

# Vision Zero Strategy

Reducing Road Danger in Greater Manchester

Draft - January 2024



DRAFT

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## FOREWORD

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**Andy Burnham**  
Mayor of Greater Manchester



It's time we change the narrative and the way we think about road safety.

I am proud to be supporting Greater Manchester's Vision Zero Strategy that will help to keep our roads safe for all residents and visitors to our city region.

Vision Zero is a city region commitment to try and eliminate all road fatalities and life changing injuries by 2040. Road deaths and collisions should not be seen as an inevitable consequence of using our roads; we don't accept this for any other mode of transport, so it is time to stop accepting it on our roads.

Creating a safe and secure transport network is one of the key commitments which underpins the Bee Network, our vision for a joined-up, affordable and accessible transport system. Embracing a Vision Zero approach and having safer streets is key to achieving this vision and enabling more people to walk, cycle and wheel on our roads.

Vision Zero will not only make our places and communities safer but has wider benefits that will improve the lives of GM residents. As well as reducing the demand on our emergency services, fewer collisions means less congestion, which we know has a significant impact on economic productivity and the reliability of public transport.

Since the inception of our Road Danger Reduction Action Plan, we have seen a welcome reduction in the number of people killed and seriously injured on GM roads. Whilst this is positive, now is not the time to be complacent. Reducing the number deaths and life changing injuries to zero on our roads by 2040 is a bold ambition but there is no number that is acceptable.

For Vision Zero to become a reality, we need to change the way we work together to address road danger and making this long-term commitment is a significant step forward. As Mayor of Greater Manchester, I am committed to working and with our partners, stakeholders and the public to deliver this strategy. We all use our streets using different modes of transport for different purposes, but we are united in our right to travel safely on them.

**Dame Sarah Storey**  
**Active Travel Commissioner**

I am supporting the Vision Zero aspiration for Greater Manchester (GM) after I promised to do so in my Active Travel Mission and 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.

The people of GM will need to work together to make Vision Zero a reality and I am confident the work that now follows will make it a place where everyone feels safe when they take to the roads, whether that be on public transport, in a car, on foot or on a bike. In order to establish what is important to you, we need your views as GM residents and/or workers to shape the action plans and inform future activity.

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.

I have said before that getting it right will require a collective effort and commitment by everyone, which is why I am keen to be involved in the strategy and action plans for Vision Zero Greater Manchester as we go on this journey together.

Greater Manchester should be a place where people feel safe and are safe.

## EXECUTIVE SUMMARY

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Our ambition is for Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all

### Zero.

We believe this is the only acceptable number of lives lost on our roads.

Taking a Vision Zero approach to road safety represents a change from our previous approach towards addressing road safety. This Vision Zero Strategy explains what this will mean for Greater Manchester, why it is needed and how we will do it.

This strategy has been developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety.

### Safer Roads Benefit Everyone

Every person has a right to mobility and to travel safely, but some groups face a greater risk on our roads than others. Car drivers and passengers made up 34% of those killed or seriously injured on Greater Manchester's roads between 2018 and 2022, making them the largest group. Vulnerable road users (those who are not protected inside a vehicle) accounted for nearly two thirds of those killed or seriously injured. Despite posing the lowest risk to others, pedestrians made up 31% of those killed or seriously injured on our roads.

Pedestrians, cyclists and motorcyclists were predominately killed or seriously injured when a car or HGV collided with them. Car drivers and passengers were predominantly killed or seriously injured when involved in a collision with another car. This shows how some road users pose a greater risk to others, and therefore have a greater responsibility to keep others safe.

Achieving Vision Zero is important not only to save people's lives; having safer roads has multiple co-benefits.

- Having safe and attractive streets will encourage more people to walk, cycle, or wheel on our roads, improving health outcomes, air quality and reducing carbon emissions.
- Fewer collisions mean less congestion; from the initial road traffic collision to repairing the damage to the road, boosting the economy and helping to keep our public transport network running on time.
- In 2022, **road casualties in GM cost almost £500 million** in medical, police, damage to property, insurance costs, lost output and the human cost from losing a loved one.

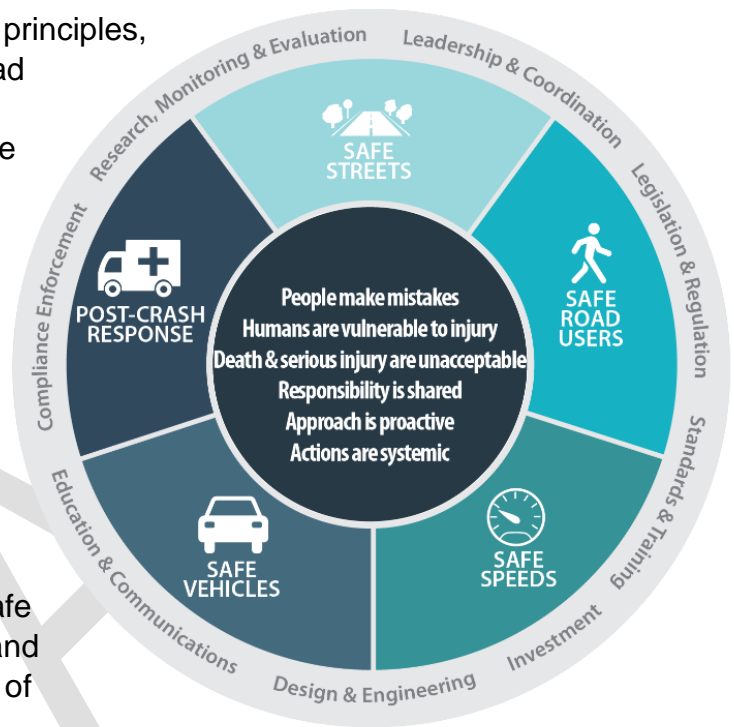
## Adopting the Safe System Approach

To make our roads safer, we are changing our approach towards road safety by adopting the Safe System approach. 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-collision response. Together they reduce the risk and severity of a collision and reduce the likelihood of death and life changing injuries if a collision does occur.

To create the Safe System multiple change mechanisms have been identified. These go beyond creating safe roads through engineering, education and enforcement to involving a wider range of organisations and approaches.



## Vision Zero Action Plans

This strategy sets out our ambition to achieve Vision Zero and how we will use the Safe System approach to deliver this. The SRGMP will engage with stakeholders to implement this strategy and develop a Vision Zero Action Plan. The Action Plan will set out the short, medium and long term actions we will take to ensure nobody is killed or receives life changing injuries on our roads by 2040.

This will build on our existing Road Danger Reduction (RDR) Action Plans. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon. We will also report on performance management, producing a Bi-Annual Progress Report, detailing our progress against Key Performance Indicators.

We plan to publish our first Vision Zero Action Plan by the Autumn 2024 following a period of research and public consultation.

## INTRODUCTION

The safety of our roads affects us all. Across Greater Manchester (GM) we walk, wheel, cycle, bus, tram and drive along our road network. Roads connect people, communities and businesses. It is essential that our road network works safely and efficiently so we can all reach our destinations as planned.

Many of our roads are also streets or neighbourhoods. They serve other purposes in addition to getting us from A to B. Yet 75% of GM residents think that their streets are dominated by moving or parked motor vehicles<sup>1</sup>.

These are places where we live, work and play. Roads, streets and neighbourhoods are not just about travel, but are about the people who use them. **People, not vehicles, use roads.** Each of us uses a variety of modes to live our daily lives, for different reasons and at different times. None of us can be defined by one mode of travel.



In recent years, GM has made significant progress in reducing the number of people killed or seriously injured on our roads. However, on average 1,000 people a year are still being killed or seriously injured each year. This is unacceptable. One death or life changing injury on our road network is one too many.

Nobody should lose a loved one while using our roads. That is why we are developing this strategy. We will build on the progress we have made and further reduce the number of preventable deaths and life changing injuries on our roads to achieve our goal, zero.

This Vision Zero Strategy sets out our ambitions for the city region to make our roads safe, sustainable and accessible for all. The overall objectives are for:

Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all.

And to **reduce deaths and life changing injuries by 50% by 2030**, achieving the UN's ambitious goal of halving road traffic deaths by 2030.

This strategy is being developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety, including the development of this Vision Zero

<sup>1</sup> [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)



Strategy. Throughout this document when using the term ‘we’ it refers to the organisations that make up the SRGMP, these are:

- Greater Manchester Combined Authority (GMCA).
- The ten GM local authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan).
- Transport for Greater Manchester (TfGM).
- Greater Manchester Police (GMP).
- Greater Manchester Fire and Rescue Service (GMFRS).
- National Highways
- Greater Manchester Communities.
- And other key partners on road safety.

The Mayor, through the Combined Authority, works with the ten GM local authorities and with local services, businesses, communities and other partners to improve the city region. The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy<sup>2</sup> and the Greater Manchester Transport Strategy 2040<sup>3</sup>, our statutory Local Transport Plan.

This Vision Zero Strategy will support the ambitions we have for our city region, forming a sub-strategy of the Greater Manchester Transport Strategy 2040, which in turn supports the delivery of the Greater Manchester Strategy.



**This Vision Zero Strategy is looking long-term to 2040 and will be supported by Vision Zero Action Plans which will set out our short, medium and long-term actions.** This will allow GM to respond to changes in travel patterns, or technological innovations in vehicle safety, for example.

The Vision Zero Strategy is not a funded delivery plan and the priorities and ambitions set out here are anticipated to require some additional funding to be delivered in full.

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.

More of us will be enabled to walk and cycle if we are travelling on roads which we feel are safe and where speeds are appropriate. This will help to reduce transport emissions, improve air quality and improve our residents physical and mental health. The GM Transport Strategy 2040 has a ‘Right Mix’ vision of 50% of trips to be made by sustainable modes, with no net increase in motor vehicle traffic, by 2040. Safety

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<sup>2</sup> [About Greater Manchester](#)

<sup>3</sup> [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

is at the heart of this vision – we need it to be safe and to feel safe, when we walk or wheel, cycle, take public transport or spend time in our streets.

We want our city region to be fairer and improve the quality of life for all. There are currently inequalities in road safety, with vulnerable road users and people from deprived communities more likely to be killed or seriously injured. Children, older people and women are more likely to be killed or seriously injured as vulnerable road users.

We have an ageing population for whom continued mobility is essential – our older residents are more likely to be physically and mentally healthier if they are supported to travel safely. By maintaining their mobility, older peoples' quality of life will be improved by avoiding loneliness and isolation; and their mobility is beneficial to the wider community, by providing opportunities for older people to volunteer, work and shop.

Road crashes have a negative effect on for the economy – road closures caused by crashes create delays and stop us going about our business. In 2022, **road casualties in GM cost nearly £500 million** in medical, police, damage to property and insurance costs, lost output and human costs - which attempts to provide an economic value to the pain, grief and suffering caused by road collisions<sup>4</sup>.



