

**Manchester City Council  
Report for Information**

**Report to:** Environment, Climate Change and Neighbourhoods Scrutiny Committee – 9 November 2023

**Subject:** Vision Zero - Update

**Report of:** Strategic Director (Growth and Development)

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**Summary**

The report presents a summary of progress on the development of a Vision Zero strategy for Greater Manchester.

**Recommendations**

The Environment, Climate Change and Neighbourhoods Scrutiny Committee is recommended to note the report for information.

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**Wards Affected:** All

**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The adoption of Vision Zero and continued support and delivery of road danger reduction measures will support and enable travel by active modes such as walking, wheeling and cycling. This investment, along with aligned investment in other infrastructure will help reduce transport-related carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Road danger can impact upon the most vulnerable sectors of society, both in terms of injury/death from collisions but also in terms of preventing uptake of Active Travel, which can offer equitable access to jobs, services, leisure and other opportunities for Manchester residents, workers and visitors.

The Vision Zero Strategy aims to improve conditions for all transport users and also support changes to the highways network to support walking, wheeling and cycling – the strategy itself, and any specific schemes will be subject to extensive consultation before adoption and implementation.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Adopting Vision Zero and improving road safety will enable travel by active modes, which aligned with investment in other non-car modes across the city will support growth of the economy, contribute to economic recovery, and maximise the city's competitiveness.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The adoption of Vision Zero will support the uptake of Active Travel and help to connect all Manchester residents with high-quality employment opportunities in the city and growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs in Manchester. Improved walking and cycling routes can help residents access jobs and training opportunities, particularly in parts of the city with low car ownership.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The adoption of Vision Zero will support the uptake of Active Travel. Improvements to local walking and cycling routes will facilitate opportunities for communities across the city to make more sustainable transport choices. Improving city centre and wider connectivity will support inclusive economic growth.
A liveable and low carbon city: a destination of choice to live, visit, work	Supporting use of sustainable transport modes by making them safer and easier to use will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car.
A connected city: world class infrastructure and connectivity to drive growth	World class infrastructure will attract investment and promote a globally successful city. Vision Zero and related strategies will improve sustainable transport options across Manchester, making it easier and safer for people getting into and moving around the city.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy

- Risk Management
- Legal Considerations

**Financial Consequences – Revenue**

None

**Financial Consequences – Capital**

None

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## **1.0 Introduction**

- 1.1 At the Big Active Conversation on 5th 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 the Police and Crime Commissioner, Deputy Mayor Kate Green.
- 1.2 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.
- 1.3 Vision Zero has been adopted all over the world and is now becoming adopted across the UK. Over the next 12 months TfGM will develop a Vision Zero strategy setting out the actions required to work towards this long-term goal, working with partners such as Manchester City Council (MCC).
- 1.4 Manchester City Council are in parallel developing a five-year Road Safety Strategy which will be updated yearly, identifying improvements that can be made in collision reduction and road safety over the short, medium and longer term. This will work in tandem with GM's Road Danger Reduction Action Plan in which MCC Highways is a key partner. The MCC Road Safety Strategy will align with the Safe Systems approach.
- 1.5 An introduction to Vision Zero was requested as an Environment and Climate Change scrutiny committee item in the February 2023 meeting. This paper provides a brief overview of the subject, noting that the full Vision Zero strategy is under development and a draft will be presented in the January 2024 Bee Network Committee.
- 1.6 A paper on the MCC Road Safety strategy will also be presented to the Economy and Regeneration Scrutiny Committee in January 2024.

## **2.0 Road Safety in GM and in Manchester**

- 2.1 We know from public engagement through the development of the Manchester Active Travel and Investment Plan (MATSSIP), that most important factors representing barriers to walking, wheeling and cycling in Manchester are safety and infrastructure. This, combined with collision statistics demonstrate the need for continued action to tackle road danger.
- 2.2 The table below summarises the recent trends in collision statistics in GM and in Manchester since 2016. Manchester generally follows the trend of GM, with recent years impacted by the Covid-19 pandemic.

