



**DOING THINGS DIFFERENTLY  
IN GREATER MANCHESTER**

Working towards zero road deaths

# Vision Zero Action Plan 2024 - 2027

Greater Manchester



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# Foreword

**I'm supporting the Vision Zero aspiration for Greater Manchester (GM) because every death or serious injury on our roads is one too many.**

Not only are these collisions devastating people's lives - but they are leaving a long-lasting impact on the wider community and preventing other people from feeling safe when they are out and about on their own journeys.

It's heartbreaking to learn of a death or life changing injury as a result of a road crash and with over 90% of all incidents attributed to human error - the power to change things is not far away. These incidents are neither acceptable nor inevitable, and we should all be doing everything we can to prevent them.

Reducing road danger is also absolutely critical to making it safe to walk wheel or cycle and it's one of the key priorities of my Active Travel Mission for Greater Manchester.

I am confident the work that now follows, as outlined in this Vision Zero Action Plan, will lead us to a time where every journey in GM feels safe, whether that be on public transport, in a car, on foot, using a wheelchair or mobility aid, or on a bike.

However, I'm also under no illusions given the scale of this annual toll on our roads, that there is a great deal to do to get there; and we'll need to work together locally, and with change at a national level, to get to a place in the future where no-one is killed or seriously injured.

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one through road crime. Emergency and health services are too frequently overwhelmed by the aftermath of collisions and the fiscal cost to society each year runs into the billions of pounds. In addition to preventing death, Vision Zero aims to eradicate life changing injuries as a result of road crashes, ensuring no person endures the lifelong pain and financial hardship associated with these incidents. Road crashes place an immeasurable cost on everyone, and by preventing deaths and serious injury, the region will be a more vibrant and fulfilling place to grow up, get on in life and grow old.

With this action plan, there is an opportunity for me to help lead our collective efforts and ensure the responsibility of delivering on this vision is at the forefront of work being done across partners, and where we need it nationally.

**Travel shouldn't require bravery; Greater Manchester should be a place where people feel safe and are safe.**



**Dame Sarah Storey**  
Active Travel Commissioner



# Introduction

**Greater Manchester has a shared ambition for Vision Zero – ending all road deaths and life changing injuries by 2040.**

In 2022, 64 people lost their lives on our roads and a further 787 people were seriously injured. We believe Zero is the only acceptable number of lives lost on our roads.

Reducing death and life changing injuries will be challenging and progress towards this vision will need to be monitored. We have therefore set an interim target for 2030 to reduce road traffic deaths and life changing injuries by 50%, based on 2022 figures.

Embracing Vision Zero is not just a commitment to road safety; it is an investment in the well-being, economic prosperity, and inclusivity of Greater Manchester. By prioritising people’s lives and creating a road network that prevents fatalities and life changing injuries, Vision Zero can pave the way for a safer and more sustainable future for all.

This Action Plan sits alongside our Vision Zero Strategy. It explains in more detail why we are pursuing the ambition of Vision Zero and how we are adopting the Safe System approach to achieve this. In 2024 we asked key stakeholders and the wider public to share their views on our draft copies of the Strategy and Action Plan. This engagement process has helped inform our future approach towards achieving Vision Zero.

This Vision Zero Action Plan sets out the actions that Greater Manchester will undertake in the next three years (Dec 2024 – Nov 2027) when it will be updated in order to plan ahead for 2030. These actions build on the existing GM Road Danger Reduction Plans, which were already informed by the Safe System approach and incorporate the feedback we received through our engagement process.

The actions in this plan have been compiled in collaboration with the partners of the Safer Roads Greater Manchester Partnership. The actions contained in this plan are not an exhaustive list of the activity that will be carried out.



**64 people lost their lives on Greater Manchester’s roads in 2022.**

# The Safe System Approach

**To make our roads safer we are adopting the Safe System approach, which is internationally recognised as best practice across the road safety industry. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.**

The Safe System approach requires us to take a systematic approach to reducing road danger, strengthening all parts of the system so that where there are failures, as there inevitably will be, the rest of the system is able to minimise the outcomes.

At the heart of the Safe System are six principles, these are the values that guide how road safety is approached by all of those involved. Based on these principles, five Safe System components are identified. These are: Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-Crash Response. Together they reduce the risk and severity of a collision and reduce the likelihood of fatal and life changing injuries if a collision does occur.

The Safe System sits alongside Streets for All, which is our established approach to everything we do on streets in Greater Manchester. In line with the holistic approach of the Safe System, Streets for All<sup>1</sup> considers planning, design and network management, with an emphasis on improving the street environment for everyone.