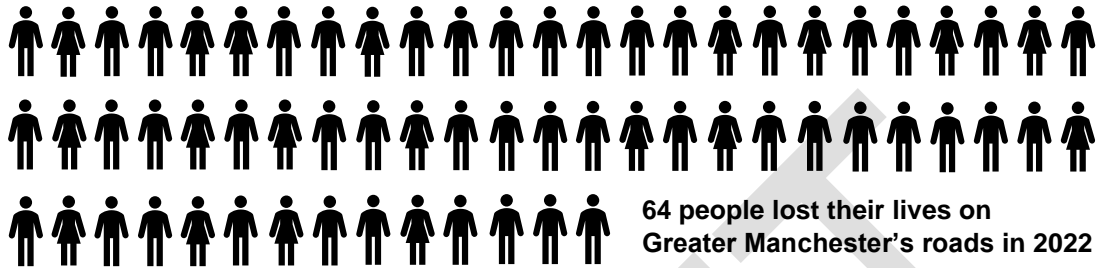
**Zero is ambitious but it is the only goal we can aspire to, helping with our other aims and ensuring that we are building a safe road transport system for us all.**

<sup>4</sup> [A valuation of road accidents and casualties in Great Britain: Methodology note \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

## WHY VISION ZERO?

Imagine being asked how many people you think is acceptable to die on GM's roads in a year. In 2022, 64 people lost their lives on our roads and a further 787 people were seriously injured.

This is what that looks like:



Is this acceptable? The answer is obviously no.

It is impossible to represent the grief and loss involved through numbers alone. Therefore, with the support of Paula Allen, Marcus' mother, we want to share Marcus' story; and with the support of Calvin Buckley, share Frankie and Neeve's story:

### Marcus Simmons-Allen, aged 18

On the night of October 10<sup>th</sup>, 2021, Marcus met a friend for a short walk near to his home in Broadheath, Altrincham. They were crossing George Richards Way when a speeding driver came towards them. Marcus' friend attempted to pull him out of the path of the oncoming vehicle, but Marcus was struck and critically injured. Police say the driver had been travelling between 55 and 67 mph, around twice the 30mph limit.



His friend ran for help and found Marcus' mum Paula, who lived only a short distance away. They then went back to the scene of the crash, found Marcus and called the emergency services.

Recalling that night, Paula said: "Time seemed to stand still and I just held my injured son in my arms. A man stopped to help and it turned out he was a surgeon. He said Marcus' pulse was very faint and he started to perform CPR. I was trying to console Marcus' friend, he was hysterical as he had tried to save Marcus and witnessed the whole thing."

Marcus was taken to Salford Royal Hospital and cared for in the intensive care unit, but sadly his life couldn't be saved. He died the following day on Monday, 11<sup>th</sup> October 2021.

## Frankie Julia Hough, aged 38

Calvin's partner Frankie and their unborn daughter Neeve died because of the impact of a road traffic collision whilst pulled over on the M66 motorway due to a flat tyre.

Calvin says "The driver was filming himself driving at speeds of over 120mph just moments before he lost control and hit Frankie's car. He was driving recklessly, causing fear and risking the lives of others. Witnesses described him as an 'accident waiting to happen'.

The pain that I feel daily, the hopelessness of watching the person you love drift away in the most traumatic circumstances. Nothing will ever make up for my loss.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving. Nobody should have to live with the fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

Losing a loved one this way is devastating. For me; my world, my future, my peace was stolen from me and from so many others who loved Frankie and Neeve.

The only way that this tragedy can be made less tragic is by me sharing our story to help support the Vision Zero Strategy".



It is not acceptable that anyone's loved one heads out to work, school, to the shops, or off on holiday (whether they are walking, cycling, or as a driver or passenger in a motorised vehicle) and does not return home because of a preventable incident on our roads.

We don't accept it for rail, light rail or air travel, and we should not accept it for road transport.

That's why in Greater Manchester we are working towards there being **zero deaths or life changing injuries** on GM's roads **by 2040**.

Our goal is:

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This goal changes the way we think about road safety. It means that crashes on our roads will be no longer accepted as an inevitability or 'something that just happens'. Death and life changing injuries should not be seen as an inevitable consequence of travelling on the roads.

Even the language we use around these incidents can influence how we feel about them: the road safety industry has stopped referring to them as 'accidents', instead referring to them as 'road traffic collisions'. The word 'accident' implies that nothing could be done to prevent it and that is not true.

**The only number we will accept is zero.**

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## MEASURING PROGRESS

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Committing to achieving Vision Zero moves beyond incremental targets to a substantial long-term commitment to create a future where nobody is killed or receives life changing injuries on the road network.

Setting targets and measuring progress has been shown to incentivise road safety stakeholders to focus on best practice proactively.<sup>5</sup> There are currently no national road safety targets in England, with the last formal period of target setting ending in 2010. Individual road safety authorities can set targets themselves; we have therefore set out ambitious goals for GM in the near and long term.

### Our Progress to Date

One death or life changing injury on our road network is one too many. However, it is encouraging that GM has achieved consistent progress in reducing the number of injuries and the severity of those injuries on our roads.

In 2006, 1,525 people were killed and seriously injured (KSI) on our roads. By 2020 we had managed to decrease this by 30% to a low of 776 in 2020 (restrictions on movement due to the Covid pandemic reduced collision rates across the country).

Figure 1 shows this general downward trend in adjusted KSIs over time. Due to a change in collision severity reporting methods to an Injury Based Reporting System (IBRS) which provides greater accuracy in determining injury severity, the Office of National Statistics have developed a methodology to identify the likely casualty figures on historic trends had IBRS been in use previously in order to enable the continuity of monitoring casualty trends; this is what leads to the term 'adjusted'.<sup>6</sup>

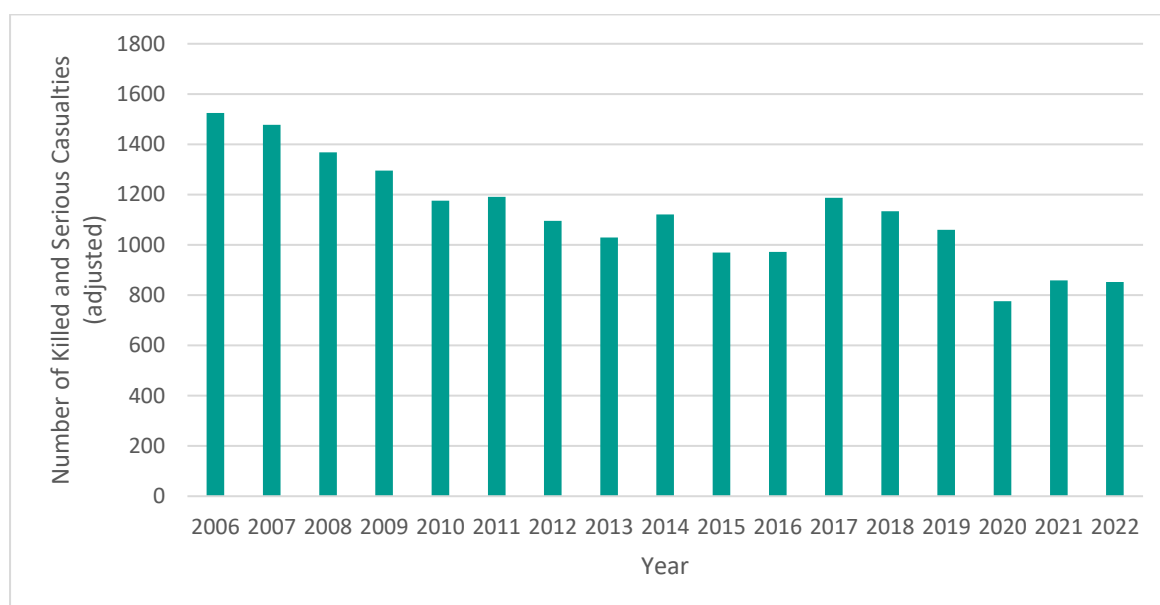
Comparisons are made against the DfT adjusted KSI's (published September 2022) to enable continuity of reporting since the implementation of the CRaSH Reporting System by GMP in February 2021 which provides greater accuracy in determining severity of injuries. CRaSH is likely to have increased the number of casualties recorded as "serious" which otherwise may have been recorded as "slight" and as a result, adjustments have been made on the historical KSI' figures by the DfT.

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<sup>5</sup> PACTS, Policy Briefing – *A Vision for Road Safety: The role of road safety strategy and casualty reduction targets since 2010.*

<sup>6</sup> [Guide to severity adjustments for reported road casualty statistics - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/guide-to-severity-adjustments-for-reported-road-casualty-statistics)

Figure 1 - Long-term KSI casualty trend<sup>7</sup>



Before the pandemic, GM had a lower rate of killed or seriously injured casualties (36.0 per 100,000 population between 2017 and 2019<sup>8</sup>) than other urban areas nationally and other northern police force areas. We have made significant progress, but with 1,000 people being killed or seriously injured each year on GM’s roads on average over the last five years, we still have much further to go if we are to achieve our goal – zero.

### Measuring Vision Zero

The Department for Transport (DfT) has introduced a new Injury Based Reporting System (IBRS) that has changed how injury types are recorded. It is now possible to understand in much greater detail the types of injury sustained by casualties and to classify them beyond the broad ‘seriously injured’ category. This system is known as CRaSH (Collision Reporting and Sharing System).

GMP have adopted the CRaSH injury based reporting system which provides 21 different injury classifications. They range from those killed through to those suffering bruises or shock. We are, however, most concerned with preventing ‘life-changing’ injuries and deaths.

We are therefore proposing to adopt the following list of injury classification in our list of life-changing injuries:

<sup>7</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

<sup>8</sup> GB Road Safety Performance Index, 2021 (<https://experience.arcgis.com/experience/8be7cabdac024de195202c2f4b9e2282>)

Very Serious (DfT definition)	Moderately Serious (DfT definition)
Broken neck or back Severe head injury, unconscious Severe chest injury, any difficulty breathing Internal injuries Multiple severe injuries, unconscious	Loss of arm or leg (or part) Fractured pelvis or upper leg Other chest injury (not bruising) Deep penetrating wound Multiple severe injuries, conscious

These injuries, together with those killed on the roads, will form our Vision Zero target for 2040. This is a change from the 2040 Transport Strategy which defined Vision Zero as “killed or seriously injured”.<sup>9</sup>

In 2022, the only year for which complete figures are available, the breakdown was as follows:

<b>Fatal</b>	64
<b>Very serious</b>	150
<b>Moderately serious</b>	174

Clearly, reducing death and life-changing injuries from the 2022 figure of 388 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%.**

Achieving this interim target would also mean that GM would meet the United Nations goal of halving road traffic deaths by 2030<sup>10</sup>.

### Mental Health Impact

The effects of road collisions are not limited to physical harm. It is difficult to quantify the impact on mental health from the police reported records, but it is clear that the effects can be far-reaching.

