

**Greater Manchester Transport Committee**

Date: 08 November 2019

Subject: Road Safety and Enforcement

Report of: Peter Boulton, Head of Highways, TfGM

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**PURPOSE OF REPORT**

Provide an overview of Greater Manchester's road safety performance and the role of Safer Roads Greater Manchester.

**RECOMMENDATIONS:**

Members are asked to note the current Killed and Seriously Injured (KSI's) road casualties following DfT publication of 2018 statistics and the latest 2019 figures; and the progress on various road safety activities.

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Risk Management – n/a

Legal Considerations – n/a

Financial Consequences – Revenue – n/a

Financial Consequences – Capital – n/a

Number of attachments included in the report: One

- Appendix 1: GM Safety Camera Operation roles and responsibilities

**BACKGROUND PAPERS:**

<b>TRACKING/PROCESS</b>		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
<b>EXEMPTION FROM CALL IN</b>		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		N/A
GMTC	Overview & Scrutiny Committee	
N/A	N/A	

# **1 ROAD SAFETY**

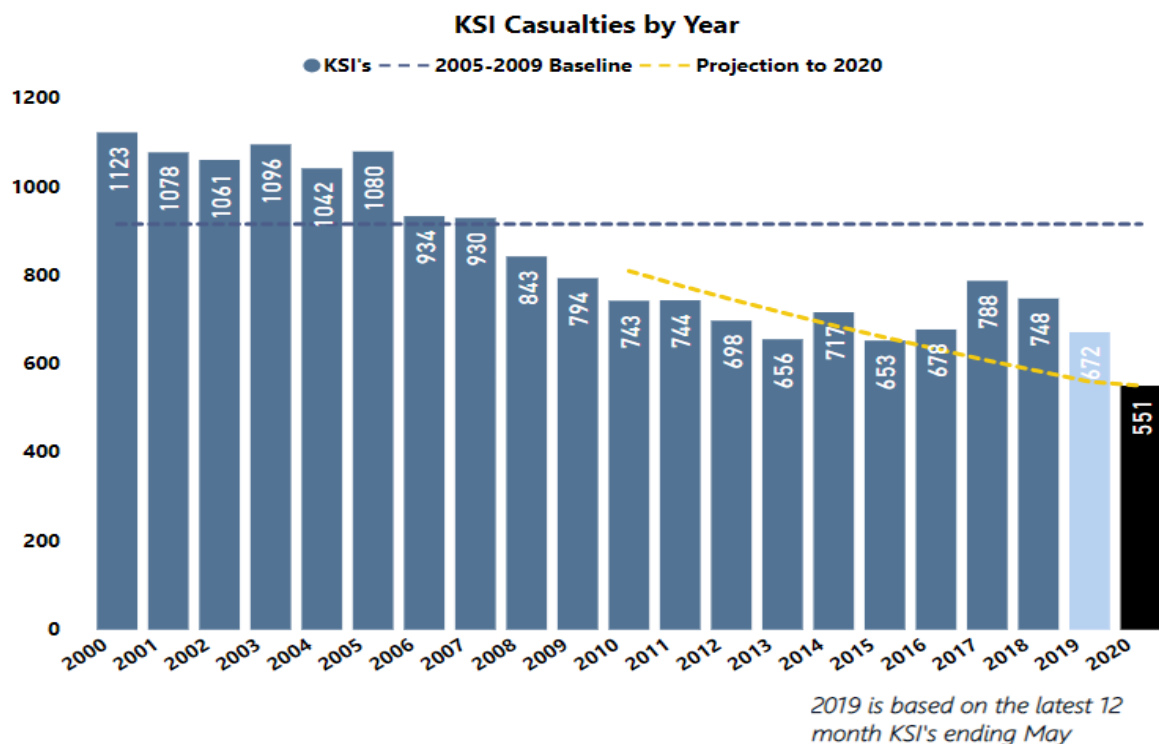
## **1.1 Background and Context to Safer Roads GM (SRGM)**

- 1.1.1 The GMCA have delegated the discharge of several of their road safety duties to the Transport Committee (formerly TfGMC). TfGM, on behalf of the Transport Committee, discharges these duties through the Safer Roads Greater Manchester (SRGM) Partnership. Membership consists of representatives of GM Local Authorities, the Mayor's representative as Police and Crime Commissioner, GM Police, TfGM, GM Fire and Rescue Service, Highways England and Public Health.
- 1.1.2 The Partnership oversees the funding of a limited number of interventions aimed at addressing road danger in Greater Manchester, funded through cost recovery of the delivery of National Driver Intervention Scheme courses. The governance arrangements for SRGM are supported by a Memorandum of Understanding between TfGM and the GMCA (formerly Police and Crime Commissioner for Greater Manchester) on behalf of Greater Manchester Police.
- 1.1.3 Responsibilities for delivery of GM-wide and local road safety priorities are set out in the Road Safety Protocol revised and signed by all 10 Local Authorities and TfGM in August 2015. TfGM's responsibilities under the protocol largely delivered by the Safer Roads Group (SRG), a small specialist team within TfGM's Highways Department.
- 1.1.4 It should be noted that Local Authorities are defined as Highway Authorities within the Road Traffic Act 1988 (Section 39) and as such hold a statutory duty to:
- Prepare and carry out a programme of measures designed to promote road safety.
  - Carry out studies into collisions arising out of the use of vehicles.
  - Take appropriate measures to prevent such collisions, including the dissemination of information and advice relating to the use of roads; practical training to road users; the construction, improvement, maintenance or repair of roads for the maintenance of which they are responsible; and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads.
  - Take appropriate measures to reduce the possibilities of collisions when 'new' roads come into use.
- 1.1.5 In addition to the above act, Highway Authorities also have powers to set and alter speed limits, and a statutory duty to maintain speed limit signing. (Road Traffic Regulation Act 1984, Sections 82, 84 and 85).