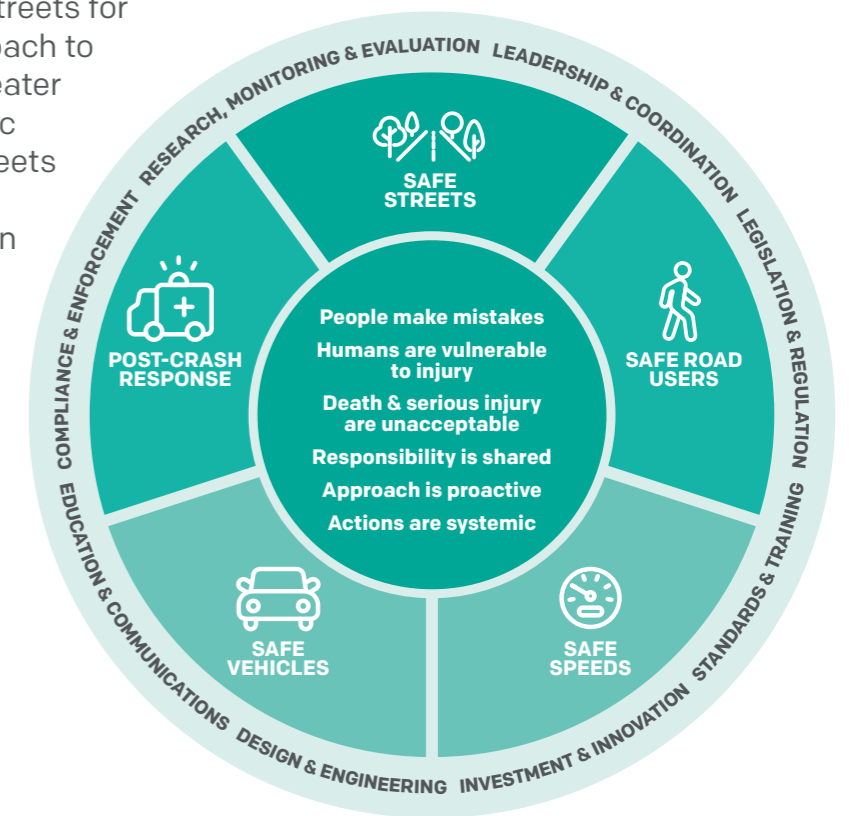


Figure 1: Safe System Approach - Agilysis (2023) building on models from Australia, Canada, New Zealand, and Loughborough University

<sup>1</sup> Streets for All, Transport for Greater Manchester



## Safe Streets

**Our streets and roads need to be designed to both reduce the risk of collisions occurring and minimise their severity when mistakes do occur. By proactively managing our streets and roads we will identify and address issues that increase road danger and design our roads and roadsides in a manner that protects vulnerable road users.**

We will do this by:

### 1.1 Maintaining our roads

We are committed to ensuring our roads and streets are well maintained and are fit for purpose. We will deliver ongoing and increased targeted maintenance of our streets, including cycle lanes and footways. The Vision Zero public engagement survey revealed that 'improving road maintenance' is the area of highest importance to people who live, work and travel in Greater Manchester.

The surface and conditions of the road can affect all users and can be a contributor to collisions. Over the course of a road's life, the surface will deteriorate resulting in lower skid resistance. Through monitoring the road surface's skid resistance, we will work with local authorities to ensure that the network is maintained to an appropriate standard. Our roads are monitored through a combination of SCRIM road surveys<sup>2</sup> and SCANNER carriageway assessments<sup>3</sup>. Over the next three years we will layer SCRIM and

SCANNER road survey results with collision data to prioritise where there is the greatest need for road maintenance including (but not limited to) preventative maintenance and full resurfacing.

**“More maintenance is needed, potholes are distracting, with drivers trying to spot and swerve to avoid. It’s dangerous to vulnerable users like cyclists as vehicles are swerving too close.”**

**Vision Zero Public Engagement Phase 2 Responder**

### 1.2 Addressing known locations with a high collision risk

We will actively pursue funding and prioritise improvements at locations where we are already aware of a high-risk of collisions, based on incidents recorded to date. Collision data will help inform priorities when used in conjunction with other information, such as SCRIM and SCANNER surveys or iRAP ratings. However, where we are already aware of an issue we will seek to address this location at the earliest opportunity, without waiting for additional surveys.

### 1.3 Identifying and making improvements to high-risk routes

Greater Manchester will work with the International Road Assessment Programme<sup>4</sup> (iRAP) to identify and prioritise interventions for those routes on the Key Route Network that pose the highest risk. iRAP involves inspecting high-risk roads and developing star ratings. Using iRAP ratings we will produce risk maps and create safer roads investment plans focused on the highest risk routes. The iRAP survey will cover 900km of the Key Route Network in Greater Manchester and will be completed by the end of 2027. We will look to develop a package of potential improvements, including measures to improve road safety and resilience with National Highways.

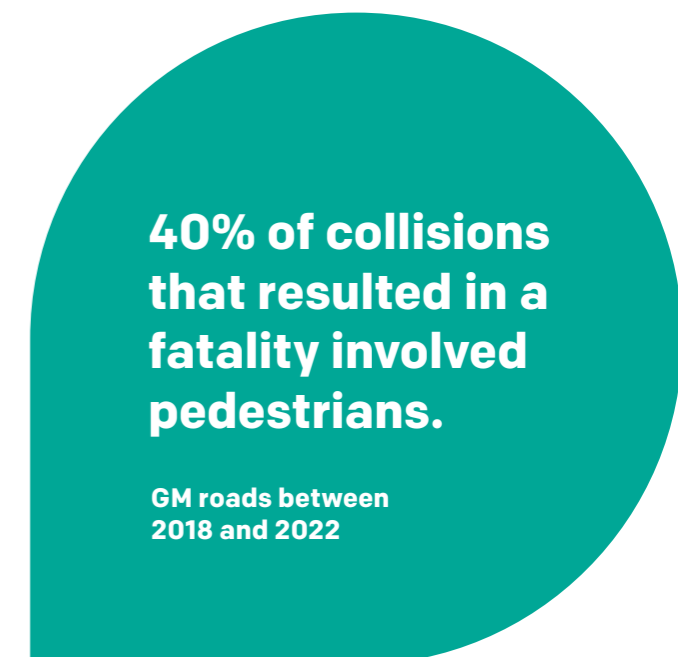
### 1.4 Delivering safer roadside infrastructure

One of the ways we can help reduce the risk of collisions is by ensuring that the design of our roads and streets encourages slower vehicle speeds. Roadside infrastructure needs to be forgiving to account for peoples' vulnerabilities to collision forces when inevitably mistakes happen. This means proactively managing spaces shared by different modes to protect vulnerable road users, targeting prioritised routes and undertaking network-wide improvement programmes.