Research in Australia found that mental health problems, such as depression and Post Traumatic Stress Disorder, are common following a road crash. The prevalence of psychological disorder (40%) was much higher amongst those involved in collisions than the wider Australian population (<10%). It was found that experiencing elevated distress following a collision greatly affects the ability for a person to recover quickly, which in turn increases the risk of developing serious mental health disorders and of suffering from co-occurring physical problems<sup>11</sup>.

<sup>9</sup> [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

<sup>10</sup> [At High-Level Session, General Assembly Unanimously Adopts Resolution on Improving Global Road Safety, Stresses Commitment to Reduce Fatalities in Half by 2030 | UN Press](#)

<sup>11</sup> <https://australianrotaryhealth.org.au/ilaria-pozzato/>



These effects will not only be felt by the individuals involved in the collision but will affect their family and friends.

### Safety Performance Indicators

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 also require Safety Performance Indicators (SPI) that can inform us of risk and danger on our roads related to Safe System components.

This approach has been pioneered in Europe with detailed guidelines now in place to monitor and compare these indicators across many countries. Transport Scotland have developed a comprehensive set of SPIs which follow international best practice.<sup>12</sup>

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. A suggested set of indicators will be published with our future action plans.

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.

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<sup>12</sup> Transport Scotland. (2021) *Scotland's Road Safety Framework to 2030: Annual Delivery Plan 2021-2022*

## UNEQUAL RISK

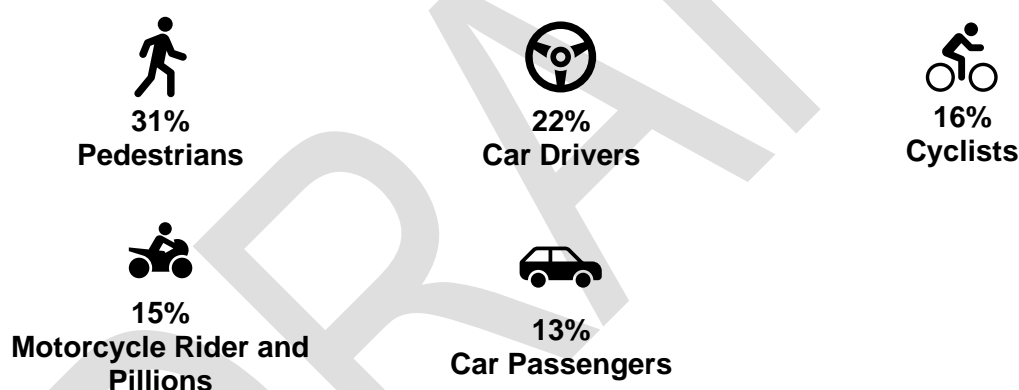
We all have a right to mobility, and we have a right to travel safely. Sadly however, road risk is unequal in many different ways:

### Vulnerable road users are at greater risk on our roads

When we look at the mode which casualties were travelling in when they were killed or seriously injured on GM's roads, we find that the greatest proportion of those who suffer death or serious injury are pedestrians, followed by car drivers, cyclists, motorcyclists and car passengers<sup>13</sup> (see Figure 2). A further 4% of killed or seriously injured casualties were in buses, goods vehicles, or other motorised vehicles.

These percentages don't consider how many miles are walked, cycled, ridden or driven but they do show how **vulnerable road users (those who are not protected inside a vehicle) account for two thirds of those killed or seriously injured.**

*Figure 2 - Killed or Seriously Injured Casualties (adjusted) in GM by User Group (2018-2022)<sup>14/15\*</sup>*



The proportion of KSIs in each user groups is not consistent across the Local Authority areas within GM. Figure 3 shows the proportion of KSI casualties by road user groups split by the GM Local Authority. Pedestrians represent the highest proportions for almost all areas; motorcyclists also account for a high percentage of KSI casualties. Cycling risk differs across the region, with some areas like Tameside and Rochdale having much lower proportions than places like Trafford, Salford and Manchester, likely reflecting the higher number of cyclists in those areas.

It shows that whilst we must work in partnership to provide a consistent approach to road safety across GM, we need to recognise these differences and target risk accordingly. These differences in risk could be due to road design, modal choice, traffic levels and travel alternatives so we need to explore these factors to understand what will be effective in each area.

<sup>13</sup> 'cars' includes taxis and minibuses

<sup>14</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/106482/Reported-road-casualties-Great-Britain-annual-report-2022.pdf)

<sup>15</sup> \* Note: the percentages do not equal 100 in all cases, due to rounding issues. This is because the adjusted KSI figures are not calculated as whole numbers.

Figure 3 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)<sup>16</sup>

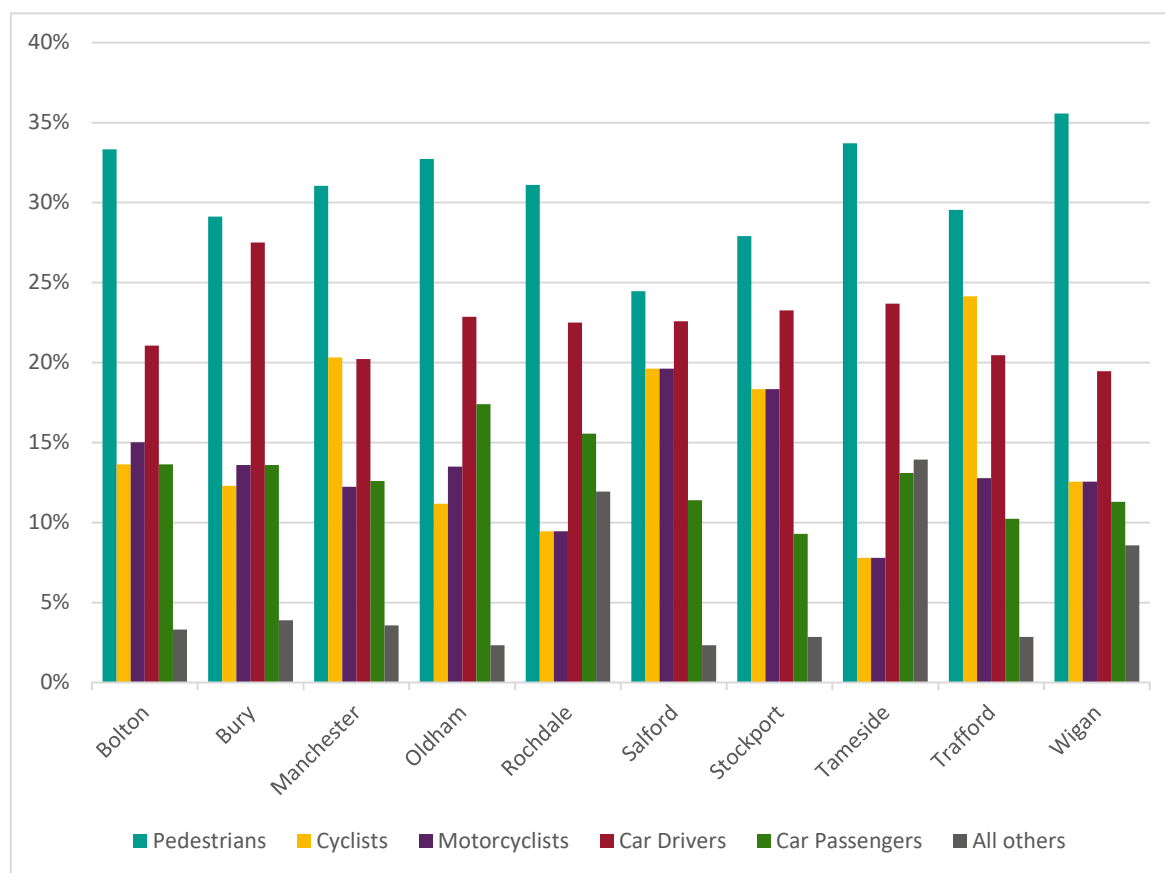


Table 1 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)<sup>17\*</sup>

Red arrows indicate where a local authority has a higher percentage than the GM average

	Pedestrians	Cyclists	Motorcyclists	Car Drivers	Car Passengers	All others
<b>GM</b>	<b>31%</b>	<b>16%</b>	<b>15%</b>	<b>22%</b>	<b>13%</b>	<b>3%</b>
<b>Bolton</b>	<b>33% ↑</b>	14%	15% ↑	21%	14% ↑	3%
<b>Bury</b>	29%	12%	14%	28% ↑	14% ↑	4%
<b>Manchester</b>	31%	20% ↑	12%	20%	13%	4%
<b>Oldham</b>	33% ↑	11%	14%	23% ↑	17% ↑	2%
<b>Rochdale</b>	31%	9%	9%	23% ↑	16% ↑	12% ↑
<b>Salford</b>	24%	20% ↑	20% ↑	23% ↑	11%	2%
<b>Stockport</b>	28%	18%	18% ↑	23% ↑	9%	3%
<b>Tameside</b>	34% ↑	8%	8%	24% ↑	13%	14% ↑
<b>Trafford</b>	30%	24% ↑	13%	20%	10%	3%
<b>Wigan</b>	36% ↑	13%	13%	19%	11%	9% ↑

<sup>16</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)












<sup>17</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

## Some road users pose a greater risk to others

Our analysis of GM’s roads shows that different types of vehicles present different levels of risk to other road users. In the results, shown in Table 2, we can see that car drivers are predominantly injured in collisions which only involve cars. Conversely, **pedestrians are most frequently injured in collisions which involve cars, goods vehicles and other motorised vehicles**, and this is the same for cyclists and motorcyclists.

After cars, good vehicles are the largest contributor to vulnerable road users being killed or seriously injured on our roads. Due to their size, weight and poor visibility HGVs are more likely to cause serious injury or death if involved in a collision<sup>18</sup>.

**Table 2 - Vehicles Involved and who is injured in GM (2018-2022)<sup>19</sup>**  
Vehicle type involved (rows) / Mode of the killed or seriously injured (columns)

Vehicle Involved	Road User Killed or Seriously Injured					
	 Pedestrian	 Cyclist	 Motorcyclist	 Goods Vehicle Driver/Passenger	 Car Driver/Passenger	 Bus Driver/Passenger
 Car	941	429	392	15	552	9
 Motorcycle	29	6	12		16	
 Goods Vehicle	96	47	27	3	59	
 Bus	39	12	4	2	9	1
 Cycle	7	2	2		4	

Key: The darker and larger the circle, the more KSI casualties involved.

