

**Manchester City Council
Report for Information**

Report to: Economy and Regeneration Scrutiny Committee – 9 January 2024

Subject: Highway Services – Road Safety

Report of: Strategic Director – Neighbourhoods

Summary

Road safety improvements are important to the city, the report sets out the Council's approach to Road Safety, both looking back over the previous year, but also looking forward to priorities as we move into 2023/24.

Recommendations

The Committee is asked to note the road safety work being planned.

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 road safety improvements detailed in this report support the Council's zero-carbon ambitions by creating safer routes for children to walk or cycle to school. The introduction of school streets, lower speed limits and pedestrian crossings for example all encourage parents to allow their children to walk or cycle to school rather than using less sustainable transport options.
Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments	None of the issues addressed in this report have an impact on our Public Sector Equality Duty and broader equality commitments.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A safe highway infrastructure will encourage business growth, creating jobs and opportunities.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Delivery of these schemes through our supply chain puts an emphasis on social value through which local employment opportunities are created.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creating safer roads makes a positive contribution to this area of the strategy. The potential of our communities can be hindered with highways that are not fit for purpose
A liveable and low carbon city: a destination of choice to live, visit, work	Safe and improved highways will encourage people to visit, live and work within the city and much of the capital investment into highways supports active travel choices
A connected city: world class infrastructure and connectivity to drive growth	Road safety interventions are a key area of investment in the highways infrastructure to support our world class ambition.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Delivery of the commitments and policy objectives of the Strategy may have revenue consequences for the Council, which will be assessed through the submission of business cases for individual schemes and projects.

Financial Consequences – Capital

Delivery of the Strategy's objectives will require capital funding from internal and external funding sources, which will be assessed through the submission of business cases for individual schemes and projects. The Strategy assists in preparing business cases and bids to secure this funding. External funding sources include the City Regional Sustainable Transport Settlement and Active Travel Fund.

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Background documents (available for public inspection):

None

1.0 Introduction

- 1.1 In the 2022 the National Highways & Transport (NHT) customer satisfaction survey, the most important area of service identified by Manchester's residents was Safer Roads. It was also the second most popular service identified as needing more financial investment (behind road condition).
- 1.2 The table below highlights that collisions in the city are broadly following the Greater Manchester (GM) trends. There was a reduction in Killed & Serious Injury collisions (KSI) in 2019, and this statistic continues to fall in 2020. Unfortunately, however, a substantial rise was recorded in 2021 with similar levels in 2022. It can be assumed that this reflects the increase in traffic volume on the network following the Covid pandemic.

Year	Manchester		Greater Manchester	
	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*	140	589	664	2356

*Jan-Nov

2.0 Examples of previous Road Safety Projects

- 2.1 Working with TfGM, funding was secured through the Governments Integrated Transport Block to deliver a package of Road Safety schemes in 22/23 (Approx £1.6m). This proposal focused on those locations where there was a high incidence of collision occurrence and allocated circa £500k to the delivery of two schemes at Bury Old Road/George Street North in Cheetham ward and Oldham Road/Ten Acres Lanes to the Gateway in Miles Platting & Newton Heath ward. Both schemes are currently at concept/outline stage.
- 2.2 A further round of funding (Approx £1.6m) was secured for 23/24 and members will shortly be engaged on these proposals. This programme is again, very much focussed on reducing the number of accidents across the city.
- 2.3 It is estimated that an additional £10m of capital funding is needed over the next 5 years to continue this programme, and we have asked that TfGM continue to support and secure this important funding stream.
- 2.4 £6.125M has been invested outside schools to improve Road Safety by implementing an initial improvement programme to upgrade crossing points adjacent to 80 schools followed by a supplementary programme to implement other improvement features adjacent to 37 schools across the city.