In Greater Manchester we have adopted the Streets for All<sup>5</sup> approach, which provides a framework for everything we do with our streets. Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public

transport users. All schemes in our future infrastructure pipeline must go through the Road Safety Audit procedure, undertake a Safe System Impact Assessment and meet the design standards set out in our Streets for All Design Guide to receive approval. Similarly we will consider appropriate use of roadside infrastructure for roads where speeds may be higher for example passively safe columns.

In addition, a review of the existing Road Safety Audit procedure will be completed by April 2025 and this will enable the process to become further embedded into practice.



### 1.5 Investing in and improving the active travel network

Following a comprehensive review of the proposed active travel network by TfGM, with support from each local authority, an updated network plan has been developed, which will inform future interventions<sup>6</sup>.

<sup>2</sup> Sideway-force Coefficient Routine Investigation Machine (SCRIM) road surveys measure the wet skidding resistance of a road surface.

<sup>3</sup> Surface Condition Assessment for the National Network of Roads (SCANNER) is a method of measuring road surface condition using road survey machines.

<sup>4</sup> iRAP - International Road Assessment Programme

<sup>5</sup> Streets for All, Transport for Greater Manchester

<sup>6</sup> Bee Network Committee - Complete Pack Agenda Supplement for Bee Network Committee

The active travel network comprises two main elements:

- ‘Quiet roads’ consisting of existing lightly trafficked streets and traffic free routes. These will be connected together with new crossing points, where busy roads or other sources of severance need to be crossed and passing through (as they develop) potential ‘active neighbourhoods’.
- ‘Busy roads’ along major transport corridors, which analysis indicates has the highest potential demand for active travel trips, and where protected provision is required for cyclists and controlled crossings for pedestrians, to make them safe and attractive for cycling, walking and wheeling.

As of August 2024, 117km of Bee Network standard active travel infrastructure has been completed, with an additional 58km of schemes currently in development. The proposed Bee Active Network will eventually be a total length of 2,734km, of which 1,170km is on busy roads, 932km on quiet roads and 631km off road.

### 1.6 Installing more pedestrian crossing facilities

In January 2023, Transport for Greater Manchester (TfGM) identified a baseline of 189 traffic signal junctions that had no signalised pedestrian facilities. Since then, 15 of these junctions have been upgraded with new facilities. Twelve junctions are at locations with no pedestrian routes or at motorway junctions. Therefore, there are 162 junctions which still require treatment. This represents approximately £50m of future investment, which is still to be identified. In addition to this, there are 282 junctions which have sub-standard signal pedestrian

facilities, which are estimated to cost over a further £80m to upgrade.

The Bee Network Crossings Programme supports the rapid delivery of sections of ‘quietway’ network, where the main issues to be overcome are severance imposed by major roads. The programme seeks to provide appropriate crossing facilities for pedestrians and cyclists, informed by the Crossing Selection Tool published in the Greater Manchester Interim Active Travel Design Guide<sup>7</sup> and subsequently adapted by Active Travel England. Through the Bee Network Crossings programme, 33 crossings have been completed to date, with a further 4 programmed to be delivered by April 2025.

New crossing places will be installed at ‘points of severance’ on quieter neighbourhood roads where they meet or cross more major roads. Zebra crossings, parallel and other priority crossings for example and ‘side road zebras’ subject to approval from the government along with some traffic signal-controlled facilities.

### 62% of all fatal pedestrian collisions occurred where there was no physical crossing within 50 metres.

**GM roads between 2018 and 2022**

### 1.7 Tackling illegal and inconsiderate parking

Conversations with the public have highlighted that illegal and inconsiderate parking on pavements and in cycle lanes is a barrier to those wanting to use active travel methods as it forces our most vulnerable road users into the road. This is dangerous

for all vulnerable road users and may not even be possible for those in a wheelchair or with a pushchair or pram, limiting their ability to travel independently and safely.

Local Highway Authorities can currently prohibit footway and verge parking by way of Traffic Regulation Orders (TRO’s) which allow for a more directed resolution rather than a blanket approach. Local Authorities will consider introducing parking restrictions at those locations where vehicles routinely obstruct the footway and can take enforcement action against those who park in mandatory cycle lanes across GM. Where there are no waiting restrictions, and the car is causing an obstruction, enforcement can only be done by Greater Manchester Police. We will aim to develop a more cohesive response to parking issues.

We will advocate for Local Highway Authorities to be given powers to prohibit pavement parking to reduce indiscriminate and inconsiderate parking, prioritising particularly high-risk locations such as outside schools. As well as this advocacy, we will undertake the supporting measures that are needed, for example the rollout of appropriate road markings, signage, and associated community engagement such as public awareness campaigns which are important to educate the public about the hazards of pavement parking and encourage responsible parking behaviour.

### 1.8 Enabling safe and sustainable school travel

TfGM on behalf of the Greater Manchester Combined Authority (GMCA) and the ten local authorities, is producing a School Travel Strategy which will set out GM’s approach towards encouraging more young people to travel sustainably to school. Engaging with schools and other key stakeholders will be core to the development of the strategy. We therefore plan to consult on the draft strategy in late 2024. This Vision Zero Action Plan will be updated to include any relevant actions included in the school travel strategy once it has been formally adopted.

To support the School Travel Strategy we will develop a School Travel Programme, which will be a combination of actions that are suitable to the local area that reduce the risk of conflict between vehicles and people, especially children. It will include creating up to 100 School Streets, improving pedestrian crossings - including 30 junctions, which have been identified to have a lack of safe crossing facilities, and other measures. These will encourage trips to school by walking, wheeling, cycling and public transport (where applicable), in preference to private motor vehicles.

