CAMBRIDGESHIRE COUNTY COUNCIL

ROAD SAFETY ENGINEERING

SAFETY AUDIT
STAGE 1

Scheme: Milton Road Bus Priority

Date of Report: Tuesday 7th November 2017

Auditor(s): Chris Whinney
Andrea Haslock

Information Supplied:
Stage 1 Safety Audit Request
Comparison of Cycle Flows along Milton Road
Crossing Movements Total – 0800 to 0900
Crossing Movements Total – 1700 to 1800
Cycle Flows Total – 0800 to 0900
Cycle Flows Total – 1700 to 1800
Final Concept Layouts, comprising the following drawings:
• Milton Road Drawings 1 Final Edit
• Milton Road Drawings 2 Final Edit
• Milton Road Drawings 3 Final Edit
• Milton Road Drawings 4 Final
• Milton Road Drawings 5 Final
• Milton Road Drawings 6 Final Edit

Introduction

The Audit was carried out at the request of:

Name: Paul van de Bulk
Job Title: Project Manager
Organisation: Cambridgeshire County Council

The terms of reference of the audit are as described in HD 19/15. The audit has examined and reported only on the road safety implications of the scheme as presented and has not examined or verified the compliance of the designs to any other criteria or design standards. Design standards are quoted only where those standards have road safety implications.

All comments and recommendations are referenced to the detailed design drawings specified above.

Notified Departures from Standard – None supplied.
Scheme Outline: The following description of the proposed works was extracted from the Safety Audit Request Form:

Scheme Objectives

- Comprehensive priority for buses in both directions wherever practicable;
- Additional capacity for sustainable trips to employment/education sites;
- Increased bus patronage and new services;
- Safer and more convenient routes for cycling and walking, segregated where practical and possible;
- Maintain or reduce general traffic levels; and
- Enhance the environment, streetscape and air quality.

Overall design features of Milton Road Final Conceptual Design

- Segregated cycle lanes in both directions, along the length of Milton Road.
- Improve air quality and the local environment.
- Minimum segregated cycleway of 2 metres where possible, to allow for overtaking.
- Dedicated space for walking, separated from cyclists.
- Segregated crossing points at major junctions for cyclists and pedestrians.
- Trees replaced with suitable species using community and expert feedback.
- Copenhagen style crossings at side roads which give priority to pedestrians and cyclists over vehicles entering and exiting these roads.
- 190 metres of additional bus lanes, compared to existing layout.

Environmental features of Milton Road Final Conceptual Design

- Replanting trees with appropriate species, with guidance from tree experts and the community.
- Using Rain Gardens to reduce surface water and increase drainage.
- Working with local shops to improve the environment of Milton Road.

Daytime site visit: Wednesday 18th October 2017 between 15:00 and 16:00

Attending: Chris Whinney
Andrea Haslock

Conditions at Visit:
Weather: Overcast. Light rain. The road surface was wet.
Traffic: Heavy, slow moving at times.
Other:

Existing Injury Accident Details (Where applicable):

In the most recent 5 year period (2012-2016) there were a total of 85 recorded Personal Injury Accidents (PIA) within the scheme extents on Milton Road, including 1 Fatal (involving a cyclist), 9 Serious (involving cyclists, pedestrians and bus users) and 75 Slight. Notable accident clusters are located at/near:

(a) Milton Road j/w Westbrook Drive – 5 PIAs.
(b) Milton Road j/w Gilbert Road – 6 PIAs.
(c) Milton Road j/w Hurst Park Avenue – 6 PIAs.
(d) Milton Road/Highworth Avenue Roundabout – 20 PIAs.
(e) Milton Road j/w Arbury Road and Union Lane – 6 PIAs.
(f) Milton Road outside the Milton Arms Public House – 6 PIAs.
(g) Milton Road j/w King Hedges Road and Green End Road – 6 PIAs.
(h) Milton Road between Lovell Road and the Guided Busway crossing – 8 PIAs.

A1 DETAILS

A1.1 Problem

Location: Milton Road – general to whole scheme.

Summary: Proposed tree planting in the junction and crossing visibility splays could result in the increased risk of failure to give way collisions or collisions involving crossing NMUs.

