



Bee Network Committee

Date: Thursday 29th January 2026

Subject: Vision Zero and Bee Network Safety Plan Update

Report of: Dame Sarah Storey, Active Travel Commissioner,

Gareth Parkin, Superintendent, Greater Manchester Police,

Dave Russel, Chief Fire Officer, Greater Manchester Fire & Rescue Service

Purpose of Report

This report provides an update on the Vision Zero Action Plan; seeks endorsement for the Bee Network Safety Plan (BNSP); and provides Department for Transport (DfT) road casualty figures for 2024 in Greater Manchester, as part of our existing commitment to report on casualty statistics.

Recommendations:

The Committee are requested to:

1. Note the DfT Road Casualty Figures for 2024;
2. Acknowledge the update on delivery of Vision Zero Strategy and Action Plan;
3. Endorse the Bee Network Safety Plan, which has been developed to make the Bee Network one of the safest transport systems in the world;
4. Support progression of enforcement, education, training and publicity and engineering which are included in the Safe Systems change mechanisms; and
5. Advocate for the engagement in partnership working across GM organisations and Vision Zero.

Contact Officers

Peter Boulton Network Director Highways, TfGM Peter.Boulton@tfgm.com

Danny Vaughan Chief Network Officer, TfGM Daniel.Vaughan@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy		
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment	
G Positive Impacts overall, whether long or short term.	A Mix of positive and negative Impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative Impacts overall.

Carbon Assessment		
Overall Score	Result	Justification/Mitigation
Buildings		
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
		Partially meets best practice/ awareness, significant room to improve.
		Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

Changes or updates to methods of reporting and recording of injury collision data (STATS19) and annual adjustments to previous years' data by the Department for Transport will require a re-baselining for the calculation of the interim Vision Zero target in future years. This re-baselining work is in progress.

Legal Considerations

There are no direct legal implications arising from this report.

Financial Consequences – Revenue

A future pipeline of capital and revenue funding will be required for the delivery of activities and improvements. A programme is currently being developed to build on the work and initiatives already in train.

Financial Consequences – Capital

As above.

Number of attachments to the report: 2

- Appendix A: Killed and Seriously Injured (KSI) Casualties, Fatal and Life Changing Injury (FLCI) Casualties
- Appendix B: Vizion Zero Governance
- Appendix C: Bee Network Safety Plan

Background Papers

- DfT Report - Accredited official statistics- 'Reported Road Casualties Great Britain, Annual Report: 2024', [Reported road casualties Great Britain, annual report: 2024 - GOV.UK](#) Published 25 September 2025
- DfT Report – Guidance - 'Guidance on severity adjustments for reported road casualties Great Britain', report update, [Guide to severity adjustments for reported road casualties Great Britain - GOV.UK](#) Updated 28 November 2024
- Thursday 26 June 2025 – 'Vision Zero Update'.
- Thursday 28 November 2024 - 'GM Reported Road Casualties 2023 and Road Safety Update'.

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution ?

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No.

Overview and Scrutiny Committee

Not applicable.

1. Introduction

- 1.1. The Greater Manchester Vision Zero Strategy was approved by the Greater Manchester Combined Authority (GMCA) in November 2024. Please note the data in this report pre-dates the formal adoption of Vision Zero Greater Manchester.
- 1.2. The adoption of Vision Zero marked a pivotal step in the city region's commitment to eliminating all deaths and serious injuries on the road network. This Strategy is vital for creating safer, healthier, and more inclusive streets, as it places the wellbeing of all road users - particularly the most vulnerable - at the heart of future transport planning and interventions. By aligning with and supporting the ambitions of the Greater Manchester Strategy, Vision Zero underpins the region's broader goals to improve quality of life, champion active travel, and foster sustainable economic growth through a safer, more accessible transport system.
- 1.3. The purpose of the report is to update this Committee on the Department for Transport (DfT) road casualty figures for 2024 for Greater Manchester; to provide an update on implementation of the data led Vision Zero Action Plan; and share the Bee Network Safety Plan (BNSP), developed to help make the Bee Network one of the safest transport systems in the world.
- 1.4. As set out in the report, the number of people Killed or Seriously Injured (KSI) and those with Fatal and Life Changing Injuries (FLCI) as a result of travelling on our roads in 2024, has shown a disappointing increase when compared to 2023. Greater Manchester is performing better than other metropolitan areas with respect to both KSI's per 100,000 population and Fatal and Serious Collisions per million KM travelled; statistics year on year did show an upward trend which is contrary to what the other metropolitan areas are experiencing, however over a longer period (5 years) there is a downward trend.
- 1.5. The implementation of the Vision Zero Strategy and Action Plan will start to reverse this trend, in light of the 2024 statistics, the GMCA's Active Travel and Transport Commissioners have convened a meeting in January 2026, with representatives from Safer Roads Group, Local Authorities, Greater Manchester Police, Greater Manchester Fire & Rescue Service, and TfGM, to explore the possibility of accelerating additional actions beyond those outlined in the Vision Zero Action Plan; to underscore the critical importance of Vision Zero and absolute need for a GM system wide response.

- 1.6. As a result of the meeting a number of areas have been asked to be progressed with a focus on enforcement, education, training and publicity and engineering which are included in the Safe Systems change mechanisms. In addition, we will look at how governance and partnership working can be strengthened to support a whole GM approach.
- 1.7. We welcome the recent launch of the DfT's National Road Safety Strategy. Work is underway to understand the challenges and opportunities this provides, including a review of the new national casualty reduction targets¹.

2. DfT Road Casualty Figures for 2024

GM Killed and Seriously Injured (KSI) Road Casualties

- 2.1. For the purpose of this report all casualty statistics are provided by the DfT's reported casualties by police force, Great Britain (GB) and from data provided by the DfT in 'Road Safety Statistics: Note all comparable reporting is based on the DfT's adjusted KSI road casualty figures for 2024 which were published on 25 September 2025.
- 2.2. GM saw an increase in adjusted KSI casualties of 28.1% in 2024 (1,024) compared to 2023 (799). However there has been a decrease in adjusted KSI casualties in GM of 7.9% when comparing 2024 (1,024) to the annual average for 2017 to 2019 (1,113).

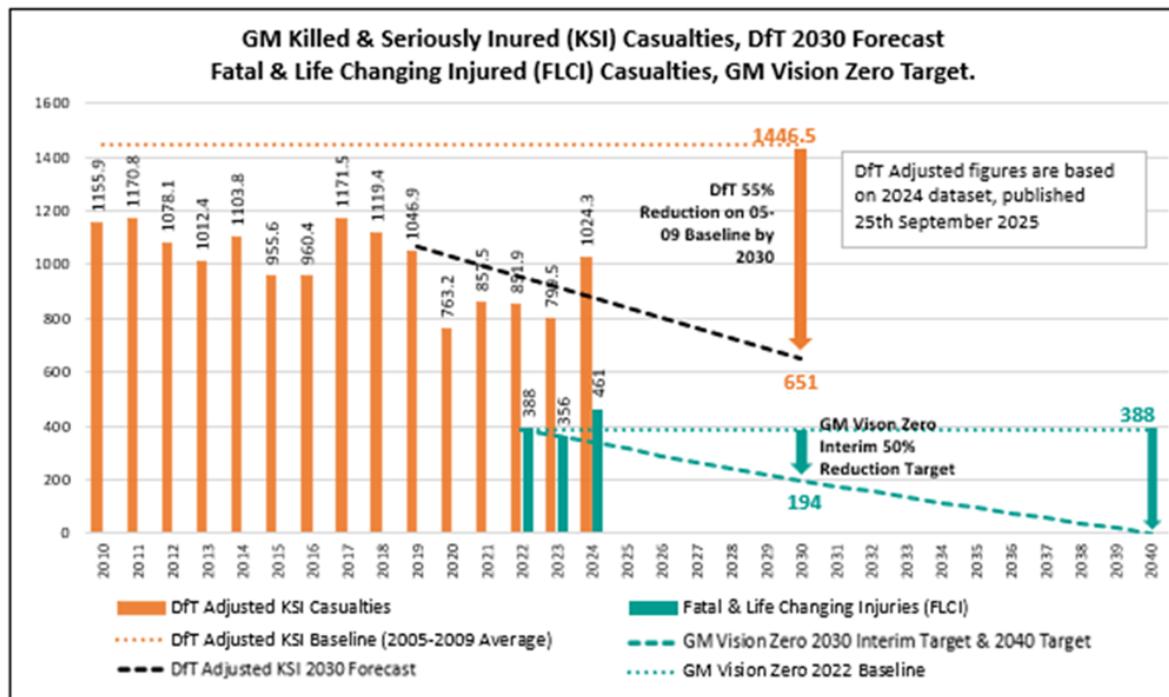
GM Fatal and Life Changing Injuries (FLCI) Road Casualties

