

## Greater Manchester Police, Fire and Crime Panel

Date: 24<sup>th</sup> July 2023

Subject: Tackling road safety priorities to reduce deaths and serious injury

Report of: Deputy Mayor for Police, Crime, Criminal Justice and Fire

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### Purpose of Report

To provide an overview of work undertaken to improve safety on the roads across Greater Manchester and to outline the ambition of Vision Zero.

### Recommendations:

Members are requested to:

1. Note the contents of the report.

### Contact Officers

Vicky Sugars, Assistant Director, Police, Crime, Criminal Justice and Fire

Peter Boulton, Head of Highways, Transport for Greater Manchester

Chief Inspector Michael Parker, Greater Manchester Police

## **Equalities Impact, Carbon and Sustainability Assessment:**

None to note

## **Risk Management**

None to note

## **Legal Considerations**

None to note

## **Financial Consequences – Revenue**

None to note

## **Financial Consequences – Capital**

None to note

**Number of attachments to the report: 0**

# 1. Executive Summary

Safety on the roads remains a concern for the public across Greater Manchester (GM). It is regularly raised through correspondence and public meetings.

Through the engagement and consultation exercises undertaken on the refresh of the Police and Crime Plan, partners and the public relayed their concerns about safety on the roads. When asked to select their top priorities for strengthening communities and places people said they wished to see improvements to road safety and tackling speeding and dangerous driving to reduce fatalities and serious injuries on our roads. The revised Police and Crime Plan, commits to providing more investment for roads policing and under Priority 3 – Strengthening Communities and Places - has a key aim to “reduce road danger and make our transport system safer”.

As part of the solution, we recognise that more investment in roads policing is required. As part of the uplift a further 60 dedicated officers have been recruited for roads policing. This was a significant increase on previous levels and enables Greater Manchester Police (GMP) to be more proactive and allow further education of the public alongside enforcement when necessary. This will link into partnership activity including the activities of the Safer Roads and Road Danger Reduction partnerships.

This paper provides 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.

## 2. Department for Transport (DfT) Casualty Figures

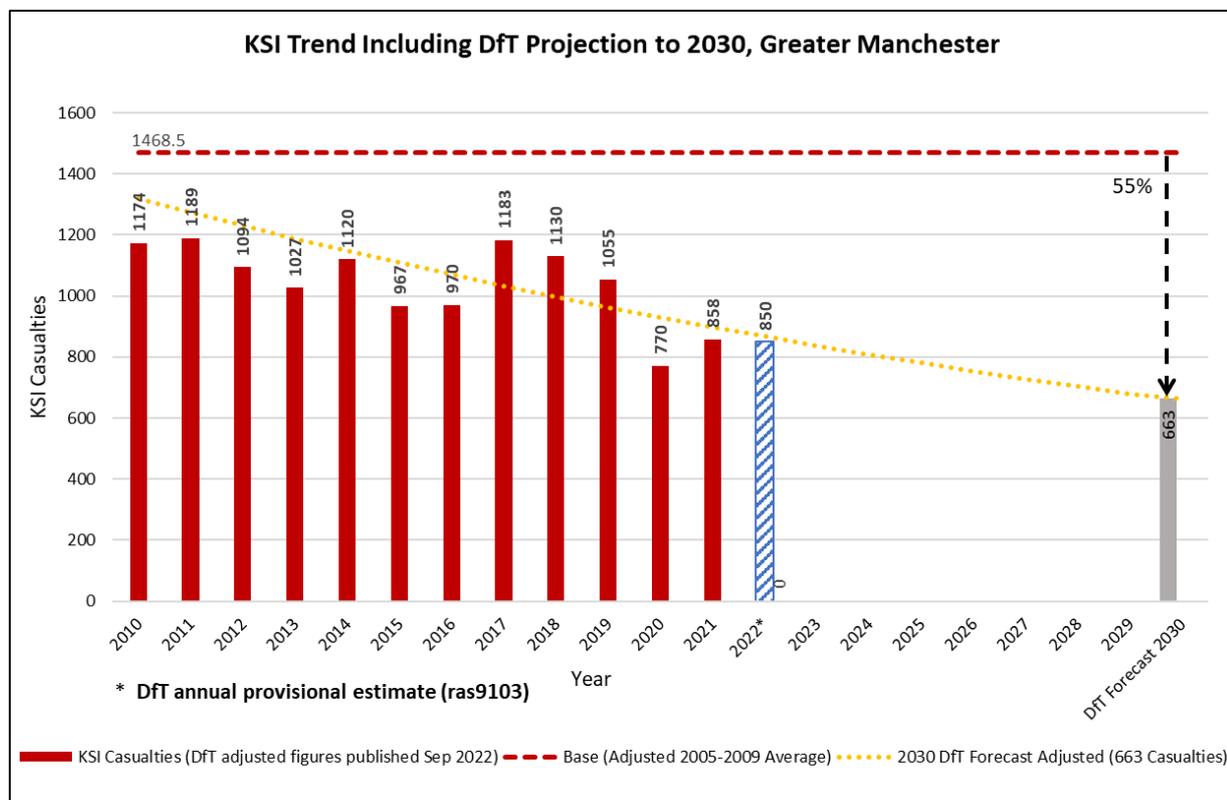
### GM Killed and Seriously Injured (KSI) Road Casualties

