

GREATER MANCHESTER TRANSPORT COMMITTEE

ACTIVE TRAVEL SUB COMMITTEE

Date: Friday 10th March 2023
Subject: Road Danger Reduction
Report of: Peter Boulton, Head of Highways, TfGM

PURPOSE OF REPORT:

To provide an update on Road Danger Reduction and Vision Zero.

RECOMMENDATIONS:

Members are requested to note and comment on the content of the report.

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Equalities Implications

N/A

Climate Change Impact Assessment and Mitigation Measures

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMTC

- 14 October 2022 – Road Safety Update

GMTC Active Travel Sub Committee

- 28 October 2022 – Active Travel Programme Update
- 27 January 2022 – Refresh the Mission presentation by Dame Sarah Storey.

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

Exemption from call in

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? No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Background

- 1.1 Road Danger Reduction (RDR) is an approach to reducing the danger that people who are using our streets are exposed to whilst walking, wheeling, cycling, and motorcycling, due to the presence of heavier and faster motorised vehicles. The RDR approach seeks to create a more inclusive and equitable environment that encourages active travel and the use of public transport. It does this by reducing the source of danger through control and reduction of vehicle speeds and dangerous or inconsiderate behaviours on our streets; and complements the creation of safe and attractive urban spaces.
- 1.2 In 2021, the GM Mayor stated in his manifesto that a Road Danger Reduction Action Plan (RDRAP) was to be produced to help reduce the number of people killed and seriously injured (KSI) on Greater Manchester's (GM) roads.
- 1.3 The RDRAP was created for 2022/23 and was reported to the meeting of the GMTTC on 14 October 2022 in the Road Safety Update paper. This paper gives an update on the actions carried out over the last 12 months and provides an overview of actions being proposed for 2023/24, together with the approach to deliver the ambition of Vision Zero for GM.
- 1.4 The Active Travel Commissioner has recommended the adoption of Vision Zero, which is an ambition to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all.

2. DfT Road Casualty Figures for 2021

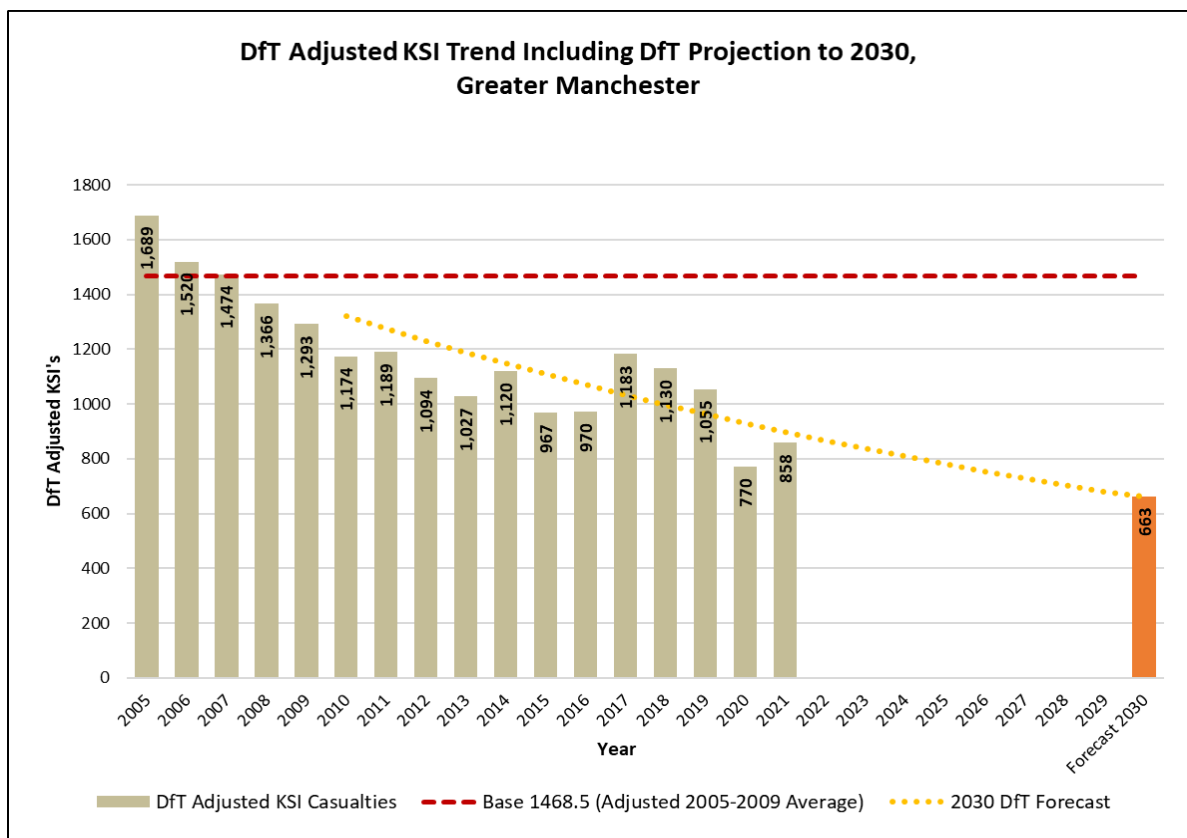
GM Killed and Seriously Injured (KSI) Road Casualties