Tree planting is detailed throughout the scheme extents on both sides of Milton Road. In many locations trees appear to be located within the visibility splays of both junctions and NMU crossings. This could result in the increased risk of failure to give way collisions at the side roads due to reduced visibility. There may also be an increased risk of collisions involving crossing NMUs due to reduced inter-visibility or due to road users’ visibility to traffic signal heads being restricted.

Recommendation
It is recommended that all junction visibility splays and crossing visibility splays are kept free from planting. The maintenance and any adverse effect on street lighting will also need to be considered at detailed design stage.

A1.2 Problem

Location: Milton Road - general to whole scheme.

Summary: The removal of formal parking spaces along the verges may result in road users choosing to park on the cycleways, on carriageway and/or within the bus lanes, causing an obstruction for other road users.

Formal parking spaces are currently provided along the verges at numerous locations along Milton Road. Many of these are proposed to be removed. This will displace parking. Road users may choose to park on carriageway and potentially within the bus lanes. Parked vehicles could obstruct cyclists and buses. This could result in the increased risk of nose to tail collisions and lane change collisions involving road users moving out to pass parked vehicles, with cyclists being at particular risk. Alternatively, road users could choose to park within the extent of the footway/cycleways, causing an obstruction for NMUs.
Recommendation
It is recommended that either the existing off-road parking is retained or appropriate alternative off-road parking is provided.

A2 THE ALIGNMENT

A2.1 Problem

Location: Milton Road to the west of Oak Tree Avenue (Problem Location Plan 3).

Summary: Carriageway pinch-point could increase the risk of collisions involving road users and cyclists on carriageway. The carriageway appears to narrow over a short distance to the west of Oak Tree Avenue. The pinch-point may result in the increased risk of collisions involving road users and cyclists on carriageway.

Recommendation
It is recommended that the carriageway is widened so that road users have sufficient room to pass cyclists.

A2.2 Problem

Location: Milton Road to the west of its junction with the Guided Busway access (Problem Location Plan 6).

Summary: Westbound cyclists may be at increased risk of being clipped by passing cars due to the proposed carriageway narrowing. Westbound cyclists continuing on carriageway (rather than accessing the off-carriageway cycleway) may be at increased risk of being clipped by passing cars due to the pinch-point created where the verge is to be built-out.

Recommendation
It is recommended that the carriageway is not built-out prior to the cycleway access point, therefore removing the pinch-point for cyclists.

A3 THE JUNCTIONS

A3.1 Problem

Location: Bus lanes throughout the scheme extents.

Summary: Increased risk of collisions involving left-turning road users and buses using the bus lanes due to the absence of bus lane set-backs at junctions.

Increased risk of collisions involving left-turning road users and buses using the bus lane due to the absence of bus lane setbacks on the
approaches to side road junctions (e.g. Hurst Park Drive, Herbert Street, George Street etc.).

**Recommendation**
It is recommended that bus lane setbacks of sufficient length are provided on the approaches to all side road junctions.

### A4 NON MOTORISED USERS

#### A4.1 Problem

**Location:** Milton Road - general to whole scheme.

**Summary:** Increased risk of collisions between NMUs and cyclists at bus stops due to lack of segregation.

It is proposed to install a one-way westbound cycle path on the southern side of Milton Road and improve the existing share use footway/cycleway on the northern side of Milton Road. Numerous bus stops are located along Milton Road (not shown on the conceptual drawings provided for audit). There may be an increased risk of collisions involving NMUs using the bus stops and passing cyclists due to the proposed cycleways passing directly through the extent of bus stop waiting areas.

**Recommendation**
It is recommended that the interface between the bus stops and cycleways are detailed carefully to minimise the potential for collisions between waiting bus passengers and cyclists.

#### A4.2 Problem

**Location:** Southern side of Milton Road throughout the scheme extents.

**Summary:** Increased risk of collisions involving cycleway users due to cyclists choosing to contravene the proposed one-way working.

It is proposed to install a one-way cycleway along the southern side of Milton Road, for westbound cyclists only. Cyclists originating from the properties and side roads on the southern side of Milton Road may use the track to head eastbound, either ignoring the one-way working completely or choosing to cycle against the one-way working for a short distance until they can find a suitable crossing point to access the northern side of Milton Road. This could result in the increased risk of collisions involving cycleway users as the proposed one-way track will not be wide enough to accommodate two-way cycling.
Recommendation
It is recommended that the proposed cycleway on the southern side of Milton Road should be widened to accommodate two-way cycling or not be made a cycleway, with the existing footway being retained.