3.0 City Wide Speed Limit Reductions

- 3.1 Highway Services are currently working on a scheme to reduce all 40 and 50 miles-per-hour speed limits in Manchester to 30 miles-per-hour.
- 3.2 We are proposing to reduce the speed limit from 40mph to 30mph on twelve roads across the city to improve road safety and reduce the severity and number of collisions across the city. The proposed change will also help to improve air quality and traffic flow. The proposals are currently moving through the legal and statutory Traffic Regulation Order approval process. Proposals are planned to be in place during 2024.
- 3.3 The Council remain committed to *“Reduce the default speed limit in the city to 20mph.”* The speed limit in over 50% of our residential areas has already been reduced to 20mph, and the implementation of those remaining roads will be delivered through a combination of wider schemes and a rolling programme of new Traffic Regulation Orders. This is in line with the priority of reduced speed limits declared recently by the Mayor of Greater Manchester.
- 3.4 All speed limit changes will be subject to community and stakeholder consultation and there is a thorough legal / statutory process that must be followed.

4.0 School Streets Schemes

- 4.1 During the academic year 2022/23, seven primary schools took part in a pilot scheme to implement a ‘School Street’. A School Street is a road outside a school with a temporary restriction on motorised traffic at school drop-off and pick-up times. They are still open to pedestrians and cyclists and to key vehicles that require access to the school building. The schools do try and schedule all deliveries and visits (by vehicle) outside of the peak times. The pilot funding paid for Experimental Traffic Regulation Orders, training for volunteer marshals and materials.
- 4.2 The schools are Brookburn Primary in Chorlton; Manley Park Primary and Our Lady’s RC Primary in Whalley Range; St Paul’s C of E Primary in Withington; Manchester Communications Academy Primary and St Augustine’s C of E Primary in Harpurhey and St James’ C of E Primary in Rusholme.
- 4.3 The aim of the School Streets scheme is to help create a safe, pleasant, child-friendly environment, whilst ensuring residents, local businesses and blue badge holders can still maintain access to the streets.
- 4.4 We are in the process of finalising an evaluation of the pilot with participating schools. All seven schools have continued operation of their School Street in the 2023/24 academic year. Due to the regulatory options open to local authorities outside London at the time of implementation, it has been necessary to use temporary barriers placed and monitored by volunteer marshals to operate the traffic restrictions. This can place a heavy burden on volunteers and school staff. MATSIP sets the ambition to create a School

Street in every ward by 2028 and recognises the 'volunteer led' approach is unlikely to be sustainable or scalable in the long term.

- 4.5 Highway Services are currently working on a number of connected workstreams that will help support roll out of new School Street schemes, plus more efficient enforcement of this type of scheme. This work includes:
- Webpages that provide information on what a School Street is, how it is enforced and how to apply for a new scheme.
 - A scheme prioritisation process.
 - How to enforce restrictions with both mobile and static cameras.
 - How to invest income generated back into the provision of new schemes.
- 4.6 A key aim for the city is to utilise new powers of enforcement when enforcing 'School Streets'. In July 2023, the Council was granted powers under the Civil Enforcement of Moving Traffic Contraventions Designation Order 2023, to enforce moving traffic offences (MTO) under Schedule 8 of the Traffic Management Act (TMA) 2004. This means we can use Automatic Number Plate Recognition (ANPR) cameras to enforce moving traffic offences. This includes enforcement of Schools Streets.
- 4.7 Officers are currently working through the details of implementing permanent traffic orders at the 'School Streets' sites. Each site will need a new Traffic Regulation Order promoting to give the legal backing for camera enforcement. This process can take up to 18 months and it will include several public consultation phases where the local community can provide comments, concerns and recommendations. We are hoping to take this forward early in 2024.
- 4.8 All school streets are subject to community and stakeholder consultation and there is a thorough legal / statutory process that must be followed.

5.0 Controlled Pedestrian Crossings - (Assessment of New Requests)

- 5.1 Each year, Highway Services receive around 20-25 requests for new pedestrian crossing facilities. This will often include requests for upgrading an existing uncontrolled facility (with no push button activation) to a controlled facility (with a push button – green/red person).
- 5.2 As with any 'road safety support request' the provision of a pedestrian crossing would be assessed against other requests (traffic calming / resident parking / yellow lines) using an assessment process (and an assessment matrix). This assessment process contains an initial sensibility check, technical assessments, utilises Royal Society for the Prevention of Accidents (ROSPA) techniques / principles and contains neighbourhood principles as previously agreed across the council.
- 5.3 Once an assessment is made and a provisional cost provided, the request will be ranked against other projects and added to a draft programme of works (Highways Minor Works / Road Safety programme). That programme of works would then await funding. We would also reference this list when private

developments take place across the city. We will often try and fund local road safety needs within larger developments to support local needs.

