalent or the speed of vehicles continuing through the area of concern.

Cornwall Council use the standard deployment of either Radar Class or Speed Visor devices that are calibrated units when investigating speed concerns. These are placed further away from the speed limit extents to gather a picture of the ongoing travel behaviour and where the greatest mix of activity and vulnerable road user groups exist. Whilst a summary of the VAS findings is detailed below, please note this for information only.

What we can see from these data sets is the relationship between traffic volume and speed, which accords to changes seen elsewhere as a result of COVID. There are 3 sets of data below (2 previously shared) showing speeds prior to COVID, during lockdown and in transport recovery phase. The transport recovery phase matches the dates of the Radar deployments as a direct comparison (see section 3.3) these indicate the onward speeds through the hamlet.

VAS Data Results 513			
	Pre Covid 01/10/19- 23/03/20	During Covid 24/03/20 - 01/04/20	Recovery Phase 24/06/20-01/07/20
Total vehicles recorded	104885	4433	7464
Average vehicles per day	936.47	492.55	933
29mph or less	16118 (15.36%)	446 (10.06%)	1003 (13.44%)
30-34 mph	36506 (34.81 %)	1069 (24.11%)	2336 (31.30%)
35-39 mph	35240 (33.59%)	1507 (33.99%)	2553 (34.20%)
40-49 mph	16932 (16.14%)	1394 (31.44%)	1556 (20.85%)
50mph +	89 (0.08%)	17 (0.38%)	6 (0.08%)

VAS Data Results 604			
	Pre Covid 01/10/19- 23/03/20	During Covid 24/03/20- 01/04/20	Recovery Phase 24/06/20-01/07/20
Total vehicles recorded	134678	5035	8739
Average vehicles per day	1171	559	1092
29mph or less	27017 (20.06%)	828 (16.44%)	1606 (18.38%)
30-34 mph	53239 (39.53%)	1602 (31.82%)	3347 (38.30%)
35-39 mph	41780 (31.02%)	1674 (33.25%)	2839 (32.49%)
40-49 mph	12574 (9.34%)	924 (18.35%)	943 (10.80%)
50mph +	68 (0.05%)	7 (0.14%)	4 (0.05%)

Site 513 - pre-covid those entering the hamlet above the national threshold represented 50%, which increased to 66% during lockdown and has since reduced to 55%. The largest decrease in the recovery phase comes with those travelling above 40mph.

Site 604 - pre-covid those entering the hamlet above the national threshold represented 40% which increased to 52% during lockdown and has since reduced

to 43%. The largest decrease in the recovery phase comes with those travelling above 40mph.

These results confirm that COVID has had an impact in terms of increasing speeds during lockdown and although speeds are reducing, they are still higher than the pre-COVID period. They also demonstrate that the direction from South Petherwin overall suffers from higher approaching vehicle speeds.

3.3 Radar Class Speed Data

Radar Class – near to Bramble Cottage (24th June to 01 July)		
	North-East	South-West
Total vehicles recorded	8878	9874
Average vehicles per day	1110	1234
Mean speeds - arithmetic average of all recorded speeds	30.5	33.1
85%ile - The speed at or below which 85% travel	36	39
Travelling between 31-40mph	40%	57.5%
Travelling in excess of 36mph	16%	30.5%
In excess of 40mph	5%	9.5%

The detailed reports are attached but the data at Bramble Cottage indicate:

- Weekends see higher % of vehicles travelling 31-40mph and those in excess of 40mph
- Between 8am to 7pm more than 50% of vehicles travel 30mph or less on NE bound direction but much lower levels on the SW bound direction
- Those travelling in excess of 40mph as a per hour % this ranges from 6.1% to 50% NE bound and 4.7% to 60% SW bound
- SW bound direction sees far greater % of vehicles travelling between 31-40mph over the NE bound direction
- Between 8pm and 7am is where the percentages per hour exceeding 40mph is above 15% indicating night-time is an issue SW bound (10pm to 7am NE)