<sup>18</sup> [Driving around large vehicles and HGVs - National Highways](#)

<sup>19</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](#)

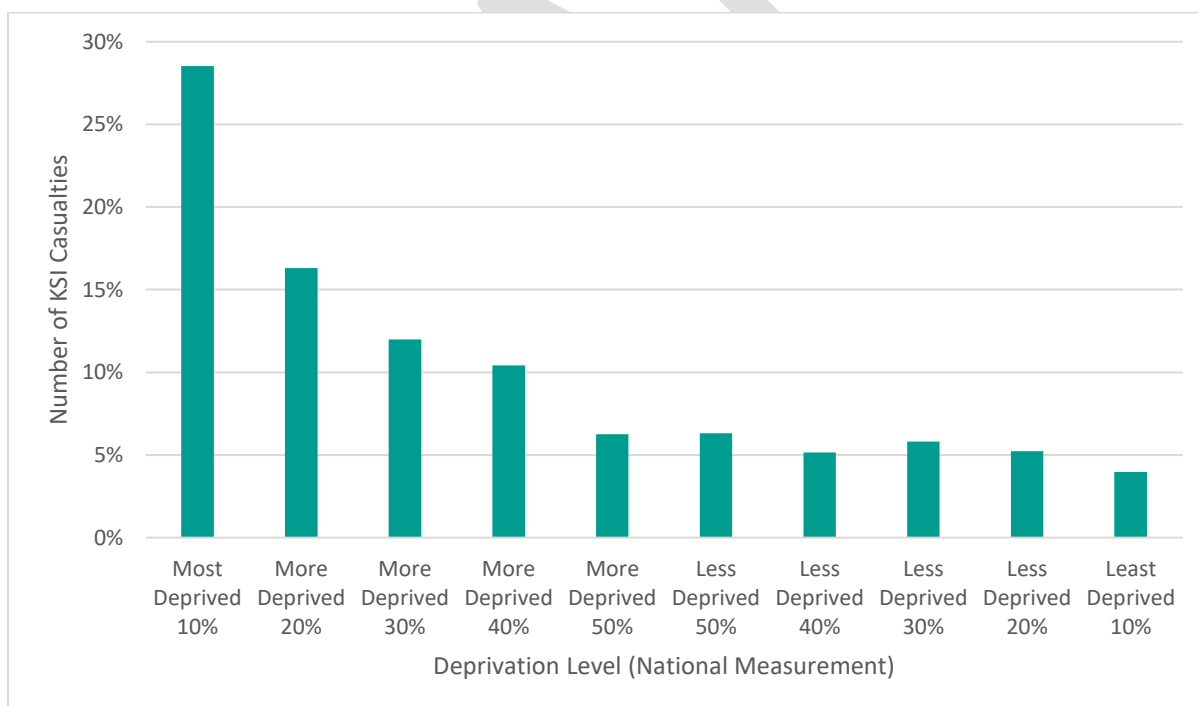
## People from our most deprived communities are more likely to be killed or seriously injured on our roads

Another way in which risk is unequal is deprivation. People from **our most deprived communities are most likely to be killed or seriously injured on our roads**, as shown in Figure 4. Deprivation can influence the way in which we travel. It may be that residents in these communities have no choice but to walk, cycle or use a motorcycle, making them more vulnerable.

The environment and access to services can influence mode choice. We know residents from our most deprived communities are much less likely to have access to a vehicle. Just over a quarter of households in GM don't have access to a vehicle, rising to 40% for households living in the most deprived areas.

Even in households with cars available, not all members of the household may drive. It may be the case that even when more deprived residents own or have access to a car, it is more difficult to purchase more expensive vehicles with enhanced safety features. Road design may also be an issue, with these communities potentially having higher levels of traffic, leading to increased chances of conflict.

Figure 4 - KSI casualties in GM by home deprivation level (2018-2022)<sup>20</sup>



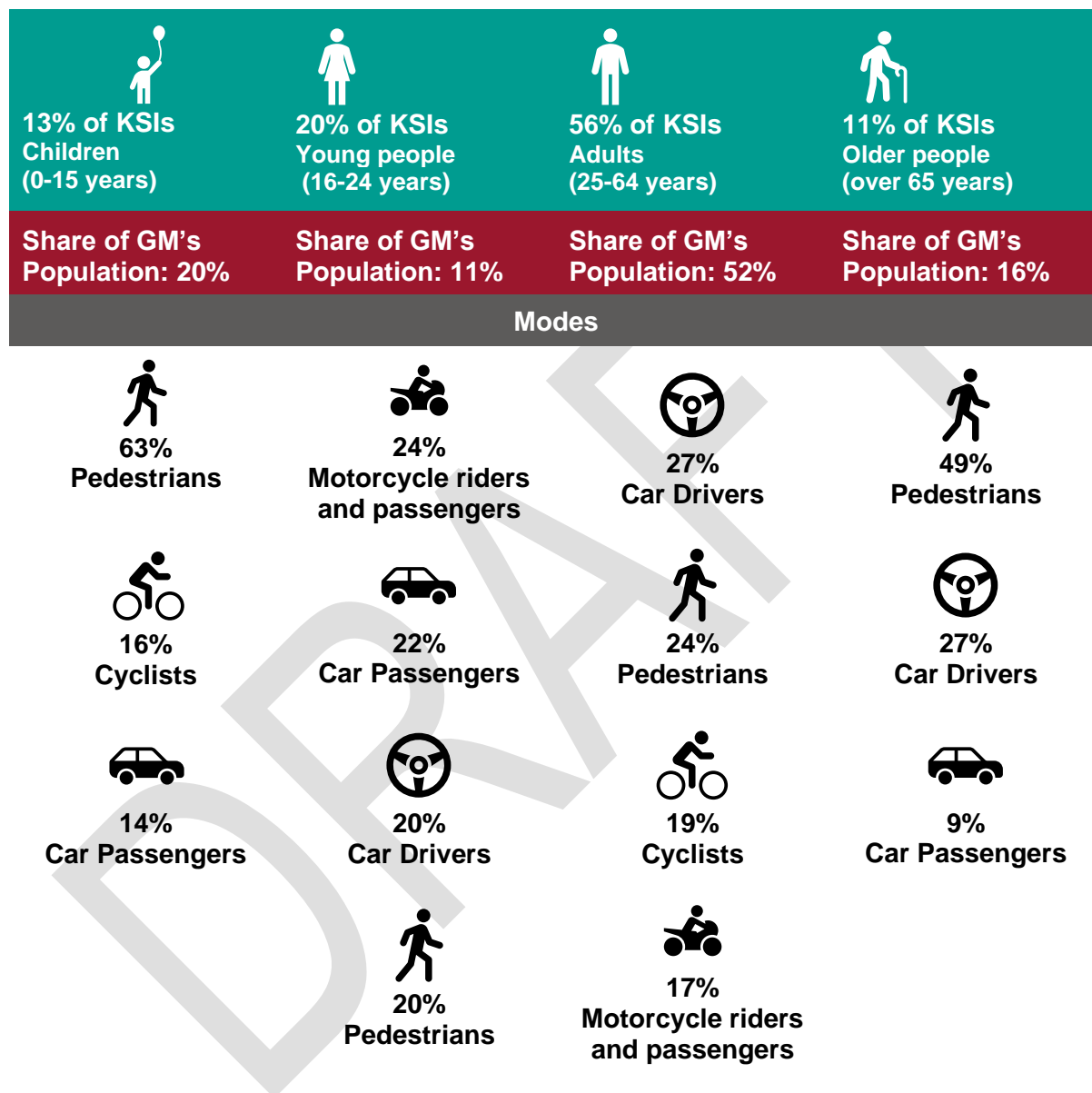
## Younger and older people are more likely to be killed or seriously injured as vulnerable road users

Risk is also unequal when we look at age, as shown in Figure 5. Children and older people are most likely to be hurt or killed as pedestrians, with many children also being injured or killed as cyclists and car passengers.

<sup>20</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

Those aged 16 to 24 years old make up a much larger percentage of KSIs compared to their share of the population. Young people made up 20% of KSIs but just 11% of GM's population. Young people are most likely to be killed or seriously injured as motorcyclists, car passengers, car drivers and pedestrians.

Figure 5 - Killed or Seriously Injured Casualties (adjusted) in GM by Age Group (2018-2022)<sup>21\*</sup>



### Men are more likely to be killed or seriously injured on our roads

A significantly higher proportion of KSIs on our roads are men. Between 2018 and 2022 1,004 women were killed or seriously injured, but 2,624 men were killed or seriously injured, over two and a half times more.

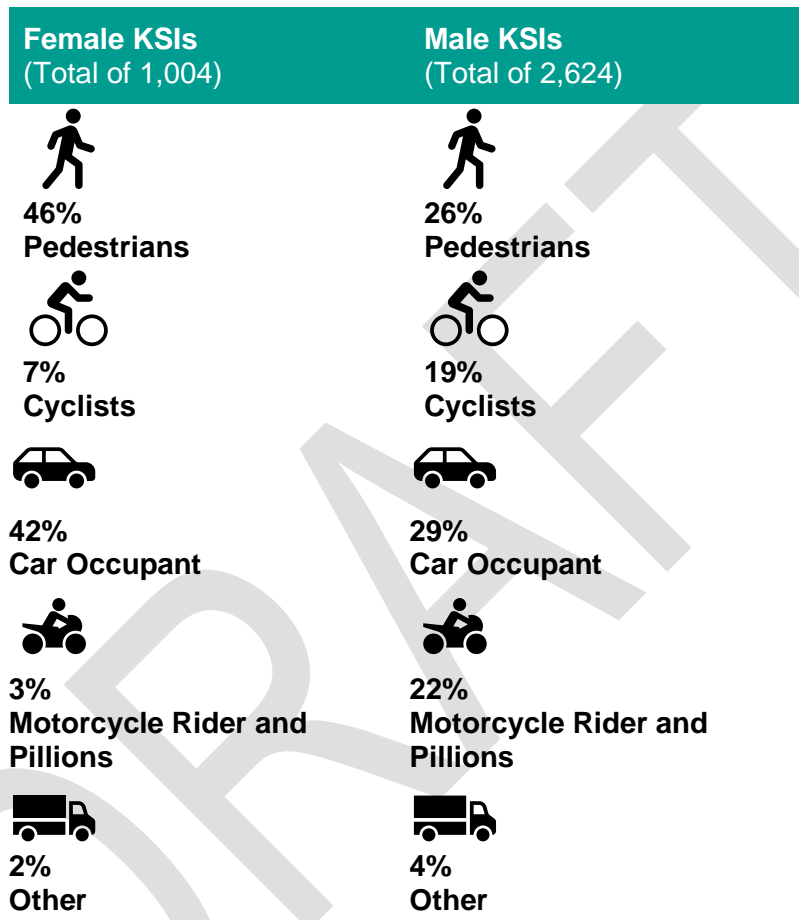
In addition, a greater proportion of male KSIs were vulnerable road users. 67% of male KSIs were vulnerable road users, compared to 55% of female KSIs. Men are

<sup>21</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

much more likely to be killed or seriously injured riding a motorbike or cycling, resulting in more male KSIs being classified as vulnerable road users.

Pedestrian KSIs however formed a greater proportion of female KSIs than males, reflecting how women are more likely to walk or take public transport (which requires walking to a bus stop / station) than men<sup>22</sup>.

Figure 6 - Killed or Seriously Injured Casualties (adjusted) in GM by Gender (2018-2022)<sup>23</sup>



The casualty data gives us information on our priority areas for targeting. For each user group, age group, and area of GM, there is a need to delve deeper into the analysis to identify the most effective interventions to reduce road danger. We don't think it is fair that the most vulnerable in society (because of transport mode, age, or economic background) are at greater risk of being killed or seriously injured. We will therefore prioritise actions to eliminate danger amongst these groups.