- 2.3. GM saw an increase in FLCI casualties of 29.5% in 2024 (461) compared to 2023 FLCI casualties (356). As GMP implemented the DfT CRaSH system in 2021, it is not possible to compare to the 2017-2019 pre-pandemic figure. During 2021 CRaSH enabled GM to report on a more detailed level of injury-based severity recording including the life-changing injury breakdown FLCI. The CRaSH system can now differentiate 'Less Serious' and 'Slight' injuries from the 'Very Serious' and 'Moderately Serious' or 'Life Changing' Injuries to ensure interventions are data led.
- 2.4. Chart 1 below shows the longer-term trend in KSI casualties, as well as the FLCI trend since the first full year of CRaSH based data in 2022. The current interim

¹ [Road Safety Strategy](#)

target of 194 FLCI's by 2030 compared to the baseline of 388 is undergoing rebaselining now that additional CRaSH data is available.

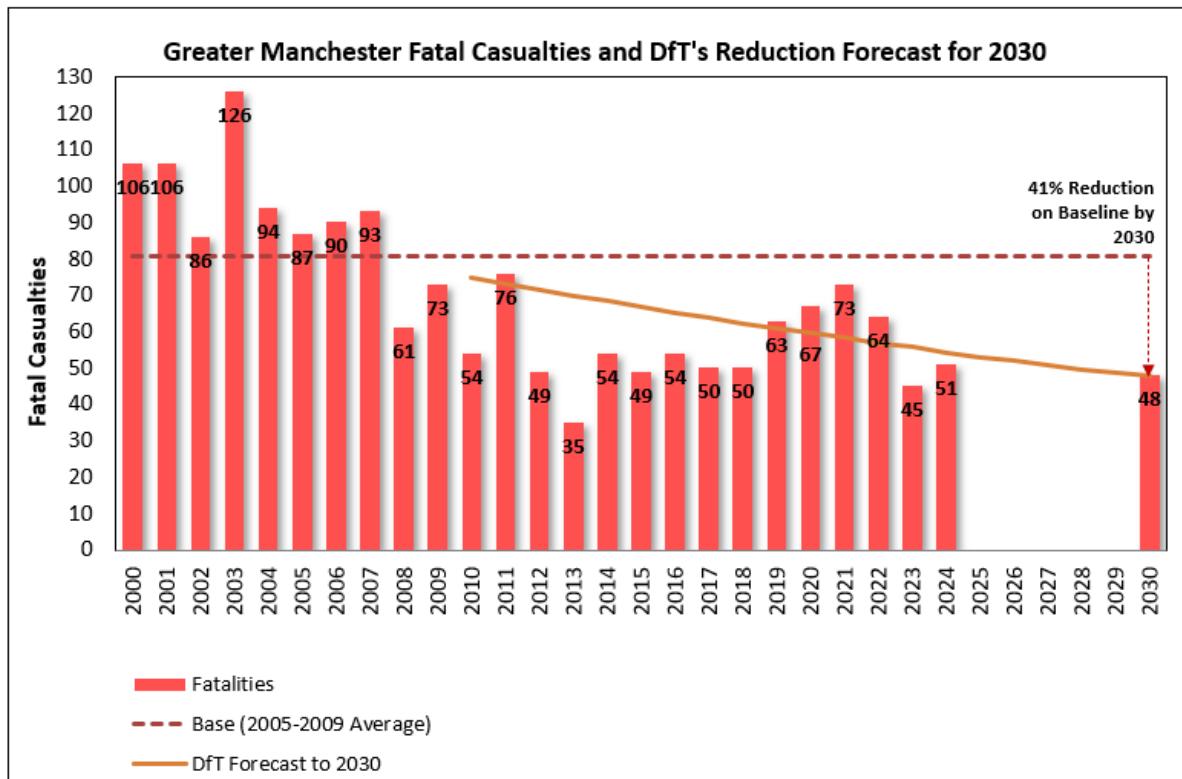
Chart 1: Adjusted KSI Casualties 2010-2024, DfT 2030 Forecast, FLCI Casualties, Vision Zero 2030 Interim Target and 2040 Ambition.



GM Fatal Road Casualties

- 2.5. In GM there was a 13.3% increase in the number of fatal casualties in 2024 (51) compared to 2023 (45). Please note the 2023 figure of 45 fatalities was lower than the 2020-2022 average of 68. peaks
- 2.6. When comparing the 2017 to 2019 pre-pandemic average (54) to the 2024 figure (51) this represents a 6.1% decrease in fatalities in GM.
- 2.7. Year to year comparisons using fatal casualty figures should however be treated with caution due to the changes in relatively small numbers, with comparisons over a longer period being more representative of trends of data. See Chart 2 below.

Chart 2 Fatal Casualties 2000-2024.



Comparison to Other Areas and Other Data.

- 2.8. When comparing GM to other Metropolitan Authority areas, GM has a lower KSI casualty and collision rates when using population and of vehicle distances travelled.
- 2.9. One hypothesis being investigated to explain the increase, is that system changes in reporting and recording data by DfT and GMP during 2024 may have contributed to increases in DfT recorded road casualties in GM during 2024. For example early indications from North West Ambulance Service (NWAS) data demonstrates a different trend for 'All RTC Emergency Incidents' when comparing 2024 to 2023 suggesting an overall downward trend of around 4%. The DfT has previously acknowledged that implementation of the CRaSH system can have an impact on road casualty trends due to the changes in reporting and recording of data².
- 2.10. Whilst the increase in 2023 to 2024 data shows an increase, the overall trend from 2017 to 2024 shows a downward trend. Going forward we are expecting peaks and troughs year on year as we work towards our ambition for zero road deaths.

² [Guide to severity adjustments for reported road casualties Great Britain - GOV.UK](https://www.gov.uk/government/publications/guide-to-severity-adjustments-for-reported-road-casualties-great-britain)

- 2.11. It is important to note that although we have a Vision Zero Action Plan for 3 years, we continuously monitor the actions within it and the issues arising on the network to ensure that the actions are tackling the current problems and continuously exploring opportunities for funding to support Vision Zero.
- 2.12. See **Appendix A** for further information on road casualty statistics.

3. Vision Zero Action Plan Update

- 3.1 Please note the data in this report pre-dates the formal adoption of Vision Zero Greater Manchester. A governance structure can be found within Appendix B (Vision Zero Governance).
- 3.2 Vision Zero is underpinned by a Safe System, whereby people, vehicles and the road infrastructure interact in a way that secures a high level of safety. There are five Safe System components; Safe Streets, Safe Road Users, Safe Speeds, Safe Vehicles and Post Crash Response. Together these components reduce the risk and severity of a collision and reduce the likelihood of death or life changing injuries if a collision does occur.
- 3.3 The Vision Zero Action Plan³ sets out the 32 actions that partners will undertake in the three years to November 2027. Whilst the Vision Zero Strategy is not currently a fully funded delivery plan and some actions within the plan require additional funding to deliver in full, we are developing proposals and will be bringing forward proposals that require capital and revenue funding.
- 3.4 Progress on actions includes:
 - GM has a long standing commitment to young driver education. This theme is led by GM Fire & Rescue Service (GMFRS). The previous intervention up to November 2025 was data led with the support of volunteers and SRGM. Previous interventions have reached circa. 9,000 16-18 year olds per year. This is to be refreshed by GMFRS as part of action 2.2 within the Vision Zero Action Plan reported to BNC in November 2024.