**“Bikeability and more support for active travel to and from primary schools must be encouraged.”**

**Vision Zero Public Engagement Phase 2 Responder**

**Public engagement on Vision Zero highlighted key concerns with pavement parking. Whilst respondents understood that prohibiting pavement parking could complicate passage for emergency vehicles, there were clear calls for enforcement and a compromise that considers all parties’ needs.**

<sup>7</sup> Greater Manchester Interim Active Travel Design Guide





## Safe Road Users

**Road users are multi-modal transport users and the level of responsibility changes with the mode they are using. Road users need to be educated and regulated in their use of the roads, according to their chosen mode of transport and level of risk that mode could inflict on themselves and other users of the roads. As some vehicle types have the potential to create more harm than others, there is an increased responsibility level for users of those modes.**

All users of the road should be aware of their duty to look after not just their own safety, but also that of other road users. It is the duty of all road users to minimise the risk they pose, with those who act in an inappropriate and unlawful way being detected and dealt with accordingly.

**Between 2018 and 2022, car occupants and pedestrians made up the largest proportion of those killed or seriously injured on GM roads (35% & 31% respectively).**

We will do this by:

### 2.1 Delivering campaigns targeting anti-social road user behaviour

We will produce and support multi-agency behavioural change education campaigns around the fatal 4 (distractions, impairment through alcohol and drugs, speeding and seat belts), darker nights and keeping our most vulnerable road users safe. Vulnerable road users refers to anyone who is not protected inside a vehicle, including pedestrians, cyclists and motorcyclists. We will target the campaigns at those who are most likely to cause the collision, based on casualty and offender data, and the areas in Greater Manchester where the behaviour is more prevalent. We will time our campaigns to complement Greater Manchester Police (GMP) enforcement activity or other road safety initiatives taking place nationally, taking into account behaviour change techniques and make the best use of advancing technologies to improve the effectiveness of our campaigns.

### 2.2 Providing targeted education campaigns for drivers

#### Fatal Four campaigns

In line with national policing operations, we will aim to educate road users on some of the biggest causes of injury collisions (distractions, impairment through alcohol and drugs, speeding and seat belts).

### Looking and Seeing Campaigns

We will campaign to encourage drivers to look for those on 2 wheels, particularly motorcyclists and cyclists, properly at junctions and when turning right. We will use this campaign and its outcomes to help inform future campaigns of this nature to be re-run at times of the year when motorcyclist and cyclist collisions peak.

### Young Driver and Passenger Education

Greater Manchester has been delivering Safe Drive Stay Alive (SDSA), an award winning, performance-based road safety intervention, since 2014. It is delivered multi-agency and aims to positively influence the attitudes and behaviours of learner and novice young drivers and their passengers, in order to reduce the risk of involvement in road traffic collisions and being killed or injured on our roads. SDSA aims to equip our young people with the knowledge, determination, skills and confidence to challenge unsafe behaviour, and to keep themselves and others safe when out on the roads.

In 2022 the SRGM Partnership joined the Merseyside and Cheshire Road Safety Partnerships in the Engage programme. Engage is a scheme which aims to equip young learner drivers with the skills and knowledge to be smarter drivers from the day they pass their test: it provides instructors with additional training and resources.

We will continue to review our education offer, taking into account behavioural change techniques and make use of emerging technologies such as the virtual reality headsets for immersive road safety education.

### 2.3 Providing targeted education campaigns for motorcyclists

BikeSafe is a police run national motorcycle initiative, aimed at working with motorcycle riders to raise awareness of the importance and value of progressing to accredited post-test training. BikeSafe workshops involve an observed ride and aim to cover: attitude, observation, cornering, overtaking, filtering, junctions, group riding, hazard awareness and the system of motorcycle control.

Biker Down uses the expertise of the emergency services and road safety officers to prepare motorcyclists should the worst happen on the roads. The free course is aimed at motorcyclists of all ages and experience, and offers the chance to learn practical skills to help avoid being involved in a crash. It provides essential first-aid training and advice on what to do should they find themselves first on the scene of a crash where someone is injured.

The 2Wheels Greater Manchester team works in close partnership with local authorities and businesses to provide motorcyclists with useful safety information and advice. This includes a regular blog, written by enthusiasts, covering a wide range of relevant topics for riders.

**Motorcyclists made up 1% of the traffic on GM roads but accounted for 15% of those killed or seriously injured between 2018 and 2022.**

## 2.4 Teaching young people essential travel skills

Knowing how to safely cross the road and navigate around your local area are the first stepping stones to being able to travel independently later in life. To ensure that young people have these valuable life skills, we help local authorities run Road Safety Champions, which provides learning tools to engage pupils in a peer-to-peer road safety learning environment. We will continue to support the Bee Network Youth Travel Ambassadors<sup>8</sup>.

In addition, schools can utilise the government's national cycle training programme, Bikeability. This programme provides children with the practical skills, awareness and confidence to cycle on today's roads.

## 2.5 Supporting logistics safety accreditation schemes

The GM family will continue to support logistics safety accreditation schemes, such as the Construction Logistics and Community Safety (CLOCS)<sup>9</sup> Standard and the Fleet Operator Recognition Standard (FORS)<sup>10</sup>: we will embed these into our procurement and planning practices.

The CLOCS Standard is a national industry standard that defines the primary requirements placed upon the key stakeholders in a construction project, and places responsibilities and duties on each group. The aim is to enable the safest construction vehicle journeys, reduce risk to vulnerable road users, improve air quality and congestion and drive operational efficiencies.

