

MAV/Telstra Local Government Fellowship 2003-04
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Integrated Transport: Traffic Management & Road Safety
Lessons from Europe, December 2003-January 2004

1. Introduction

This paper is based on a study tour in December 2003 - January 2004, visiting local governments in UK cities - Manchester, Birmingham, Leeds, Hull and York – to examine their role in transport planning. Also examined were integrated transport planning initiatives by the Cities of Barcelona and Munich. A second focus was the role of local government in road safety and enforcement of speed restrictions in these cities as well as cities in Italy where local government plays a more substantial enforcement role than in Australia.

This focus was chosen as local governments are accountable for 85% of Australia's roads and have responsibility for traffic management to improve road safety and enhance residential amenity on local roads. With statutory responsibilities to promote the social, economic and environmental sustainability of the municipality², local governments also have a key interest in transport policy and promoting sustainable transport systems including non car-based transport.

2. Key Lessons on Transport and Traffic Management

2.1 In the UK, Councils are integrated within a national policy framework to deliver on integrated transport, traffic management and road safety. National funding and policy direction applies to promote local initiatives, which contribute to an overall strategic framework and achievements in reduction of road accidents. This includes walking and cycling strategies as well as local area traffic management. Major ongoing investment applies to public transport at national and local levels. This national transport framework has supported the transformation of England's industrial cities such as Birmingham, Manchester, Hull and Leeds. By contrast, Australia is one of the only countries in the world whose national government does not provide leadership or funding for public transport systems.³

2.2 Extending non-car based transport is a major policy initiative in many countries visited. This is supported by the expansion of car free zones: not simply a few key streets, but entire city areas are becoming 'no go' for vehicles other than public transport, taxis, deliveries and cyclists. Restrictions vary between:

- (a) half day time restrictions (9.00am to 2.00pm – Italian cities)
- (b) full day restrictions allowing evening entry (inner Barcelona and York)
- (c) total ban on private vehicles (in substantial parts of inner Munich).

¹ Sincere appreciation is expressed to the MAV and Telstra for the opportunity to undertake this Study Tour

² Section 3C, Local Government Act 1989, Victoria

³ See Funding Choices for Sustainable Transport, Emmerson Richardson, Sinclair Knight Mertz, for the Metropolitan Transport Forum, Melbourne March 2004, Page 4. Note, there are some exceptions eg funding the Ghan railway

- 2.3 Non-car based transport policies European cities are supported by infrastructure and lower speed limits in urban areas. Speed restrictions of 30-40kph commonly apply on local roads and throughout residential areas, with enforcement of these restrictions by Councils on an administrative basis. Observation of speed and other restrictions set by local authorities is not seen as a policing issue but a local amenity issue to be dealt with by local enforcement.
- UK – speeds of 20mph (32kph) apply in residential zones in Manchester, Birmingham, Hull, Leeds and York. UK data on accidents links larger numbers of the killed and seriously injured (KSI) on roads to areas of deprivation. Safety initiatives are an important contributor to dealing with social and economic deprivation. Local signage operates to illustrate speed restrictions related to areas where vulnerable road users, such as children, cross roads.
 - Barcelona – 30kph inner city and residential zones are supported by road design to promote pedestrian and street activity in residential areas. Road design and transport initiatives promote social amenity, pedestrian flow, cycling and more rational traffic movements. They are also seen as integral to urban regeneration of depressed and former industrial areas.
 - Munich – 30 kph residential zones apply throughout much of Munich, enforced by City of Munich officers in vehicles with speed cameras. Bavarian Councils successfully united to press the government to grant Councils the power to enforce local speed limits. Road engineering solutions with kerb extensions, medians, humps etc were seen as too costly, and reliance is instead placed on signage and local enforcement of speed restrictions.

3. Recommendations

That the MAV pursue the following policy initiatives on behalf of Councils:

- a) Call for State and Federal governments to provide leadership, funding and partnerships between tiers of government on integrated transport initiatives – to improve public transport services, routes, signage, facilities, station and platform developments, and to support walking, cycling and local traffic management as major components of national health, economic activity and urban regeneration.
- b) Press the State government for guidelines to support municipalities reducing speed restrictions in local streets from the present 50kph to a standard 40kph, and where appropriate for local conditions to 20kph or 30kph.
- c) Pursue with VicRoads the capacity of Councils to enhance the visual impact of speed restriction signs in local streets with community input – in particular from local schools.
- d) Press the State government to empower Councils to enforce speed and other restrictions in local streets that are the responsibility of municipalities under the *Road Management Act 2004* and to retain revenue from such enforcement, subject to this revenue being applied to enforcement costs and road safety improvements.

4. Leadership in Integrated Transport

In Europe, national governments working with state and local governments have provided policy leadership and funding to offset the negative impacts of cars. Hence, the vast majority of employees in European cities visited use public transport to and from work. Employees needing to travel during work are often provided with a metro/bus ticket, bicycle, pool vehicle, or taxi voucher. This contrasts with Australia's promotion of car usage through road funding, employer provided vehicles, parking privileges, taxation and other advantages while neglecting public transport.