- 1.1.6 As such, each Local Authority has its own initiatives around road safety which it exercises to a lesser or greater degree depending upon skills, resources and priorities. TfGM provides advice and insight on local initiatives particularly where they impact upon the Key Route Network (KRN).
- 1.1.7 The management and accounting arrangements for the Partnership is overseen by TfGM. GMP currently acts as Chair to the Partnership and TfGM provides technical and managerial support to the Partnership via the work of SRG.
- 1.1.8 TfGM also works closely with Highways England and GM Police, via the GM Highways Strategy Board, to ensure co-ordinated action across the Strategic Road Network (SRN), the KRN and local roads. TfGM also works across the GM boundary to co-ordinate with neighbouring, regional and national bodies.

## 2 KILLED AND SERIOUSLY INJURED (KSI) CASUALTIES

- 2.1.1 2018 Road Casualty Great Britain Statistics were published by the Department for Transport (DfT) on 26th September 2019.
- 2.1.2 Greater Manchester saw a decrease in KSI casualties of -5% in 2018 when compared to 2017. This compares to an overall increase of 2% for Great Britain as a whole.
- 2.1.3 Greater Manchester has seen an 18% reduction in KSI casualties from the base line figures for 2005-2009. A further 22% reduction by 2020 (to meet the DfT forecast for a 40% reduction in KSI casualties) would be necessary. Great Britain KSI casualties reduced by 9% from the base line figures for 2005-2009,



acknowledging the changes in the reporting and recording of injury collisions in some other police force areas.

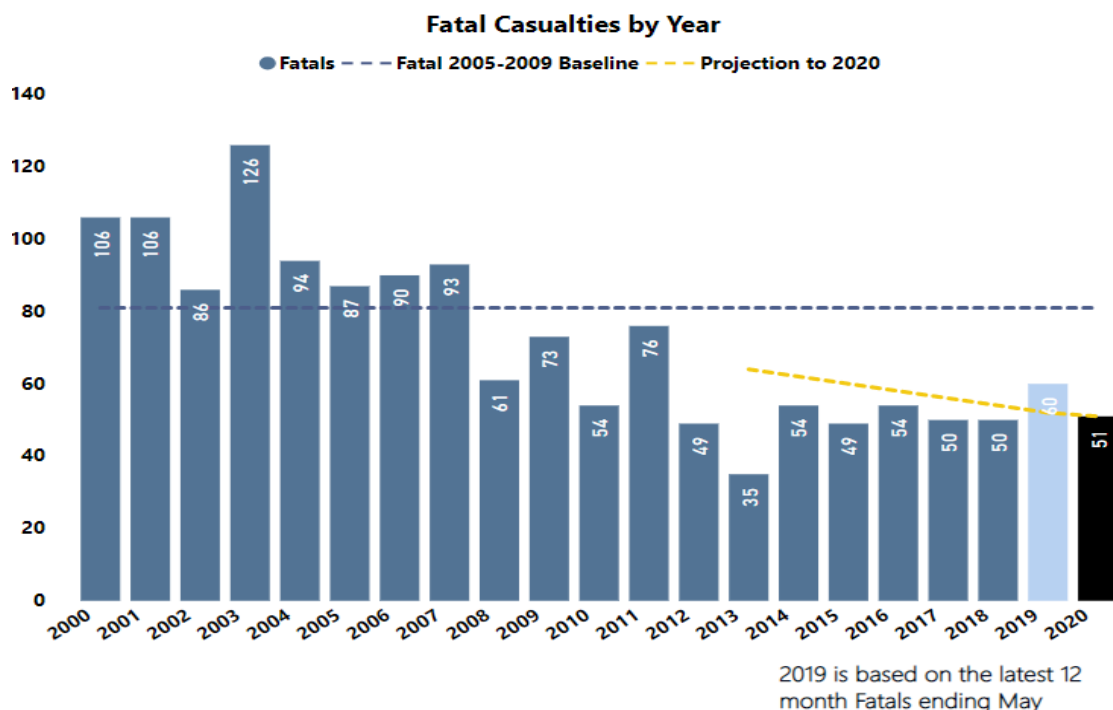
2.1.4 As with other parts of England, the DfT’s forecast for reductions in KSI’s are unlikely to be achieved due to pre-2010 levels of funding for road safety programmes; road safety activities; and enforcement operations not being sustained post-2010.