Radar Class – near Tregaller Lane (24th June to 01 July)		
	North-East	South-West
Total vehicles recorded	7506	8056
Average vehicles per day	938	1007
Mean speeds - arithmetic average of all recorded speeds	31.3	30.7
85%ile - The speed at or below which 85% travel	36	35
Travelling between 31-40mph	52.1%	48.8%
Travelling in excess of 36mph	16%	11.6%
In excess of 40mph	3.2%	1.8%

For Tregaller Lane the summary is as follows:

- Weekends see higher % of vehicles travelling 31-40mph and those in excess of 40mph
- Between 10am to 13pm and 10pm-11pm more than 50% of vehicles travel 30mph or less NE, SW direction is better with this being 9am to 4pm (except during 2-3pm)
- Those travelling in excess of 40mph as a per hour %, ranges from 1.3% to 33.3% NE bound direction and 0.2% to 25% SW bound direction. This is lower than the site at Bramble Cottage, indicating the bend slow vehicle speeds
- Between the hours of 11pm and 7am (with a few exceptions) NE bound is where percentages per hour exceeding 40mph is above 15% indicating night-time is an issue. SW bound (just between 3-4am).

The mean speeds vary between 30.5–33.1mph with 85%ile 35-39mph. The data for Bramble cottage does indicate greater speeds on the SW bound direction showing that the straighter section provides greater opportunity to accelerate speeds, communicated by residents living in this section.

4.0 Proposals Considered

4.1 Engineering

4.1.1 Route Survey

Costs to undertake a full route survey to establish road widths, levels and drainage has been requested from an external company. Once quotation is received and approved they will be commissioned to undertake this work on behalf of Cornwall Council and results would inform all future options. All engineering proposals considered as potentially viable options within this report would be subject to detail design, where this information will be critical.

4.1.2 Removal of centreline

As highlighted in the introduction, this was agreed as the next possible step for Daw's House in line with any surface treatment or renewal programme as this could be done at minimal cost.

This would include not putting back the centreline and possible adjustment of edge markings, potentially wider on the side where majority of dwellings reside. This would not be a formal virtual footway but informally marks out a greater area for non-motorised users.

We would expect to see reductions in the region of a further 1-3mph as the road will appear narrower and therefore greater caution taken by drivers especially those unfamiliar with the area.

Treatment was carried out on the route in 2014 and is not currently programmed for further treatment in the near future. This is the reason the improvement has not yet been delivered.

There are options to accelerate this work, but there are drawbacks to not combining this with treatment programmes.

1. Blast away centreline and remark edge lines will lead to scarring on the road and would be unsightly. The end result would be a black line through the middle which will still feel like a centreline and may weaken the impact we want to achieve. This could be programmed this year.
2. Lightly surface dress route ahead of scheduling and implement proposals above, this comes at an increased construction cost but would more

aesthetically pleasing. This would not be achievable this financial year but could be reviewed from April 2021.

3. Wait until surfacing dressing/treatment is routinely carried out, the cost to introduce lining changes at this point would be negligible and therefore be the most cost effective way to deliver this proposal. However, the route is not currently programmed, and we do not have timescales for this.

We are committed to deliver this proposal and would be prepared to accelerate option 1 or 2 above, subject to the Parish Council confirming how they would like us to proceed?

4.1.3 Removal of 40mph between Daw's House & South Petherwin

The Department for Transport (DfT) Circular 01/2013, sets out the guidelines that Local Authorities should follow in 'Setting Local Speed Limits' for our towns/villages in urban and rural settlements.

The guidance acknowledges that speed management needs to deliver a balance between safety objectives for all road users and mobility objectives to ensure efficient travel, as well as environmental and community outcomes.

Whilst we acknowledge the aspiration for this to potentially lead to lower consistent speeds throughout, we do not recommend this option. Lowering speed limits does not necessarily lead to safer roads but in the wrong location can lead to reduced compliance, overtaking, tailgating and other undesirable driver behaviour caused by frustration. It would be very likely to seriously weaken compliance further within both Daw's House and South Petherwin by removing the clear distinction between rural road and the built-up areas; it will simply lead to consistently higher speeds where least desirable.

4.1.4 Traffic Calming

Traffic calming and priority systems is an effective way to control speeds and make the local environment more conducive towards those walking and cycling. The system at Coads Green and Ruddlemoor, have been designed and implemented to lower speeds and increase safety. These work particularly well, and it is considered that introducing these measures through Daw's House should be explored further.