- 2.1 For the purpose of this report all data provided for 2021 is based on the DfT's 'Reported casualties by police force, Great Britain, ten years up to 2021' which was published in September 2022. Casualty statistics are calculated from figures

reported by police forces and from data provided by DfT in 'Reported road casualty statistics in Great Britain: interactive dashboard'.

2.2 GM saw an increase in KSI casualties of 11.4% between 2020 (770) and 2021 (858)¹. It should be noted that comparisons to 2020 requires caution as 2020 KSI casualty numbers were significantly lower than previous years, due to the reduction in traffic levels and a reduction in overall trip numbers during the lockdown periods of the COVID-19 pandemic.

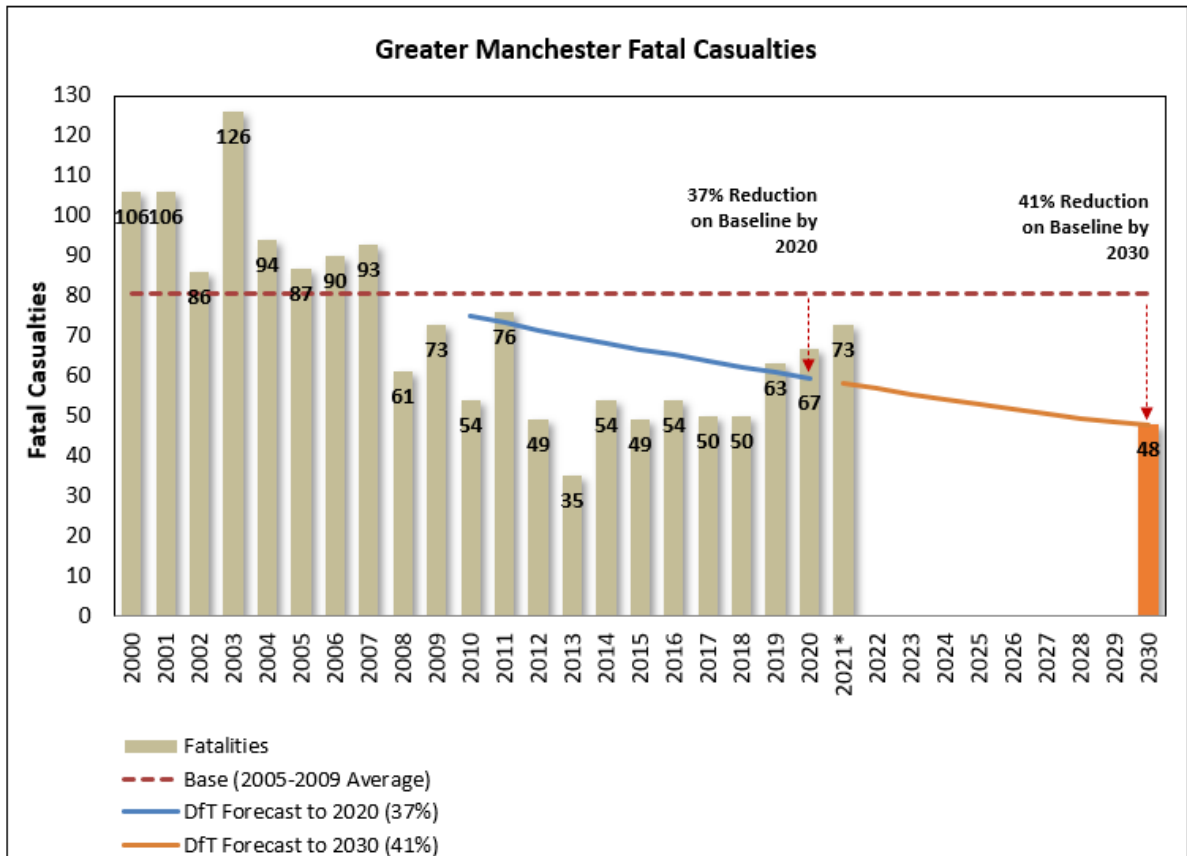
2.3 If we compare the 2021 figures to the annual average for 2017 to 2019, GM saw a 23.6% reduction in 2021 (858 compared to 1123).