2.1.5 The rolling 12 months KSI’s ending May 2019 shows a reduction in KSI’s of -16.7% on the same period ending May 2018. The decrease is partly linked to data processing issues for GMP resulting from the recent introduction of the ‘Single Online Home’ for the public reporting of collisions on the GMP website. This may also affect comparisons of performance against future data trends.

### 3 FATAL CASUALTIES

3.1.1 The DfT’s National Strategic Framework for Road Safety (May 2011) also forecasts a 37% reduction in Fatal casualties by 2020. This would seek to reduce fatalities in GM to 51 by the end of 2020. In 2018 there were 50 fatal casualties representing a reduction of 38% against the 2005-2009 Baseline.

3.1.2 The rolling 12-month figure (ending May 2019) is 60 fatalities. This is unusually high although it includes a high number of fatalities during the second half of 2018. An unusually high number of fatalities were also recorded during February 2019 with 10 occurring (February average is 4). 7 of the casualties were vulnerable road users. This in part was related to the uncharacteristically warm and dry weather in February 2019.

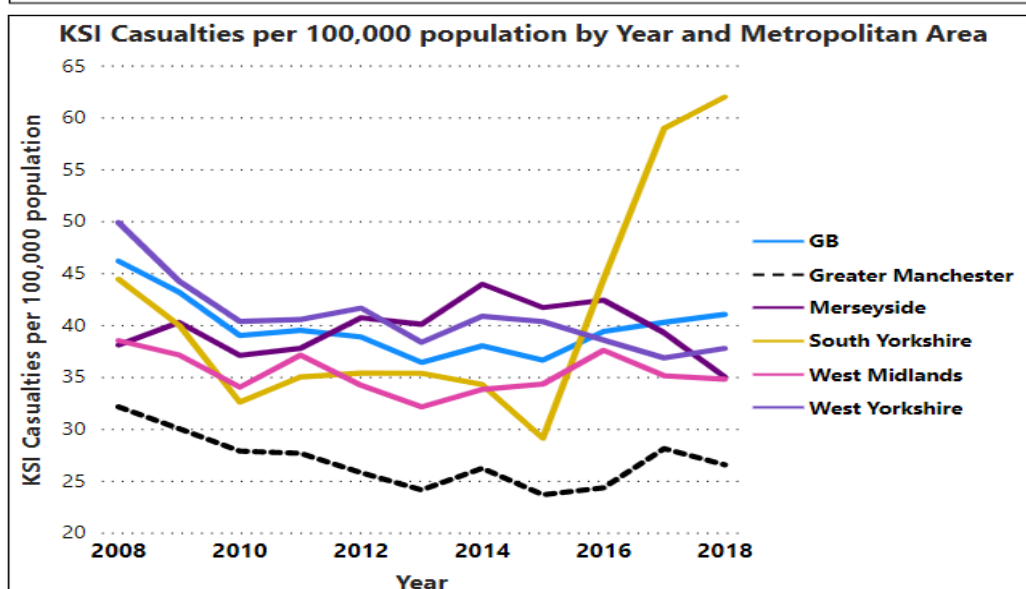
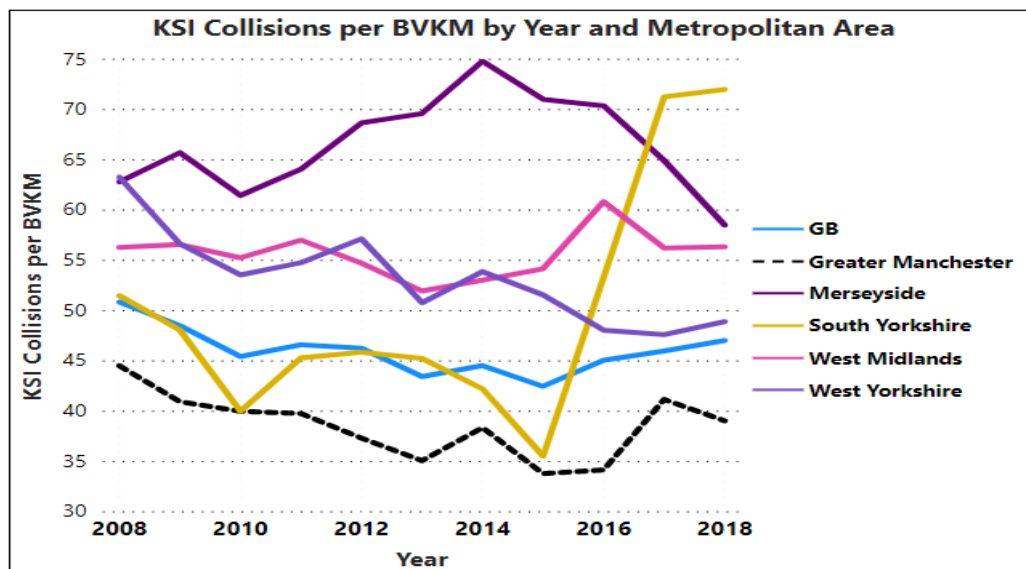


3.1.3 The Met Office daily maximum temperatures were reported to be the highest on record (dating back to 1910); with and the mildest February recorded since 1929. The previous UK maximum daily record was broken on multiple days, such as 20.4 Celsius in Rochdale. DfT research acknowledges that such weather can increase exposure to collision risk especially for people motorcycling; cycling or walking.