³ [Vision Zero - Greater Manchester Combined Authority](#)

- International Road Assessment Programme⁴ (iRAP) – procurement completed with an anticipated 18 month timescale for completion from project inception identifying possible highway safety improvements.
- 142km of Bee Network Active Travel Network was complete at the end of 2025.
- There are 39 School streets currently in GM.
- Direct Vision Standard (DVS) - exploration into the potential for a DVS scheme to help address the danger posed by limited visibility within the cabs of large goods vehicles towards people who are walking and cycling. The procurement process for external consultant support for a feasibility study has commenced.
- Local GM criteria has been adopted for fixed roadside safety cameras and was reported to Bee Network Committee in June 2025.
- A Speed Management Working Group has been established to manage speeding enquiries.
- Safer Roads Innovation Fund of £1 million was released by the Safer Roads Partnership in November 2024, with 13 applications receiving allocations totalling approximately £850,000. The remaining c£150,000 earmarked for Education, Training, Publicity and Enforcement projects was released in July 2025. The first Vision Zero Summit took place in June 2025 and was attended by over 100 partners and colleagues from across GM and further afield.

4 Bee Network Safety Plan

4.1 The Bee Network Safety Plan (BNSP) sets out TfGM and partners' commitments and associated actions over both the short and longer-term that will demonstrate what can be done to improve public transport safety. The BNSP has been created with the Safe System in mind. The BNSP will complement the Vision Zero Strategy and Action Plan, putting safety at the heart of everything we do - enabling safe journeys across all modes of travel.

4.2 There are 25 themed actions listed in the Bee Network Safety Plan, grouped under the five Safe System components. The key actions are summarised below:

⁴ [About Us - iRAP](#)

- 4.2.1 Infrastructure Upgrades: All new and upgraded bus corridor schemes will include safety enhancements (raised crossings, tactile paving, improved lighting, protected pedestrian zones).
- 4.2.2 Driver Training: Launching new Certified Professional Certificate (CPC) modules for bus and tram drivers, including fatigue management and low bridge awareness.
- 4.2.3 Technology Adoption: Rollout of Advanced Driver Assistance Systems (ADAS), CCTV, speed monitoring, and telematics.
- 4.2.4 Behavioural Campaigns: Targeted safety campaigns, mystery passenger assessments, and confidential reporting platforms.
- 4.2.5 Governance and Collaboration: Establishment of a Bee Network Safety Forum and a GM Safety Standards Board for cross-modal oversight.

4.3 The Bee Network Safety Plan is included in **Appendix C**.

Appendix A – Killed and Seriously Injured (KSI) Casualties, Fatal and Life Changing Injury (FLCI) Casualties.

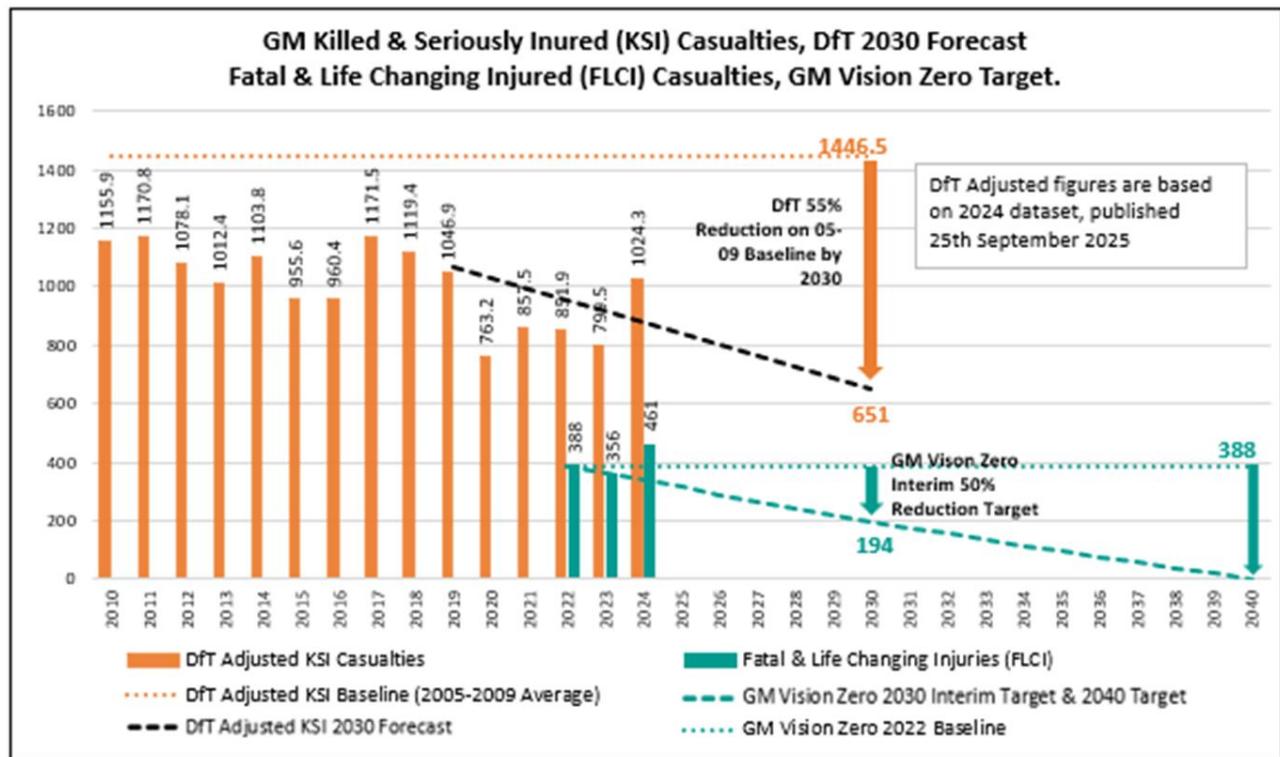
- A1. For Vision Zero in GM, we are now able to report on a more detailed level of life-changing injury breakdown, Fatal and Life-Changing Injuries (FLCIs), as well as continuing to report on Killed and Seriously Injured (KSIs) statistics so that we can make historical comparisons. This means it is now possible to separate 'life changing injuries' from 'less serious injuries' and 'slight injuries' to make sure we are data led and that we can target and prioritise our work to really make a difference in the most vulnerable communities and areas of greatest harm.
- A2. GM saw an increase in adjusted KSI casualties of 28.1% in 2024 (1,024) compared to 2023 adjusted (799).
- A3. In GB there was a marginal decrease in adjusted KSI's of -0.5% in 2024 (29,467) compared to 2023 (29,628).
- A4. There was a 7.9% decrease in adjusted KSI's in GM in 2024 (1,024) compared to the average for 2017 to 2019 (1,113).
- A5. There was a 4.5% decrease in adjusted KSI's in GB in 2024 (29,467) compared to the average for 2017 to 2019 (30,858).
- A6. GM saw an increase in FLCI casualties of 29.5% in 2024 (461) compared to 2023 FLCI casualties (356).

KSI Trend, Adjusted KSIs and DfT's forecast and Vision Zero Target for 2040

- A7. **Chart 1** below shows the DfT adjusted KSI casualty baseline of 1446.5, which is the 2005-2009 average. In addition to this, the graph shows the DfT forecast for 2030 (651) which is based on a 55% reduction in adjusted KSI casualties from the 2005-2009 average baseline.
- A8. **Chart 1** also includes the new Vision Zero interim target where the FLCI casualty baseline of 388 which is the 2022 FLCI casualty figure. The new interim target (194 FLCI casualties) is a 50% reduction from the baseline by 2030 and a new Vision Zero ambition of zero FLCI casualties by 2040.
- A9. **Chart 1** shows in GM there was a 29.5% increase in DfT adjusted KSI casualties in 2024 (1,024) compared to 2023 (799).

A10. **Chart 1** shows in GM there was a 29.5% increase in FLCI casualties in 2024 (461) compared to 2023 (356).