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. Data for 2022 is expected to be published by the DfT in Autumn 2023. 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'. Note that the figures for 2021 and earlier make use of adjustments to account

for the introduction of the DfT injury-based reporting system ‘CRaSH’ database by GMP in early 2021.<sup>1</sup>

GM saw an increase in KSI casualties of 11.4% between 2020 (770) and 2021 (858). 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.

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). The DfT has published provisional KSI casualty figures for 2022. The estimated KSI casualty figure for GM is 850 and is subject to change, however it is not currently possible to break this down by road user type.

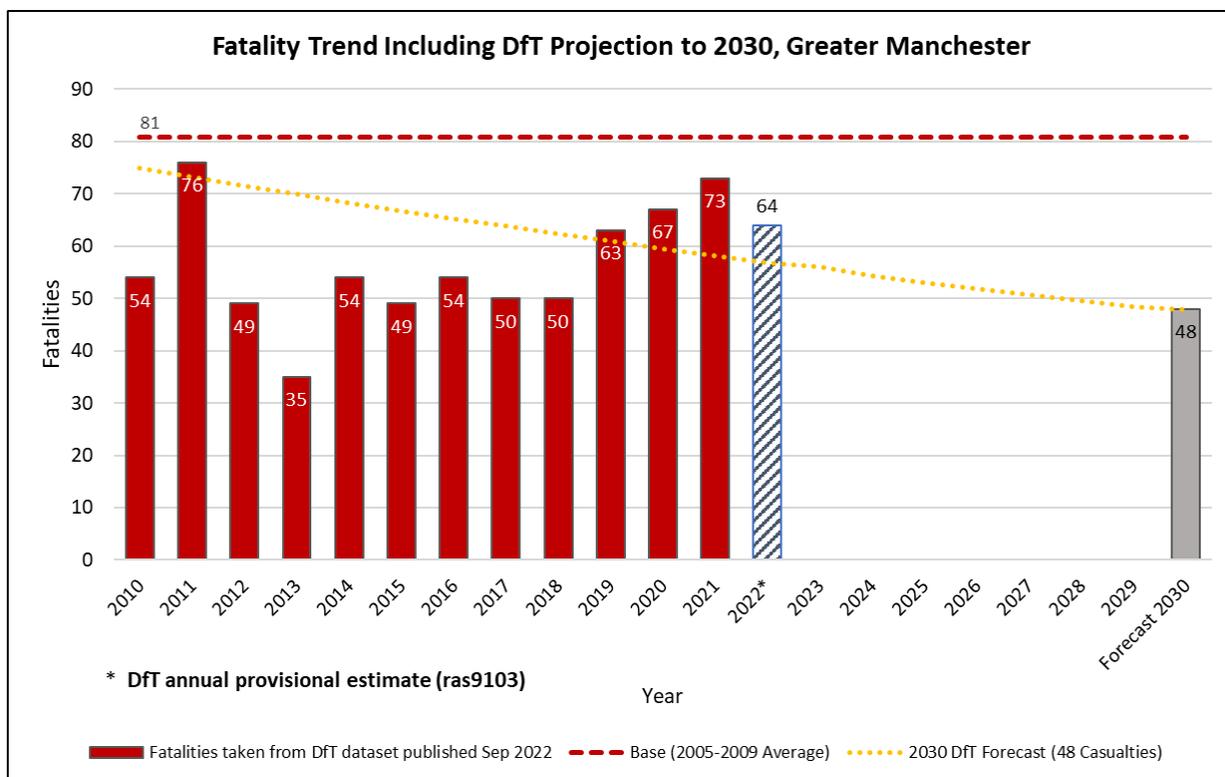


<sup>1</sup> [Guide to severity adjustments for reported road casualties Great Britain - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guide-to-severity-adjustments-for-reported-road-casualties)

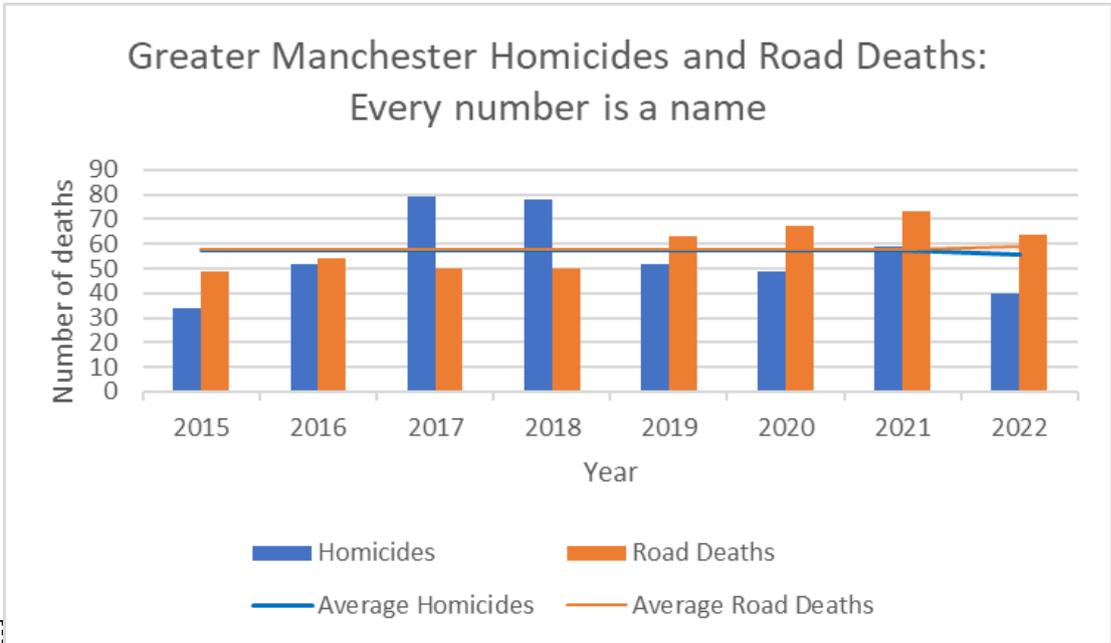
## GM Fatal Road Casualties

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).