- 5.4 Over the past 5 years, through various funding streams and programmes of work, approximately 51 new pedestrian crossings have been implemented across the city. Delivery of these schemes has come from areas such as the school improvements programme and Active Travel type schemes connected to walking and cycle infrastructure improvement schemes.

6.0 Controlled Pedestrian Crossings – (New Developments)

- 6.1 When the MCC Planning Team receive an application for a new larger development (such as a school, hotel, place of education, housing development etc), drawings and reports are submitted to the MCC Development Control Team (Highways). Various assessments will then take place and if (as the Highway Authority) Highways believe that a new development causes significant additional traffic / pedestrian movements, often the recommended solution (problem mitigation) is a request for the developer to provide a new controlled crossing.
- 6.2 Subject to negotiation and agreement, a new pedestrian crossing would be delivered by the developer before that scheme goes live. New crossings installed as part of development schemes this year include Wilmslow Road & Cotton Lane, Nell Lane (just East of Highmarsh Cres junction), Kirkmanshulme Lane, Chester St / Cambridge St and Hyde Road.

7.0 Cycle Training – (Schools)

- 7.1 Manchester City Council work in partnership with 'Bike Right' to offer our school pupils high-quality bicycle training and bike maintenance courses. These courses are aimed at groups and individuals, children and adults.

We offer:

- Group cycling training packages for schools and organisations
- Pre-pedal teaching early years children how to ride
- Taster sessions
- One-to-one sessions
- Bicycle training for adults
- Courses for absolute beginners through to more experienced cyclists
- Instructor training
- Bike maintenance courses

- 7.2 Over the last 2 years, Manchester have offered support and training to over 2,500 children across the city. This has helped to build confidence when riding, encouraging young people and parents to choose greener, healthier modes of transport. This has helped to reduce the amount of motor vehicles around our schools at peak times. Improving safety, health and air quality.

8.0 Vision Zero

- 8.1 The Active Travel Commissioner for Greater Manchester, has unveiled the city region's commitment to achieving 'Vision Zero,' a comprehensive plan to eliminate road deaths and serious injuries. In 2021, 858 people had been killed or seriously injured in collisions on Greater Manchester's roads. TfGM presented a report to this committee on this subject a few months ago.
- 8.2 By taking decisive action, it is estimated that around 3,800 unnecessary fatalities and severe injuries could be prevented by 2040. The Active Travel Commissioner, Transport Commissioner and other stakeholders, announced the initiation of a programme to develop Greater Manchester's Vision Zero approach. A road danger reduction specialist has been commissioned to formulate the strategy, with a draft expected early in 2024.
- 8.3 The strategy will involve engaging with key stakeholders, including the Greater Manchester Police and emergency services, and seeking public input through consultations in 2024. Adoption of the strategy will be subject to agreement with the Greater Manchester Combined Authority (GMCA).

9.0 School Crossings and Park Entrances Audit

- 9.1 The MATSIP (Manchester Active Travel Strategy) reiterates a commitment made in a motion approved by full Council in March 2022, which included a commitment to: *"Develop a programme of auditing school and park entrance points, to be completed within the next eighteen months, to ensure our records for these are up to date with a mechanism for regularly updating this."*
- 9.2 This audit has now been completed by MCC Highways, covering an assessment of 205 schools and 173 parks, some with multiple entrances. Officers are working through the results and work is ongoing to prioritise and create a pipeline of interventions for which to seek funding for improvements.

10.0 Enforcement of Moving Traffic Offences

- 10.1 In July 2023, the Council was granted powers under the Civil Enforcement of Moving Traffic Contraventions Designation Order 2023, to enforce moving traffic offences (MTO) under Schedule 8 of the Traffic Management Act (TMA) 2004. This means we can use Automatic Number Plate Recognition (ANPR) cameras to enforce moving traffic offences such as:
- Yellow Box Markings
 - Banned Left / Right Turns
 - One Way Streets
- 10.2 There are currently 7 sites, and we are currently enforcing one of these (the remaining 6 will go-live over the next 3 to 4 months). These 7 sites were selected as high-risk locations where offences are regularly committed.
- 10.3 While we monitor and assess the initial 7 sites, we are working on the next steps / phases of the process. This will include setting up a clear, informative web presence, where all road users can find information on Moving Traffic

Offences. There will also be information showing how the public can apply for new sites to be considered in future phases.