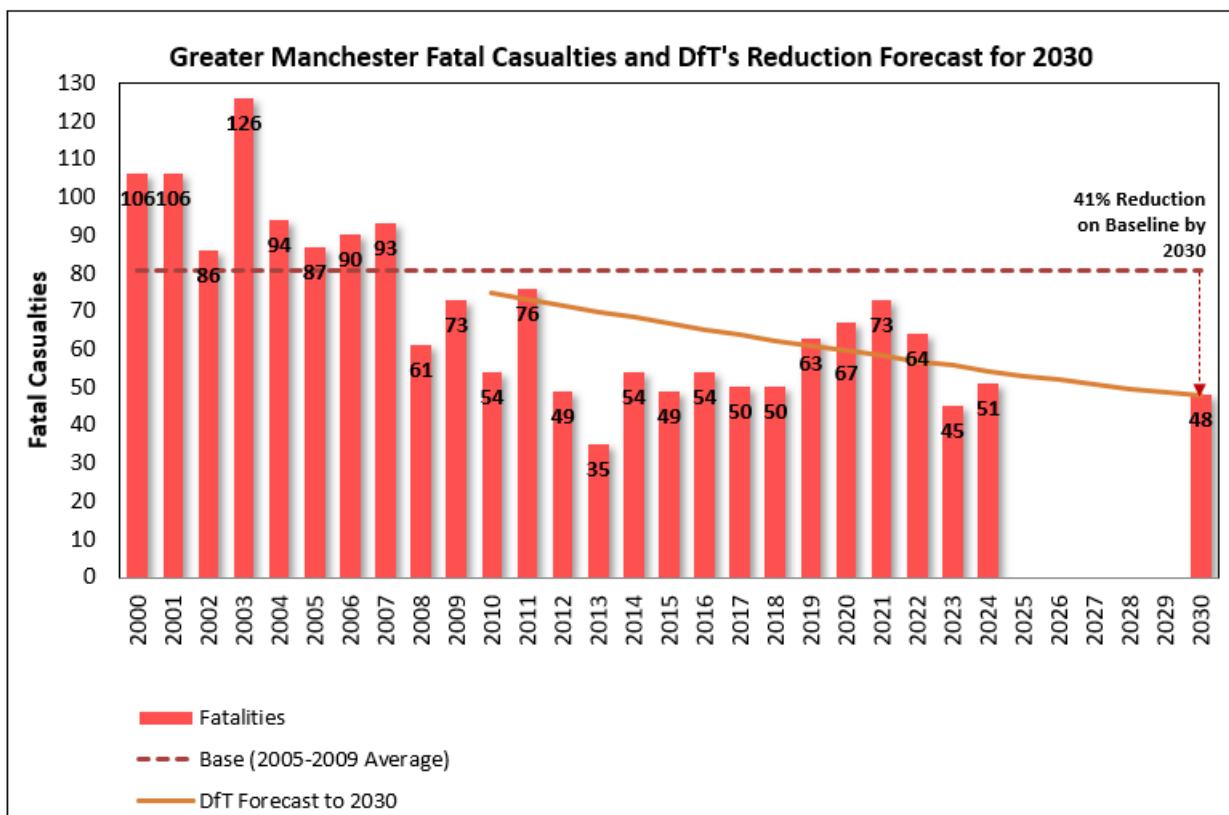
Chart 1: Adjusted KSI Casualties 2010-2024, DfT 2030 Forecast, FLCI Casualties, Vision Zero 2030 Interim Target and 2040 Ambition



Fatal Casualties

A11. **Chart 2** shows in GM there was a 13.3% increase in road deaths in 2024 (51) compared to 2023 (45). On average from 2017 to 2019 there were 54.3 fatalities per year; the 2024 figure of 51 fatalities is a 6.1% decrease on this. In addition to this, the graph shows the DfT forecast for 2030 of 48 fatal casualties, which is based on a 41% reduction in fatal casualties from the adjusted 2005-09 average baseline 80.8 fatal casualties. It should be noted that the 2023 figure of 45 fatalities was lower than the average of 68 for 2020-2022, with the trend for later years expected to return to a value closer to the average, such as for 2024 (51). This phenomenon is known as 'regression to the mean'.