FORS is a voluntary accreditation programme designed to improve standards in the road transport industry. The programme provides a framework and sets benchmarks to help operators enhance their performance in the areas of safety, environmental impact and operational efficiency.

## 2.6 Promoting high driver standards for GM Organisations

Driver standards will be benchmarked across SRGM Partnership organisations in 2025, with a view to creating and implementing a consistent minimum standard for all partnership organisation drivers. This could include practical input from DriveSafe where appropriate. TfGM is also rolling out Driver Standard Monitoring equipment across the Bee Network fleet. All Bee Network bus drivers are provided with training through a structured continual professional development programme to ensure they maintain their Driver Certificate of Professional Competence (CPC). All drivers will receive training in areas such as customer service, disability awareness and safe driving. In addition, the Bee Network franchise agreement requires all operator staff and agents to receive training in diversity and inclusion, values and ethics and staff welfare and wellbeing.

## 2.7 Tackling poor driver behaviour

At present, six GM local authorities have powers to enforce moving traffic offences with the remaining four committing to address the opportunity. This would give them powers to address offences such as illegal U-turns, banned left or right turns and going the wrong way in a one-way street. We will work to ensure these powers are being used effectively.

Where there are known issues with poor driver behaviour such as at junctions, one way streets, or cycle lanes, Artificial Intelligence (AI) cameras can be installed and appropriate algorithms can be developed by supplier(s). Registered keepers of persistent offending vehicles contravening the Highway Code or breaking the speed limit are contacted by letter, explaining the potential risks and consequences of their dangerous behaviour. They could also receive a visit from the police and face prosecution. Across Greater Manchester we will further invest in cameras to detect moving traffic offences in order to reduce this type of driver behaviour.

A trial using state of the art technology to detect driver mobile phone and seat belt offences was carried out in September 2024. This trial has provided baseline data so we can understand the scale of the issue and measure tangible outcomes as we tackle these offences going forward.

## 2.8 Undertaking hotspot policing operations

We are developing analysis techniques to help identify and target the geographical areas and behaviours generating the most cause for concern. These will now be used with Greater Manchester Police to target hotspot policing operations aimed at tackling a range of road traffic offences. These will include vehicle nuisance, dangerous and inconsiderate driving, drink and drug driving, driving with no tax or insurance, unroadworthy vehicles, failure to stop etc. Results of these operations will be shared between partners and with the public where appropriate.

**Sales of e-bikes and e-scooters have grown rapidly in recent years, along with associated complaints of anti-social behaviour. In 2023 GMP reported 75 injury collisions involving e-bikes and 79 involving e-scooters. This compared to 5 and 38 respectively in 2021.**

## 2.9 Supporting third party reporting

With the increased use of journey cameras, evidence of dangerous and anti-social driving/riding is being captured every day on our roads. GMP actively use these submissions to prosecute drivers for a wide range of offences. Communications to encourage further third party reporting will take place.

Third party reporting via Operation Snap<sup>11</sup> is a valuable tool as it is extra detection of driving/riding offences. The more of it that is successfully used for prosecution, the more drivers/riders will start to change their poor driving behaviours, as they have the potential to be caught on camera at any time. The data from third party recorded offences will also be used to help target those areas of most incidents and to see if any additional safety features may be needed in the area.

**Operation Snap encourages the public to get more involved in making roads safer by submitting footage of potential traffic offences to the police. In 2023, 59% of all reports submitted resulted in either the issue of a warning letter or a fixed penalty notice.**

<sup>8</sup> Support for schools | TfGM Bee Active

<sup>9</sup> CLOCS - Construction Logistics and Community Safety

<sup>10</sup> FORS Homepage - FORS - Fleet Operator Recognition Scheme

<sup>11</sup> Report a road traffic incident | Greater Manchester Police (gmp.police.uk)



## Safe Speeds

**Managing speed is one of the most important activities we can do for our road network. Effective speed management helps to increase safety - the forces involved in a collision increase with speed, both for vehicle occupants and those less protected as vulnerable road users - and increase people’s perceptions of our roads and streets being safe.**

A central principle of road danger reduction is the acknowledgment that all road users have a responsibility to respect other road users. Respondents to the Vision Zero public engagement survey commented on the road user behaviour of others around them, with particular concern over those who are impatient, choose to speed and choose to drive dangerously.

**The car driver was exceeding the speed limit in 22% of all fatal road traffic collisions.**

**GM roads between 2018 and 2022**

**The driver/rider was exceeding the speed limit in 28% of all motorcycle fatal casualties.**

**GM roads between 2018 and 2022**

Safer speeds on our roads can be achieved by setting the appropriate speed limit for the type of road and ensuring that drivers obey this limit.

We will do this by:

### 3.1 Setting safe speed limits according to road function

Speeds that are within Safe System limits are those which are appropriate for the type of road and users present, as set out in the Streets for All Design Guide. Lower speeds are appropriate where vulnerable road users share the roads with motorised forms of transport, whereas higher speeds are suitable only in contexts where there is sufficient protection for vulnerable road users, such as appropriate segregation. We are committed to reviewing speed limits in residential areas and implementing lower speeds where necessary.

Collisions at higher speeds result in increased risk of serious injury or death, particularly for people walking, cycling, motorcycling or horse riding as they are not protected by a vehicle structure. In Wales the default speed limit on restricted roads changed from 30mph to 20mph in September 2023. Provisional data shows that in the first quarter of 2024 (January to March), the number of collisions on 20mph or 30mph roads was 25% lower than in the same quarter of 2023 and the number of

casualties on these roads was 26% lower than the same quarter in 2023<sup>12</sup>.