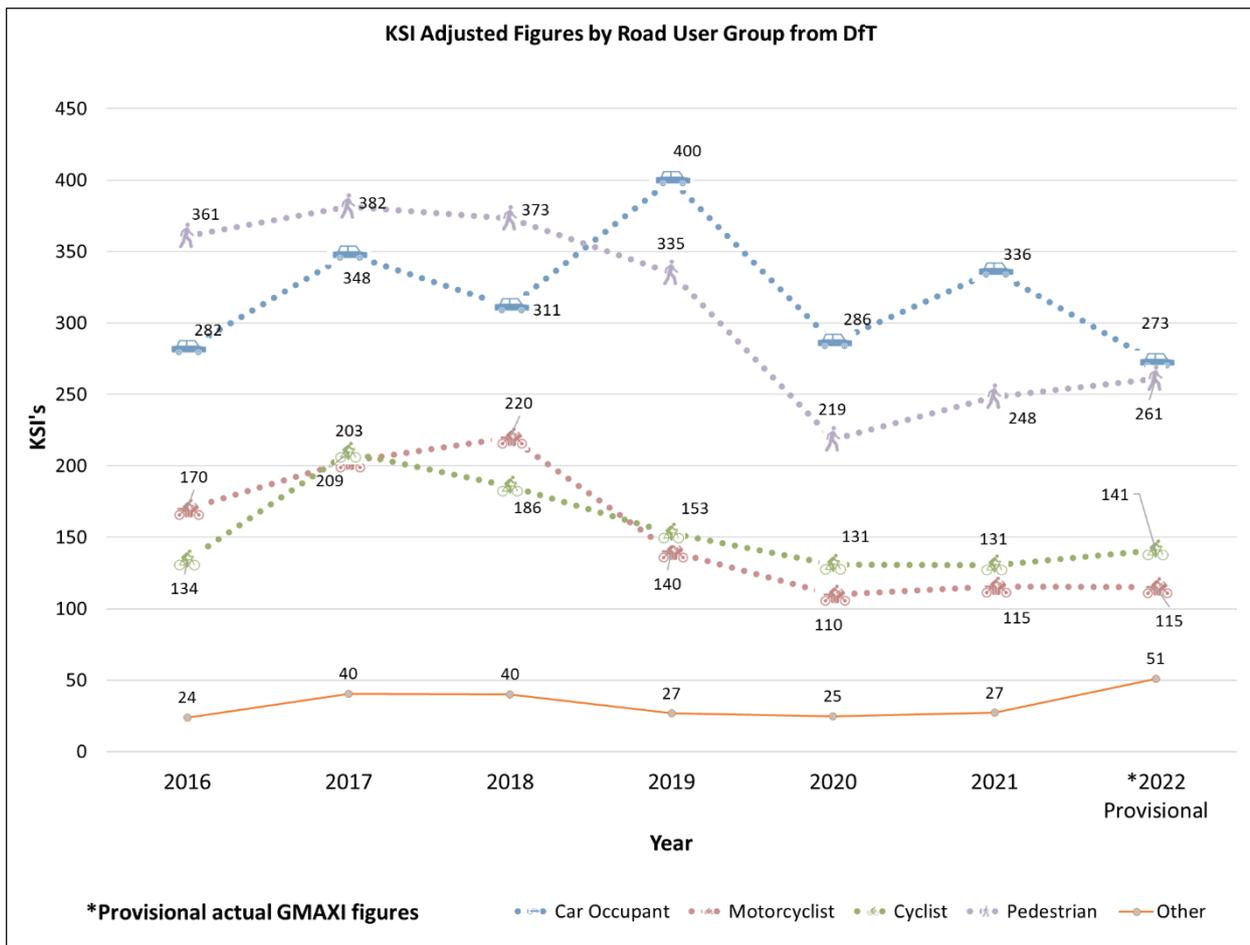
The DfT has published provisional fatal casualty figures for 2022. The estimated fatal road casualty figure for GM is 64 and is subject to change (for example, following the outcome of a coroner's inquest), however it is not currently possible to break this down by road user type until validated data is published later in the year.



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.