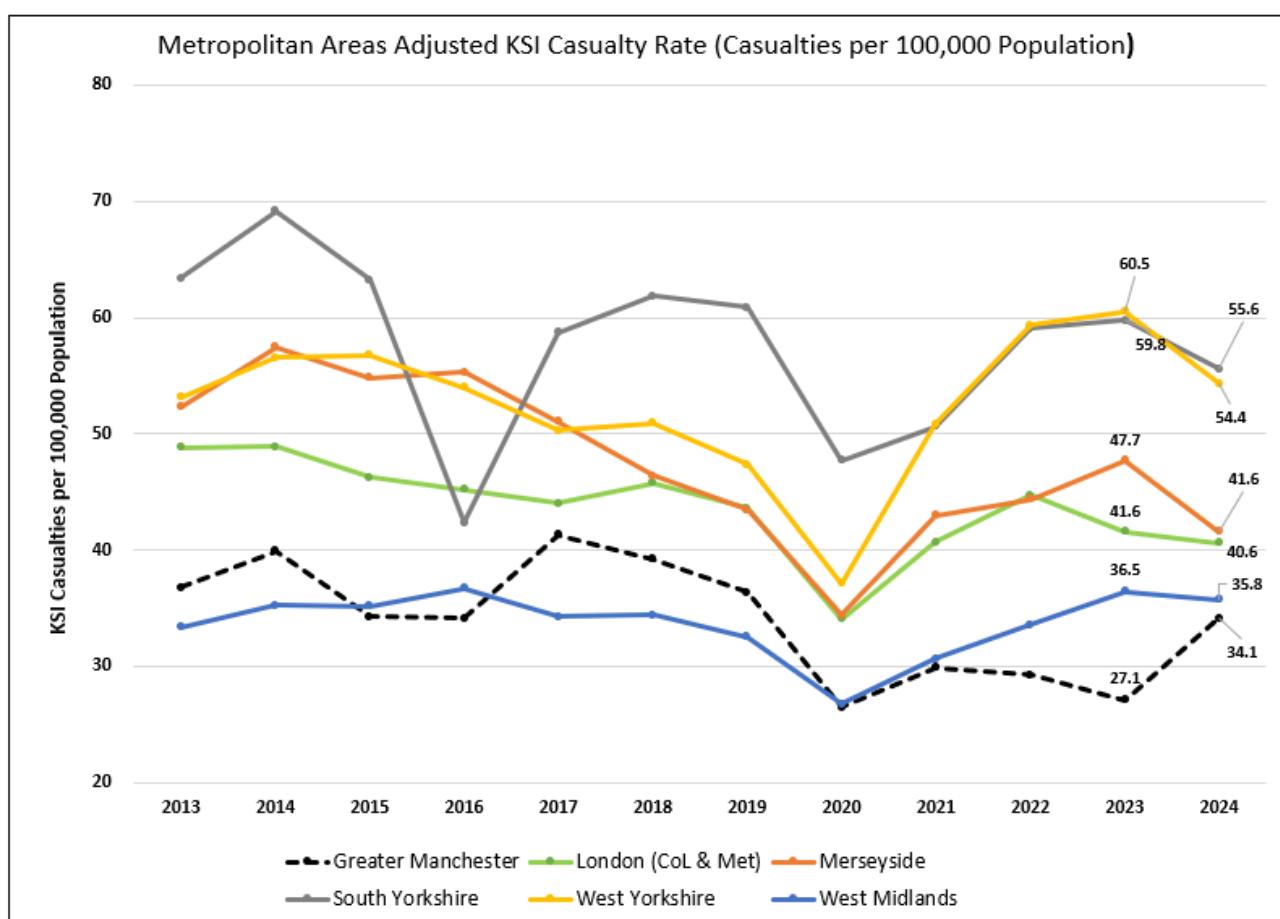
Chart 2: Fatal Casualties 2000-2024



Comparisons with Other Areas

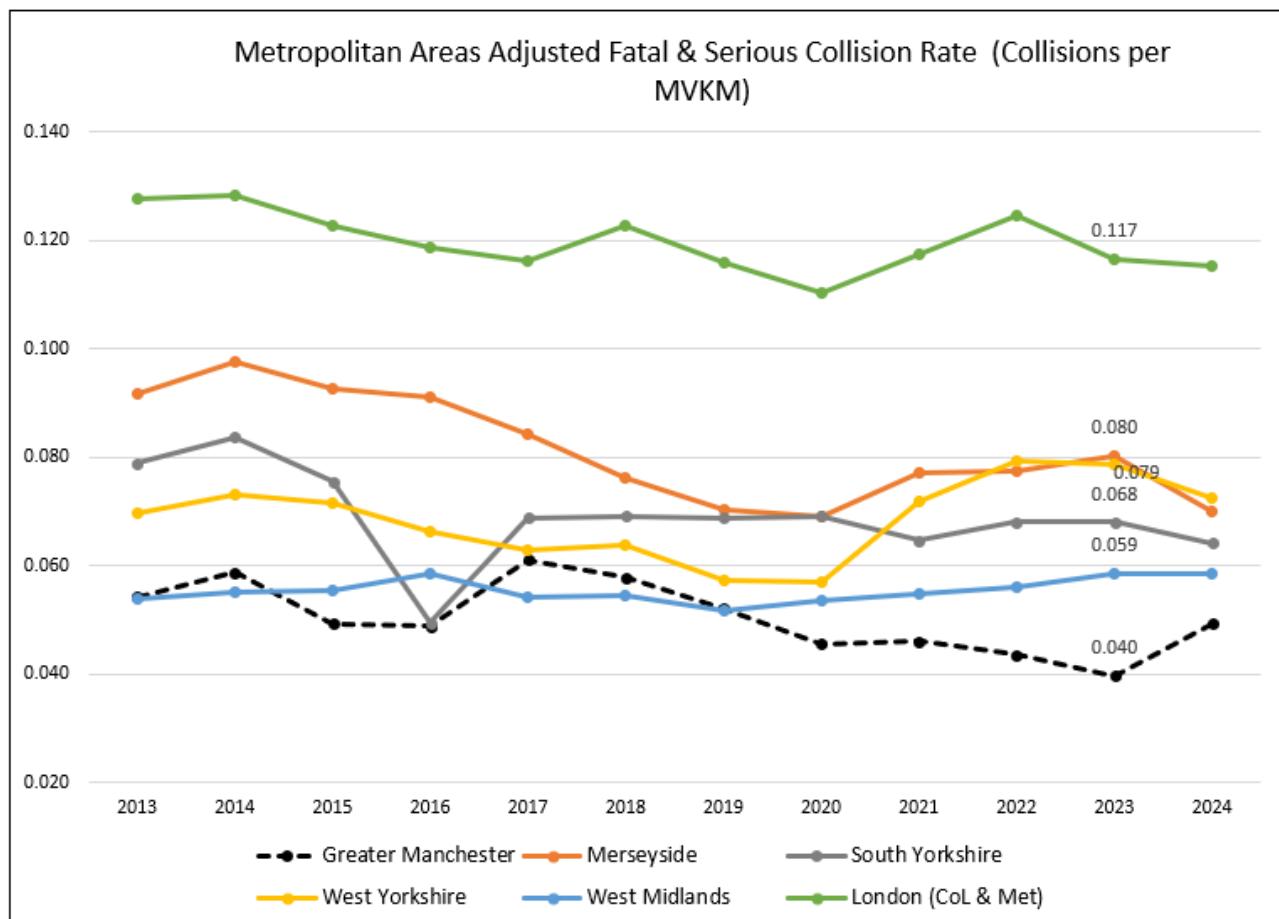
A12. **Chart 3** shows that all metropolitan areas with the exception of GM saw a decrease in adjusted KSI casualty rates during 2024. GM has and remains the lowest KSI rate with 34.1 Adjusted KSI casualties per 100,000 population in 2024. The next lowest is West Midlands with 35.8 KSI casualties per 100,000 population. Comparing casualty rates by population is limited and should be interpreted with caution as it includes casualties residing outside the area and will not reflect the nature of the overall transport network and travel patterns.

Chart 3: Adjusted KSI Casualties per 100,000 population 2013-2024 in GM and other Metropolitan Areas



A13. **Chart 4** shows Fatal and Serious Collision rates per Million Vehicle Kilometres travelled by other Integrated and Combined Transport Authority and metropolitan areas. In 2024 GM has had a 7.4% increase and lowest collision rate per million vehicle kilometres travelled and lowest FLCI rate with FLCI casualties per 100,000 population in 2024. The next lowest is West Midlands.

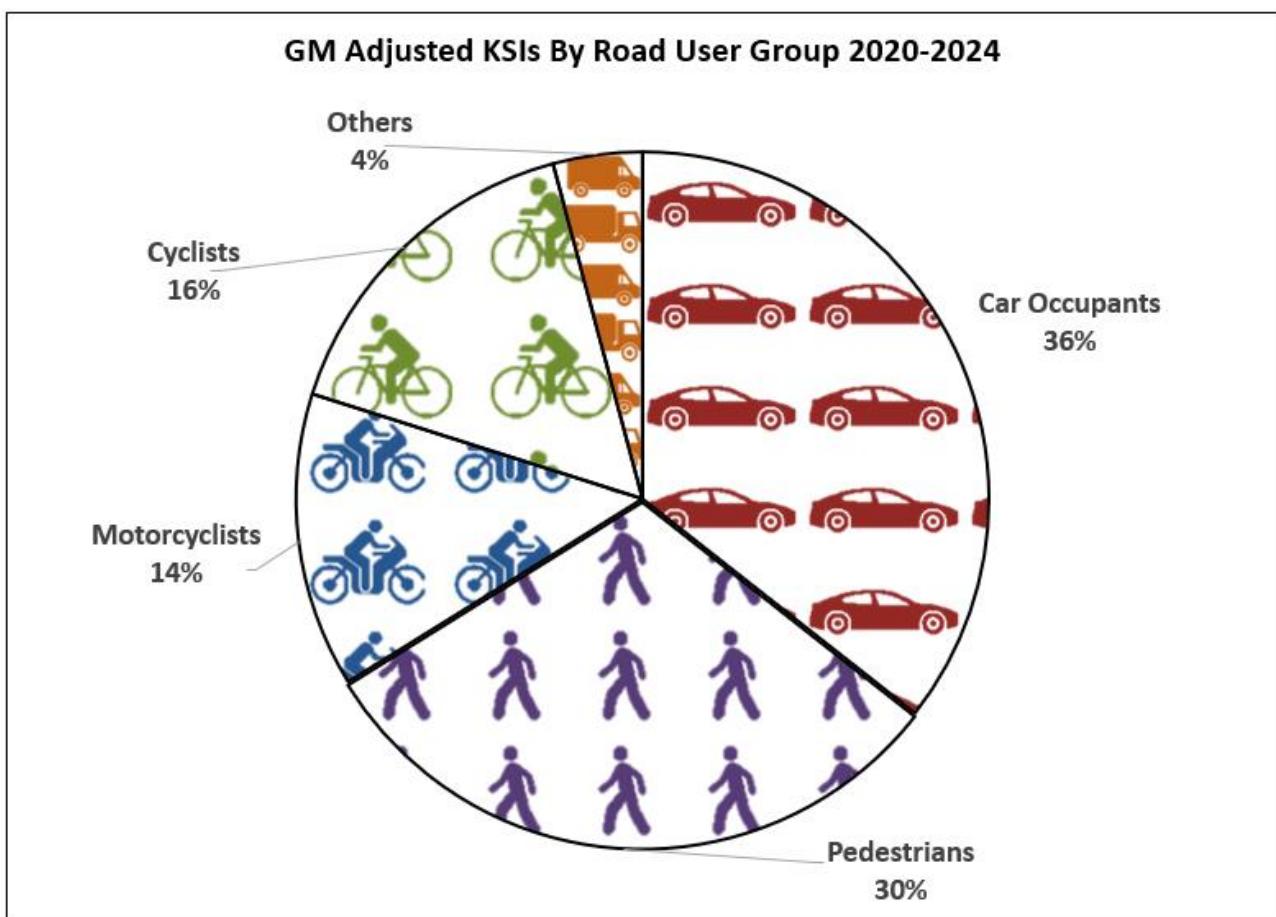
Chart 4: Fatal and Serious Collisions per Million KM travelled in GM and other Metropolitan Areas