4.1 United Kingdom

In the UK, the 1997 Road Traffic Reduction Act requires local authorities to develop policies, targets and performance indicators for reducing traffic levels and road casualties⁴. These are part of Local Transport Plans (LTP) required to be prepared by local authorities to achieve national targets. Transport strategy involves planning for improvements in public transport to reduce demand for car travel in recognition of the wider policy context for the delivery of social, economic and environmental objectives. To support these initiatives, substantial levels of funding are provided to UK Councils. For example, in 2001/02 the City of York received LTP funding of £6 million per annum subject to specific program applications, and reporting on achievements against targets.

The national strategy also requires Councils to develop cycling and walking strategies which include improved footways, signage and lighting. The national strategy targeted doubling bicycle use by 2002. It aims to do so again by 2012 and to increase cycling mode share to 10% by 2031. Councils are required to report annually on progress to achieve national targets in these and other areas.⁵

Supported by LTP funding, the transport targets have been more than met in cities such as Manchester, Birmingham, York, Hull⁶ and Leeds⁷.

4.2 Manchester and Birmingham

In Manchester, an impetus for redevelopment was the Commonwealth Games in 2001, as well as a massive IRA bomb in June 1996, which devastated a major part of the city. The Birmingham City Council also saw need to develop a transport strategy to overcome the errors of the 1970s in recognition that the push to develop infrastructure for car use had created a barren cityscape and undermined civic development.

A major contribution to achieving the desired rejuvenation of these cities has been the requirement to deliver a LTP under the Road Traffic Reduction Act and the capacity to attract national funding for implementation of the LTP. The changed direction has also attracted significant private investment to support urban regeneration in a remarkable transformation of these cities since the development of their LTP.

⁴ National targets were, however, first set in 1987 to reduce road casualties by 30% by 2000 compared with the national average for 1981-85. See *Tomorrow's Roads – Safer for Everyone*, Department of the Environment, Transport and Regions, London, March 2002, Page 7 (www.detr.gov.uk)

⁵ Interview: Andy Braithwaite, Secretary, Commission for Integrated Transport, London, 8 December 2003

⁶ Hull – population 320,000

⁷ Leeds – population 730,000

Changing attitudes to car travel and concern with congestion and accidents, also provide support for public transport investment and infrastructure expansion. New planning developments are assessed by the Councils for their impact on the viability and vitality of existing town centres, and ensuring the development is accessible by a choice of transport modes which include non car based transport.

In the City of Manchester⁸, the Council has promoted the construction of new rail services for areas with public transport deficiencies with two new rail lines and upgrading existing services. A new Metrolink tram system has been introduced linking new communities along Manchester's canal system. Rail and bus interchanges integrate these services with expansion to include night buses and reallocating road space to buses. Metroshuttle provides a free city centre bus service on two central routes. Better access to bus services is promoted for poorer families, with concessionary fares, thus helping to tackle social exclusion.⁹ This aspect of transport policy is only just starting to be acknowledged in Australia.



Manchester: dedicated tram lines



Developments along canal system



Pedestrian squares from roads

Birmingham¹⁰ similarly has transport, walking and cycling strategies as part of its LTP. The Birmingham City Council's transport strategy recognised that: *"the policies that have been pursued in the past will not deliver the quality of life within the community which the majority of residents wish for in the future... (and that its) inefficient transport network places a huge burden on the operations of businesses."* Its strategy also acknowledges that *"as traffic levels increase, social relationships within streets decline"*.¹¹ A significant consequence of the extensions to rail and bus services and walking and cycling routes, is that people and private investment have returned into the city turning around years of decline.¹²



Birmingham: moving cars from inner city



Pedestrian friendly signage



Birmingham: cycle-friendly city

⁸ Manchester – population 400,000, Greater Manchester 2.3 million

⁹ Manchester Local Transport Plan, Third Annual Progress Report, July 2003; Interviews: Dave Carter, Economic Initiatives Group; Peter Babb, Planning & Environment Group; Richard Elliott, Transport & Policy Group; Cr Val Stephens; Manchester City Council 15 December 2003; Manchester Local Transport Report, Autumn 2003 (www.manchester.gov.uk)

¹⁰ Birmingham – population 1 million

¹¹ Transport Strategy for Birmingham, Birmingham City Council Transportation Department, June 2000, Pages 5, 13 (www.birmingham.gov.uk)

¹² Interviews: Doug Hyde, Development Manager Transportation Strategy; Cr John Tyrell, Cabinet Member for Transportation, City of Birmingham, 11 December 2003

4.3 York

York has been recognized with a Transport Local Authority of the Year Award, by the Commission for Integrated Transport at the National Transport Awards for delivering on its LTP by completing 83 different projects.¹³ Substantial national funding combined with Council transport planning has enabled York to deliver on these projects.