<sup>22</sup> Greater Manchester Travel Diary Survey 2022 found that 53% of walking trips are made by women and 60% of public transport trips (women make up 51% of GM's population).

<sup>23</sup> [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

## IT'S NOT JUST ABOUT SAFETY

Achieving Vision Zero will not only provide safety benefits, but also wider benefits that will improve the lives of all of GM's residents. These benefits will help deliver on the vision that we set out in the Greater Manchester Strategy of GM being a "place where everyone can live a good life"<sup>24</sup> and the Greater Manchester Transport Strategy 2040 of delivering "world class connections that support long-term, sustainable economic growth and access to opportunity for all".<sup>25</sup>

Road safety is an important puzzle piece that contributes to our wider aim of creating a transport network and city region that supports these visions. For us to achieve these wider goals, road safety activity should be planned with these complementary agendas in mind, to maximise the opportunities for co-benefits to be realised.



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. Fewer collisions, injuries and fatalities reduce the demand on emergency services and the need for hospitalisations and long-term medical treatments. It allows healthcare professionals to deliver care to more patients and frees up police time to respond to other priorities. **In 2022, road casualties in GM cost nearly £38 million in medical, police, damage to property and insurance costs alone** (not accounting for lost output or other human costs which increases the figure to £472 million).

Having safer streets will be central to building our world-class walking, wheeling and cycling network which is crucial to our Right Mix target of 50% of journeys being made actively or on public transport. Safety is repeatedly raised as the biggest barrier to travelling actively, especially for women, disabled people and older people.<sup>26</sup>

<sup>24</sup> [About Greater Manchester](#)

<sup>25</sup> [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

<sup>26</sup> [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](#)



We must make our streets safe and attractive to encourage more people to be active, helping to improve their physical and mental health. **Every year walking and cycling in GM prevents 2,612 serious long-term conditions.**<sup>27</sup> By aiming for Vision Zero we have the potential to massively increase this number, meaning more people in GM living healthier for longer.

Reduced road danger means people can travel without constant fear of collisions, making daily routines, leisure activities and social interactions more enjoyable. **75% of GM residents think that their streets are dominated by moving or parked motor vehicles**<sup>28</sup>.



Making our streets safer helps make our communities and neighbourhoods more pleasant and liveable places. Roads are about connecting people and places, but they are also places in their own right, where people live, work and spend time. When they are safer, they bring people and communities closer together.



## Support sustainable economic growth

The best resource GM has is its people. Our economic growth depends on our residents being fit and healthy. Every injury or fatality on our road has an economic impact, making GM poorer than it would otherwise be. It is estimated that in 2022 **approximately £46 million of economic output was lost** due to fatal, serious and slight injuries on our road network.



**Congestion costs Greater Manchester £1.6 billion a year in lost productivity**<sup>29</sup>. Road collisions are a large contributor to congestion: minor collisions can disrupt the traffic flow while more serious injuries can close roads for hours at a time. Approximately 6% of delays are caused by road traffic collisions, with a further 4% resulting from incidents on the strategic road network.<sup>30</sup> Further delays occur as the damage caused by vehicles colliding with barriers or traffic signals are

<sup>27</sup> [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

<sup>28</sup> [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

<sup>29</sup> [Made to move.pdf \(ctfassets.net\)](https://www.ctfassets.net) (figure adjusted for inflation, 2022)

<sup>30</sup> [Public Pack\)Agenda Document for Bee Network Committee, 28/09/2023 14:00 \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

repaired, with roads closed for hours or even sometimes days.

Congestion is also a key factor in **adding delays to bus journeys and negatively affecting the reliability of public transport**, making it a less attractive offer. In the Greater Manchester Bus Strategy<sup>31</sup> we have committed to reduce journey times on key corridors and improve the reliability of buses so that 90% set off on time (less than one minute early and five minutes late). Making our roads safer and preventing collisions will be crucial to achieving these targets.

Vision Zero for Greater Manchester really does underpin a revolution in active travel, but it can bring an economic boost too. Every death or life-changing injury impacts on our workforce, costs business money in lost productivity and, of course, places a huge economic burden on our already-stretched healthcare system. Making our roads safer makes business sense, too.

**Steve Connor, Founder / Director, Creative Concern**



## Protect our environment

Greater Manchester has set the ambitious target to be a **carbon-neutral city region by 2038**. Safer and more environmentally friendly driving practices, along with making it safer for people to travel actively, will help protect people's health, reduce air pollution and contribute towards tackling the climate emergency.

For instance, we can all play our part by obeying speed limits, driving more smoothly and maintaining our vehicles properly as this can lead to reduced fuel consumption and emissions.<sup>32</sup> Reducing speeds on certain roads in GM is currently being trialled by National Highways as a way to improve safety, air quality and emissions.<sup>33</sup>



<sup>31</sup> [Greater Manchester Bus Strategy | Bee Network | Powered by TfGM](#)

<sup>32</sup> [Strategic Case \(ctfassets.net\)](#)

<sup>33</sup> [Air quality speed limit trials - National Highways](#)

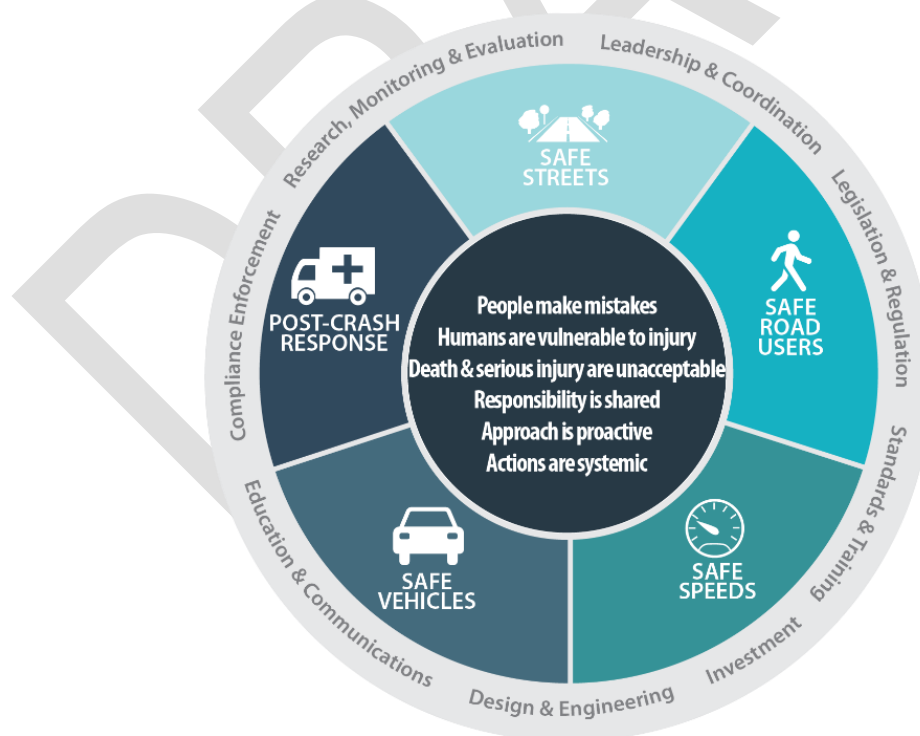
## THE SAFE SYSTEM

To make our roads safer we are changing our approach towards road safety by adopting the **Safe System approach**. The Safe System was created in the Netherlands and Sweden in the 1980s and 1990s and is being adopted worldwide.<sup>34</sup>

The Safe System approach requires us to take a systematic approach to reducing road danger. In practice, this means we plan and prioritise interventions together and earlier, delivering across multiple components of the Safe System so that improvements are implemented across the board.

**A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.**<sup>35</sup> Seeing the road network as a 'system' helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole to remove risk. It gives people the freedom to benefit from using sustainable modes whilst at the same time not being exposed to high levels of risk of injury. This will help us to unlock the full potential of our road network as one which delivers safe, secure, inclusive and sustainable connectivity - where zero harm is the result of combined actions by all.

Figure 7 - The Safe System.<sup>36</sup>



<sup>34</sup> Proactive road safety management in the Netherlands is underpinned by 'sustainable safety', with Sweden pioneers in Vision Zero approaches, see SWOV (2018) Sustainable Safety 3<sup>rd</sup> Edition – The Advanced Vision for 2018-2030. The Hague, Institute for Road Safety Research.

<sup>35</sup> World Health Organisation (2021), Global Plan for the Decade of Action for Road Safety 2021-2030. Geneva. [https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8\\_35&download=true](https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8_35&download=true)

<sup>36</sup> Agilysis, 2023, building on models from Canadian Council of Motor Transport Administrators, 2016; Loughborough University, 2017; New Zealand Transport Agency, 2019; Commonwealth of Australia, 2022

## SAFE SYSTEM PRINCIPLES

There are some simple principles at the heart of the Safe System:

Figure 8 - Safe System Principles



### People make mistakes

It is important that road users are compliant with the rules of the road, but many fatal or life changing injuries are sustained because an error or lapse took place and the road system could not protect those involved. It is almost impossible to eliminate all mistakes so instead, we need to build a system which combines to reduce their impact.



### Humans are vulnerable to injury

We are not designed to withstand the forces involved in road collisions. This is particularly true for vulnerable road users who are cycling, walking, riding a horse or motorcycle, or people spending time in our streets, as they don't have the protection offered by cars, vans, buses, or trucks. Even within vehicles the human body is fragile, and this is particularly true for children and the elderly.



### Death and life changing injuries are unacceptable

Road traffic injury is not and cannot be tolerated as a by-product of mobility. The Safe System does not aim to just reduce deaths and life changing injuries but to eliminate them, hence the Vision Zero goal.



## Responsibility is shared

The Safe System isn't about victim blaming. Instead, there is a recognition that a combination of factors lead to death and life changing injuries and that responsibility is shared amongst those who design, maintain, operate and use roads and vehicles to eliminate risk. We all have a part to play.



## Approach is proactive

Rather than reacting to specific incidents and working in isolation to reduce casualty problems, the Safe System is proactive. It is about adopting a systematic approach to building a safe road system, proactively identifying, targeting and treating potential risk.



## Actions are systemic

It requires a combined approach. The Safe System requires us to bring together multiple interventions to reduce the impact of collisions and eliminate the likelihood of death or serious injuries. Risk would still be present if we concentrated all of our efforts on replacing all motor vehicles with the safest available, without thinking about the road design, the speeds travelled or the way road users behave.



Greater Manchester Fire and Rescue Service is committed to driving down deaths and injuries in our communities. Our success at reducing fires has been down to a partnership approach to prevention, regulation, innovation and response.

We fully endorse the ambitious target of this strategy and its holistic, Safe System approach. It aligns closely with our own aims of reducing risk in our communities and creating a safer, greener and more equal Greater Manchester.