A4.3 Problem

Location: Northern side of Milton Road throughout the scheme extents.

Summary: Increased risk of collisions between cycleway users due to the proposed cycleway swapping between one-way and two-way working.

It is proposed to install sections of both one-way and two-way cycleway along the northern side of Milton Road. Cyclists are likely to contravene the proposed one-way working to avoid having to cross the carriageway multiple times in order to continue their journey, resulting in the increased risk of collisions between cycleway users. The proposed arrangement may also deter cyclists from using the off-carriageway facilities in their entirety, with cyclists choosing to stay on the carriageway being exposed to additional risk from passing traffic.

Recommendation
It is recommended that the cycleway on the northern side of Milton Road should accommodate two-way cycling along the whole length of the scheme.

A4.4 Problem

Location: Milton Road – general to whole scheme.

Summary: Increased risk of collisions between NMUs using the footways and cycleways due to insufficient widths.

Width dimensions of the proposed footway/cycleways have not been provided for audit. If sufficient width is not provided for pedestrians and cyclists there may be an increased risk of conflicts.

Recommendation
It is recommended that the footway and cycleways provided are made sufficiently wide to accommodate the anticipated flow of NMUs.

A4.5 Problem

Location: (a) Union Lane. (b) Arbury Road. (c) Green End Road. (d) Milton Road approaches to Arbury Road/Union Lane junction (Problem Location Plans 3 and 6).
Summary: The lack of approach cycle lanes to the cycle reservoirs could result in the increased risk of collisions involving road users colliding with cyclists ‘squeezing’ past to access the reservoirs.

It is not proposed to provide approach cycle lanes to the cycle reservoirs on the approaches to signalised junctions at number of locations. This could result in the increased risk of collisions involving road users colliding with cyclists ‘squeezing’ past to access the reservoirs or cyclists moving across unexpectedly into the path of following road users to access the reservoirs.

Recommendation
It is recommended that approach cycle lanes are provided to assist cycling in accessing the cycle reservoirs.

A4.6 Problem

Location: Milton Road westbound through its junction with Arbury Road/Union Lane junction (Problem Location Plan 3).

Summary: The proposed westbound cycle lane through the junction may result in the increased risk of collisions involving cyclist and left turning vehicles.

The proposed arrangement, with an advisory cycle lane through the junction, could result in the increased risk of left turning road users on Milton Road colliding with cyclists, who may be confused into thinking they have priority through the junction.

Recommendation
It is recommended that the proposed advisory cycle lane is not provided. Rather than directing westbound cyclists onto the carriageway before the junction, the proposed off-carriageway cycleway should be continued to Union Lane to give cyclists the option to use the signalised crossing to continue westbound or the signalised crossing on Milton Road (east) in order to access Arbury Road.

A4.7 Problem

Location: Side road junctions where ‘Copenhagen style’ crossings are proposed.

Summary: The lack of clear information as to who has priority at side road junctions could result in the increase risk of collisions between road users and crossing NMUs.

Limited detail of the proposed ‘Copenhagen style’ side crossings. These appear to be proposed at most give way controlled side roads across the site. It is understood that cycleway users will be given priority at these junctions. The lack of clear information informing road
users and cycleway users as to who has priority may result in the increased risk of failure to give way collisions between cycleway users and road users, particularly where visibility is poor (e.g. at Downhams Lane where hedges obstruct visibility at the existing crossing).

Additionally, cars exiting the side roads waiting to join Milton Road may block the cycleway, potentially leading cycleway users having to cross between queuing vehicles. Crossing NMUs could then be unsighted by road users entering the side roads, leading to the increased risk of collisions.

**Recommendation**

It is recommended that:

(a) Clear information is given to road users and cycleway users as to who has priority at the side road crossings.

(b) A site specific risk assessment is undertaken at each junction where cycleway users are to be given priority. Priority should only be given where appropriate visibility can be afforded and vehicle speeds and vehicular flows are sufficiently low (‘Copenhagen style’ crossings may not be appropriate junctions where vehicle movements are likely to be high e.g. the Westbrook Centre).