Key areas of York's success are its Park and Ride (P&R) achievements, safety and traffic management and pedestrian and cycling schemes. Automated rising bollards apply to eliminate "rat-running" through residential streets. These initiatives form part of York's LTP which also include public transport infrastructure, line markings, signage, and street lighting. York is thus seen as a transport leader in the UK with its contributions to the achievements of national transport targets.



York: pedestrianised central city



Rising bollards restricting vehicle entry



Areas restricted to local vehicle entry

Physical speed reduction measures have been implemented to improve road safety through speed tables, speed cushions and signage. This supports York's pedestrian plan with a wide cross-city network of walking routes with particular emphasis on routes to and from railway stations, shops, schools, and residential areas.¹⁴ These routes include colour-coded signs for walkers, responsive traffic signals, talking signs, dropped crossings and pedestrian refuges.



York: pedestrian signs



York: bike parking



York: pedestrian zone

York's achievements reflect the City's commitment to investment in transport initiatives as well as the resources provided by the National Government to support LTPs to meet local targets contributing to the national strategy.

¹³ Policies into Action, Local Transport Plan, Third Annual Progress Report, July 2003, York City Council (www.york.gov.uk)

¹⁴ Interview: Martin Revill, Transport Planning Unit, York City Council, 22 December 2003

4.4 Barcelona

With a similar population and relatively flat inner city ground surface, Barcelona is, like Melbourne, an ideal walking and cycling city.¹⁵ Also like Melbourne, Barcelona is developing its port areas and former industrial lands through new urban transformation projects, for mixed residential, retail and business use. Its location, cultural dynamism and cosmopolitan character make it attractive for tourism and investment. The 1992 Olympic Games, the 2004 Universal Forum of Cultures, the high speed train and 22@BCN urban renewal projects have contributed to the transformation of Spain's second largest city.¹⁶



Barcelona: suburban road closure



Pedestrian road



Closure of road centre to create a piazza

Its Council, the Ajuntament de Barcelona, is the driving force behind this re-development in collaboration with other public and private sector partners to support the achievement of common goals. The role of the Ajuntament in driving development in Barcelona is readily apparent when the contrast is made with the similarly situated and sized port of Marseilles further along the Mediterranean Sea. Barcelona has seized the initiative to modernise and upgrade its infrastructure through partnerships with other sectors. By contrast, Marseilles remains a seaside city locked in its past.

In 1998, the City of Barcelona signed a Mobility Pact with other persons and organisations interested in managing the city's mobility and use of its streets and public transport - to agree on measures to protect and promote mobility without negative effects on quality of life, the environment and traffic flow.

The mobility pact principles are:

- Sustainable people friendly transport and high quality integrated public transport
- Accessibility, especially for the disadvantaged and those with limited mobility
- Providing pedestrian space - widening sidewalks, space for leisure, right to walk
- Increase safety for pedestrians and drivers
- Improved signs and signals for pedestrians and drivers
- Increased parking spaces within the city with quality standards for public car parks
- Underground carparking to protect open space and neighbourhood character
- Provision of parking for motorcycles and bicycles in car parks and on streets
- Providing effective traffic regulations suited to the city and support the municipal authority in effectively enforcing regulations

¹⁵ Barcelona – inner city population 1.5 million; total population 4.3 million

¹⁶ Interviews: Julio Garcia, Director Mobility Projects, Ajuntament de Barcelona; Angel Lopez Rodriguez, Mobility Projects, Barcelona Regional, www.bcn.es/22@bcn, 5 January 2004; see also Research Report Barcelona Spain, European Best Practice in the Delivery of Integrated Transport, Commission for Integrated Transport www.cfit.gov.uk/research/ebp/stage2/02.htm

- Promoting bicycle use as a regular means of transport and for leisure
- An orderly distribution of goods and products throughout the city.

Councils in Australia, have similar aspirations. However with the mismatch between funding capacity and responsibilities, the means for implementation is more limited.

4.5 Munich

Munich¹⁷ integrated its public transport services in 1972, closed off the inner city to cars and adopted a transport development plan in the 1980s. Since then, some \$7.8 billion has been invested to upgrade trams and trains together with improvements in access, information, signage, ticketing, and expansion of park and ride. Company travel plans enable discounted annual tickets for employees (up to 50%) and free travel for students to and from school and the severely disabled. The result - a 49% increase in passengers between 1972 and 1996.¹⁸ This is the converse of the decline in Melbourne public transport usage over the period.



