



SCOTTISH
SAFETY CAMERA
PROGRAMME

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ANNUAL PROGRESS REPORT 2015/16



INTRODUCTION

1. Road traffic deaths are at their lowest levels since records began.¹ Through targeted safety camera enforcement and improving driver behaviour, the Scottish Safety Camera Programme (the Programme) contributes to Scotland's road safety vision and road safety targets as set out in the Scottish Government's Road Safety Framework to 2020.²

2. Following a comprehensive Review of the Programme, recommendations were formally endorsed in early 2015 to maximise the Programme's casualty and collision reduction potential, and for implementation across five themes: purpose; structure; governance; funding; and site selection. The implementation of these recommendations, in line with the rules and guidance set out in the agreed *Programme Handbook*³, resulted in a transitional year for the Programme through 2015/16. With the Programme's purpose remaining the contribution to our road safety vision and targets:

- A new structure for safety camera operations was implemented, with operational delivery through three Safety Camera Units: North, East and West;
- Reflecting local circumstance, new local governance arrangements were established, with the Road Safety Strategic Partnership Board providing strategic governance and direction for the Programme;
- New arrangements for the provision of grant funding to Police Scotland (through the Scottish Police Authority) were implemented; and
- A revised site selection process was initiated, supported by the development of a consistent nationwide collision map in line with the revised collision criteria.

3. Police Scotland is responsible for the operational delivery of the Programme, with Scottish Government (through the Scottish Safety Camera Programme Office) responsible for the Programme's performance and the administration of grant funding for camera enforcement activity. As part of the performance management responsibilities, this report is the first in a series to be produced by the Programme Office on an annual basis. It has been informed largely by information submitted by the Safety Camera Units.

4. As 2015/16 was a transitional year for the Programme in implementing the Review's recommendations, this report centres on the progress that has been made by the Units throughout the year, and identifies areas for improvement in the coming months. The remaining performance management arrangements, as set out in the *Programme Handbook*, including quarterly performance reporting and the application of Key Performance Indicators, will be reflected in the annual performance reports from 2016/17.

¹ Key Reported Road Casualties Scotland 2015 provisional statistics:
<http://www.transport.gov.scot/report/j436212-00.htm>

² Scotland's Road Safety Framework to 2020:
<http://www.gov.scot/Resource/Doc/274654/0082190.pdf>

³ Scottish Safety Camera Programme Handbook May 2015:
<http://www.transport.gov.scot/system/files/documents/tsc-basic-pages/Scottish%20Safety%20Camera%20Programme%20-%20Handbook2.pdf>

ENFORCEMENT

5. Through 2015/16, a range of camera types were deployed by the three Units across Scotland to improve driver behaviour and speed limit compliance on our roads. These include fixed speed cameras, mobile speed cameras, average speed camera (ASC) systems, and red-light cameras (including a number with dual functionality to detect speeding vehicles).

6. Across the Units, deployments are undertaken on an intelligence-led basis to ensure locations of greatest risk are prioritised.

Fixed Cameras

7. Camera rotations at fixed camera sites take place across the Units, depending upon site priority and the number of cameras available in the Unit. The ratio of fixed speed cameras to fixed camera enforcement locations remains sustainable in each Unit.

	NORTH	EAST	WEST
Fixed camera enforcement locations	33	58	63
Fixed speed cameras	13	15 (+1RS speed camera)	18 (+1RS speed camera)

Mobile Cameras

8. Similarly, mobile camera deployments across the Units are informed by casualty and collision history. The number of vans servicing core sites in each Unit remains sustainable.⁴

	NORTH	EAST	WEST
Mobile camera sites	46 (16 mobile route strategies)	70 (10 mobile route strategies)	53 (2 mobile route strategies)
Mobile camera enforcement vans	13	8	6

9. In line with the *Programme Handbook*, deployments reflect collision and speeding profiles with deployments throughout 2015/16 taking place seven days a week. Although mobile camera deployments take place across the core period from 0700-2000, variances within the Units remain as a result of legacy Police Force terms and conditions, and have been identified as a risk to diluting potential enforcement capability.

⁴ Mobile camera enforcement also takes place through the Programme at sites established through previous criteria as exception sites, and through short-term deployments (see paragraph 11).

10. Deployment capabilities were however improved in 2015/16 through: the cessation of double-crewing (unless authorised); the relocation of mobile units to reduce travel times/ increase enforcement times; and the adoption of night-vision technology for enforcement during hours of darkness. The use of such technology in Autumn/ Winter months when there is limited daylight has delivered enhanced evidence quality, and with the resolution of legacy shift challenges, is expected to be a consistent, national tool from Autumn 2016.

11. In response to emerging issues or one-off short-term events, short-term deployments were successfully introduced through 2015/16 to improve operational effectiveness and deployment flexibility. On these limited occasions, deployments were proactively managed to ensure casualty and collision reduction potential was not diluted.