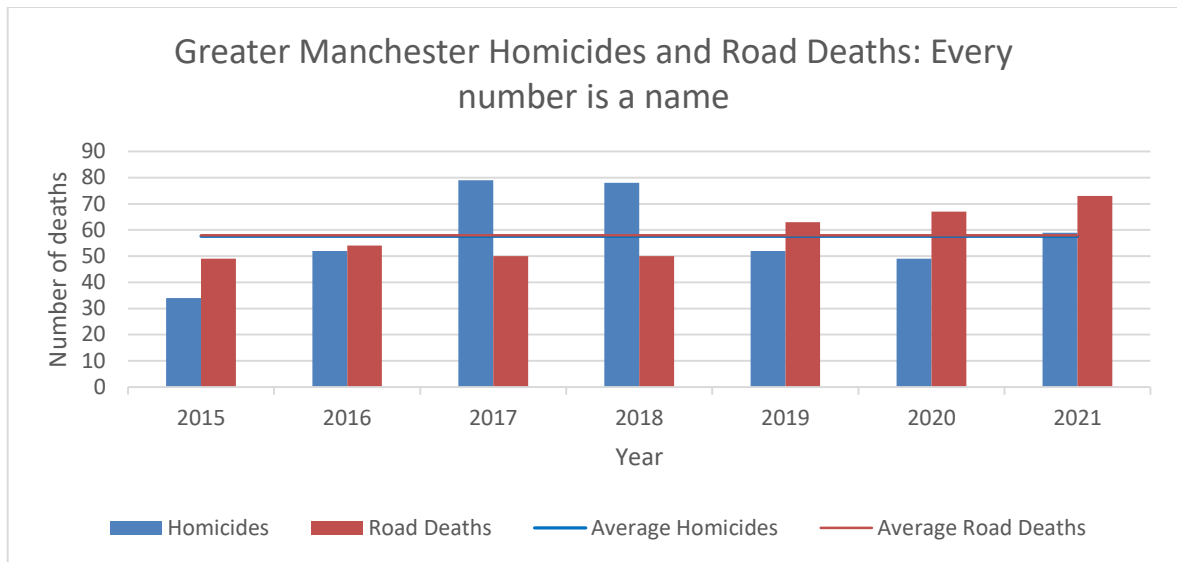
¹ Based upon Department for Transport adjusted years end figures.

GM Fatal Road Casualties

- 2.4 In GM there was a worrying 9% increase in the number of fatal casualties in 2021 (73) compared to 2020 (67). This is slightly higher than a 7% increase in Great Britain during the same period. In 2021 there was a 35% increase in fatalities in GM (73) when compared to 2017 to 2019 average (54).



- 2.5 Since 2019, the number of people killed on GM roads has exceeded the number of homicides, however violent crime such as knife crime is a national priority and attracts a lot of attention in the media both locally and nationally. The same cannot be said for road deaths and they are equally as devastating and senseless.



2.6 GMP have indicated that the number of people fatally injured in road collisions for 2022 is 65. This figure is yet to be validated by the DfT and is subject to change. Figures for 2022 will be validated and released by DfT in the Autumn.

3. Road Danger Reduction

3.1 The RDR approach seeks to reduce the danger experienced by unprotected road users due to the presence of motorised vehicles on our streets. Promotion of active travel and public transport can support this by reducing the amount of road traffic overall whilst also contributing to Greater Manchester objectives to reduce congestion, reduce transport related carbon emissions and improve air quality.