Road User Vulnerability and Risks Posed by Different Modes

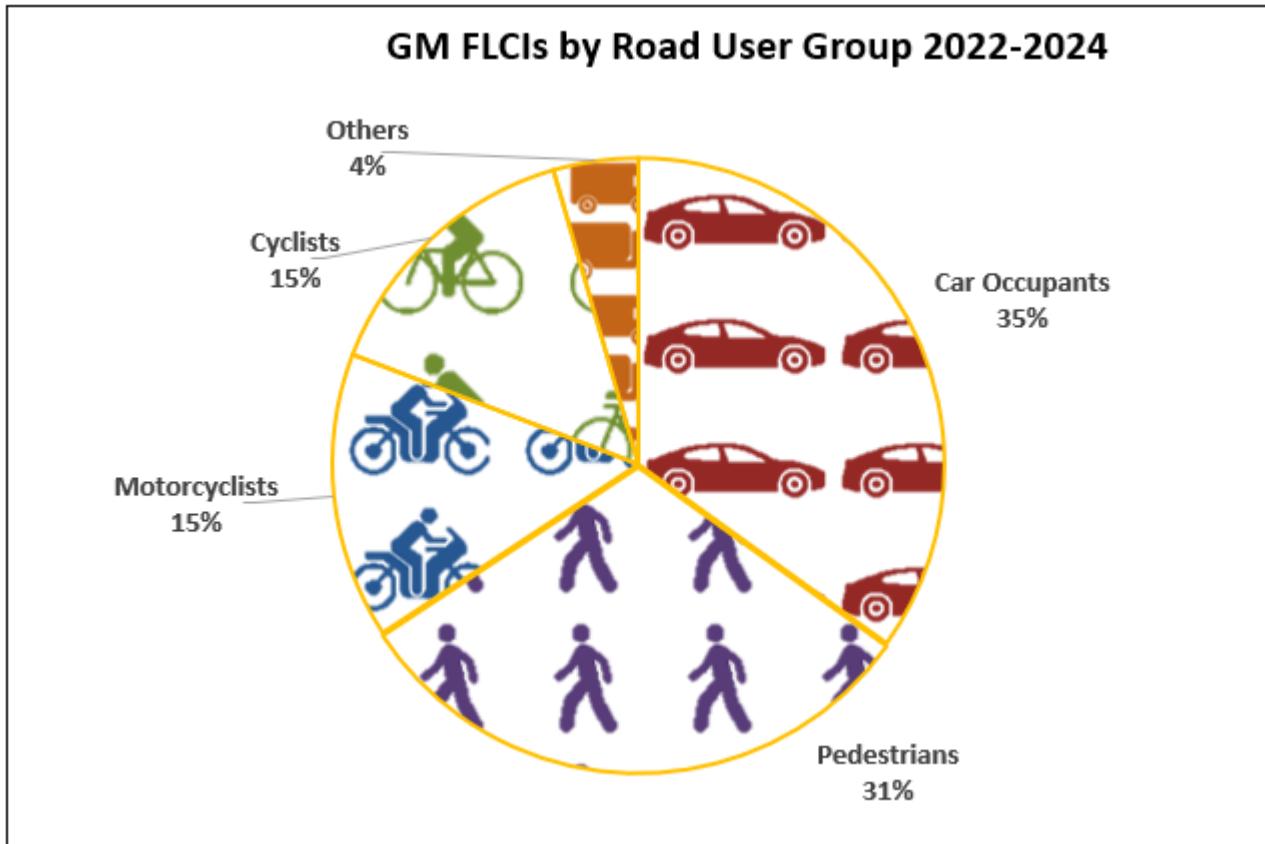
A14. In terms of road safety risks to different user groups, vulnerable road users (those not protected by the structure of a motor vehicle including pedestrians, cyclists and motorcyclists) are at greatest risk of harm. **Chart 5** shows pedestrians and cyclists make up almost half of all adjusted KSI casualties (46%). When motorcycle casualties are included in the vulnerable road user group it equates to nearly two-thirds (60%) of all adjusted KSI casualties.

Chart 5: GM Adjusted KSI Casualties by Percentage Road User Group (Average 2020-2024)



A15. **Chart 6** shows the same breakdown as **Chart 5** by road user groups by FLCI casualties and shows a similar percentage breakdown to Adjusted KSI casualties with pedestrians/people walking and cycling making up almost half (46%) of all FLCI casualties. When motorcycling is included, it equates to almost two-thirds (61%) of all FLCI casualties.

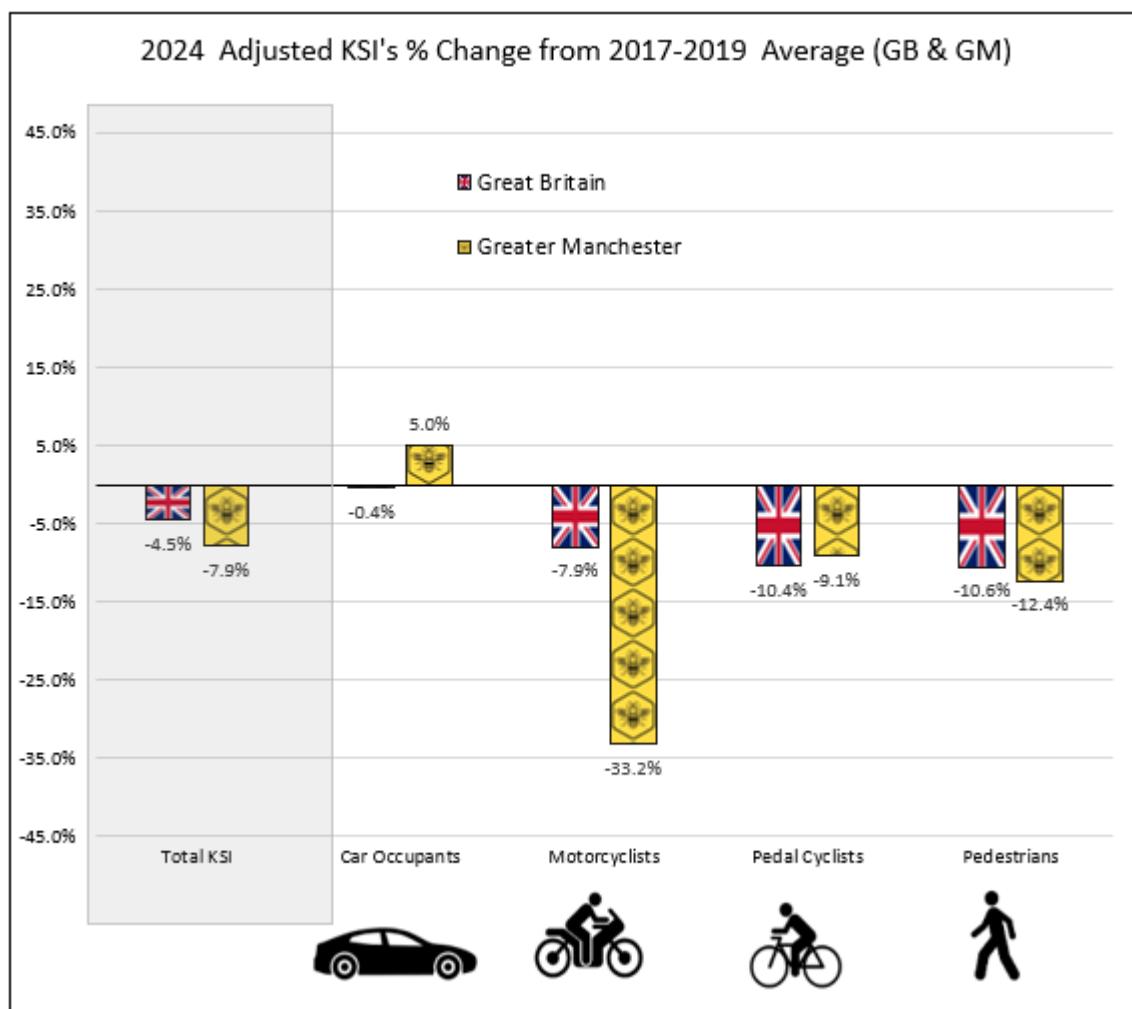
Chart 6: FLCI Casualties by Percentage Road User Group (Average 2022-2024)



Road User Vulnerability and Risks Posed by Different Modes

A16. **Chart 7** shows there was a 5.0% increase in Car Occupant adjusted KSI's in 2024 (370) compared with 2017-2019 average adjusted KSI's (353) comparatively nationally there was a 0.4% reduction in Car Occupant adjusted KSI's. The largest decrease was with Motorcyclist adjusted KSI's with a 33.2% decrease in 2024 (124) compared to 2017-2019 average adjusted KSI's (186) and a 7.9% decrease nationally. Pedal cyclist adjusted KSI's decreased by 9.1% in GM compared to a 10.4% decrease nationally and pedestrian KSI's decreased by 12.4% in GM compared to a 10.6% decrease nationally.