All districts of GM will look at ways in which they can reduce the speed of traffic on those roads with the highest numbers of interactions between motorised vehicles, people walking and wheeling and those cycling. One way that this could be done is by reducing the speed limit of the road to 20mph from 30mph where appropriate and by introducing traffic calming measures, which will naturally slow down traffic by the design of the road.

**Responders to Phase 2 of the Vision Zero Public Engagement survey generally viewed 20mph speed limits as a positive measure, particularly when used near schools. However, there were calls for better, more visible enforcement of this speed limit.**

### 3.2 Creating a Greater Manchester Speed Management Policy

We will develop a comprehensive speed management policy that is consistent and clear across GM by the end of 2025. There is a toolkit available to help communities with reducing speeds, which will help with acceptance and compliance. A comprehensive speed management policy, including a review of safety camera criteria, is therefore one which effectively integrates action across the Safe System so that deterrence is generated through multiple channels.

**“There are many main roads across GM which encourage high speed through their unnecessarily wide design. Road space should be reallocated to walking, cycling and public transport in line with Streets for All to change the perception of these roads.”**

**Vision Zero Public Engagement Phase 2 Responder**

There are various tools in the speed management ‘toolkit’, which we will bring together in a new speed management policy for implementation across GM.

These include:

- Building a coherent and consistent approach to speed management across GM, assessing speeding complaints and prioritising speed measures according to Safe System principles.
- Using data and evidence to monitor speeds across the road network, identifying problem locations and road types/functions where speed limit changes would be appropriate.
- Reviewing speed limits according to road function, setting limits to reflect the road user mix, risk and purpose of the road, in line with the Streets for All approach.
- Using a variety of tools to consistently respond to speeding issues, including vehicle activated signs, Community Speed Watch, enforcement and engineering solutions, depending on the levels of non-compliance and risk.



- Communicating with the public to explain speed limit changes, enforcement policies and the expectations of road users for safe speeds.
- Exploring the potential for the use of Intelligent Speed Assistance (ISA) in public owned vehicles.
- Supporting collision investigation efforts to increase understanding of the impact of speeding on collision severity, collision scenarios and amongst specific road users.

### 3.3 Upgrading safety cameras

It is imperative we ensure inappropriate and unsafe speeds across Greater Manchester are tackled effectively. This will include enforcement by police officers as well as through camera enforcement such as mobile vans, spot speed and average speed cameras. If eligible, offenders will be offered education as an alternative to prosecution where appropriate. Enforcement is often used as a last resort, where education and engineering measures have already been implemented but camera enforcement will be considered where necessary.

The GM Safety Camera Project is supported by funding from the Mayor's (Active Travel) Challenge Fund and Safer Roads Greater Manchester Partnership (SRGM). This project will replace 144 existing safety camera locations with the latest enforcement technology, with enhancements such as bi-directional vision and 24/7 enforcement capability. As of October 2024, 88 (of 91) locations have been replaced with

non-invasive ANPR based spot speed safety cameras. The remaining 53 existing locations are in the process of being replaced with 25 average speed safety camera systems along the same roads; these will be used to enforce safe speeds along a full route by the end of 2026.

### 3.4 Targeting speed enforcement action at high-risk locations

GMP will commit to undertaking speed enforcement action at high-risk locations. A multitude of data sources will be utilised to include locations with a high number of interactions between motorised vehicles and vulnerable road users, known locations of speeding offences and areas where collisions have occurred as a result of speeding drivers.

### 3.5 Investing in Community Speed Watch Schemes

Local residents have the opportunity through the Community Speed Watch<sup>13</sup> (CSW) scheme to work with GMP to monitor and report the speeds of passing vehicles in areas of known concern. Registered keepers of vehicles found exceeding the speed limit will be contacted by letter explaining the potential risks and consequences of their dangerous behaviour. Repeat or extreme offenders will be dealt with appropriately. Working with local communities, we want to enable more volunteers to participate and work with GMP to make their local roads safer. We will encourage the recruitment of more CSW volunteers to further widen the reach of this initiative.



## Safe Vehicles

**Vehicles can offer a high level of safety to both occupants and other road users. By helping vehicle owners and operators to choose the safest vehicles, and by taking enforcement action against those using dangerous vehicles, we can help increase the number of safe vehicles on our roads.**

We will do this by:

### 4.1 Helping vehicle owners and operators choose the safest vehicle

Advancements in vehicle technology provide opportunities to improve the safety of the vehicles on our roads. Fundamental safety systems, such as seat belts, are increasingly being supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. We will support vehicle owners (commercial and privately owned) with purchase decisions based on safety features and maintenance to ensure safety levels are high. Key information on emerging technologies, safety features (such as EuroNCAP<sup>14</sup>) and behaviours will be embedded in our communications with the public.

### 4.2 Procuring safer vehicles for GM Organisations

Using the purchasing power of GM partners we will work together to explore a common set of safety standards that all

newly procured partner vehicles in Greater Manchester should adhere to. Transport for Greater Manchester is procuring new Bee Network buses and ensuring that they have bus safety standards that aspire to be equivalent to those used by Transport for London. From January 2025 all new Bee Network buses will have increased safety features, such as Intelligent Speed Assistance and camera monitor system (e.g. reversing and mirror replacement). TfGM is separately tracking several potential future safety features that are still in the development stage and will seek to introduce these as appropriate, once testing and authorisation has taken place. These include advanced emergency braking and redesigns of the front of buses to minimise the impact on pedestrians.