Year	Manchester		GM	
	Killed or Seriously Injured	All collisions	Killed or Seriously Injured	All collisions
2016	148	921	678	3995
2017	189	1377	788	5437
2018	188	1339	748	5026
2019	137	1206	683	4892
2020	110	735	512	3198
2021	177	719	749	3002
2022	161	686	769	2751

2.3 Provisional data of collisions by user group (pedestrians and cyclists) for Manchester is set out below.

Year	Manchester	
	Pedestrians	Cyclists
2016	60	24
2017	61	46
2018	56	41
2019	58	18
2020	41	17
2021	44	42
2022	48	36

2.4 The adoption of Vision Zero and the MCC Road Safety strategy provides the opportunity to implement effective and sustainable practices to reduce collision rates and enable the uptake of more walking, wheeling and cycling, supporting the Our Manchester goals of creating a sustainable, liveable and connected city.

2.5 There are a number of programmes currently being delivered which can make significant improvements to road safety. It is anticipated that a detailed breakdown of these programmes, their progress and impacts will be set out in the January 2024 Economy and Regeneration scrutiny committee item. ENVCC may wish to attend for this item.

- Highway Investment Programme
- School Crossings Improvement Programme
- Road Safety Programme
- Speed Limit review
- Manchester Walking and Cycling Programme (Mayors Challenge Fund)
- Active Travel Improvements including Safer Streets schemes
- Improved pedestrian facilities at Traffic Signals as part of ATF4
- Speed camera digital upgrades
- School & Play Streets
- Schools Cycle Training

### 3.0 Vision Zero and the Safe Systems Approach

- 3.1 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.
- 3.2 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 the vehicles that can cause the greatest harm for road users.
- 3.3 The Safe System provides a best practice model for all stakeholders to contribute together to alleviate serious and fatal injury levels on Greater Manchester's roads. For actions to be systematic, we must avoid siloed working and reliance on simple or ineffective interventions which do not deliver co-benefits – we can strengthen the road network by combining interventions to reduce the likelihood of death and serious injury. The elements that comprise the Safe System approach are as follows -

#### *Safe Road Users*

- 3.4 Road users are educated or regulated in their use of the roads, according to their chosen mode of transport and levels of risk. Vision Zero should ensure that behavioural interventions are based on best practice and informed by data, research, and evaluation insights. Drivers should receive high quality training and testing and are expected to comply with road traffic laws. Meanwhile, provision is made to support children, pedestrians, and cyclists to travel in safety. We should review our approaches to supporting all uses of roads in Greater Manchester.

#### *Safe Roads and Roadsides*

- 3.5 Roads should be designed to reduce both the risk of collisions and their severity when mistakes do occur. Roadside infrastructure needs to be forgiving to account for peoples' vulnerabilities to collision forces when these inevitable mistakes happen. We should manage shared spaces proactively to protect vulnerable road users, look to target the most dangerous roads, and also undertake network-wide improvement programmes.

#### *Safe Vehicles*

- 3.6 Vehicles can offer a high level of safety to both occupants and other road users. Fundamental safety systems, such as seatbelts, are supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. Routine checks for all vehicles ensure that they are maintained to the highest safety standards. We can support vehicle

owners with purchase decisions based on safety features, and maintenance to ensure safety levels are high.

### *Safe Speeds*

- 3.7 Speed is a cross-cutting risk factor. Road users' ability to avoid collisions and their survivability in the event of a collision are directly affected by the speed and energy involved. Speeds that are within 'Safe System' limits are those which are appropriate for the type of road and users present. This means we consider whether there is road infrastructure which separates motorised and non-motorised road users and the capabilities of both infrastructural and vehicle features to mitigate collision impacts.
- 3.8 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 all these factors can offer sufficient protection. We know that perceptions of speeds significantly impact the level of willingness to participate in active travel. Many people don't feel comfortable or safe cycling or walking where there are high speeds.

### *Post-Collision Response*

- 3.9 In the event of an incident, emergency medical response should reach any injured parties quickly, transport them to high quality trauma care rehabilitation services which are readily available, and to where victim support is on hand. After the incident, data on the causes of collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened. We should regularly review our approach to supporting services and victims of road traffic collisions.
- 3.10 These guiding principles and supporting elements will form the basis of the Vision Zero strategy, which is currently being developed by TfGM and its partners including MCC.

## **4.0 Next Steps**

- 4.1 The full Vision Zero strategy is still under development and a draft will be presented in the January 2024 Bee Network Committee. Following this there will be an opportunity for the Strategy to be considered by the ENVCC Scrutiny Committee.
- 4.2 A paper on the MCC Road Safety strategy will be presented to the Economy and Regeneration Scrutiny Committee in January 2024.