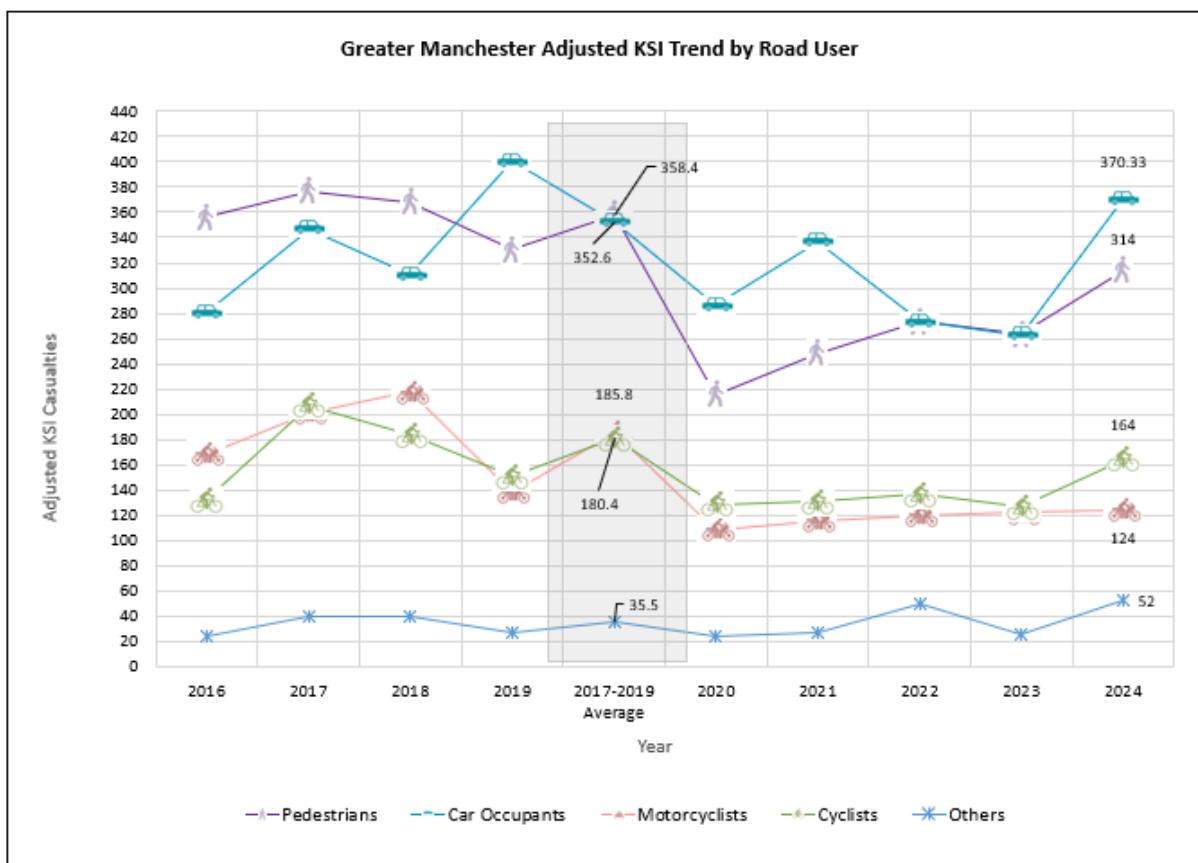
Chart 7: Percentage change of 2024 Adjusted KSI's from 2017-2019 average for Great Britain and Greater Manchester



Adjusted KSI Casualty Trends by Road User Group

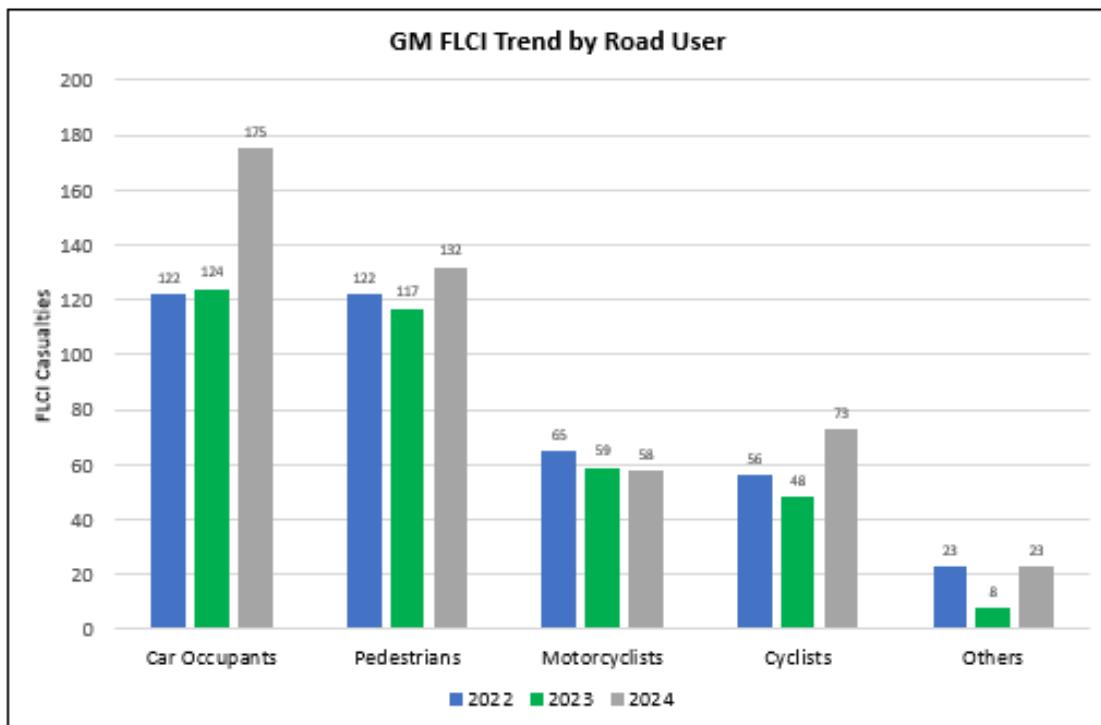
A17. **Chart 8** shows all road user groups have seen an increase in KSI casualty numbers. Car occupants have increased by 41% from the previous year and also increased by 7.3% from the 2017-2019 average. Pedestrians have increased by 19.4% from 2023 but have reduced by 11% from the 2017-2019 average. Pedal cyclists have seen 30.2% increase from 2023 and a reduction of 7.8% from the 2017-2019 average. Motorcyclist adjusted KSI's have seen a marginal increase of 1.6% compared to the previous year, however, have seen an overall 32.9% reduction from 2017-2019 average. The Other category as seen the largest increase of 100% compared to the previous year and an increase of 49.1% from 2017-2019 average. N.B. There has been a change in the classification of vehicle types which may have contributed to the slight increases in overall motorcycle casualties along with the emergence and increasing popularity of electric motorcycles. Prior to GMP adopting CRaSH in 2021, Electric Motorcycles were classified as the 'Other' category of vehicles.