A4.8 Problem

**Location:** Milton Road west of its junction with Woodhead Drive (Problem Location Plan 5).

**Summary:** Removal of the existing uncontrolled crossing facility could result in the increased risk of collisions between involving NMUs continuing to cross at this location.

It is proposed to remove the existing uncontrolled pedestrian refuge crossing facility to the west of Woodhead Drive. It is assumed that this crossing caters for a NMU desire line. If NMUs continue to cross at this location, after the refuge has been removed, there may be an increased risk of collisions between crossing NMUs and road users.

**Recommendation**

It is recommended that the pedestrian refuge is retained at this location.

A4.9 Problem

**Location:** Milton Road east of its junction with Kendal Way (Problem Location Plan 5).

**Summary:** The removal of the pedestrian refuge island at the signalised crossing could result in the increased risk of collisions between road users and crossing NMUs.
It is proposed to relocate the existing signalised crossing a short distance further east and remove the pedestrian refuge. The island provides an emergency refuge point for NMUs as well as housing the offside signal heads. The removal of the refuge will expose crossing users to increased risk due to the lack of a refuge point on an otherwise wide crossing. There may also be the increased risk of collisions involving road users failing to stop for crossing users due signals heading being mounted further apart (i.e. on highway verges on either side of the road), making the crossing less conspicuous.

**Recommendation**
It is recommended that a pedestrian refuge island is retained.

A4.10 Problem

**Location:** Milton Road to the east of Kendal Way (Problem Location Plan 5).

**Summary:** Relocating the existing signalised crossing may result in the increased risk of collisions between NMUs waiting to cross and road users turning in/out of the driveways on the northern side of the carriageway.

The proposal to relocate the existing signalised further east will be beneficial in terms of moving the crossing further from the Kendal Way junction. However, the NMU waiting area on the northern side of the crossing will be located within the extent of the existing private driveways. On the southern side of the road a resident also appears to park in their garden, despite the absence of dropped kerbs. This will result in the increased risk of collisions between waiting crossing users and road users using the driveways and/or collisions involving turning vehicles colliding with the traffic signals equipment.

**Recommendation**
It is recommended that the position of the crossing is relocated outside the extents of private property driveways.

A4.11 Problem

**Location:** Milton Road at its junction with Ramsden Square (Problem Location Plan 5).

**Summary:** Increased risk of collisions between cyclists re-joining the carriageway and road users due to the lack of provision for cyclists.

The proposed two-way cycleway on the northern side of the carriageway will revert to a one-way facility for eastbound cyclists at the Ramsden Square junction. No provision has been made for eastbound cyclists to re-join the carriageway. This could result in the increased risk of collisions involving eastbound road users and
cyclists, with road users not anticipating cyclists joining the carriageway.
There may also be the increased risk of collisions on the cycleway involving less confident cyclists deciding to contravene the proposed one-way working in order to avoid cycling on carriageway.

**Recommendation**
It is recommended that the two-way working is continued in an easterly direction along the northern side of Milton Road so that cyclists do not have to re-join the carriageway. A continuous two-way cycleway should be provided so that cyclists are not required to swap between on-carriageway and off-carriageway facilities.

**A4.12 Problem**

**Location:** Milton Road to the west of its junction with the Guided Busway access (Problem Location Plan 6).

**Summary:** Westbound cyclists leaving the carriageway may be at increased risk of collisions with cyclists emerging from the subway due to restricted inter-visibility.

Westbound cyclists leaving the carriageway may be at increased risk of collisions with westbound cyclists emerging from the subway due to restricted inter-visibility.

**Recommendation**
It is recommended that the cycleway access point is relocated further west where inter-visibility will be improved.

**A4.13 Problem**

**Location:** Milton Road crossing points through the scheme extents.

**Summary:** Increased risk of collisions between NMUs and cyclists at crossing points due to NMUs waiting to cross within the extent of the designated cycleway.

NMUs accessing or waiting at crossings where the waiting areas are located within the extent of the cycleways will be at increased risk of collisions with passing cyclists (e.g. at the proposed crossing to the west of the Seeley’s Court access).

**Recommendation**
It is recommended that the footway/cycleway is detailed carefully at all crossing points to reduce the risk of collisions between crossing users and passing cyclists.
A4.14 Problem

**Location:** Milton Road eastbound approach to the guided busway access (Problem Location 6).

**Summary:** Proposed two-way cycleway on-carriageway could:
- (a) result in the risk of collisions involving between left turning buses and cyclists.
- (b) result in the increased risk of collisions involving road users exiting the car showrooms and cyclists.