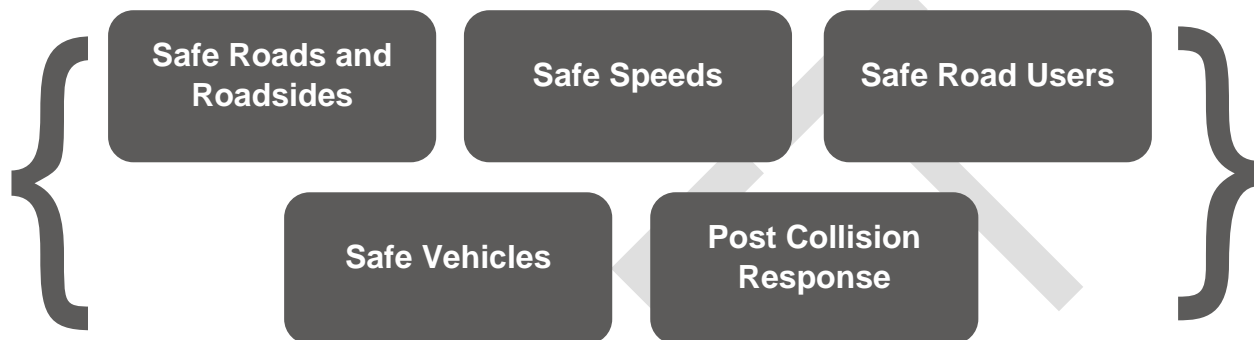
**Billy Fenwick, Area Manager, Head of Prevention**



## SAFE SYSTEM COMPONENTS

The Safe System provides a best practice model whereby all stakeholders contribute together to tackle life changing and fatal injury levels on GM's roads. For our actions to be systematic, we must avoid siloed working and reliance on simple or ineffective interventions which do not deliver co-benefits. Together we can strengthen the road network by combining interventions to reduce the likelihood of death and life changing injuries if a collision does occur.

Figure 9 - Safe System Components



### Safe Roads and Roadsides

Roads should be designed to reduce both the risk of collisions occurring 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. This means proactively managing spaces shared by different modes to protect vulnerable road users, targeting the most dangerous roads and also undertaking network-wide improvement programmes.



In Greater Manchester we have adopted the Streets for All approach, which provides a framework for everything we do with our streets.<sup>37</sup> 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.

#### We can create safer roads and roadsides by:

- Separating different road users on busy roads (connector roads and the strategic road network)
- Creating a safe shared space on quieter streets (neighbourhoods and high streets)

<sup>37</sup> [Streets for All, Transport for Greater Manchester](#)

## Safe Speeds

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. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.<sup>38</sup> **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph.**<sup>39</sup>

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.

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, such as dividing the carriageway.

We know that perceptions and experiences of vehicle speeds significantly impact the levels of willingness to participate in active travel. Many people don't feel comfortable or safe when cycling or walking where there are high speeds. Speed also causes noise stress and worsening air quality. Higher speeds impose greater stress on vehicles and increase braking particle and tyre particle emissions. Furthermore, designing for greater speed requires larger roads, with more generous radii and greater lane widths. A speed management strategy is therefore a vital component of the Safe System (see appendix for further discussion on a speed management strategy).



### We can have safer speeds by:

- Ensuring that drivers obey the speed limit
- Setting the appropriate speed limit for the type of road (allowing a road to fulfil its role as an Active Neighbourhood, High Street, Connector Road, or Motorway / Strategic Road)

<sup>38</sup> International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

<sup>39</sup> International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

## 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 or regulated in their use of the roads, according to their chosen mode of transport and levels of risk that mode could inflict on themselves and other users of the roads. To maximise their effectiveness, behavioural interventions need to be 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. All users of the road should be made 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 swiftly dealt with.

Drivers should receive high quality training and testing and are expected to comply with road traffic laws. Meanwhile, provision must be made to support children, pedestrians and cyclists to travel in safety through Bikeability cycle training and pedestrian training. We regularly review our approaches to ensure we support all of those who use our roads.



### We can have safer road users by:

- Preventing vehicles being driven while the driver is under the influence of alcohol and / or drugs
- Encouraging more people to wear a seat belt and preventing people using their phone while driving
- Educating drivers on the consequences of dangerous driving and inappropriate speeds
- Creating a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads

Road Death is being normalised and tolerated far more than any other crime in society. It is brutal, horrific and it must never be played down or excused.

**Paula Allen, Marcus' mum**

**You can read Marcus' story on page 10**

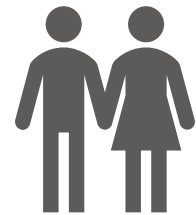




The safety on our roads can't be resolved without tackling it from many angles such as education and raising awareness. Improving and raising driving and test standards, speed limits, tougher sentences and deterrents for offenders, age restrictions on the engine size and power of cars accessible to younger or inexperienced drivers.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving, as I know only too well. Nobody should have to live in fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

**Calvin Buckley, Frankie's partner**  
**You can read Frankie's story on page 11**



## Safe Vehicles

Vehicles can offer a high level of safety to both occupants and other road users. Fundamental safety systems, such as seat belts, are supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. Routine checks for all vehicles, (including commercial and privately owned motor vehicles and non-motorised vehicles, including cycles) ensure that they are maintained to the highest safety standards. As levels of automation increase we can support vehicle owners with purchase decisions based on safety features and maintenance to ensure safety levels are high.



**We can create safer vehicles by:**

- **Helping vehicle owners and operators to choose the safest vehicles and increase awareness of what safety features are available**

## Post-Collision Response

In the event of a road collision, emergency medical response should reach any injured parties quickly, transport them to high quality trauma care rehabilitation services which are readily available, and to places where victim support is on hand.



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, investigations into the causes of each fatal and life changing injury collision will go beyond reviewing the data, to understanding what has happened and how we can prevent similar tragedies happening again. We regularly review our approach to supporting services and victims of road traffic collisions.

### We can improve the post-collision response by:

- Providing a quick and high-quality response to incidents
- Continuing to invest in specialised incident training
- Undertaking thorough investigations when collisions do occur, using the findings to improve the other safe system elements

I want to take this opportunity to reaffirm our steadfast commitment to the Vision Zero initiative here in Greater Manchester. Vision Zero represents an ambitious and resolute endeavour toward creating safer streets and ensuring the well-being of every individual in our community.

At its core, Vision Zero embodies our shared belief that no loss of life on our roads is acceptable. It's a holistic approach that demands a collaborative action from all sectors, Police, community organisations and amongst road users themselves.

In Greater Manchester, we are determined to make our streets safer and more accessible for all road users. This commitment transcends mere rhetoric; it's a pledge to proactively address infrastructure shortcomings, enhance education on road safety, and rigorously enforce measures that protect vulnerable road users and target the irresponsible minority....



...Our collective dedication to Vision Zero reflects our unwavering belief that the safety and security of every individual matters profoundly. Together, we can forge a future where traffic-related tragedies become much less common, where families can use our streets without fear, and where the utility of our roads combine with a clear sense of security and community.

Let's work together toward our vision of zero fatalities and severe injuries on our roads. Those who use the roads across Greater Manchester deserve no less.

**Chief Constable Steve Watson QPM,  
Greater Manchester Police**



DRAFT

## CREATING THE SAFE SYSTEM

Traditionally, road safety at a local level has focused on engineering, education and enforcement (known as the three 'Es'). These activities remain important in creating a Safe System, but they cannot be delivered in isolation, and they are not the only approaches required. This is why the Safe System presents a different way of working in road safety, building upon the Road Danger Reduction (RDR) approach we currently employ.

### Existing Road Danger Reduction Approach

GM has developed this Vision Zero Strategy to carry forward momentum to eliminate life changing and fatal injuries on our roads, building upon the work already being undertaken by the SRGM Partnership (GM's local authorities, TfGM, GMP and other partners).

The SRGM Partnership sets out the actions we will take to make our roads safer through our RDR Action Plans<sup>40</sup>. The RDR approach recognises that to make the region's streets safe for all, the levels of danger faced by all road users must be reduced through creating an environment which encourages walking, cycling and the use of public transport. It involves proactive management of the city region's roads to reduce the levels of danger experienced by road users who are the least protected from collision forces where motorised and non-motorised modes share road space.



This approach aligns with the DfT's 2022 update to the Highway Code; where road users capable of causing the greatest level of harm, often to other road users who lack the same levels of protection, have enhanced responsibilities to use roads in a safe manner.<sup>41</sup>

This approach has been developed to directly support everyone who uses GM's roads, with practical actions to reduce danger to benefit all road users who interact with the Key Route Network (KRN)<sup>42</sup>. We bring together urban and transport planning, speed management and behaviour change interventions to support strong RDR outcomes. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon.

<sup>40</sup>

[https://assets.ctfassets.net/nv7y93idf4jq/1viXHWUYzflWQo5mYmcqI/21ffd2822170c7889dd96fd09ba44bf2/23-0220\\_Road\\_Danger\\_Reduction\\_Action\\_Plan\\_2023-24.pdf](https://assets.ctfassets.net/nv7y93idf4jq/1viXHWUYzflWQo5mYmcqI/21ffd2822170c7889dd96fd09ba44bf2/23-0220_Road_Danger_Reduction_Action_Plan_2023-24.pdf)

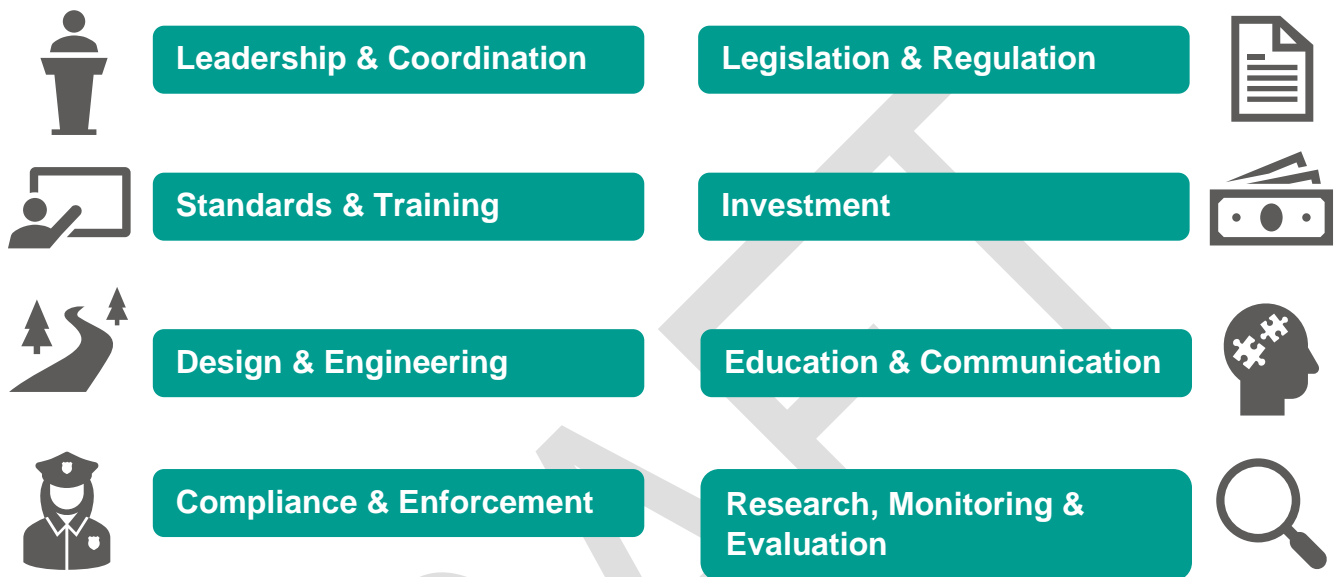
<sup>41</sup> Department for Transport, The Highway Code (January 2022) <https://www.gov.uk/guidance/the-highway-code/updates>

<sup>42</sup> The Key Route Network (KRN) is nearly 400 miles of Greater Manchester's busiest roads, managed by TfGM. It covers 7% of the total length of the highways network but carries some two-thirds of peak-time traffic.