Munich: new tram system



Segregated footpaths for pedestrians and cyclists



Bike park in car park

Cycling has also been actively promoted in Munich with on-road and off-road routes, multitudes of bike racks throughout the city, capacity to take bikes on trains, cycle maps, and signage. Off-road routes are considered essential for 50kph main roads or on busy roads, while on-road routes are accepted where speeds are 30kph. An extensive cycle network links Munich to other towns and parts of Bavaria. With Munich's emphasis on bicycle safety and its network of routes, people of all ages regularly cycle - to work, school, to shop and for leisure - including the elderly. As a transport mode share, cycling counts for 10% of all trips and Munich's cycle plan seeks to increase this to 20%.¹⁹

4.6 Lessons for Australia

It is often assumed that population density and historical legacies have enabled European cities to develop transport systems with limited reliance on planning tools. This study tour illustrates the leadership role of European governments in planning to achieve integrated transport and the need for a similar leadership role in Australia.

This contrasts with the negligible role to date, played by Australian national Governments in supporting integrated transport systems. Under Australia's constitutional division of powers, non car-based transport has been viewed as a state responsibility. While encouraging road transport through policy and taxation measures

¹⁷ Munich – population 2.9 million

¹⁸ Research Report Munich Germany, European Best Practice in the Delivery of Integrated Transport, Commission for Integrated Transport www.cfit.gov.uk/research/ebp/stage2/03.htm

¹⁹ Interview: Peter Geck, Manager, Traffic Management, Pedestrian & Cyclist Safety, City of Munich, 9 January 2004

and raising \$12 billion per annum from petrol excise, federal governments have ignored the displacement effects of cars on alternative forms of transport - public transport, walking or cycling at a major cost to national health, sustainability and the economy. It is now recognized that the proportion of journeys made on foot, bicycle and public transport, which has fallen over successive years, must be reversed.

In 2003, a *National Charter of Integrated Land Use and Transport Planning* was adopted in Australia by ministers for transport and planning to promote sustainable transport and land use systems.²⁰ This is a high level agreement supporting co-ordinated transport planning but is without teeth. A measure of road transport co-ordination is based on federal government grants and Roads to Recovery funding supporting local road maintenance. This was supplemented in 2004, with an expansion of Auslink²¹ to support freight transport initiatives where they contribute to regional economic development. This is in recognition of a projected doubling of freight transport in the next 20 years. However national action on integrated transport planning is still awaited.

The Victorian government has endeavoured to promote integrated transport planning through transport studies²² and state planning frameworks. Its *Melbourne 2030 Strategy*²³ is an 'action plan' to promote sustainable urban and transport planning for metropolitan Melbourne as part of a broader policy statement "*Growing Victoria Together*". The goal is that by the year 2020, the proportion of motorized trips taken on public transport will more than double, from the present 9% to 20%. State and local authorities are set the task of contributing to achieving this vision through planning frameworks. The State's Infrastructure Planning Council has recommended an Integrated Transport Authority with priority for developing public transport and resourcing local governments to support transport planning.²⁴ The Victorian Road Management Act 2004, is also seen as an instrument of more co-ordinated allocation of road management responsibilities between the State responsible for highways and arterial roads, with local government responsible for local roads.

Despite rhetoric supporting public transport, the goal of expanding non-car based transport is still to be matched by leadership and funding to achieve desired sustainable transport changes.

5. Road Safety and Speed Restrictions

Apart from integrated transport planning, the second area of focus in the study tour was the role of local government role in road safety. Municipalities across Victoria in their urban areas are concerned to ensure vehicle, pedestrian and cyclist safety in local streets. On the City of Yarra's local roads over the past five years, 670 people have been involved in casualty accidents, including 126 pedestrians with seven fatalities. In the Melbourne Metropolitan area on local roads, there have been 281 fatalities in that time with countless other accidents and near misses. These figures are magnified for local roads of municipalities across Victoria and nationally with 2400

²⁰ This originated as an action in the 'Integrated National Strategy and Action Plan for Lowering Emissions from Urban Traffic' developed by the National Transport Secretariat in response to the Australian Transport Council

²¹ Auslink White Paper 2004, announced \$11.8B funding for road/ rail networks, inter-regional corridors, \$1.4B for Victoria

²² Northern Central City Corridor Study, North-East Integrated Transport Study, Inner West Integrated Transport Study, Outer Eastern Public Transport Plan

²³ Melbourne 2030, Planning for Sustainable Growth, Minister for Planning and Minister for Transport, State of Victoria October 2002, Chapter 8, Better Transport Links

²⁴ see transport initiatives, Infrastructure Transport Council, Final Report, August 2002, www.dpc.vic.gov.au

people killed or seriously injured (KSI) on local roads in Victoria each year.²⁵ This impacts on:

- individuals, families, communities with pain, suffering, personal and economic loss
- local government, with adverse effects on municipal health, home care, repair and maintenance of roads, road infrastructure and property damage
- State and Federal Government spending on accident compensation, welfare and health care.

The Institute of Transport Economics estimates an average cost of \$1.3 million per fatality and \$980,000 for each serious injury. VicRoads estimates the costs of road trauma to Victoria at \$1.8 billion each year plus unquantifiable social costs.