3.2 RDR is an extension of the Safe Systems approach. It places less exclusivity on reducing road casualties as it holistically focuses on addressing road danger at its source. Reduced casualties and overall improvement in safety are direct consequences of reduction in road danger. RDR also seeks to ensure that safety improvements for people protected by the structure of a motor vehicle do not adversely affect the safety of other pedestrians.

Safe Systems

3.3 The Safe Systems approach to road safety management emphasises that life and health should not be compromised by one's need to travel. The approach advocates the uses of system interventions and a shared responsibility for long term elimination of road deaths and serious injuries.

3.4 The three principles of the Safe Systems approach are:

- People make mistakes which can lead to collisions; however, no one should die or be seriously injured on the road because of these mistakes.
- The human body has a limited physical ability to tolerate impact forces – any impact greater than 20mph increases the risk of fatalities significantly.
- It requires a collaborative approach involving those that design, build, operate, and use the road system, in particular people who use vehicles that can cause the greatest harm for road users.

3.5 The five pillars of the 'Safe Systems' approach, adapted to the TfGM context are:

- Safe Behaviours
- Safe Streets
- Safe Speeds
- Safe Vehicles
- An efficient Post Incident Response.

Update on the Road Danger Reduction Action Plan 2022/23

3.6 **Improving the education of learner drivers** – Safer Roads Greater Manchester (SRGM) are now part of the Engage programme. Engage is a driving programme for new drivers whereby Advanced Driving Instructors are trained to deliver special learning modules which cover important road safety messaging which are proven to be contributory factors in young drivers involved in KSI collisions. Engage trained Advanced Driving Instructors are promoted on the Engage website, leaflets are

distributed through Partners and were provided to over 9,000 Safe Drive Stay Alive attendees in November 2022.

- 3.7 **Looking and seeing people on two wheels** - This campaign is a two-pronged approach focusing on the promotion of a coping mechanism called 'saccadic masking' and 'Safe Pass'. SRGM ran a campaign to promote Safe Pass called 'See the Rider'. The campaign ran through October and Mid November 2022 reminding drivers to leave at least 1.5 metres when passing cyclists. The campaign was humanised to show that cyclists were people just like you and me. It received above benchmark impressions and engagement across the duration of the campaign. Saccadic masking is a coping mechanism for drivers to allow them to look and properly see riders on 2 wheels. Drivers will be encouraged to use it when at a junction or turning right to look and see riders on two wheels. A campaign to promote this will be launched in March 2023 where an increase in journeys can be seen by both motorcyclists and cyclists.
- 3.8 **Road Safety Champion** – The project is aimed at pupils in Years 5 and 6 in Primary Schools and provides learning tools to schools to engage pupils in a peer-to-peer learning environment. The Road Safety Champions will be given a good knowledge of road safety issues which they will then deliver to their peers whilst linking into the curriculum through subjects such as Maths, English, Art etc. The children will be encouraged to use their own creativity and ideas to engage with their peers and teach them about road safety. They will gain experience in working as a team and decision making. The schools will create a positive image as being a safe and caring environment and can work with local community groups and Greater Manchester Police and take part in 'Community Speed Watch' around their schools. The initiative will be offered to all schools within GM but during the pilot period there are 5 schools in Tameside, 1 in Salford and 1 in Manchester.
- 3.9 **Driver Education Campaigns** – Along with the two campaigns to promote looking for those on two wheels we have also created two other campaigns around some of the Fatal 4 contributory factors (i.e. the main factors that contribute to serious injury

and fatal collision on our roads - drink and drug driving, not wearing seatbelts, inappropriate speeds and driving whilst distracted).

- 'It's not a game' – the Drink and Drug Drive campaign ran from 14th November 2022 until 3rd January 2023 to coincide with the World Cup and Christmas. The campaign raised awareness of the dangers of drink and drug driving and to encourage drivers not to drive under the influence. A press launch took place at Mayfield depot on 21st November – the date of the first England game of the World Cup. The campaign reached above benchmark on social media impressions. The campaign also ran a radio advert which was featured on BBC Radio Manchester, Hits Radio, Spotify and TalkSPORT reaching up to 550,000 people.
- Mindless Moments Campaign – launched 16th January and will run until 12th March 2023. The overarching aim is to educate drivers about the dangers of losing concentration when on the road and encourage positive behaviour change. A series of bespoke video clips addressing several common distractions – eating, talking, daydreaming and using a mobile phone. The short videos highlight the consequences of losing concentration in everyday scenarios. The campaign has been commended by road safety charity BRAKE who have expressed an interest in collaboration on future campaigns. Mid campaign analysis shows that the campaign is performing well against benchmarks and has received a lot of engagement on social media.