The proposed on-carriageway two-way cycleway could result in the risk of collisions between cyclists and left-turning buses entering the busway. In addition, road users exiting the car showrooms may not expect cyclists to approach on the wrong side of the road, resulting in the increased risk of collisions.

**Recommendation**
It is recommended that the existing off-carriageway shared use footway/cycleway is maintained at this location.

A4.15 Problem

**Location:** Milton Road to the west of the access to Seeley’s Court (Problem Location Plan 6).

**Summary:** NMUs waiting at the signalised crossing may be at increased risk of collisions with road users turning in/out of the Seeley’s Court access on the northern side of the carriageway and private properties on the southern side.

It is proposed to relocate the existing signalised crossing located to the western side of Lovell Road to a position west of the Seeley's Court access. The NMU waiting areas will be located very close to private accesses on both sides of the road. This may result in the increased risk of collisions between waiting crossing users and road users using the driveways and/or collisions involving turning vehicles colliding with the traffic signals equipment.

**Recommendation**
It is recommended that the position of the crossing is relocated outside the extents of private driveways.

A4.16 Problem

**Location:** Milton Road junction with Green End Road - eastern side of Green End Road (Problem Location Plan 6).

**Summary:** Increased risk of collisions involving cyclist re-joining the carriageway due to the detailing of the cycle access point.
The proposed cycle access point for eastbound cyclists on Milton Road wishing to join Green End Road (south) could encourage cyclists to join the carriageway at speed, into the path of southbound road users, resulting in the increased risk of collisions involving cyclists.

**Recommendation**

It is recommended that the cycle access point is redesigned to offer cyclists protection from southbound vehicles as they join the carriageway.

**A4.17 Problem**

**Location:** Milton Road junction with Green End Road and Kings Hedges Road (all arms of the junction) (Problem Location Plan 6).

**Summary:** Replacing the existing staggered crossings with straight-over crossings could result in the increased risk of collisions involving crossing users due to the increase in crossing length.

It is proposed to remove the existing staggered crossings and replace them with straight over crossings. This will increase crossing lengths substantially (e.g. estimated to be 20m long on the Milton Road eastern arm). NMUs, particularly those with mobility impairments, may be at increased risk of collisions with road users due to the increase in crossing lengths exposing them to additional risk if they are unable to cross before the signals change.

**Recommendation**

It is recommended that the existing staggered crossings (with pedestrian refuges) are retained.

**A4.18 Problem**

**Location:** Milton Road junction with Highworth Avenue and Elizabeth Way - eastern side of Elizabeth Way and western side of Highworth Avenue (Problem Location Plan 2).

**Summary:** Increased risk of collisions involving cyclist re-joining the carriageway due to the detailing of the cycle access points.

The proposed cycle access point for eastbound cyclists on Milton Road wishing to head south on Elizabeth Way could encourage cyclists to join the carriageway at speed into the path of southbound road users, resulting in the increased risk of collisions involving cyclists. This problem is also present where westbound cyclists are directed to re-join the carriageway on Highworth Avenue.

**Recommendation**

It is recommended that the cycle access points are designed to offer cyclists protection from vehicles as they re-join the carriageway.
A4.19 Problem

Location: Milton Road junction with Gilbert Road – both Milton Road arms of the junctions (Problem Location Plan 1).

Summary: Removing the existing pedestrian refuge islands could result in the increased risk of collisions involving crossing users due to the increase in crossing length.

It is proposed to remove the existing pedestrian refuge islands on both Milton Road arms of the junction and replace them with straight over crossings. This will increase crossing lengths substantially. NMUs, particularly those with mobility impairments, may be at increased risk of collisions with road users due to the increase in crossing length exposing users to additional risk if they are unable to cross before the signals change.

Recommendation
It is recommended that the existing pedestrian refuge islands are retained on the Milton Road arms of the junction.

A4.20 Problem

Location: Milton Road westbound approach to its junction with Gilbert Road (Problem Location Plan 1).

Summary: Increased risk of collisions between right turning cyclists and through traffic due to the removal of the approach cycle lane to the cycle reservoir.