Pedestrian and cyclist injuries and fatalities on local streets can be minimised by changing behaviour through traffic engineering measures and through drivers knowing that speed restrictions on local streets will be enforced. Road design with speed management infrastructure can support appropriate speed for roads to re-enforce speed restrictions. It is essential for local governments to contribute to road safety through local area traffic management measures, speed controls and better management of street design and maintenance. Improved management of local roads to manage risk and assist road safety is one of the aims of the *Road Management Act 2004*.

Speed Reduction

Speed on local streets causes more crashes than drink driving, with one-third of the 2400 people KSI on local streets in Victoria each year related to speed.

Speed dramatically increases the chances of being involved in a crash, as well as the severity of crashes. Reducing speed gives drivers and pedestrians more time to react to situations and significantly increases survival in accidents. Even small reductions in speeds can provide substantial payoffs. The default Victorian 50kph speed limit in residential streets and 40kph school speed zones is assessed as having led to “a significant drop in the number of road deaths”.²⁶

It is estimated that a 5kph reduction in speed results in at least a 15% reduction in accidents.²⁷ Moreover, for a pedestrian or cyclist hit by a vehicle travelling at 40 kmh, the chance of survival is 80%, whereas at 60 km/h there is little chance of surviving²⁸. Speed is thus a particular concern for vulnerable road users such as cyclists and pedestrians and especially children and the elderly.

This information forms the basis of speed reduction in local streets to complement strategies to increase walking and cycling. Policies on walking and cycling are promoted for sustainability, to protect local amenity and help deal with growing obesity and lack of physical exercise. But they need to be accompanied by measures to support street safety. In many European cities, speed restrictions of 30-40kph apply

²⁵ VicRoads Crashstats: www.vicroads.vic.gov.au; TAC analysis of 2003 Road toll statistics reports a significant drop in the number of road deaths in residential streets under “Arrive Alive” and reduction in speeds to 50 kph and 40kph

²⁶ TAC analysis of 2003 statistics: Media Release, Minister for Police & Emergency Services, 8 January 2004

²⁷ Taylor MC, Lynam DA, Baruya A (2000), *The Effects of Driver Speed on Frequency of Road Accidents*, TRL Report 421.

²⁸ Kloeden CN, McLean AJ, Moore VM, & Ponte G (1997), *Travelling Speed and Risk of Crash Involvement*, Federal Office of Road Safety, Canberra, page 391; *Speed Solutions*, Community Road Safety Councils of Victoria Inc, RoadSafe Victoria Speed SubCommittee, 2004.

on local roads throughout residential areas with enforcement of these restrictions by municipal Councils.

5.1 UK

In the UK, the national target is to reduce the number of people KSI in road accidents by 40% and children by 50% by 2010 compared with 1994-1998, tackling the significantly higher incidence in disadvantaged communities. Speed restrictions are a key component of these targets.²⁹ Local authorities are able to make their own decisions on introducing 20mph (32kph) zones in residential areas, subject to consultation with residents and other affected parties on the impacts of restrictions.³⁰

Birmingham, Manchester, York and other UK cities have introduced these zones to help meet casualty reduction targets. Their success is embodied in the City of Birmingham report that: *“Where 20mph zones have been introduced in Birmingham, accident levels have been reduced, over a year by up to 91%.”*³¹ The City of Manchester has received a Centre of Excellence Award for integrated transport planning and developing the 20mph Home Zone concept as a tool to assist urban regeneration.³² Examples of Home Zones are *Northmoor*³³ in Manchester depicted below and *The Methleys* in Leeds. In Hull, 20mph home zones operate on 26% of all roads and are assessed as having had a major positive effect on reducing casualties especially children, cyclists and pedestrians³⁴.



Northmoor Home Zone, Manchester



The Methleys Home Zone, Leeds



End Home Zone area speed limit

Speed signs in residential areas are able to have local modifications and captions designed by the community and its school children. These enhance the impact of speed restriction messages showing drivers reasons for reducing speed.



Home zone speed sign local design



“Time to slow down”



“Don't be a clown, slow down”

²⁹ *Tomorrow's Roads: Safer for Everyone*, The Government's road safety strategy and casualty reduction targets for 2010, Department of the Environment, Transport & Regions, London, March 2002, Page 7 (www.detr.gov.uk)

³⁰ Interview: Adrian Waddams, Speed Management Policy Unit, Department for Transport, London 8 December 2003

³¹ *Transport Strategy for Birmingham*, op cit page 40

³² R Elliott, *Manchester, Reinventing a City*, Access Magazine, Transport and Social Exclusion, Autumn 2003, pages 9-11

³³ www.northmoorhomezone.org.uk

³⁴ Accident reduction within Hull's home zones are estimated at 90% KSI, 56% all accidents; 54% all pedestrians, 74% child pedestrians, 64% all child casualties, 45% all cyclists and 69% child cyclists: Interview Tony Kirby, Andy Mayo, Traffic Projects Team, Kingston Upon Hull, December 2003 (www.hullcc.gov.uk)