## Greater Manchester KSI Trend by Road User Group 2015-2022



The breakdown by road user type may not sum to KSI totals as they are based upon locally validated provisional figures for 2022, whereas DfT figures for 2021 and earlier may

be adjusted annually. Full breakdowns by year for 2022 are expected to be published by the DfT in Autumn 2023.

### **3. Greater Manchester Road Safety Update**

#### **Safer Roads Greater Manchester Partnership**

The Safer Roads Greater Manchester Partnership (SRGM) is a multi-agency partnership committed to reducing the number of deaths and injuries on Greater Manchester's roads by changing attitudes and behaviour. SRGM is made up of the following partners:

- Transport for Greater Manchester (TfGM)
- Greater Manchester Police
- Greater Manchester Fire and Rescue Service (GMFRS)
- Greater Manchester Combined Authority (GMCA)
- Local Authorities
- National Highways

The partnership reviews available data to identify hotspot areas or emerging trends which may be of concern and require action. This may be in the form of an enforcement response from the police, work to scope design and engineering works on local highways, or through targeted promotional and educational activity.

#### **Road Danger Reduction**

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.

#### **Road Danger Reduction Action Plans**

The first Road Danger Reduction Action Plan for GM was developed last year 2022/23 with key partners. An update on this Action Plan can be found in Appendix 1.

The Action Plan for (2023/2024) includes GM's commitment to officially adopt Vision Zero and to develop a strategy this year. A copy of the 2023/24 Action Plan can be found at this link: [Greater Manchester Road Danger Reduction Action Plan \(ctfassets.net\)](https://ctfassets.net)

The Road Danger Reduction (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.

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**

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. 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.

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

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

## **The adoption of Vision Zero**

At the Big Active Conversation on 5<sup>th</sup> June 2023, the GM Active Travel Commissioner Dame Sarah Storey announced to the public Greater Manchester's ambition to adopt Vision Zero in Spring 2024. She was supported by Transport Commissioner Vernon Everitt and Kate Green, Deputy Mayor for Police, Crime, Criminal Justice and Fire.

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 components 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.

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**

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

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. This part of the process is currently ongoing and due to be completed in July 2023.

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. This is due for completion in Summer 2023.

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. This is set to take place in Autumn 2023.

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.

## **4. GMP Roads Policing Update**

### **Roads Policing Uplift**

As part of the solution, we recognise that more investment in roads policing is required. As part of the uplift a further 60 dedicated officers have been recruited for roads policing. This was a significant increase on current levels and enables Greater Manchester Police (GMP) to be more proactive and allow further education of the public alongside enforcement when necessary. This will link into partnership activity including the activities of the Safer Roads and Road Danger Reduction partnerships.

The uplift has increased the number of officers patrolling, stopping, and seizing vehicles, issuing guidance and advice and issuing fixed penalties when required.

The benefits of investment into Roads Policing via the Uplift Programme are now very evident. This is the largest injection of specialist officers over the last decade into GMPs Roads Policing Unit.

The additional funding has enabled a third Roads Policing base to be established at Whitefield, which opened in March 2023. This offers greater coverage and better service delivery to our communities in the north of the GMP force area.

Greater Manchester Police's Roads Policing Unit is now in a healthy position with more specialist trained officers and a comprehensive fleet replacement schedule.

The capabilities of the unit continue to grow with further planned investment to create efficiencies and income generation within Motorway and Commercial Vehicle Unit functions.

## Key Operations

- **Operation Avro** is a monthly forcewide day of action which moves around districts each month. The Safer Transport element of this operation is conducted between the hours 08:00hrs and 20:00hrs.
- **Operation Considerate** is an ongoing traffic operation which has been developed to educate and engage all road users to enhance road safety. The operation identifies road users who put themselves and others at risk by contravening traffic laws and to stop those found committing and deal with them by means of advice, traffic offence report or court summons.
- **BikeSafe** is a national police run motorcycle initiative, aimed at working with motorcycle riders in a relaxed environment to raise awareness of the importance and value of progressing on to accredited post-test training. BikeSafe workshops cover: attitude, observation, cornering, overtaking, filtering, junctions, group riding, hazard awareness and the system of motorcycle control followed by an observed ride with a police BikeSafe motorcyclist or approved BikeSafe observer.