ASC systems

12. Two established ASC systems were operational in Scotland through 2015/16: on the A9 in the North Unit and on the A77 in the West Unit, with the latest technology capable of delivering 24/7 enforcement capability.

13. With five fixed camera sites and 79 mobile camera sites previously enforcing the route between Dunblane and Inverness, the latest performance data confirms the A9 is a demonstrably safer place following the introduction of the system in October 2014. In 2015/16, for the first time since records began, there were no fatalities anywhere on the route for the months July to December. The latest figures indicate a 33% reduction in fatalities and a 62% reduction in the number of fatal and serious casualties, with excellent levels of speed limit compliance.

14. When the original ASC system was introduced on the A77 in 2005, it was the UK's first and longest route based ASC system. Since then, there have been significant reductions in casualties along the length of the route covered by the cameras (the latest figures covering the three years to July 2015 indicate a 77% reduction in fatal casualties and a 74% reduction in serious casualties compared with the original baseline published in 2005). To ensure this improved road safety performance continues, along with the excellent levels of speed limit compliance, refurbishment of the existing life-expired system between Girvan and Symington with the latest technology commenced in February 2016 (completion early Summer 2016).

15. ASC systems were also deployed at a number of road works schemes through 2015/16. With high traffic volumes, these systems delivered excellent levels of speed limit compliance and their impact on back office resources continues to be managed:

- North: ASCs deployed through road works on the A9 Kincaig to Dalraddy from March 2016;
- East: ASCs deployed on the A90 to support installation of the new Forth Replacement Crossing from September 2015; and
- West: ASCs deployed through the M8/M73/M74 Improvement Works from July 2015.

Red-Light Cameras

16. A number of red-light camera-types were deployed through the Programme in 2015/16, including those with 24/7 capability. Across the East and West Units, there are 17 and 23 red-light sites respectively. This includes 6 sites in the East and 4 sites in the West with dual red-light enforcement and speed on green capability. A number of red-light camera maintenance issues have been resolved in 2015/16 or will be addressed in 2016/17 (see paragraph 17).

Maintenance Issues

17. Enforcement potential was impacted by a number of site maintenance issues through 2015/16:

- North: notable maintenance issues resolved, including the upgrade of back office technology. Full operational capability was not achieved however as a result of Police Scotland IT Network issues. Following a site assessment, nine fixed camera sites require address, including lining and remedial lining;
- East: notable maintenance issues resolved, including the upgrade of back office technology. Remedial secondary lining works are required at four fixed camera sites, with a further seven sites requiring programmed lining. In line with the *Programme Handbook*, a number of sites would also benefit from improved signage, with measures being undertaken to address this; and
- West: notable maintenance issues resolved through, including the refurbishment of the A77 ASC system and the upgrade of back office technology. Signage improvements are required at two mobile sites, upgrades required at a number of red light sites (dependent on outcomes of site selection process), and a common understanding of maintenance responsibilities remains an area for improvement.

Enforcement Hours

18. Given the transitional nature of 2015/16 in terms of implementing the Review recommendations, the Programme's Key Performance Indicators apply only from 2016/17. These indicators address a number of aspects of Programme performance, including data, governance and most importantly, enforcement hours.

19. It is the intention for enforcement hours to be assessed as a proportion of those proposed in the Operational Plan submitted to the Programme Office, and will be a central theme of future performance reports.

To maximise the Programme's collision and casualty reduction potential, mobile enforcement deployment should reflect collision and speeding profiles, and include consideration of 24 hour and weekend deployment. Legacy Police Force terms and conditions currently challenge the ability to achieve this. Progress should be made within the Units through 2016/17 to ensure mobile enforcement capability is maximised, including consistent application of night-vision technology and crewing practices.

The successful resolution of outstanding maintenance issues have been identified as a key risk, which if not addressed could result in sites not being enforced and a reduction in casualty and collision reduction potential. Site maintenance and IT issues should be resolved at the nearest opportunity and as appropriate, with prompt resolution of future issues through 2016/17 and thereafter.

STAFFING

20. There was significant change in the staffing of the Safety Camera Unit offices through 2015/16, with Managerial, Data Analyst and Communications Officer roles addressed (through both legacy Safety Camera Partnership staff and personnel new to camera enforcement).

21. The completion of these roles in 2015/16 has enabled Police Scotland to now consider the back office and enforcement staff complement across the Units in 2016/17, where vacancies have impacted upon performance to varying degrees. The outcomes of the ongoing site review may also have implications for the back office and enforcement staff complement, for resolution in 2016/17.

22. In the North, progress in establishing the new structure and maximising deployment capabilities through 2015/16 was impacted significantly by longstanding vacancies, with four back office positions and three enforcement staff positions requiring address. Long-term sickness of key staff also delayed progress in the Unit.