5.2 Munich

The City of Munich in 1996, adopted a '*pedestrian-friendly city principle*' to encourage people to make more trips on foot. This is supported by street design, seating, pedestrian only routes, improved crossings and 30 kph speed limits. Munich now has over three hundred 30 kph zones covering some 3,000 kilometres of its streets or 80% of the city area.³⁵ Traffic calming through physical restrictions, other than in key central area, is seen as unsustainable given the high costs of installation of traffic treatments. Speed humps were unpopular with residents and road users because of noise and safety concerns and have largely been removed. Indeed, the installation of speed humps is legally restricted.³⁶

Traffic calming through speed reduction and 30kph zones is being constantly extended and supported by a system of enforcement by Council traffic officers.



Munich: 30kph residential zone



Shared path residential zone



End 30 kph residential zone

6. Enforcement of Speed Restrictions

Traffic management through road design and engineering while essential to support speed restrictions, is expensive for local government. Traffic treatments to slow traffic and reduce accident risks are a major component of council budgets. For these to operate as municipal wide solutions, is beyond the financial capacity of most Councils.

On the other hand, as police resources are finite, policing of speed and other traffic restrictions is limited in lower volume local streets. Speeds also tend to recover to original levels without infrastructure measures and ongoing enforcement.

Policing is generally accepted as a State responsibility in Australia. However, in many European countries, the State is not solely responsible for enforcement of speed restrictions. Rather, this power is shared with municipal authorities in residential areas while the state, regional or central government retains responsibility for speed enforcement on main roads and highways. Compliance with lower speed restrictions set by local authorities on local roads is not a state policing issue but a local amenity issue to be dealt with by the local administration.

6.1 United Kingdom

In 1998, the UK Department for the Environment, Transport and Regions (now the DfT) supported by other government departments, took a policy decision to enable

³⁵ Research Report Munich Germany, European Best Practice in the Delivery of Integrated Transport, Commission for Integrated Transport www.cfit.gov.uk/research/ebp/stage2/03.htm

³⁶ Interview: Peter Geck, Manager, Traffic Management, Pedestrian & Cyclist Safety, City of Munich, 9 January 2004

local government in local partnerships, to share responsibility for regulation of speeding on local roads and “to allow fine revenue from safety cameras to be used to refund the costs of their installation, operation and maintenance”.³⁷

In April 2000, a cost recovery system for speed and red-light cameras was introduced providing for a trial partnership with local authorities recovering enforcement and other costs from fine revenue. The aim was to free up resources for other local priorities such as road engineering and safety education:

“The principle behind the introduction of a cost recovery system was that the fine income from the conditional offer of fixed penalties imposed for speeding and red-light running could be reinvested by local partnerships rather than accrued to the Treasury Consolidated Fund.”³⁸



Leeds: safety camera signage



Safety camera sign



Safety camera housing

The trial results were seen as so successful in reducing speed and casualties while securing strong public support, that the system was extended from 8, to 24³⁹, then to 42 partnerships. It now operates nationally. The most recent evaluation in June 2004 has confirmed the ongoing success of the scheme in reduction of vehicle speeds, collisions and casualties at camera sites.⁴⁰ Fixed cameras are seen in the UK as more effective in speed reduction than mobile cameras. This contrasts with research in Australia suggesting mobile camera are more effective.⁴¹

Results of Safety Camera Partnership in the U.K. 2000-2004	Pilot Evaluation Feb. 2003	Three Year Evaluation June 2004
Reduction in vehicle speed across all sites	10% or 3.7mph	7% or 2.4mph
Reduction in vehicle speed in urban areas	12-13%	8%
Reduction in vehicle speed - fixed camera sites	67%	71%
Reduction in vehicle speed - mobile camera sites	37%	21%
Reduction in excessive speeding* - fixed camera sites	96%	80%
Reduction in excessive speeding* - mobile camera sites	55%	28%
Reduction in KSI at camera sites	35%	40%
Reduction in personal injury collisions at camera sites	46%	33%
Reduction in KSI - fixed camera sites	65%	51%
Reduction in KSI - mobile camera sites	28%	28%
Reduction in pedestrian KSI casualties at camera sites	56%	35%

*More than 15mph defines excessive speeding as the proportion of vehicles exceeding the speed limit

³⁷ *The National Safety Camera Programme: three year evaluation report*, PAC Consulting Group, June 2004, page15

³⁸ *The National Safety Camera Programme: three year evaluation report*, PAC Consulting Group, June 2004, page16

³⁹ *A Cost Recovery System for Speed and Red-light Cameras – Two Year Pilot Evaluation*, PA Consulting Group and University College, London, February 2003