## 5. Recommendations

Appear at the front of this report.

# Appendix 1 – Road Danger Reduction Action Plan

## Update on 2022/23 Road Danger Reduction Action plan

**GM Safety Camera Project** - The works for the replacement on 91 existing spot speed safety cameras with new technology began in June 2023 and is anticipated to be completed during Summer 2024. 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.

**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.

**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.

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. To date there is a completed trial in Wigan and Manchester and a further currently in trial in Manchester along with trials in Tameside, Salford and Trafford.

**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.

**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.

**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.

**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.

The campaign focused on reminding drivers to look three times for Motorcyclists and cyclists when turning right or left out of a junction and performing a manoeuvre in the road. A campaign to promote this was launched in March 2023 called 'Look three times'. This was the best performing campaign on social media particularly on Twitter. The campaign had double the number of predicted impressions on paid social media channels and the partner toolkits were downloaded 286 times. Partner sharing of them campaign really helped to improve the number of people who saw the campaign particularly when shared through GMP's twitter account. Dame Sarah Storey also conducted press interviews with Hits Radio and had media coverage with 10 outlets and Road Safety GB.

**Close/Safe Pass** - Greater Manchester Police relaunched Operation Close Pass initiative to clampdown on those motorists not giving enough space when overtaking cyclists. Between 1st March 2022 and 28th February 2023, there were 448 cycling-related road collisions involving injury throughout Greater Manchester. GMP rolled out the initiative initially in 2017 after a number of trials across the City-region, with the aim to reduce collisions between vehicles and cyclists.

Officers from the Traffic Unit will cycle the roads of Greater Manchester in a bid to identify those drivers who fail to overtake them within the Highway Code's recommended safe passing distance of 1.5 metres. Once identified, a nearby police patrol will be called-in to intercept the driver and offer them on the spot education on how to safely overtake cyclists. Drivers who refuse the education will be charged with driving without due care and attention, which could result in the driver receiving a fine and points on their licence.

The cycling officers will use body worn cameras, along with cameras fixed to their pedal bikes, to capture any offences witnessed, including motorists using a mobile, failing to wear a seatbelt and any other offences committed whilst driving.

**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. Salford have been working hard to promote the scheme to the schools in their area with 16 currently having Road Safety Champions.

**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.

The Mindless Moments campaign performed really well on Digital display and exceeded the number of impressions, it also exceeded the number of twitter impressions and exceeded TfGM's benchmark. It also garnered more media coverage than expected and was featured in 8 different outlets.

**2 Wheels GM Initiative** – motorcycle programme engaging with many leading employers throughout the region with safety information given direct from the employer to their employee; the rider. Launched in April 2021 with live campaign website and social media platforms. Toolkits given to all partners to share on the many social media platforms available to promote safer riding. Attendance at bike shows where face to face engagement leads to discussions on compulsory basic training, protective clothing and bike maintenance. Programme is continuing to grow within GM with more and more business signing up weekly.

**In Car Safety Child Seat Training** – Data continues to show that around two thirds of the child car seats on the roads today are incorrectly fitted to either the child, car or both. Good Egg Safety (GES) is an internationally awarded, not-for-profit organisations and are working closely with both the UK and Scottish Governments, and many other organisations to improve safety in cars and to reduce the number of children killed and seriously injured. GES have been working with SRGM for many years delivering child seat community events and during many of these events found a consistently high failure rate of children or child seats either incorrectly fitted, incompatible with the vehicle, or both. These errors place those children at significant risk of serious injury or worse, had the errors not been rectified at the time. In a bid to combat this SRGM will be offering a bespoke workshop aimed at health professionals, emergency services and Local Authority practitioners to increase confidence and competence to ensure they relay accurate educational messages to parents, grandparents and carers they engage with, along with being able to check the fitting of child seats if required. Workshops to run in September 2023.