It is proposed to remove the approach cycle lane to the cycle reservoir currently provided on the westbound approach. This could result in the increased risk of right-turning cyclists colliding with through traffic, with cyclists finding more difficult to access the reservoirs.

Recommendation
It is recommended that the cycle approach lane is retained at this location.

A4.21 Problem

Location:
(a) Milton Road junction with Green End Road and King Hedges Road (Problem Location Plan 6).
(b) Milton Road junction with Highworth Avenue and Elizabeth Way (Problem Location Plan 2).
Summary: The detailing of the cycleway approaches to the NMU crossings could lead to the increased risk of collisions between pedestrians and cyclists. The detailing of the cycleway and footway in the vicinity of the crossings is likely to be confusing for users, particularly the partially sighted, with pedestrians being required to cross the cycleway in order to access the crossings. This could result in the increased risk of collisions between pedestrians and cyclists.

Recommendation
It is recommended that unsegregated shared use footway/cycleways are provided in the vicinity of the crossing as opposed to the proposed segregated facilities.

A5 SIGNS AND ROAD MARKINGS

A5.1 Problem

Location: Milton Road between Woodhead Drive and Kendal Way (Problem Location Plan 5).

Summary: The removal of the existing refuge islands at either end of the right turn lanes could increase the risk of head-on collisions as a result of road users performing overtakes through the junctions.

The removal of the existing refuge islands at either end of the right turn lanes for Woodhead Drive and Kendal Way could increase the risk of head-on collisions as a result of road users overtaking through the extent of the junctions.

Recommendation
It is recommended that:
(a) the refuge islands are retained to discourage overtaking through the extent of the junctions.
(b) a double white line system is provided throughout the extent of the right turn lanes to discourage overtaking.

A6 SIGNALS AND LIGHTING

A6.1 Problem

Location: Milton Road – general to whole scheme.

Summary: There may be an increased risk of collisions at the proposed signalised crossings and junctions due to the lack of detail provided for audit.

Limited detail has been provided for the proposed signalised crossings (i.e. whether they are Puffin or Toucan, tactile
arrangements, location of signals equipment, lighting etc.) and signals operation where it is proposed to change the layout at signalised junctions (i.e. signals timings). The Audit Team is unable assess the potential safety implications fully due to insufficient detail being supplied.

**Recommendation**
It is recommended that full details are submitted for audit at Stage 2.

**A6.2 Problem**

**Location:** Milton Road roundabout junction with Highworth Avenue and Elizabeth Way (all arms) (Problem Location Plan 2).

**Summary:** The detailing of the proposed signalised crossings could lead to the increased risk of collisions involving crossings NMUs.

Traffic signal stop lines are only detailed on the approaches to the roundabout crossings, not on the exits from the roundabout. This means that an all red phase will be required to allow NMUs to use the crossings. If this is not the case there is likely to be the increased risk of collisions involving road users and crossing users.

**Recommendation**
It is recommended that the proposed traffic signal operation is reviewed to ensure all approach traffic movements to the crossings are controlled when they are in use.
Audit Team Statement
We certify that we have examined the drawings and documents listed at the commencement of this report. The examination has been carried out with the sole purpose of identifying any features of the design that could be removed or modified in order to improve the safety of the scheme. The problems identified have been noted in this report together with associated safety improvement suggestions which we recommend should be studied for implementation. No one in the Audit Team has been involved with the scheme design.

Audit Team Leader: Chris Whinney
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Signed
Date 07/11/2017

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Date 07/11/2017
CAMBRIDGESHIRE COUNTY COUNCIL
ROAD SAFETY ENGINEERING

RESPONSE TO STAGE 1 SAFETY AUDIT

Scheme:
Safety Audit no: ................................................................................................................

Date of Report: ....................................................................................................................

Auditor(s): ...........................................................................................................................

The Audit was carried out at the request of:
Name ...................................................................................................................................
Job Title .................................................................................................................................
Organisation ..........................................................................................................................

Please give your comments on the points raised in the audit in the table below, continuing on the attached sheet as necessary. For CCC personnel, this form is available electronically and a copy may be obtained by emailing Accident.Investigation@cambridgeshire.gov.uk.

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Respondent’s Name

Signed
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Date
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Received by Audit Team

Date
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