23. In the East, progress with back office vacancies towards the end of the year contributed to an improving picture in terms of staffing. Staff have been identified for two FTE Clerical Assistant positions in Fettes (one of which had been vacant since May 2015), with a further 0.7 FTE Clerical Assistant post in Stirling also being addressed. A longstanding Camera Enforcement Assistant vacancy is also in the process of being backfilled, with an expectation that this will be resolved in 2016/17.

24. In the West, key staff new to safety camera enforcement were recruited in 2015/16, including the Unit Manager, Communications Officer and Unit Sergeant. These positions notwithstanding, the Unit suffered from staffing issues in 2015/16 through long-term sickness and staff leaving the organisation. Towards the end of the year progress was made to address three crucial camera technician vacancies, with an expectation that these will be complete in 2016/17, along with an outstanding Clerical Assistant vacancy.

25. The issue of double crewing has been addressed across the Units with this now taking place only in exceptional circumstances, and ensuring more efficient and effective operations. Legacy terms and conditions have resulted in variances not only between the Units, but also within them, in terms of shift patterns and potential dilution of enforcement potential. However this is an improving picture being addressed through organisational change.

Back office and enforcement staff vacancies have impacted deployment potential, and along with the recruitment process itself, have been identified as key risks to the Programme and effective enforcement and workload management.

With the lifting of the Police Scotland recruitment freeze in respect of these grant-funded posts, it is expected that existing vacancies will be filled through 2016/17. This will improve resilience and ease the pressures in the Units resulting from staff on leave, with the ability to flex resource across offices.

COMMUNICATIONS

26. Communications officers were recruited in the West and East Units in Autumn 2015, with the Communications Officer for legacy North East SCP assuming the role in the North Unit on a part-time basis. Due to diminished resources therefore, priority was given to “business as usual” tasks at the start of 2015/16, including media enquiries and delivering numerous targeted event commitments (taxi talks, cruise and young driver events etc).

27. In the second half of 2015/16, emphasis for the communications work across the Units shifted towards the rebranding of the Units’ safety camera activity under the *Safety Cameras Scotland* brand. This included brand identification and design, and the development of a new website and twitter presence. As such, and leading from the diminished communications complement at the start of the year, there was limited proactive publicity about safety camera activity and deployments through 2015/16.

28. Additional to the production of Unit communications strategies, particular communications activity through 2015/16 included:

- North: production of a promotional film on the “*Know Your Limits*” theme and screening at shopping centres in Aberdeen, Inverness and Dundee. Feedback and engagement (1000+ questionnaire responses) will inform media initiatives through 2016/17;
- East: in response to activity on the A1 and A68, introduction of an HGV driver awareness campaign in Scotland and northern England around applicable speed limits in Scotland; and
- West: in line with the refreshed *Road Safety Framework 2020* priorities, engagement with the motorcycle community through attendance at various motorcycle events, along with contributions to the motorcycling press.

29. In terms of correspondence, work is being taken forward to develop standard letters across the country and a consistent “voice” for responses. A consistent approach has been applied to FOI requests, led by the West Unit.

Following the creation of the *Safety Cameras Scotland* website, consistent proactive publication of safety camera deployment information and locations is to continue through 2016/17 (including through the new *Safety Cameras Scotland* Twitter account), with work to increase footprint and audience.

Leading from the Unit communications strategies, a national communications strategy is also to be produced in 2016/17

LOCAL ENGAGEMENT

30. Toward the latter half of 2015/16, engagement with Local Authorities increased through the ongoing site selection process. This was the case across the Units, albeit with variances in the level of engagement dependent on the Local Authority.

31. To assess Local Authority engagement in the new three-Unit structure in 2015/16, the first in a series of annual satisfaction surveys was developed. Of those Authorities to respond (17), a majority expressed satisfaction with the engagement with their Safety Camera Unit, and that the frequency of engagement was at an appropriate level. However, it is clear from the responses received that 2015/16 was a transitional year for establishing the new structure and working arrangements: two-way engagement is crucial to the Programme's success, and responses revealed notable variations across the Units; a significant proportion of Authorities were unable to respond on their satisfaction with safety camera enforcement activity in their area; and a number of comments on specific issues were also raised (e.g. sharing of data, *Handbook* criteria).