#### 4 COMPARISON TO OTHER METROPOLITAN AREAS

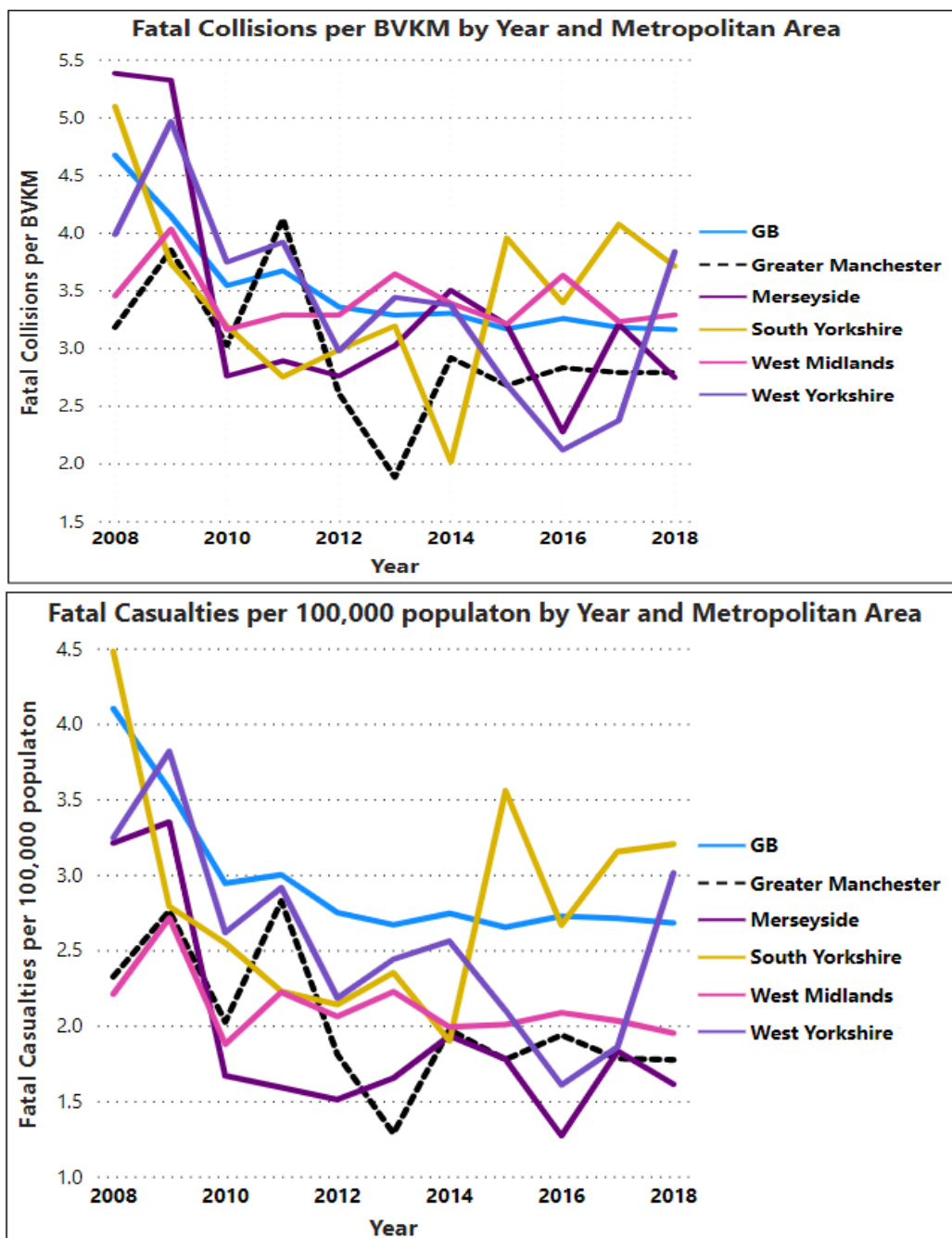
4.1.1 In comparison to other Metropolitan areas and GB as a whole; GM has the lowest KSI rate both in terms of collisions per Billion Vehicle KM (bvkm) and casualties by head of population.

4.1.2 Amongst the other Metropolitan areas, GM has seen the second greatest reduction in KSI Rates in 2018 from the previous year (in both metrics) and differs from the national trend where there have been increases in KSI rate per bvkm (2.28%) and KSI rate per 1,000,000 population (1.91%).