- 10.4 Going forward, to help us plan future sites and phases, we are developing a new process for the assessment and prioritisation of new sites.
- 10.5 A key aim for the city is to utilise these new powers when enforcing 'School Streets'. Currently, the city has several new Schools Streets' where roads around a school are closed to vehicles during peak times. These schemes are currently manned by volunteers who help to set up signs / cones to discourage motorists from entering these 'School Zones'. Going forward we would like to look at further site development, bringing camera enforcement to each site.

11.0 Disabled Access Improvements

- 11.1 Historically, the city has delivered programmes of dropped crossings to help access for mobility impaired people, but this has been dependent on identified funding.
- 11.2 To help with the council's equality objectives and our active travel priorities, we propose to collate and implement a series of infrastructure improvements across the city.
- 11.3 Street furniture tends to accumulate in locations over time and can make a street look cluttered and untidy. Over the next 5 years we propose to invest in the decluttering of our highway footways.
- 11.4 De-cluttering will make it easier for pedestrians to get around (especially those with personal mobility issues or those with prams/buggies) as well as creating a more pleasing environment. This work can also improve safety and security for vulnerable people, for example lone women, by reviewing levels of lighting and opening enclosed areas.

12.0 Enforcement activities undertaken around schools including GMP (Greater Manchester Police)

- 12.1 One of the key priorities for the Council's Parking Service is to ensure that parking enforcement is carried out at schools. This approach ensures that our children's safety is paramount, and that any potentially dangerous parking is dealt with, at the same time educating motorists. Over the last 12 months 831 Penalty Charge Notices were issued for vehicles parked on School Keep Clear Markings.
- 12.2 Civil Enforcement Officers (CEO) both on foot patrol, on cycles, on mopeds and using Automatic Number Plate Recognition (ANPR) vehicles, enforce outside schools daily, throughout the school term. Any vehicle parked illegally is liable to receive a £70.00 Penalty Charge Notice (PCN).
- 12.3 Schools are assessed each Term based on several factors, including a defined RAG rating to determine deployment for the next school term. This results in a 'Hot Spot' list of schools, which ensures that CEO's are deployed to at least 10 schools each day with the greatest need, and where parking has

been identified as creating a potential danger to road users, including school children.

13.0 Road Safety Strategy Document

- 13.1 Making Manchester's roads safer for all users is an important part of the Council's role as local Highway Authority. Great Britain has one of the leading road safety records in the world, and the Council wishes to continue to play its part by producing a new 'Road Safety Strategy Document' that covers the next 5-years. This strategy will set out how we will create a safer road network and reduce the number of casualties.
- 13.2 Road traffic collisions can result in significant pain, grief, and trauma to all those involved. They can also bear a large economic cost to the public purse and can result in severe congestion on the surrounding road network. Therefore, striving for the delivery of a safer road network is essential to providing Manchester's residents and visitors with the opportunities to access the services and facilities they need to enjoy a good quality of life.
- 13.3 The strategy will build upon and update previous strategies developed alongside preceding Local Transport Plans, by seeking continued improvements to road safety in the City and in keeping casualty numbers low. This will be by no means easy given the present financial pressures and its resultant impact in having to make difficult decisions regarding future work programmes; however, the Council cannot afford to be complacent, and it is imperative that its road safety successes of the past are sustained over forthcoming years. The strategy will be a key document in guiding the delivery of road safety aspects of the Council's local transport goals, and key transport policies. It will help to support the delivery of an effective and safer local transport network that provides people with increased travel choices.