32. As required by the *Handbook*, each Unit has agreed local governance arrangements with partners in the Local Authority area:

- North: engagement with all Local Authorities on a regular basis through formal and informal meetings (although extended staff absence means this is behind schedule), and Local Authorities keen to engage in site prioritisation process. Engagement also takes place through road safety committees in Aberdeenshire, North East Casualty Reduction Group, Highland Road Safety Group and Dundee City Council Scrutiny Committee, and with other Local Authorities on an "as requested" basis. The Unit Manager also attends relevant Police Road Safety Boards as required.
- East: proactive engagement with all Local Authorities on a regular basis through formal and informal meetings. Engagement takes place through numerous structures including Police Scotland Road Safety Boards (with Local Authority membership), and Local Authority-led Road Safety Working Groups in Edinburgh, East Lothian, Midlothian and Scottish Borders. There is regular engagement with the remaining Local Authorities in the Unit on an "as requested" basis. All nine Local Authorities in the East Unit have embraced and added value to the ongoing site selection exercise and demonstrated their enthusiasm in taking part.
- West: following Unit Manager recruitment in November, engagement has taken place with all Local Authorities through formal and informal meetings. This includes Local Authority-led Road Safety Working Groups in the legacy Strathclyde (West Of Scotland Road Safety Forum) and Dumfries and Galloway areas, as well as Local Authority led Road Safety boards. The Unit Manager attends Police led Road Safety Governance meetings as required. The site selection exercise has also provided an opportunity to build and expand on relationships.

Following the establishment of the three Unit structure, recruitment of senior positions and the ongoing site prioritisation process, local engagement has steadily

increased. Specific issues raised through the satisfaction survey to be progressed by the relevant Unit, or Programme Office, as appropriate.

FINANCE

33. The existing Safety Camera Programme budget is £4.4m pa, with funding provided through central grant from Scottish Government. The new funding arrangements for the provision of grant to Police Scotland (through the Scottish Police Authority) worked well through 2015/16.

34. Programme expenditure for 2015/16, and actual Police Scotland spend is set out at Annex A. With a significant underspend from 2014/15, available programme expenditure was maximised in 2015/16. This included the refurbishment project to upgrade the life-expired ASC system on the A77 with the latest technology. It is imperative that budgets continue to be fully invested across the balance of staffing and capital requirements, with available underspend of £350,137 recovered for further capital purchases through 2016/17 to support the Programme.

With the resolution of Unit vacancies through 2016/17, and the funding thereof, expenditure must continue to maximise the Programme's collision and casualty reduction potential, with budgets fully invested across the balance of staffing and required capital purchases (including those to deliver outcomes from the site prioritisation process).

CONCLUSION

35. It is clear that important, and encouraging, progress has been made through 2015/16 in delivering the Review's recommendations for more efficient and effective outcomes, and maximising the Programme's casualty and collision reduction potential. The dissolution of legacy Safety Camera Partnerships and creation of the Safety Camera Unit structure was a key milestone, with the first tier of staffing to support this delivered. New arrangements for the more efficient provision of grant funding have also been implemented and are working well.

36. Progress is to continue in 2016/17, with a number of areas presenting the opportunity for improvement and requiring address. This is crucial in the context of conformance with the agreed *Programme Handbook* and maximising the casualty and collision reduction potential of the Programme:

- Resolution of existing Unit vacancies, with further staffing considerations informed by the outcomes of site prioritisation process;
- Deployments to reflect collision and speeding profiles, with consistent considerations across the Units;
- Prompt and successful resolution of maintenance issues;
- Continued and improved local engagement, with issues identified through the satisfaction survey addressed;
- Continued promotion of the *Safety Cameras Scotland* brand and development of national communications strategy

37. 2015/16 was a year of transition in delivering the recommendations from the Programme Review, with 2016/17 presenting opportunities for the three Units to work more collaboratively, establishing and improving upon new practices and ways of working. Of particular note will be the introduction of the agreed performance management arrangements (and annual performance reports), and the completion of the first site prioritisation process, in line with the *Handbook*. Following a collaborative identification and assessment process involving the Safety Camera Units, Road Authorities and Police Scotland, this will be the most significant milestone for the Programme in several years. New prioritised sites are intended for enforcement from Autumn/ Winter 2016, with those no longer assessed as a priority to be decommissioned and assessed, and will be a sharp focus of Unit activity through the year.

ANNEX A

SCOTTISH SAFETY CAMERA BUDGET 2015/16

INCOME

Description	Value
Grant Allocation	£4,400,000
Recovered Underspend	£718,259
Miscellaneous Income	£8,393
Total Income	£5,126,652

EXPENDITURE

Description	Value
Grant Payments	£3,481,060
Calibration and Maintenance	£218,847
A77 ASC Upgrade	£986,530
Road Authority Charges	£15,513
Mobile Camera Investment	£150,330
Systems Maintenance	£121,078
Spares	£156,262
Total Expenditure	£5,129,620

Balance	-£2,968
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**Grant Payment Breakdown:
Police Scotland Actual Expenditure**

Description	Value
North	£996,503
East	£1,122,827
West	£1,006,509
Training Costs	£5,084
Total	£3,130,923
Grant Payments	£3,481,060
Balance (underspend for recovery 2016/17)	£350,137