4.1.3 The spike in South Yorkshire’s KSI’s may be attributed, in the main, to the adoption of the new reporting system, CRASH (Collision Reporting and Sharing System) in 2016 and West Midlands at the end of 2015. CRASH uses new method of assessing injuries, this has resulted in an increase in casualties classified as serious due to the self-validating nature of injury severity classification within the CRASH system.

4.1.4 GM also has a relatively low fatality rate compared to the other Metropolitan areas and GB. Although fatality numbers are more susceptible to fluctuation, they are considered more robust and are not affected by the introduction of the CRASH reporting system; or other changes to the reporting and recording of injury collisions. The current trend for road fatalities in GM is disappointingly flat; and reflects the overall trend for Great Britain.

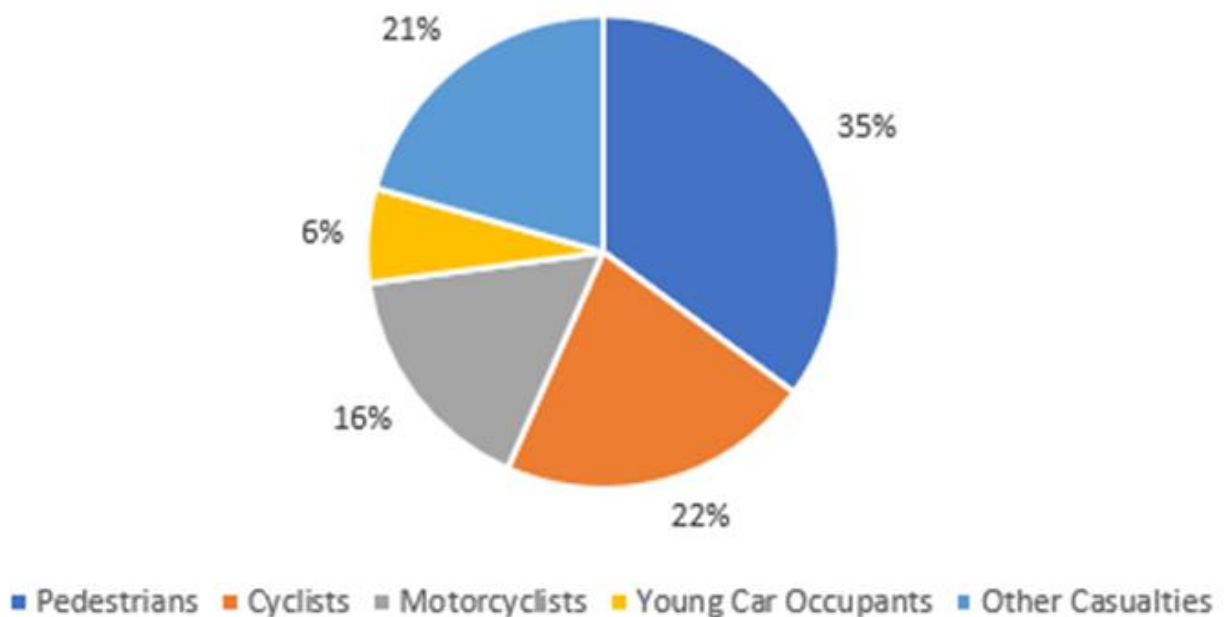


## 5 ROAD USER GROUPS

5.1.1 People cycling; motorcycling; walking; and younger vehicle occupants (aged 17-25) make up almost 80% of all people killed or seriously injured, reflecting the largely urban nature of GM roads. These road user groups are 'Vulnerable Road Users'. Evidence suggests that for people cycling; motorcycling; or walking the source of road danger is often from other motorised traffic (where at least one other vehicle was involved).