**Safer Driving for Longer (SDfL) Seminar 2023** – Older people are becoming increasingly overrepresented in casualty statistics as drivers', passengers and pedestrians. In a bid to reduce this SRGM are hosting their 2<sup>nd</sup> Safer Driving Seminar on 1<sup>st</sup> August 2023 at the Village Hotel, Ashton-under-Lyne. The seminar will have guest speakers form the Emergency Services, National Highways, TfGM and more on road safety topics, offering advice and safety tips on how to keep driving safely and alternative modes of transport being promoted. The seminar will also be an opportunity for individuals to sign-up for **FREE** to the Safer Driving for Longer courses where the attendee will be involved in a 2-hour classroom based discussion then a 2-hour driving on-road coaching session. This is a great opportunity to boost driving confidence in experienced drivers.

## **Other GM Initiatives**

**Safe Drive Stay Alive** - Safe Drive Stay Alive (SDSA) is an award-winning, performance-based road safety intervention aimed at 16-25 Year Olds. It is now delivered on a national scale across much of the UK. In Greater Manchester it is delivered in collaboration by Greater Manchester Fire & Rescue Service (GMFRS), Greater Manchester Police (GMP), Northwest Ambulance (NWAS) and Northern Care Alliance NHS Foundation Trust.

Performances will be delivered in November 2023 at The Middleton Arena with a target audience of 9,000 students in total. This year also marks the 10th Anniversary of the programme in GM and a VIP event will be held on the 9th of November 2023.

The programme is funded by Safer Roads Greater Manchester every November with additional funding provided by the Deputy Mayor for additional performances in March 2022. SDSA GM has been running since 2014 and has been successful in attracting increased numbers of colleges and youth groups year on year, due to its positive reputation and cognisance of leading research into young driver behaviour. We will be conducting an independent review of Safe Drive this year, this will include who should we target, review of current delivery and what could alternative delivery look like.

**Virtual Reality** - GMFRS has recently started to deliver road safety education using Virtual Reality (VR) Headsets that provides an immersive 360 Film experience.

Now a member of THE ICE HUB, GMFRS has access to 360 films, that include all road users and age groups. The membership consists of Fire, Police, Local Authority and other Road Safety Organisations from across the United Kingdom. Virtual reality lends itself perfectly to many safety and awareness and education messages. The library also includes one fire and currently one water safety film. GMFRS has recently contributed funds towards the production of a new water safety film that will be aimed at helping people of all ages from junior school upwards. The film will demonstrate the risks and hazards of water entry, such as physical injury, cold water shock etc.

The new VR technology has been showcased recently at two events in May and will be used to support the upcoming "Safer Driving for Longer" seminar with an aim to help mature drivers better understand the risks and hazards that become more prevalent with age, such as impaired vision and reduced physical mobility.

**Road Safety Themed Public Awareness Day** - Farnworth Fire Station along with colleagues from Prevention & Volunteers held a Road Safety Event on the 14th of May 2023. Several Partners supported the event, this included GMP, Highways England and the British Red Cross.

The event included an overview of the Air Unit, Technical Response Unit and a Road Traffic Collision demonstration.

A Road Safety area was set up in the Engine House for the Virtual Reality experience, which Deputy Mayor Kate Green attended to launch, along side Deputy Chief Fire Officer Ben Norman.

**Road Safety Partnership Event** - A Road Safety Partnership Event was held on the 17th of May 2023 at the Bury Training & Safety Centre. The event was hosted by Station Manager Russ Maden and Road Safety Development Officer Ros Hopkins. Deputy Chief Fire Officer Ben Norman opened the event and inputs were heard from Active Travel Commissioner Dame Sarah Storey, GMP, Road Peace, Project Edward and family members who had lost love ones. The event provided a platform to launch the Virtual Reality kit to a broad range of partners across GM.