14.0 Speed Cameras / Red Light Cameras - (Assessment of New Requests)

- 14.1 Each year, Highway Services receive around 30-50 requests for new 'Speed Cameras / Red Light Cameras'.
- 14.2 Before a Speed Camera can be added to the list of potential road safety schemes, a complex business case and detailed analysis will need to be carried out. Many factors would need to be assessed before a location can be approved.
- 14.3 Across Manchester, speed cameras are approved and implemented by the GM Camera Partnership. While Manchester City Council are responsible for carrying out the initial analysis / assessments and for funding the capital costs (approx.' £50K). The Camera Partnership will work closely with the Local Authority and GMP to ensure that each location has been carefully assessed in line with Department for Transport guidance.

14.4 Once a camera has been approved, all income generated through fines is directed to the Home Office, or TfGM, if an education course is offered to the offender.

14.5 Due to the significant costs of providing a 'Speed Camera / Red Light Camera' (approx. £75K), the provision of a feature will need to be assessed and prioritised against other general requests for road safety schemes such as traffic calming / resident parking / yellow lines. The assessment process contains an initial sensibility check, technical assessments, utilises Royal Society for the Prevention of Accidents (ROSPA) techniques / principles.

15.0 Rights of Way Improvement Plan – (Linked to Active Travel Opportunities)

15.1 To reduce traffic on our roads and support the Active Travel choices of local people, the Council has a duty to provide safe, alternative routes. A key part of this is the councils 'Rights of Way Improvement Plan' (ROWIP). This document explains how improvements made by the local authority to the public rights of way network will provide a better experience for the following users:

- walkers
- cyclists
- horse riders
- horse and carriage drivers
- people with mobility problems
- people using motorised vehicles, for example, motorbikes.

15.2 The next steps are to survey the recorded public rights of way and amend the definitive routes accordingly, as well as recording their condition, signage present, gates etc. and any access issues.

15.3 Approximately £2m funding is needed over the next 5 years to collect this information and carry out required improvements to the network.

16.0 Road Safety Week

16.1 Road Safety Week is an annual national campaign that seeks to highlight and educate road users on the various ways that we can all be safe on our roads. The national theme of this year's campaign was "Let's Talk About Speed" and this ran between the 20th and 25th of November. The approach of the Council was to highlight different themes on each of the five days throughout road safety week to focus on five road safety related themes. The themes were as follows:

- Day 1, World Children's Day
- Day 2, Sustainability
- Day 3, Cycling and Walking
- Day 4, "Let's Talk About Speed"
- Day 5, Vehicle and driver Safety

16.2 For each of these five days numerous events and activities relevant to the above themes were ran across the city, this included.

- 30 Road safety theatre workshops
- 12 Bicycle maintenance session
- An in-car safety check event
- 71 targeted parking patrols at schools
- School Street Closures
- Speed tool kits including road safety promotional materials provided to 26 schools across the city
- 10 Days of action in partnership with Neighbourhood teams
- and roadside safety checks with Greater Manchester Police and the Vehicle Standards Agency

16.3 The events and activities of road safety week were captured and shared on the Council's website and social media platforms.

16.4 We consider this week of events as a big success. Children, parents, carers, residents, and business all got involved in the activities, which included, talking and sharing ideas and suggestions with MCC officers and GMP.

16.5 While we consider this as a complete success, we do want this event to grow and improve further. The team is working hard behind the scenes to bring in different Services, partners and outside organisations. We expect 2024 to include new ideas, hopefully bringing technology further into the planned events. We feel that if we want to engage children quicker and on a wider scale, we should have forms of technical interaction alongside the more physical, face to face events.

17.0 Road Safety Tool Kits for Schools

17.1 Following the success of the Road Safety Week, the Highways Team are looking at the creation of road safety 'goodie bags' for younger children. This will include fun stickers for bikes (reflectorised), reflectorised bands for children to wear on their coats to be seen on dark mornings and evenings. Leaflets containing links to road safety webpages and fun road safety learning tasks. We are currently linking in with TfGM and other GM Authorities on joint ideas.

17.2 This element just goes a short way in helping encourage children and adults to walk and cycle to school and work. When we link these 'goodie bags' to the regular cycle training MCC offer to schools, we hope to have a real impact on getting both children and adults out of the car and doing more healthy forms of travel.

18.0 Recommendations

18.1 The recommendations are noted at the front of the report.