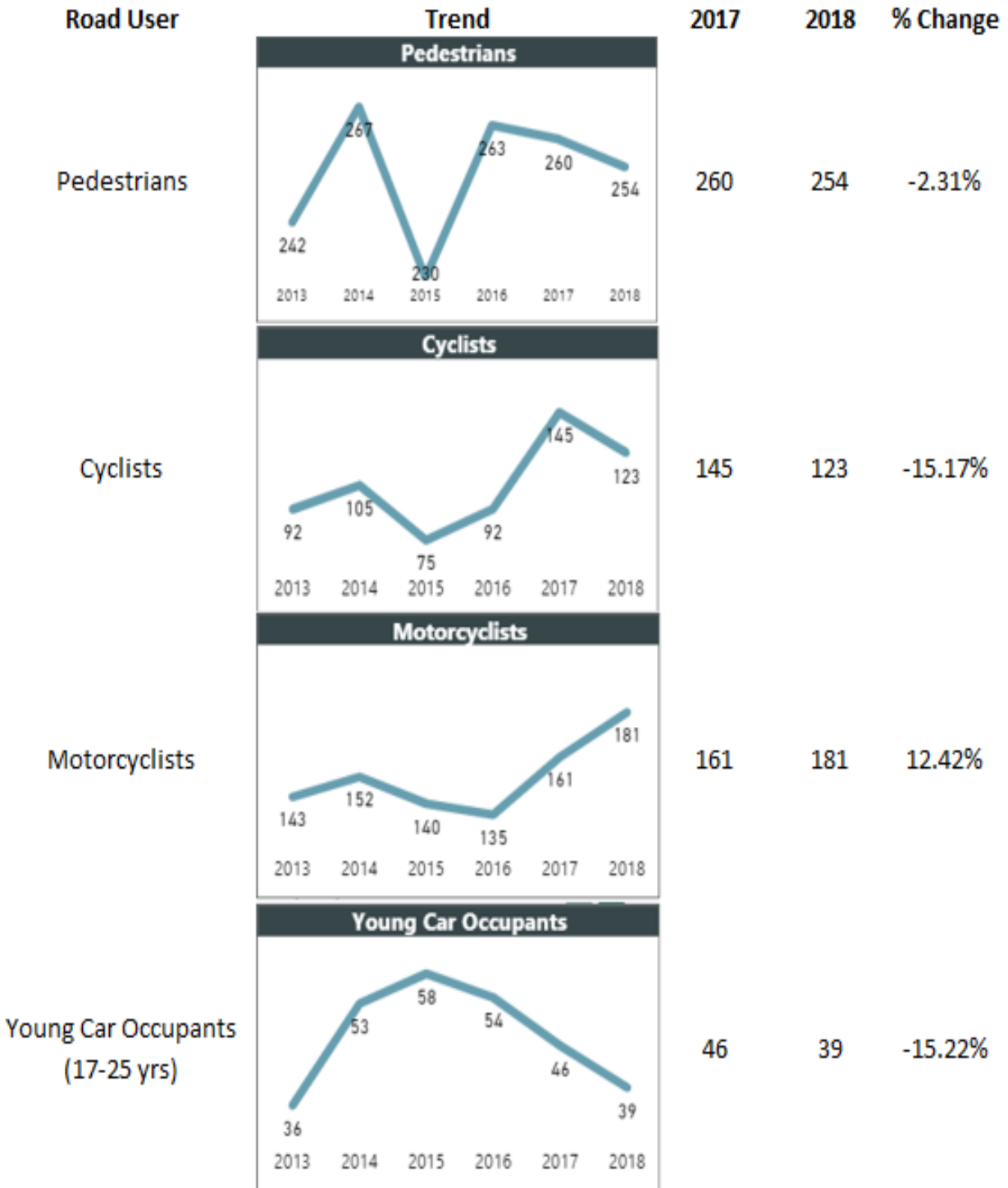
5.1.2 In the 36-month period 2016-2018 79% of all KSI casualties were Vulnerable Road Users (VRU's) consisting of: 770 pedestrians (35%); 360 cyclists (16%); 477 Motorcyclists (22%); and 143 Young Drivers/Passengers (17-25 years old) (6%).

### Vulnerable Road Users KSI Casualties 2016-2018



5.1.3 During 2018 VRU KSI's reduced in 2018 with the exception of motorcyclists. The 2018 summer heatwave may have contributed to this increase as warm weather tends to increase motorcycling activity





## 6 FACTORS THAT AFFECT ROAD CASUALTY NUMBERS

6.1.1 There is no single underlying factor that drives road casualties. Instead, there are several influences. These include:

- The distance people travel (which is partly affected by economic factors).
- The mix of transport modes used.
- Behaviour of drivers, riders and pedestrians.
- The mix of groups of people using the road (e.g. changes in the number of newly qualified or older drivers).
- External effects such as the weather, which can influence behaviour (for instance, encouraging / discouraging travel, or closing roads) or change in the risk on roads (by making the road surface more slippery).

6.1.2 It is very hard to isolate many of these factors between years. In particular, police-reported road casualty data only gives a limited amount of information about behaviour changes and it is very rare to be able to identify such changes between individual years.

## 7 SAFER ROADS MARKETING AND GM LEVEL INTERVENTIONS

7.1.1 TfGM delivers the Safer Roads GM (SRGM) annual media shape plan aimed at promoting road safety messages in support of Districts' statutory duty to disseminate 'information and advice relating to the use of roads' as part of their statutory duties within Section 39 (3b) of the Road Traffic Act 1988.

7.1.2 The monthly themes reflect seasonal trends in GM road casualties together, with geodemographic market segmentation data to ensure that the appropriate audiences are reached using specific media channels e.g. digital online advertising, bus backs, radio stations etc. Where appropriate the monthly theme complements operational activities by GMP Roads Policing.



7.1.3 Other GM level interventions supported by SRGM Partners include:

- BikeSafe motorcycling workshops and assessment initiative (GMP).
- Safer Driving for Longer, aimed at older drivers (TfGM DriveSafe).
- Operation Ballater – aimed at addressing anti-social driving connected with ‘car cruises’ or car meets, led by GMP.
- Safe Drive Stay Alive (SDSA) safer driving initiative aimed at 16-18 year olds, funded by SRGM and led by GM Fire & Rescue Service with support from all emergency services.
- Research into the root cause and factors of fatal road collisions to support continuous improvement and development of future interventions aimed towards prevention (TfGM/GMP).