⁴⁰ *National Safety Camera Programme – Three Year Evaluation Report*, PAC Consulting Group, June 2004, pages 5-7; Interviews: Tom Duckham, Office of Safety Camera Partnerships, Transport for London Chris Feldham, Road Safety Engineering, Transport for London, 8 December 2003. Interviews: Professor Ben Heydecker, Professor of Transport Studies, Heather Ward, Centre for Transport Studies, University College London, 5 December 2003

⁴¹ Monash Accident Research Centre, Professor Max Cameron, September 2003

Safety cameras differ from speed measuring by radar in that vehicles are not stopped at the road-side, but offenders are posted a Conditional Offer of Fixed Penalty. This process is similar to the imposition of infringement notices in Victoria. A £60 (\$160) fine and 3 penalty points on the licence apply, which cannot be varied or waved. The penalty points are required to be endorsed on the licence and cannot be removed until 4 years have elapsed. Apart from recovering costs of installing, operating and maintaining cameras, Council and other partners are also able to receive funding for educational programs related to speed.

In terms of fine income, the UK trial resulted in around £20m (\$52m) per annum of additional funds for local partnerships to spend on speed and local traffic enforcement and raising public awareness of the dangers of speeding. In three years since the introduction of the scheme, of £99m (\$259m) in penalty receipts, the 24 partnerships recovered around £79m of their expenditure on camera enforcement, with a surplus of £19m (\$50m) returned to the Treasury. With the majority of receipts for the program applied to the partnerships:

*“The level of public support for the safety camera program has been consistently high with 79 % of people questioned agreeing that use of safety cameras should be supported as a method of reducing casualties”.*⁴²

Six national surveys have shown that support for the use of cameras averaged 74%.⁴³ This contrasts with the level of support for speed cameras in Victoria falling to 53% following publicity on the increase of \$100m in revenue from speed cameras.⁴⁴

In the UK, the nomenclature of safety cameras, the visibility of fixed cameras at sites of high accident levels, publicity relating fine income to increasing road safety and return of revenue to the safety camera partnerships, are seen as contributing to greater levels of public support.

There are, however, exceptions in support. The City of York, for instance, is one of the few UK cities not to have joined the scheme as the North Yorkshire Constabulary did not back the introduction of safety cameras. York has instead, committed to "Policing without Police", a concept requiring more extensive infrastructure to achieve the goal of speed reduction. This is supported by local safety schemes where school safety and residential/pedestrian zones of 20 mph are sustained by road signs, traffic treatments, speed cushions, road paint and speed markings.

6.2 Munich

In Germany, with increasing numbers of deaths and casualties on local streets, and the lack of capacity of state police forces to enforce speeds restrictions in local streets, Bavarian Councils united in a campaign to press the State of Bavaria to grant its Councils the power to directly enforce speed restrictions on local streets. This campaign was successful and Councils are empowered to create reduced speed zones and enforce local speed restrictions. State police retain power to enforce speeds on main roads (50-60 kph), motorways and autobahns but Councils are responsible for local enforcement.

⁴² *ibid*, page 55

⁴³ *ibid*, page 7

⁴⁴Quantum Market Research, Victorian Survey 2002, reported by J Dowling, *Public Lack Confidence in Speed Strategy*, The Age, 25 July 2003, page 3

The City of Munich, with a population of 1.2 million, enforces 30 kph zones throughout the city using four Council vehicles carrying speed cameras. These are unmarked cars patrolling residential zones on a roster system, 6am to 8pm to photograph speeding cars.⁴⁵ A schedule for monitoring of speeds in Munich's 30 kph zones is allocated according to priorities as follows:

1. Schools
2. Kindergartens
3. Homes for the elderly
4. Playgrounds and parks
5. Residential and other complaints
6. Accident data.

The enforcement system is purely administrative. Offending motorists are not stopped or questioned; speeds are recorded on film as evidence of speed violation. Each Council vehicle detects approximately 40,000 violations per annum, a total of 160,000 detected speed violations per annum in residential streets. Offending motorists will receive a Council speed violation notice in the mail with a fine advised depending on the level of violation:

- 33kph- 60kph 40 Euros (\$60)
- 60kph -70pkh 50 Euros (\$75)
- 70kph + 100 Euros (\$150)

Revenue from fines is retained by Council. For the City of Munich, fines total €4.2 million per annum (\$A6.3 million). Fines are invariably paid (95%+) as the consequences otherwise can be suspension of a driving licence for 1-3 months. For speeding at 80 kph in a 30 kph zone, a licence can be suspended for at least 1 month; if at 100 kph, a maximum 3 month suspension applies. This process of enforcement operates through the courts with a driving licence being required to be handed into the Council to be returned at the expiration of the requisite period determined by the Court. For unlicensed driving, the penalty is severe with a hefty fine and loss of licence for 1-3 years. With the fine system and potential loss of licence, there is high compliance with payment of penalties.