The two photos below show traffic calming features through Coads Green in the form of a variable 20mph speed limit, which is utilised during school drop off and pick up times, alongside a priority give way buildout and speed cushions.



The following google image shows a priority give way build out through Ruddlemoor used to slow speeds, in a location with similar road characteristics.



It is unlikely that the provision of a footway could be considered due to the widths and topography of the road through Daw's House. It could require land from multiple dwellings reducing frontages and/or driveways.

The results of the survey detailed in 4.1.1 will enable us to consider what can be delivered and the approximate cost. This will allow us to consider what funding mechanisms exist to bring recommended improvements forward.

Applications to secure Community Infrastructure Levy (CIL) have recently opened and remain open until 19th October. It may be an option to consider this route if traffic calming options are identified within these timescales.

Applicants will need to show how there is local need and community support for their project as well as how it will enable lower carbon living as part of the Council's ambitions for Cornwall to become carbon neutral by 2030. As long as a project fits with the definition of 'infrastructure' and meets the low carbon living criteria in some way, application will be accepted.

More information is available here <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/community-infrastructure-levy-cil/cil-fund/>

It is encouraged that applicants discuss projects with their Community Link Officer (Chris Sims).

4.2 Enforcement

Enforcement of speed limits is the sole responsibility of Devon & Cornwall Police not Cornwall Council, and the Council recognises the authority of the Chief Constable in this regard; however, both the Police and Highway Authorities work in collaboration and share mutual objectives and policies.

The overarching purpose of enforcement is to reduce casualties or the likelihood of casualties arising, and to change road user behaviour so that compliance with traffic regulations is improved. This in turn should reduce harm, and the fear from harm for all road users and communities.

4.2.2 Mobile Enforcement

It was agreed that whilst longer term engineered solutions are identified and required funding secured, mobile enforcement could be deployed. Due to difficulties on siting a camera van, deployment would be via Bike enforcement. This would be looking at 2 deployments in year, with results determining future resource requirements. This would support any local enforcement as outlined in section 4.4 below.

4.2.3 ASC and Static Camera Deployment

The use of safety camera enforcement is primarily evidence based, proportional and justifiable, with a clear purpose to bring change in behaviour, which in turn should lead to a corresponding reduction in injury collisions; and as such targeted at sites with numbers of people killed or seriously injured.

Having discussed the issues at Daw's House, at this time the deployment of permanent camera systems is not considered to be the appropriate response.

Whilst cameras are effective in managing speeds, these do not completely eradicate speeding but will deal with those contravening the Road Traffic Act either through diversional education courses, fixed Penalty Charge Notice or via the courts, the option depends on the severity of offence. Current government guidance recognises that problems should be engineered out where possible, with enforcement being the last option.

It is however acknowledged that controlling a greater majority of vehicles within the 30mph speed limit could reduce the severity of a collision but the environment for those walking and cycling is unlikely to change significantly. Cars travelling at 30mph in close proximity to those walking in the road will still feel uninviting/unsafe. It is our opinion that an engineered traffic calming solution will deliver the greatest benefit of lowering speeds and enhancing the local environment for those walking and cycling.

Jenoptik who are our contracted supplier for ASC have indicated that it may not be viable to deliver an ASC system within Daw's House. Whilst this was not a definitive statement, it would not come without its challenges, particularly in relation to the suitable space for installation.

As a post site meeting clarification, it was queried as to whether a system could be installed if local funds were raised to pay for the capital purchase, installation and licensing costs. Subject to confirmation of deployment viability and completion of the Devon & Cornwall review highlighted below, this is something that the Council could consider. The ongoing operational and maintenance costs would still need to be agreed and supported by the Council including the approval for placement within the Highway. As a guide, our recent installation at Grampound cost in the region of £175k and ongoing maintenance is approx. £8,000 annually.

Cornwall Council is leading a review on behalf of Devon and Cornwall Local Authorities who form the Peninsula Road Safety Partnership. This will review and consider wider application to aid our road safety response in dealing with community severance, design mitigation, traffic management, environmental reasons etc. This review would need to be supported by all Partners which includes the ongoing operational aspects. Completion of this work may result in further deployments, but funding would need to be reprioritised as there we do not have a programme currently. Timescales for completion is expected in 2021.