### 4.3 Removing dangerous vehicles from the road

A compliant vehicle is one where the driver is insured to drive that vehicle, the vehicle is taxed and has a valid MOT. For every one of these which are not valid it significantly increases the chances of a serious collision taking place. An earlier review of fatal collisions in GM highlighted that more than 1 in 6 drivers involved in fatal collisions (between 2015 and 2018) had no licence, or had been disqualified from driving at the time of the collision. More than 1 in 10 drivers had no insurance at the time of the fatal collision between 2015 and 2018.

<sup>13</sup> Community Speedwatch scheme launched across Greater Manchester | Greater Manchester Police ([gmp.police.uk](http://gmp.police.uk))

<sup>14</sup> Euro NCAP | The European New Car Assessment Programme



Over 30% of cars involved in a fatal road traffic collision did not have a valid MOT. GMP with key enforcement partners (such as Driver and Vehicle Standards Agency) run enforcement operations all year round to combat those drivers in any vehicle who choose to break the law and deny criminals the use of our road network.

GMP will continue to target individuals who are not driving their vehicles legally (this includes off road bikes and illegally modified e-bikes, e-scooters and e-motorbikes). They will also continue investing in training police officers to be able to spot defective vehicles and undertaking intelligence based operations to remove and destroy dangerous vehicles.

#### 4.4 Direct Vision Standards

Direct Vision Standards are a measure of how much a HGV driver can see through the cab windows of their vehicle. It gives the vehicle a safety rating based on the view and the level of risk posed to those walking and cycling.

We will explore the concept of having Direct Vision Standards for Greater Manchester, what they should include and how they could be implemented across Greater Manchester, such as the scheme already in place in London<sup>15</sup>. We will raise awareness of the benefits of Direct Vision Standards in our work with industry.

<sup>15</sup> Direct Vision Standard: Guidance for operators ([tfl.gov.uk](https://www.tfl.gov.uk))



## Post-Crash Response

**Responses to the Vision Zero public engagement survey told us that in the past 10 years almost 1 in every 2 people have been directly affected by a road traffic collision (this is as a victim, witness, family member or friend).**

Every death and serious injury affects families, friends and whole communities, as well as requiring a rapid response from the emergency services. It is our responsibility to those who are and have been affected by road danger to ensure we provide a quick response to incidents and learn from each collision so we can prevent it happening again.

We will do this by:

### 5.1 Providing a quick and high-quality response to incidents

In the event of a road traffic collision, emergency medical response should reach any injured parties quickly and then transport them to high quality trauma care rehabilitation services which are readily available. Emergency services continue to strive for the best response time targets based on operational demand.

### 5.2 Continuing to invest in specialised incident training

We will support our emergency services personnel by strengthening and expanding the support offered to those who attend the most challenging collisions, recognising that even where there is no injury to the person trapped inside, the incident itself

could trigger Post Traumatic Stress Disorder for some colleagues. Emergency services continue to train for dealing with road traffic collisions, including extrication techniques and immediate response trauma care where it is needed.

### 5.3 Undertaking thorough investigations when collisions do occur

After the incident, data on the causes of the collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened. To this end, timely investigations into the causes of each fatal and life changing injury collision will go beyond reviewing the data, to understanding what has happened. In addition, the Coroner and the Crown Prosecution Service should be involved as part of the investigation process, to identify how we can prevent similar tragedies happening again.

**Participants in Phase 2 of the Vision Zero Public Engagement supported post-collision investigations and called for findings to be made public to help understand root causes.**



#### 5.4 Improving our approach to supporting those directly affected by road traffic collisions

We recognise that people directly affected by road traffic collisions may need support immediately and for some time after. Through the work of dedicated GMP officers, who perform the role of family liaison officers, we will work with families affected by road traffic collisions across GM to support them through the most challenging of times.

#### 5.5 Information for those affected by road traffic collisions

We will regularly review our approach to supporting services for victims of road traffic collisions. We will also seek to raise awareness of the available support networks by signposting additional services to families, following the death or serious injury of a loved one.

#### 5.6 Ongoing improvements to patient care

NHS Care Trusts are committed to improving outcomes for patients with key advances in trauma care pathways (from injury through resuscitation, treatment and on into rehabilitation and reablement). There is ongoing work to further improve both patient and carer support.

Working together with immediate partners we will seek to identify opportunities to collaborate on data and analysis, to further identify emerging trends in mechanisms of injury with the view to inform approaches to injury reduction and prevention.

#### 5.7 Bee Network Safety

**Safety is at the heart of the delivery of the Bee Network for the people of Greater Manchester. Reducing road danger is fundamental to creating Streets for All and to encourage more people to travel by sustainable modes.**

In support of the Greater Manchester Vision Zero Strategy, TfGM will review with its Bee Network partners what more can be done to improve public transport safety. It is vital to the success of the Bee Network that we can inspire confidence in the safety of the network for customers and drivers but also for fellow road users. As part of the review TfGM will bring forward a Bee Network Safety Plan that will support Greater Manchester’s goal to reduce the number of deaths and life changing injuries to zero by 2040.

“My friend was in a crash where the dangerous driver died and she got no support [sic] even though she was traumatised... She needed to talk to someone like a counsellor or a doctor straight away. We all helped her as her friends, but she eventually got help through her GP a long time later.”

**Vision Zero Public Engagement Phase 2 Responder**

## Measuring Our Progress

**Casualty data is, of course, critical to measuring success, but this is a lag indicator, relying on historic data to arrive before we can interpret and understand trends. We will also write Safety Performance Indicators (SPIs) that can inform us of risk and danger on our roads related to Safe System components.**

These indicators do not simply measure outputs (e.g. number of traffic violations), but instead express known risk factors, or road dangers, as a compliance score. These scores can be benchmarked and measured at regular intervals either across GM or within individual local authorities.