## Safe System Change Mechanisms

The Safe System doesn't just rely on road or vehicle engineering, enforcement or educating road users. It requires us to improve the road network through a range of approaches, including legislation, regulation, standards, training, innovation and research.

The Safe System identifies eight change mechanisms that when pursued together can be used to deliver Vision Zero. These are:



Without design and engineering, there are no roads or vehicles; without legislation, regulation, standards and guidance, there would be no established expectations around how they could be used; without research, monitoring and evaluation, we would have no information around road safety performance on our network, or about the effectiveness of the interventions we deploy in eliminating death and life changing injuries.

Our RDR Action Plans have been using the Safe System principles, but if we are to deliver on the ambitious aim of achieving Vision Zero we need to ensure that the next round of actions deliver across the change mechanisms and Safe System components in a coherent and consistent manner. To this end, **we will create short, medium and long term action plans to coincide with the lifetime of this strategy**, with actions reviewed alongside casualty analysis and the introduction of new innovations and interventions.

### Leadership and Coordination

Leadership is critical in creating an ambitious environment which enables effective interventions and the activities needed to support them. We know this involves strong co-ordination between internal and external stakeholders and we recognise that co-delivery is as important as direct ownership when complex actions are being implemented. By working together, we can also amplify wider calls to action by supporting or advocating for interventions that are known to be effective.



We currently have strong partnership working practices and forums which will be used to implement actions. The recent review of the structure of the partnership has helped to strengthen governance structures and will help with the delivery of the current RDR Actions (see appendix for further details on governance structures). To help with the implementation of this strategy across partner organisations, we will look to build Safe System capacity and capability, so interventions are delivered to Safe System principles.

We all have a role to play to achieve vision zero – it's not enough that somewhere is safer, it must also feel safe to our communities.

To create spaces where we are confident, which feel safe and are accessible to everyone, we must design and build this change in from the start. We have to take personal responsibility for preventing and reducing accidents and collisions.

Tragically, too many people suffer fatal or life changing injuries on our roads and we should all do what we can to avoid the devastating impact this has on the families of loved ones.

It's not ok that people from our most deprived communities are more likely to be killed or seriously injured on our roads, and it's not fair that younger and older people are more likely to be killed or seriously injured as vulnerable road users.

Working towards vision zero will help us to avoid spending resources as a system on responding to these challenges – resources which can be better spent on preventing crime and investing in local priorities in our communities.

This shift requires us to be bold and challenge ourselves on how we create a different future for Greater Manchester and a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads.

As Deputy Mayor for Policing, Crime, Criminal Justice and Fire, I'm committed to taking action across our partners and systems to embed vision zero in the work we do and create a safe system that can help realise this ambition.

**Deputy Mayor Kate Green**



## Legislation and Regulation

Road safety stakeholders are all bound to the policy environment in which they operate. To enact meaningful change at all levels, we recognise that legislative action is required both to embed best practice and enable all stakeholders to deliver against our Vision Zero goal. Regulations and guidance help enhance the safety of different road user groups. By providing legal protections and wider policy recognition, it can assist in influencing behaviours and the actions of stakeholders.

Our current RDR actions include aligning our approaches to reflect wider policy developments, such as the Department for Transport's revision of the Highway Code and helping partners to develop policies which contribute to road danger reduction on our network.

In the future, we will look at how we can work with organisations at both the national and local level to support Government in developing future legislation on new vehicle technologies - such as micromobility and autonomous vehicles - where there is strong evidence of their benefits and that they can be used safely on our roads.

## Standards and Training

Robust standards and practices result in interventions that have been designed and assured to achieve their desired outcomes. We know this is critical to translating policy into action in an effective way. Training is both internal and external; we need our stakeholders to be well-trained to implement interventions to the highest standards. We also need our road users to be well-trained to use the network safely and responsibly.

We already have many standards and training commitments in our existing RDR action plan. These relate to vehicle procurement and maintenance (both private and public), training and education programmes and enforcement practices.

Future actions are likely to explore vehicle procurement policies to ensure high safety standards are incorporated as business as usual for partner and contractor organisations and explore opportunities for internal and external training needs.

## Investment

Investment to deliver both immediate and long-term action means leveraging existing funds and being proactive in identifying new funding mechanisms which support Safe System activities. Traditional funding models and economic modelling are not necessarily aligned with what is required to build capacity for the Safe System, so as we move forward, unlocking and securing finance is key.



We have invested significantly in active travel infrastructure, plus the introduction of the Zero Emission Bus Fleet and upgrades to the existing fleet through bus franchising has brought in new vehicle safety features. This includes features which ensure vehicles follow the speed limit, prevent bus runaways and improve driver's visibility.

As Greater Manchester moves to a Single Settlement as part of the Trailblazer devolution deal, this gives us an opportunity to plan and spend differently, allowing for flexibility and joint working across areas, which is more challenging in the current model. By aligning Vision Zero with related policies we can help unlock funding, whilst delivering co-benefits through coordinated activities.

## Design and Engineering

Designers and engineers have unique responsibilities for safety that are equal in scale to those of policy and decision makers. Infrastructure maintenance and upgrades and additions to the road environment should be designed to facilitate safe road use and speeds, enhancing the overall resilience of the system.

Roads should be forgiving, intuitive and designed to accommodate the protection and needs of road users who are most susceptible to collision forces. Road infrastructural changes should be designed to incorporate other interventions and where possible provide co-deliverables. We recognise the need for safety to be at the heart of all our roads as we adopt our Vision Zero Strategy as one community.

We have an extensive list of current commitments in the RDR Action Plan which relate to design and engineering. These cover design standards, such as the recently introduced Streets for All Design Guide, and increasing the number of segregated cycleways and footpaths, pedestrian crossing facilities, School Streets and Active Neighbourhoods across Greater Manchester.

We will explore how we can prioritise the Safe System in the planning, design and engineering of new and existing schemes; using the Manual for Streets and the Streets for All Design Guide to put vulnerable road users first when designing our road, streets and neighbourhoods.





## Education and Communication

Behavioural interventions should be deployed through targeted messaging that is built upon social and demographic insight from relevant road casualty data and evidence. These may include publicity and outreach campaigns alongside specific provisions for different road user segments.

Educational interventions need to be effective in their own right. This means we must develop a suite of interventions that draw upon multiple components of the system as well as ensuring that we are not implementing ineffective educational interventions. We regularly look to review our offering and ensure they continue to contribute to delivering safer roads.

We will work with the public to increase awareness of their responsibility for their own welfare and that of others (for example our 'Last Steps' installation in Manchester City Centre is pictured). In the drive to reach no deaths or life changing injuries on our roads, the public are an essential partner.

Awareness of the Vision Zero goal and the role of residents and road users is key. One of the first tasks under this Strategy is to develop a coordinated Communications Strategy, covering both internal and external communications explaining the rationale of striving for Vision Zero, the concept of shared responsibility and ensuring consistent and coherent messaging.



Our current education and communication commitments include initiatives covering motorcycle safety, work related road risk, education as an alternative to prosecution through the National Driver Offender Retraining Scheme (NDORS), shared responsibility campaigns and specific education for different road users. In the future, we will review the role of education and campaigns to support the implementation of other Safe System interventions and improve our understanding of how we can access hard to reach groups.

## Compliance and Enforcement

Enforcement is required to increase road user compliance, this includes the use of penalties and behavioural nudges. We accept that people make mistakes, but we also need to acknowledge the shared responsibility we all have and ensure that those who can cause the most harm drive sober, undistracted and within the speed limit.

We know that speeds should be both intuitive to follow and self-enforcing to secure public acceptance of enforcement. Active speed management policies to co-ordinate this activity consistently help to ensure that the benefits of lower speeds are diffused across the network. This enhances both the perception and experiences of safety to incentivise sustainable choices to be made by all.



We currently support a range of enforcement and compliance related activities, covering speed reduction plans, including safety cameras, Community Speed Watch, dashcam submissions, other moving traffic offences using AI CCTV and licencing and insurance offences, cloned vehicles and commercial vehicle misuse. GMP are the lead enforcement agency, supported by partners across the GM area.

Future action plans will look to link enforcement strategies with tried and tested communications to increase public understanding and support of road traffic laws, as well as renewing our speed management policy (see appendix). We will also ask Government to support a preventative rather than reactive approach to selecting speed camera locations, identifying risk locations using a wider criterion than just KSI numbers.

### Research, Monitoring and Evaluation

Interventions should be grounded in research and evaluations taken either internally or externally. Likewise, data collection should be an active function to enable research, the monitoring of key performance indicators (KPIs) and targets, to facilitate intervention appraisal and critical review. All interventions should be evidence-based and be designed to enable impartial evaluation so that others may learn from what has been implemented. We believe that a collaborative and open approach helps to ensure that the most effective interventions are selected and promoted, resulting in fewer ineffective interventions.

Currently, we are commissioning reviews of existing schemes, analysing data to understand risk and provide intelligence to GMP to target those not driving their vehicles legally. Future research and analysis will include monitoring our KPIs, evaluating interventions to ensure they are effective, and exploring a fatal and severe collision review process, using a Safe System approach to understand where weaknesses in the system led to harm.



## NEXT STEPS

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**It is our ambition that by 2040 no person will lose their life or receive life changing injuries while using GM's roads.**

**We have also set ourselves an interim target to reduce road traffic deaths and life changing injuries by 50% by 2030.**

By adopting the principles of the Safe System, we will think about safety on our roads as a system. Reducing risk by focusing on and strengthening all parts of the system together (Safe Speeds, Safe Roads, Safe Vehicles, Safe Road Users and Post Collision Response). This will mean that if a mistake does occur and one of these areas of the system had a failing or a weakness, the rest of the system would be strong enough to protect road users from serious harm.