4.3 Education

Cornwall Council's education team would happily support engineered solutions for Daw's House (and South Petherwin once identified) with educational campaigns to encourage a change in driver behaviour. This could look at targeted campaigns to protect vulnerable road user groups. They could also support campaigns run by South Petherwin Parish Council. The team will be doing a site visit to familiarise themselves with area in readiness to work with partners and residents.

4.4 Engagement

We recognise that working collaboratively with our local town and parish councils and residents of Cornwall is key to the success of our outcomes. This is recognised in our Casualty Reduction Strategy, which is accessible here:

<https://www.cornwall.gov.uk/media/41393044/road-casualty-reduction-strategy-2019-web.pdf>

The following outlines way in which this can be achieved.

4.4.1 Road Safety Campaign

Cornwall Council was pleased to receive the draft proposals of South Petherwin Parish Council indicating the intention to run road safety campaigns every 3 or 6 months. We are more than happy to provide support and our Road Safety Education team can assist in this regard.

As a post site meeting clarification, a query was raised in relation to use of non-prescribed road signs communicating messages to drivers. The suggestion was around number annual vehicle numbers and level of non-compliance. These could not be used as permanent roadside signs as they would not conform to DfT guidelines. However, we would be happy to work with the Parish Council regarding the use of temporary roadside posters to agree suitable messages that enhance and work alongside the road safety campaigns. The areas of Daw's House and South Petherwin village could be pilot locations where we can monitor effectiveness for changing travel behaviours.

4.4.2 Community Speed Watch (CSW)

This was discussed at the site visit in terms of re-establishing this activity. I am pleased to confirm that CSW has restarted and on Monday 20th July a visit was

made to Daw's House. A summary of that visit concludes that during 0827 – 0949, 208 vehicles passed through, 33 were above the threshold (15% of total flow):

- 1 young lad doing 50mph
- 9 above 40mph
- 23 above 35mph

The volunteer who runs this group is actively looking for more members so could this be raised at the next Parish meeting to gather support (details will be sent separate to the report)? If an area has yet to be set-up for South Petherwin it would be good to see if this can now be progressed.

With the issues communicated around South Petherwin Community School there may be an opportunity to establish a 'School Speed Watch' which engages pupils as the volunteers. As an alternative to prosecution, offending motorists are asked probing questions by children from local schools or youth groups and can be quite effective. It is also hoped that it provides the young people involved, with an experience that will hopefully stay with them until their driving years. More information can be obtained through your local police team <https://www.devon-cornwall.police.uk/your-area/teams/Launceston/Overview>

4.4.3 Local Neighbourhood Police

There is also a new local police officer covering Launceston who has been out in a number of areas of interest with a new laser device. We have communicated this as an area of concern and Daw's House is very much on the list to be targeted. This could provide support to the mobile bike enforcement. Enforcement is a key response in communicating speeds will not be tolerated.

At the time of writing this report confirmation of whether a visit had been made or is planned to be had not been received; contact can be made directly on: ciosnbmlaunceston@devonandcornwall.pnn.police.uk and South Petherwin areas of concern can also be communicated directly with the team.

5.0 Conclusion

As highlighted in section 4, we do have the opportunity in the short-term to accelerate works to remove the centreline from the village and adjust edge line markings. In the short-term, Cornwall Council would be prepared to progress option 1 this financial year or review option 2 from April 2021, subject to clarification from the Parish Council. Delivering this improvement could reduce speeds between 1-3mph. This could be supported by the mobile enforcement, neighbour local police, CSW and road safety campaigns activities.

However, it is considered that the greatest benefits in the longer term would be achieved by developing a package of traffic calming engineering measures. The cost of a package would be determined once proposals are designed. All improvements would be subject to funding and we will consider all opportunities to bring forward proposals as soon as practical.

This report concludes the discussions from the SCARF meeting in July and will remain valid for 3 years. South Petherwin will be reviewed once the data is available and an addendum to this report written and submitted to the Parish Council.