As we seek to increase the number of trips made using sustainable modes, we will also need to ensure that the levels of risk for these groups decreases per mile cycled, wheeled, walked or travelled. Therefore, in addition to the Safety Performance Indicators, comparing relative risk rates between groups and over time will be a core part of our performance management.

## Working in Partnership

**In order to achieve our Vision Zero ambition we will continue to work closely with colleagues across Greater Manchester as well as across the country. In May 2024 the Parliamentary Advisory Council for Transport Safety (PACTS) coordinated a ground-breaking manifesto<sup>13</sup> calling for immediate and strategic action to address the persistent issue of road fatalities and serious injuries in the UK.**

We are proud to have supported this manifesto which calls for:

- 1. Developing a National Road Safety Strategy** – Implement a Safe System Strategy focused on prevention, protection, and post-collision response, coupled with evidence-based targets and robust safety performance indicators.
- 2. Establishing a Road Safety Investigation Branch** – An independent body modelled after existing transportation safety branches to analyse road incidents and provide actionable insights for preventing future tragedies.
- 3. Introducing Graduated Driver Licensing** – A progressive licensing system to support young drivers by limiting high-risk driving situations, a measure proven to reduce fatalities by up to 40%.
- 4. Adopting Advanced Vehicle Safety Regulations** – Immediate implementation of the world-leading vehicle safety standards, mandating critical technologies such as Automatic Emergency Braking and Intelligent Speed Assistance.



The UK Government has a key role to play in helping us deliver our Vision Zero ambition by setting the national regulatory framework that enables and empowers us to tackle the danger that exists on our roads. In addition to the proposals set out in the PACTS Manifesto, our Commissioners and Politicians will work with the Government to review the following which we believe will make a real difference to the reduction of road deaths not only in Greater Manchester but across the UK:

**1. Safe Streets**

- Introduce a ban on pavement parking to bring the rest of the UK in line with London.
- Approve the use of side road zebras.

**2. Safe Road Users**

- Introduce an annual review into sentencing for road crime to bring it in line with the sentencing for violence using other weapons, including an increase to penalties for speeding to ensure it is proportionate to the cost of an education course.
- Use and enforce more driving bans for drivers who reach 12 points on their licence, including the introduction of longer bans and driver retests for repeat offenders.
- Include road safety in the national curriculum content on road danger reduction and road user responsibility such as ensuring all primary school children are trained to level 2 Bikeability.
- Further improve content on pedestrians, cyclists and non-motor vehicle road users in the national driving test and theory test.
- Regulate work related road danger reduction policies.
- Increase the deterrents to drink driving by;
  - a) Lowering the drink drive limit
  - b) Allowing random breath testing and police use of mobile evidential breath testing equipment.

- c) Introduce an alcohol ignition interlock programme.

**3. Safe Speeds**

- Review National Speed Limits and the criteria for how they are decided. Commit to changing speed limits on roads where the current limit is no longer appropriate.
- Introduce the requirement for speed limiters in vehicles starting with commercial vehicles.
- Produce a national digital speed limit map.
- Review the possibility of hypothecation on a national level.
- Update of DfT National Guidance on Safety Camera Use. National policy guidance should support the overall case for safety cameras, complement Safe System principles, and local approaches to the implementation and use of safety cameras.

**4. Safe Vehicles**

- National standards for taxi licensing to ensure safety standards.
- Close loopholes that exempt some HGVs from having safety equipment.

**5. Post-Crash Response**

- Require each police force to report KSIs as part of their KPIs alongside other metrics.
- Introduce national standards for post-crash investigation and funding for the solutions identified to reduce the chance of the same collision recurring.
- A national funded service for supporting bereaved families or victims of road traffic collisions.
- Enhance rehabilitation offer for victims with the aim of reducing societal cost with a particular focus on the psychological challenges that exist post injury.

# Delivering and Coordinating Our Actions

**Across the Safer Roads Greater Manchester Partnership (SRGM) there is clear commitment for partners to work together to achieve the greatest reduction in the number of people killed and suffering life changing injuries on our roads.**

The SRGM partner organisations are:

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• Bolton Council</li> <li>• Bury Council</li> <li>• Greater Manchester Combined Authority</li> <li>• Greater Manchester Fire and Rescue Service</li> <li>• Greater Manchester Police</li> <li>• Manchester City Council</li> <li>• National Highways</li> <li>• North West Ambulance Service</li> <li>• Oldham Council</li> <li>• Rochdale Council</li> <li>• Salford Council</li> </ul> | <ul style="list-style-type: none"> <li>• Stockport Council</li> <li>• Tameside Council</li> <li>• Trafford Council</li> <li>• Transport for Greater Manchester</li> <li>• Wigan Council</li> </ul> <p><i>Partners to be confirmed</i></p> <ul style="list-style-type: none"> <li>• NHS Care Trust</li> <li>• Crown Prosecution Service</li> <li>• HM Courts and Tribunal Services</li> </ul> |
|---|--|

The Safe System activities identified in this action plan will be delivered by the above organisations through five Safe System sub-groups (Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post-Crash Response). Each sub-group has a designated lead partner who will be responsible for coordinating interventions to ensure that our collective actions strengthen the road system.

Safe System Sub-Group	Lead Partner
Safe Streets	Transport for Greater Manchester
Safe Road Users	Greater Manchester Fire & Rescue Service
Safe Speeds	Greater Manchester Police
Safe Vehicles	Transport for Greater Manchester & Greater Manchester Police
Post-Crash Response	NHS Care Trust & Greater Manchester Police

# VISION ZERO

**DOING THINGS DIFFERENTLY  
IN GREATER MANCHESTER**

Working towards zero road deaths