3.10 **GM Safety Camera Project** – The replacement of 91 Spot Speed safety cameras have moved to preferred supplier status and contract award will be before the end of the March 2023. A separate procurement exercise for Average Speed safety cameras is currently underway. Up to 25 routes where existing spot speed safety cameras are installed have been identified for possible conversion to average speed, subject to feasibility and affordability.

3.11 **Community Speed Watch** – This is available for communities to access and apply to have in their neighbourhoods. GMP currently have groups from North Manchester, Bury, Hyde, Stockport & Wigan at the application & vetting stage.

Other GM Initiatives

3.12 **Active Neighbourhoods** - Active Neighbourhoods are community led and aim to create safer, quieter streets. This includes measures to:

- Reduce traffic speed and volume.
- Create safer routes and attractive areas for local people to enjoy.
- Improve the area through more greenery and improved lighting.
- Help everyone get around more easily and safely, walking, cycling, and wheeling.

There are two separate streams of Active Neighbourhoods being developed across GM. 'GM Active Neighbourhoods' is funded through the Mayor's Challenge Fund (MCF) and received Programme Entry for £2.8m from the Combined Authority in June 2019. The first Active Neighbourhood in the Milkstone and Deeplish area of Rochdale started their trial in February 2023 with two other trials planned for early summer, one in Manchester and one in Wigan. The trials will run for a minimum of 6 months and if they are successful the schemes will be made permanent.

There are also a number of other Active Neighbourhoods which have been brought forward by the districts, these are being funded through MCF and Active Travel Fund 2 (ATF2). There are a significant number of these Active Neighbourhoods being developed across Greater Manchester.

3.13 **School Streets** - A School Street aims to address congestion and road safety issues at the school gate by restricting motorised traffic at drop-off and pick-up times. The restriction applies both to school traffic and through traffic, on weekdays during school term time. TfGM has earmarked £500,000 from its £15.9 million grant from national government's Active Travel Fund to deliver 50 School Streets across GM.

The fund is managed by TfGM; however schemes are delivered locally by the districts, who have each bid for funding School Street schemes in their borough. To date:

- £438,231 has been allocated to deliver 41 schemes across 43 schools in 10 GM districts.
- £25,000 has been allocated to deliver Air Quality monitoring at two schemes.

3.14 Bus and Streets for All Corridors – The Bus Infrastructure Programme is part of City Region Sustainable Transport Settlements (CRSTS) with significant investment across the bus network over the next 4 years. Investment will be focussed on providing better bus infrastructure on a selection of orbital and radial corridors in GM connecting our towns and Regional Centre – this is aimed at improving reliability of services, shortening passenger journey times, improving the customer experience at and in the locality of stops, encouraging travel by active travel modes and improving highway safety.

The two corridors where progress is most advanced include the Rochdale-Oldham-Ashton Quality Bus Transit Corridor and the corridor connecting Salford Crescent to Media City. Both of these schemes are progressing towards an outline business case later this year. The remainder of the programme is in Strategic Outline Business Case Development

4. RDR Action Plan 2023/24

The Action Plan for the next financial year (2023/2024) is currently in development with GM partners. It will detail GM's commitment to officially adopt Vision Zero and to develop a strategy this year. Working with partners across GM, it will focus on the following themes for each of the pillars.

4.1 Safe Streets – We will be looking to build on the success of the school streets initiative to create more school streets across GM and to start more Active Neighbourhood trials. From conversations with the public, they feel that pavement and cycle lane parking is a big issue and a barrier for some people to actively travel. We will be actively encouraging the districts to do more to prevent this issue

occurring. The public also feel that segregation of the different modes such as cycleways and footpaths will make them feel safer, particularly those most vulnerable. We will therefore increase the number of segregated cycleways and footways across GM.