Although as mentioned earlier, the Bavarian State police enforce speed restrictions on motorways, there is one exception as the City of Munich has been granted power to enforce a 50 kph speed limit on a section of a motorway in central Munich. This is because of a high level of accidents on this stretch of the motorway where an exit off an autobahn enters a tunnel. Granted some years ago in an endeavour to reduce accidents, the trial has been considered successful and the Council speed camera has remained to enforce the 50 kph restriction at this site.

6.3 Italy

In Italy, Municipal Police enforce speed restrictions throughout their particular municipality. Speed limits are set by the regional government for a region together with the Municipale, but are enforced in towns and cities, by the Municipal Police.

Typical restrictions are:

- 40kph in town centres, residential streets, vicinity of schools, etc. In some

⁴⁵ Interview: Peter Geck, Manager, Traffic Management, Pedestrian & Cyclist Safety, City of Munich, 9 January 2004

- cases, speed restrictions may be set at 20kph - near school or hospitals;
- 50kph in urban areas outside the town centre;
- 90kph-120 kph on highways;
- 130kph on freeways where there are two lanes;
- 150kph on freeways where there are 3 lanes of traffic travelling in the same direction.

National law allows a penalty to be imposed where a motorist drives 5% above the speed limit. However, the Municipal Police allow a speed tolerance limit of 10 kph above the speed limit, before issuing an infringement notice. This is seen as more consistent with promoting better acceptance of the infringement system. Penalties for speeding are:

- up to 30kph over the speed limit - fine;
- 30kph or more over the limit - loss of licence for 1-3 months.

The City Council in Perugia⁴⁶ operates 24 fixed speed cameras which relay images back to the headquarters of the Municipal Police. Fines are issued to offending motorists by way of an infringement notice. Funds are retained by the municipal government and applied to cover enforcement costs, traffic measures and traffic treatments.

6.4 Barcelona

As in Italy, regional police enforce speeds outside cities and on motorways, but in towns and cities, traffic restrictions including parking and speed limitations, are enforced by the municipal police. This has been a long-standing municipal function. In contrast to Italy however, fine income is not retained by the municipal government but by the State. Speed restrictions in Barcelona are:

- 30 kph in local streets;
- 50 kph in main streets;
- 80 kph on the City's ring road;
- 90 kph on highways and 120 kph on motorways/ tollways.⁴⁷

7. Conclusions

a) Leadership on Integrated Transport Policy

Although responsibilities of Councils in the UK and Europe are broader than in Australia, there are important lessons on the role of local governments in transport strategy. In the UK, municipalities are required to develop local transport plans with transport policies, targets and performance outcomes that contribute to a national integrated and sustainable transport strategy. The remarkable transformation of cities such as Birmingham, Manchester and Barcelona reflects a dynamic combination of integrated transport planning and local government initiative.

⁴⁶ Interview: Giuseppe Caputo, Deputy Commissioner, Municipale, Commune de Perugia, 22 January 2004

⁴⁷ Interview: Julio Garcia, Director Mobility Projects, Ajuntament de Barcelona, 5 January 2004

In Australia, transport planning has lacked a national strategic focus. There are some positive directions at the federal level through the development of a National Transport Charter and the recent application of Auslink funding for rail freight improvements. At the State level in Victoria, a range of policy statements proclaim the indispensability of integrated transport planning. Key such statements are the *Melbourne 2030 Strategy* and the State's *Infrastructure Planning Council Report*. However leadership is required backed by funding programs at both national and state levels to support integrated transport planning outcomes.

Allocations by federal and state governments also need to recognize the vital part Councils play in supporting non-car based transport systems and infrastructure, and in promoting walking, cycling and local area traffic management. These allocations necessitate remedying the increasing mismatch between local government responsibility and resources.

b) Speed Restrictions

In Australia, speed restrictions and their enforcement have been seen solely as the responsibility of state governments. In many parts of Europe, local governments both set and enforce speed limits on local roads with positive benefits in reducing traffic casualties.

There is merit in similarly extending local government's role in speed management in Australia given benefits not only to accident reduction, but also to social, health and road engineering costs. Traffic accidents are a major factor in the escalating costs of funding hospitals and health care at state and national levels. Councils are responsible for local roads and repair and maintenance of road infrastructure damaged by accidents.

The new *Road Management Act 2004* specifies Council responsibility to manage road risks; consistency entails allocating to Councils, the responsibility to manage and enforce speeds on local roads. This would enable cost recovery for enforcement resources, for repair to damaged infrastructure from accidents, as well as traffic calming measures to support speed restrictions on local roads.

The decline of public confidence in the State Government's speed camera system would be arrested by directly linking enforcement to road safety measures and by enabling Councils to enforce speeds and to apply revenue raised to local traffic management measures at the municipal level.

The MAV is urged to take up these issues for Councils so that they can contribute to integrated transport planning, enhance road safety and local social amenity, and better meet their responsibilities under the *Local Government Act 1986* and *Road Management Act 2004*.