## 8 DRIVESAFE

8.1.1 DriveSafe delivers a number of National Driver Offender Retraining Scheme (NDORS) courses, predominantly focussed on drivers referred to DriveSafe from Greater Manchester Police (GMP) and other police forces. Clients referred have committed some form of alleged motoring offence; the courses are offered as an alternative to a fixed penalty or prosecution.

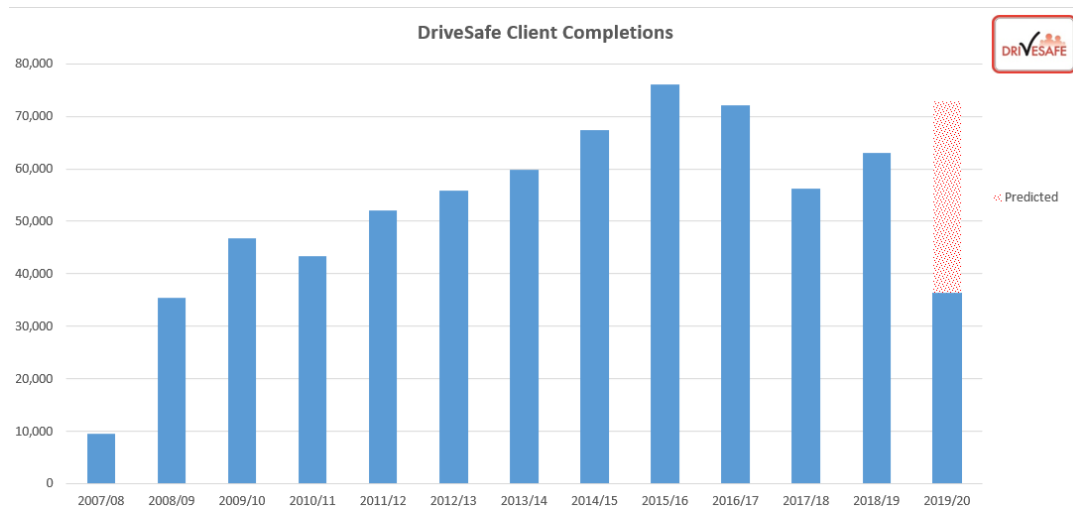
8.1.2 These NDORS course include:

- National Speed Awareness Course – speeding offences
- National Motorway Awareness Course – Smart motorway offences
- What’s Driving Us? Course - a deliberate or wilful act (e.g. using a mobile phone whilst driving)
- National Driver Alertness Course – a practical course following a road traffic collision

8.1.3 GMP Central Ticket Office (CTO) is the main source of all local client referrals and the efficiency of the delivery of courses depends on a regular throughput.

8.1.4 The aim of the Scheme is to influence driver behaviour and support responsible road use by providing driver educational courses.

8.1.5 The graph below illustrates how the scheme has grown since the introduction of the National Speed Awareness Course in 2007. It should be noted that this does not represent an increase in non-compliance but that more drivers have been given the opportunity to receive an educational course as thresholds have widened and further courses have become available for additional offences.



8.1.6 It is predicted that the number of client completions for 2019/20 is likely to be approximately 72,000 clients.

8.1.7 In addition to NDORS courses, DriveSafe also delivers other driver educational courses, helping to keep our roads safer, including:

- MiDAS (minibus driver assessment scheme)
- Fleet driver training (aimed at drivers who drive for work)
- Safer Driver for Longer (a free course for older drivers)
- Taxi driver assessments (aimed of standardising taxi and private hire driver requirements on behalf of the GM Districts)

8.1.8 The DriveSafe team at TfGM is funded from income generated from client course fees. In the event that the net income from delivery of NDORS courses is greater than the cost of delivery of services, funds can be made available for road safety initiatives to GM partners via the Road Safety Intervention Fund, the only source of funding ring-fenced towards road safety since the DfT's Specific Road Safety Grant ceased in 2010.

## 9 GMP REVISED TRANSPORT UNIT

9.1.1 GMP's revised Transport Unit is intended to cover the transport network, including roads, in relation to cycling and walking; and, to support Manchester City Centre transport hubs at the weekends. Discussions have continued with GMP on the development of an Enforcement; Prevention; Intelligence; and Communications (EPIC) strategy to identify opportunities and support collaboration with Safer Roads and TravelSafe Partnerships. The initial round of recruitment has been completed and a soft launch is expected in November 2019.

## **10 SAFETY CAMERAS**

- 10.1.1 Fixed roadside safety camera housings are Local Authority assets, including responsibility for whole life maintenance and asset replacement. Safer Roads GM (SRGM), as a partnership, currently fund and coordinate the necessary day-to-day maintenance of 236 roadside safety camera housings through TfGM on behalf of GM Local Authorities.
- 10.1.2 This arrangement differs from many other areas in England, where Local Authorities are required to contribute towards the cost of the safety camera housing maintenance, and represents a significant revenue cost saving to GM Districts. More information on responsibilities can be found in Appendix 1.
- 10.1.3 As the owner of the asset, Local Authorities are also responsible for funding the upgrade or replacement of safety camera housings as necessary. On behalf of GM Local Authorities, TfGM are progressing the development of a business case for the replacement and upgrade of safety camera housings with modern digital and potentially multi-function technology to increase the 'halo' effect (defined as the length of time or distance over which the effects of an enforcement operation lasts after a driver passes an enforcement site) of existing spot speed and red-light safety camera housings. Subject to approval, funding from the Mayor's Challenge Fund represents an enhanced opportunity to reduce road danger.