- 4.2 **Safe Speeds** – Speed is the biggest factor in collisions resulting in a fatality, regardless of who the collision involves. Reducing the speed of motorised vehicles will have the biggest effect in reducing the number of people killed or seriously injured in a collision. In areas where they have reduced the speed limits to 20mph from 30mph they have seen a significant reduction in the number of collisions involving death or serious injury. Since TfL introduced more 20mph speed limits across Transport for London's key routes they have seen a reduction of KSI's by 25%, a 9% fall in collisions with cyclists, a 49% fall in motorbike collisions and a 64% fall in pedestrian collisions.

All districts within GM will look at ways in which they can reduce the speeds on their roads starting with the routes of most harm i.e., where there are the most interactions between a motorised vehicle and a more vulnerable road user.

- 4.3 **Safe Vehicles** – Using an intelligence led approach, GMP will look to target those that have no insurance, tax or MOT. Research shows that the chances of you being involved in a collision resulting in a KSI significantly increases if you do not have one or more of these correctly for your vehicle.
- 4.4 **Safe Behaviours** – Continue to run education campaigns for drivers, riders and all road users, particularly drivers at the times that are most relevant to the campaign. It will focus on the Fatal 4 as well as any behaviour which needs attention from collision data. This year we will be paying attention to motorcyclists and how we can make them safer on the roads. Motorcyclists account for only 1% of traffic on our roads but in 2021 they made up 13.5% of KSI's in GM. Free cycle training continues to be available for anyone who lives or works in GM.

GMP will increase their capacity to deal with third party reporting and look to see how we can use the data they receive even if it cannot be used in a prosecution to highlight where there may be issues and the types of anti-social driving that is seen.

- 4.5 **Post Collision Response** – Increase the first aid provision given to TfGM drivers to allow them to be able to give potentially lifesaving CPR or other treatment to anyone involved in a collision. As they are driving for a living, they are much more likely to come across a collision and be close to the scene of a collision before the emergency services. Future monitoring of emergency services response times; in depth reviews of police fatal collision investigation files; and the outcome of Coroners' inquests are all areas of further development.

5. Vision Zero

- 5.1 Vision Zero is an ambition to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. It uses the Safe systems approach to ensure that if one part of the system fails i.e., speed, then the rest of the pillars work together effectively in such a way to support that pillar so that it doesn't fall. The result may still be a collision but one without a fatality or serious injury.
- 5.2 As part of her refresh of Greater Manchester's Active Travel mission, Dame Sarah Storey has recommended adopting Vision Zero where the target is no deaths or severe injuries on Greater Manchester's roads.
- 5.3 Vision Zero has been adopted all over the world and is now increasingly becoming adopted across the UK. Amongst them, London, South Yorkshire, Liverpool, Essex, Devon and Cornwall, Bristol and Edinburgh. Over the next 12 months TfGM will develop a Vision Zero strategy setting out the actions required to work towards this long-term goal with our partners.

Vision Zero Strategy Approach

- 5.4 Achieving Vision Zero will only be possible if all partners are bought into the approach and working towards the same priorities and goals. It is important that the strategy is written correctly and involves stakeholders to make it a success. There are 4 parts to the Vision Zero strategy creation and they are:
- Partner Consultation
 - Strategy Creation
 - Public consultation
 - Handover
- 5.5 **Partner Consultation** – All partners involved in Vision Zero will be involved and consulted on their views and where they see opportunities and challenges within Vision Zero. It will look at future governance structures and working practices.
- 5.6 **Strategy Creation** - A long term strategic plan will be created, using international best practice to shape the partnership going forward. It will set targets for casualty reduction, provide suggestions for KPI's and identify priority areas for actions.
- 5.7 **Public Consultation** – Public consultation will follow the development of a draft strategy. The focus of the consultation will be on understanding the acceptability of the strategy actions, vision, and objectives. Response rates will be monitored and there is the option to target specific segments of the community, based on collision risk and/or local representation. The insights will be used for amending the strategy and/or community liaison.
- 5.8 **Handover** - This phase will focus on the adoption of the new structure and strategic plan. Workshops will engage all partners; provide an opportunity to explore the benefits and challenges the GM Vision Zero strategy will bring; and provide ownership going forwards.

Peter Boulton, Head of Highways, TfGM.