Achieving Vision Zero will ensure that no one else loses a loved one on our roads. This in itself is a worthy outcome, but by focusing on the co-benefits of our action we can not only create safer but more attractive streets and roads. Streets and roads that people feel safe to walk, wheel and cycle along, as well as creating neighbourhoods and high streets that people want to spend time in. This will make our city region healthier, greener and more prosperous, and also make it a better place for our residents to live and grow old in.

Currently the risk on our roads is unequal, with the most vulnerable users facing the greatest risk. A central principle of road danger reduction is the acknowledgment that some vehicle types have the potential to create more harm than others, increasing the responsibility levels of users of those modes. This is a shared responsibility though, it needs all of us to come together to make sure the system works.

Many stakeholders across GM, and indeed across the country, have a part to play in making our roads safe.

- We need road designers and engineers to provide safe roads. We need them to set speed limits appropriate to the function of the road, understanding what the risks might be.
- We need the police to enforce them utilising a proactive, rather than reactive enforcement strategy, and for road users to take responsibility and adhere to them.
- We need well-designed and well-maintained vehicles, which protect their occupants and other road users from harm. We need to take advantage of the advances in technology to help prevent collisions from occurring in the first place.
- Thinking about road users, we need all users of the system to understand their responsibilities and to respect one another. We don't want to pit road users against one another – different modes are used for different reasons, so

we need to work together to share the roads, recognising that the reason we use the roads is to allow us to live our daily lives, connecting people and places.

- It's also not just about those travelling – we need to consider non-transport use and users who are also impacted by, and impact on, road safety considerations.

## VISION ZERO ACTION PLANS

Our Road Danger Reduction Action Plans set out our near term and long-term priorities, allowing partners to reflect on what has been effective, adapt to emerging challenges and plan immediate priorities.

This Vision Zero Strategy is a long-term commitment to 2040. It cannot detail all the activities which need to be delivered over its lifetime; we cannot predict how innovations in vehicle technologies will improve both passenger and vulnerable road user protection. We don't know how travel demand may change over that period; we are investing in increasing the use of cycling, walking and public transport and as we succeed in supporting greater use of these modes, risk will alter. We need to be flexible, using data and best practice evidence to guide our short-term activities.

As such, going forward **we will develop Vision Zero Action Plans, which will set out in detail our SMART activities for the short, medium and long term.** Like our RDR plans, these will allow us to review our successes and ensure we concentrate our efforts on eliminating road danger as quickly as possible. We will also report on performance management, producing Bi-Annual Progress Reports and detailing our progress against our Key Performance Indicators.

There will be a period of public engagement to shape our activity and we plan to publish our first Vision Zero Action Plan by the **Autumn of 2024.**



## APPENDIX

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### GOVERNANCE STRUCTURES FOR VISION ZERO

#### Mayor of Greater Manchester and the ten local authority leaders

The Mayor and leaders of the 10 local authorities will offer political guidance and provide support to strategic direction on the strategy and Action Plan. They will also champion the reduction of fatal and life changing injury collisions in their respective areas.

The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy<sup>43</sup> and the Greater Manchester Transport Strategy 2040<sup>44</sup>, our statutory Local Transport Plan.

#### Greater Manchester Combined Authority and Bee Network Committee

Greater Manchester Combined Authority will ensure we are delivering the Vision Zero targets and review progress annually. Bee Network Committee will check progress on deliverables within the Vision Zero Action Plan.

#### Road Danger Reduction Advisory Group

The partnership approach in GM is unique and we are fortunate to have an RDR Advisory Group which includes local and national road safety experts.

The Advisory Group includes senior transport officials, police officers, academic experts and representatives from Road Safety Support (RSS) and UK Road Offender Education (UKROEd) as well as other national road safety specialists. This wealth of expertise is used to provide strategic direction, ensure an evidence-led approach and scrutiny of partnership activities.

#### Safer Roads Partnership Board

GM has a long history of partnership working in road safety, evolving from a partnership focused on safety camera operations, through to improving road safety more broadly through the Greater Manchester Casualty Reduction Partnership from 2011, which in turn transformed into Safer Roads Greater Manchester Partnership. The Partnership includes representatives from:

- Bolton Council
- Bury Council
- Care Trust
- Crown Prosecution Service
- Greater Manchester Combined Authority
- Greater Manchester Fire and Rescue Service
- Greater Manchester Police
- HM Courts and Tribunal Services
- Manchester City Council
- National Highways

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<sup>43</sup> [About Greater Manchester](#)

<sup>44</sup> [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

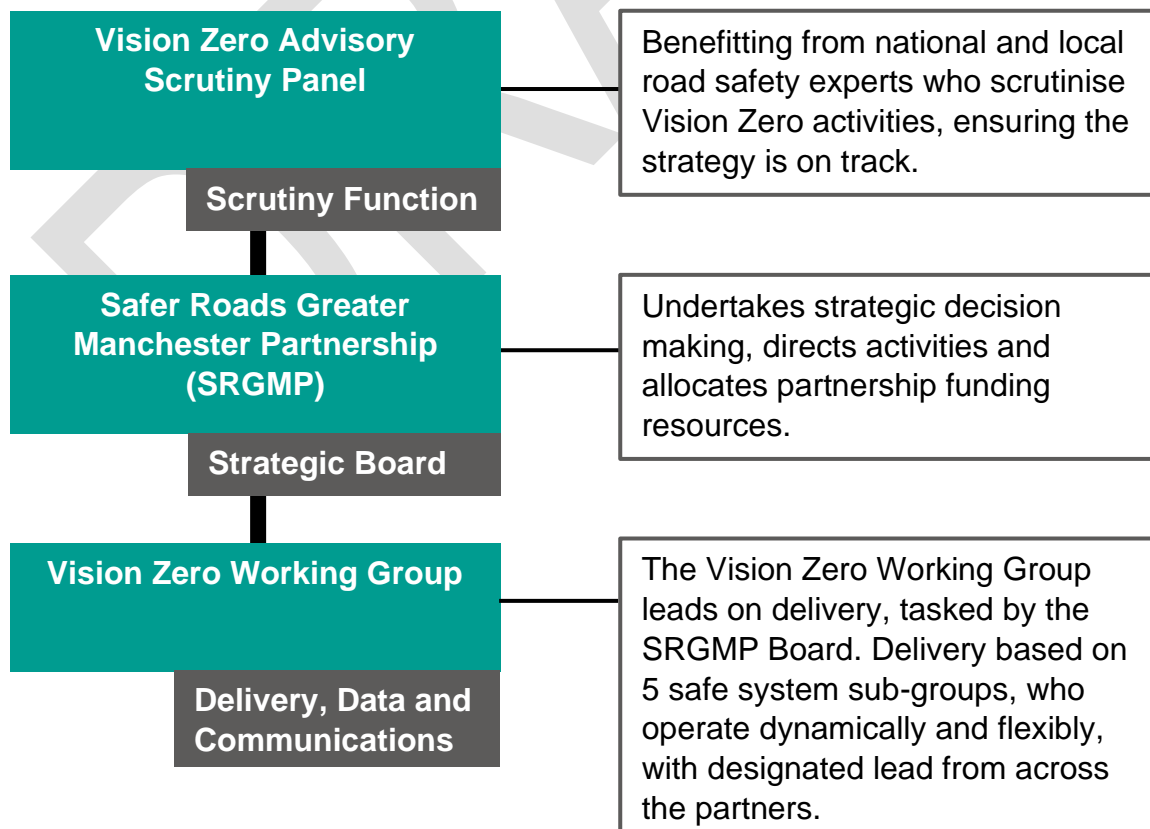
- Oldham Council
- Rochdale Council
- Salford Council
- Stockport Council
- Tameside Council
- Trafford Council
- Transport for Greater Manchester
- Wigan Council

The Partnership undertakes strategic decision making to direct the partners to deliver on this strategy. The Board currently has access to funding via the National Driver Offender Rehabilitation Scheme (NDORS), reinvesting funds from delivering educational courses to drivers who have committed traffic offences to improve road safety in GM for all.

### Road Danger Reduction Working Group

Delivery of road safety is managed by the stakeholders represented at the Board, bringing in other specialist and expert groups, where necessary. Data is essential for directing the activities of the Working Group, whilst a central communications function ensures that consistent messaging is provided.

The Working Group will also provide input into future revisions of the GM 2040 Transport Strategy and also future GM Transport Delivery Plans, ensuring that Vision Zero is embedded into GM's core transport strategy, policy and delivery framework.



Safe System activities will be delivered by the Working Group through five Safe System sub-groups (Safe Speeds, Safe Roads, Safe Road User Behaviour, Safe Vehicles and Post Collision Response). These sub-groups work dynamically and flexibly, co-ordinating together to ensure that interventions collectively strengthen the road system.

The SRGM Partnership is in the best shape to deliver on this strategy. It has national experts guiding local stakeholders, using best practice to scrutinise activities. Directing strategy activities is a Board representing organisations across the Safe System, working together and sharing responsibility for this ambitious goal. These same partners are collaborating to deliver actions, working to bring the Safe System components together so that road safety is delivered in an evidence-led way.

## SPEED MANAGEMENT POLICY

Managing speed is one of the most important activities we can do for our road network. Journeys are more efficient when vehicles are travelling at similar speeds and traffic can flow through the network without needing to stop and start constantly. People are more likely to switch to walking and cycling more often if they feel safe in doing so. Knowing that vehicles will be travelling more slowly on the routes on which people walk and cycle, and that these routes are maintained and accessible, helps with that feeling of safety.

Of course, speed management helps to increase actual safety – the forces involved in a collision increase with speed, both for vehicle occupants and those less protected as vulnerable road users. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.<sup>45</sup> **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph<sup>46</sup>.**

Therefore, we need to develop a comprehensive speed management policy that is consistent and clear across GM. If all road users know what speeds to expect to be travelling at on our roads, it will help with acceptance and compliance. A comprehensive speed management policy is therefore one which effectively integrates action across the Safe System so that deterrence is generated through multiple channels.

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

These include:

- Building a coherent and consistent speed management policy across GM, assessing speeding complaints and prioritising speed measures according to Safe System principles.

<sup>45</sup> International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF







<sup>46</sup> International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF
































- 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.

Table 3 shows the actions of the Speed Management Policy and how they map across the Safe System components and the change mechanisms of delivery. It demonstrates the links across the Safe System and how actions are not delivered in isolation.



**Table 3 - Speed Management Policy Actions by Safe System component and change mechanism**

Key					
Road Safety Management		Safe Roads		Safe Road User Behaviour	
Safe Speeds		Safe Vehicles		Post Collision Response	

	Leadership and Coordination	Legislation and Regulation	Standards and Training	Investment	Design and Engineering	Education and Communication	Compliance and Enforcement	Research, Monitoring and Evaluation
Speed management policy creation								
Data analysis to inform enforcement and speed limit changes								
Speed limit review								
Use a range of tools to respond to speeding issues								
Public awareness and communication campaigns on speed								
ISA in public vehicles								
Collision investigation								



**DOING THINGS DIFFERENTLY  
IN GREATER MANCHESTER**

Working towards zero road deaths