## **11 RECOMMENDATIONS**

- 11.1 Recommendations are set out at the front of the report

**Peter Boulton**

**Head of Highways**

## **Appendix 1 – GM Safety Camera Operation roles and responsibilities**

### **1 Greater Manchester Police (GMP) roles and responsibilities**

1.1 GMP are responsible for the day-to-day speed and red-light enforcement activities. Associated responsibilities of the GMP Central Ticket Office linked to the safety camera operation include:

- Processing and management of offences including, where relevant, the offer of a driver awareness course; fixed penalties; or prosecution where necessary.
- Maintenance of back office equipment; procedures; and processes.
- Calibration; servicing and repair of safety camera enforcement equipment units.
- ADSL and mobile data communications.
- Prioritisation of enforcement resources using appropriate information and intelligence.
- Assisting other GMP units with enquiries on criminal use of roads.
- Responding to road offender enquiries.

1.2 GMP are not in a position to disclose site specific enforcement level data, as it is not deemed to be in the public interest. The police generally rely on the perception by drivers that safety camera housings could be active at any time, as deployment is prioritised based on intelligence and safety rankings. If this information was disclosed, then drivers would know when they can and cannot pass this specific sites at a speed above the statutory limit; or fail to stop at traffic signals where red-light safety camera housings are located. Disclosing information would render the purpose of the safety camera housings at this location obsolete and may have a detrimental effect on safety.

1.3 Further to the above, following a complaint against West Yorkshire Police for not disclosing site specific enforcement data, the Information Commissioner's Office (ICO) decision was to maintain the exemption to a similar Freedom of Information (FOI) request.<sup>1</sup>

### **2 Transport for Greater Manchester (TfGM) roles and responsibilities**

Through the funding support of Safer Roads GM (SRGM), TfGM coordinates the day-to-day maintenance of Home Office Type Approval (HOTA) safety camera housings, including:

- Annual inspections; electrical testing; and certification by the designated supplier to maintain HOTA status;

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<sup>1</sup> <https://ico.org.uk/media/action-weve-taken/decision-notice/2017/2013949/fs50653192.pdf>

- commissioning routine and reactive maintenance due to individual component or communications failure;
- commissioning replacement of sub-surface detection loops and traffic signal interfaces (where applicable);
- supplier maintenance contract management;
- energy consumption;
- emergency out of hours response via the Urban Traffic Control Contract where required;
- analysing speed and collision data to produce a ranking tools for use by GMP; and
- where appropriate - facilitating discussion and communication between GMP and Districts on existing and proposed enforcement locations; Speed Limit Order documentation; and witness statements in support of any legal challenges or prosecution processes.

### **3 GM Local Highway Authority roles and responsibilities**

#### 3.1 Responsibilities include:

- Maintenance of signs; white lining; foliage; and power supply issues.
- Asset replacement (e.g. end of life or total loss).
- Assessing requests for new fixed or mobile safety camera locations.

### **4 Site selection criteria for new safety camera enforcement locations**

4.1 Requests for new safety camera locations should be considered by the respective Local Highway Authorities in the context of their statutory duties within Section 39 (2) and (3) of the Road Traffic Act 1988. Local Authorities are responsible assessing requests for new fixed or mobile safety camera enforcement contained within a GM Safety Camera Handbook (drawn from the current Department for Transport guidelines on the criteria for site selection<sup>2</sup>). This is to ensure that, as per the criteria, that there is no other cost effective and appropriate engineering solution e.g. speed reduction measures.

4.2 Following the application of the above process, any location deemed to be appropriate for a new fixed safety camera housing, would require further discussion with GMP and TfGM. Discussions would include appropriateness of the location; technical feasibility; access for operatives; route(s) to procurement; and a review of speed limit signing and the legal order (Speed Limit Order).

4.3 Assuming a location was jointly agreed in principle by GMP; the Local Authority; and TfGM, the location would need to be ratified by SRGM before commencing

<sup>2</sup> See the Annex on p11 of DfT Circular 01/2007

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/465165/dft-circular-0107.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/465165/dft-circular-0107.pdf)

implementation. Local Authorities are required to secure an appropriate source of funding to enable procurement; installation and commissioning of roadside equipment and GMP Central Ticket Office systems integration.

- 4.4 The process for mobile safety camera locations is similar to the process for fixed safety camera housings, acknowledging that there is a minimal requirement for roadside infrastructure; and the necessary prioritisation of limited capacity within GMP to carry out mobile speed enforcement.
- 4.5 Both Community Concern and Community Speed watch are GMP led initiatives that are currently undergoing review and consideration.