Chart 8: Greater Manchester Adjusted KSI Trend by Road User Group 2016-2024



A18. **Chart 9** shows the breakdown of FLCI casualties by road user groups. All road user groups with the exception of motorcyclists have seen an increase from the previous year. The motorcyclists category saw a small reduction of 1 casualty (-1.7%).

Chart 9: Greater Manchester FLCI Trend by Road User Group 2022-2024

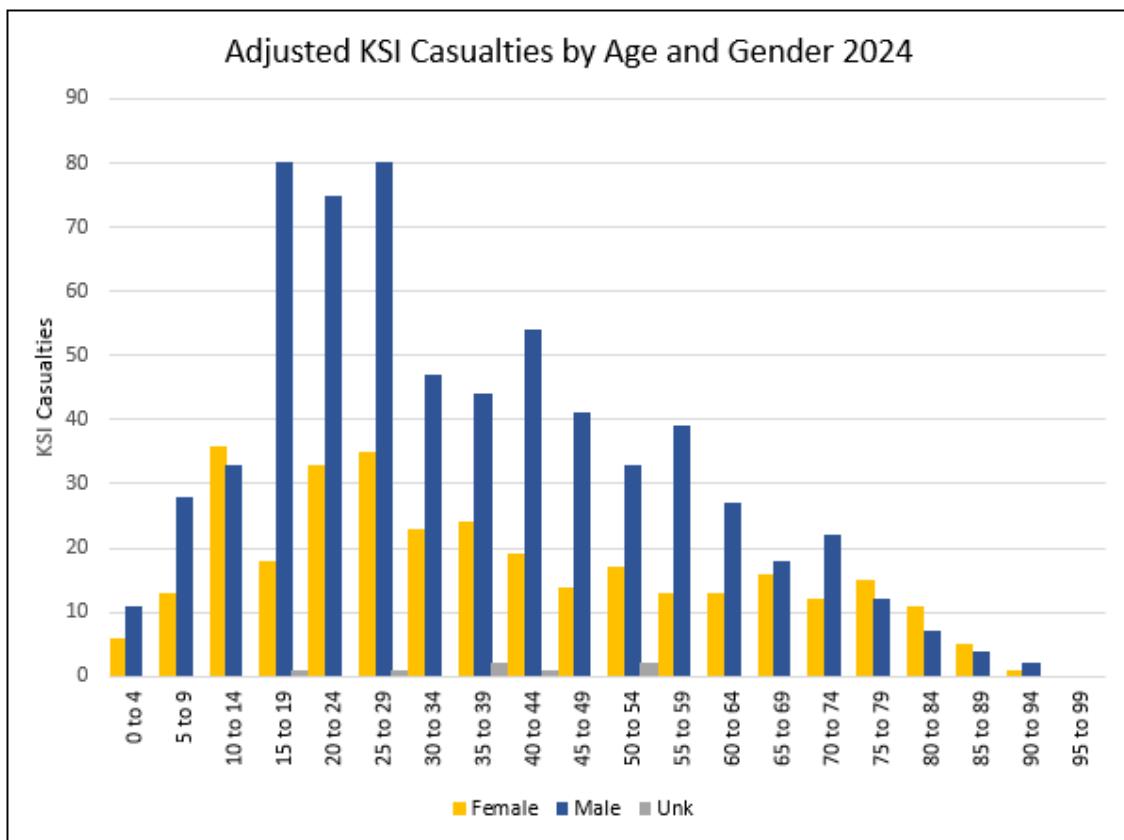


Casualty breakdown by gender and demographics

A19. **Chart 10** shows the KSI casualties by age group and gender for 2024. In summary;

- 16.5% of KSI's were aged between 17 and 24 years old;
- 16% of KSI's were 16 years old or under; and
- 66% of all KSI's were male

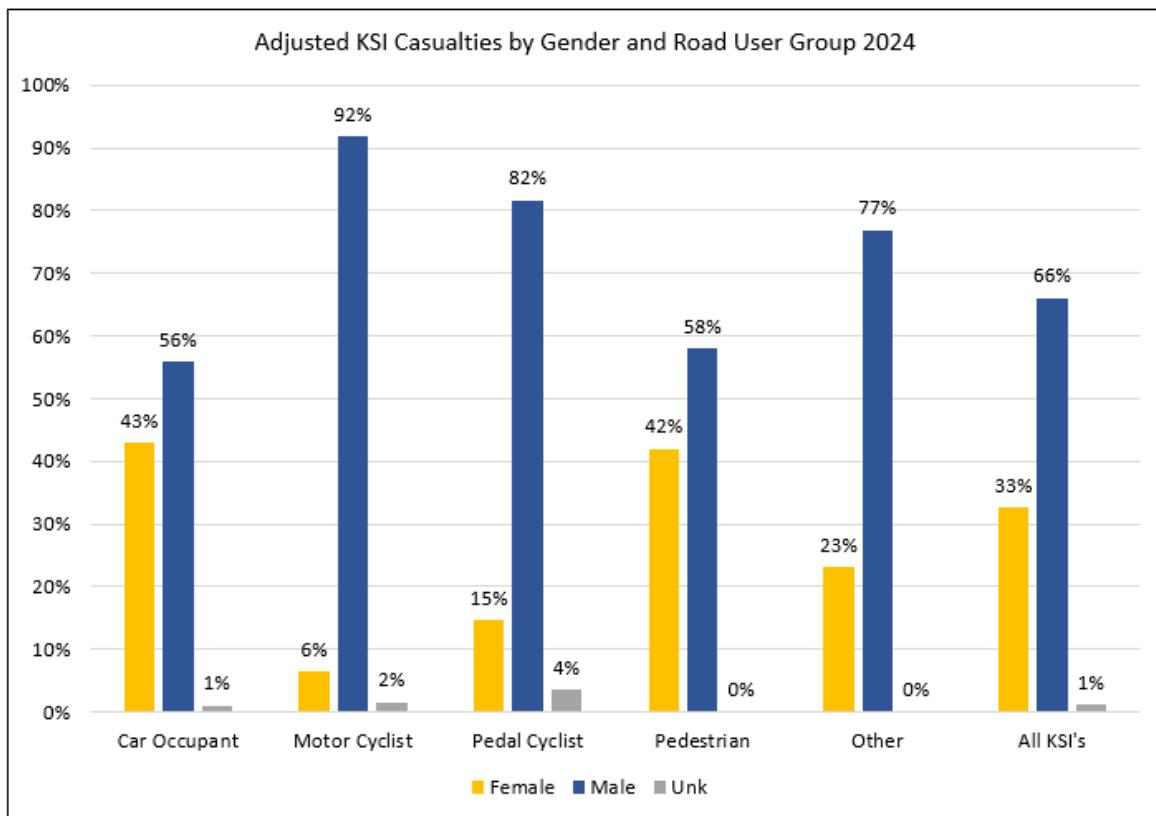
Chart 10: Greater Manchester Adjusted KSI's by Age and Gender 2024



A20. **Chart 11** shows the KSI casualties by road user group and gender for 2024. In summary:

- 58% of pedestrian KSI's were male.
- 82% of pedal cyclist KSI's were male.
- 92% of motorcyclist KSI's were male.

Chart 11: Greater Manchester Adjusted KSI's by Road User and Gender 2024



Casualty rates for Adjusted KSI's by distance travelled in Greater Manchester

A.21 **Chart 12** shows the adjusted KSI casualties per million kilometres distance travelled by mode of travel in GM on average between 2022-2024 using data supplied from the GM Travel Diary Surveys (TRADS). N.B. TRADS data is based on a random sample of the population and does not include the travel of non-residents (KSI's/ Million KM travelled).

Motorcyclist KSI's account for around 14% of all KSI casualties, however, less than 1% of all trips are made by motorcyclists.

Mode of Travel (exc. 'other')	% Trips	% KSI of casualty groups (listed categories only)
Walk	32.8%	31.8%
Cycle	2.5%	15.9%
Motorcycle	0.2%	13.7%
Car/Goods Vehicle	64.5%	33.9%

Chart 12: Adjusted KSI Rates per Million KM Travelled 2022-2024 average

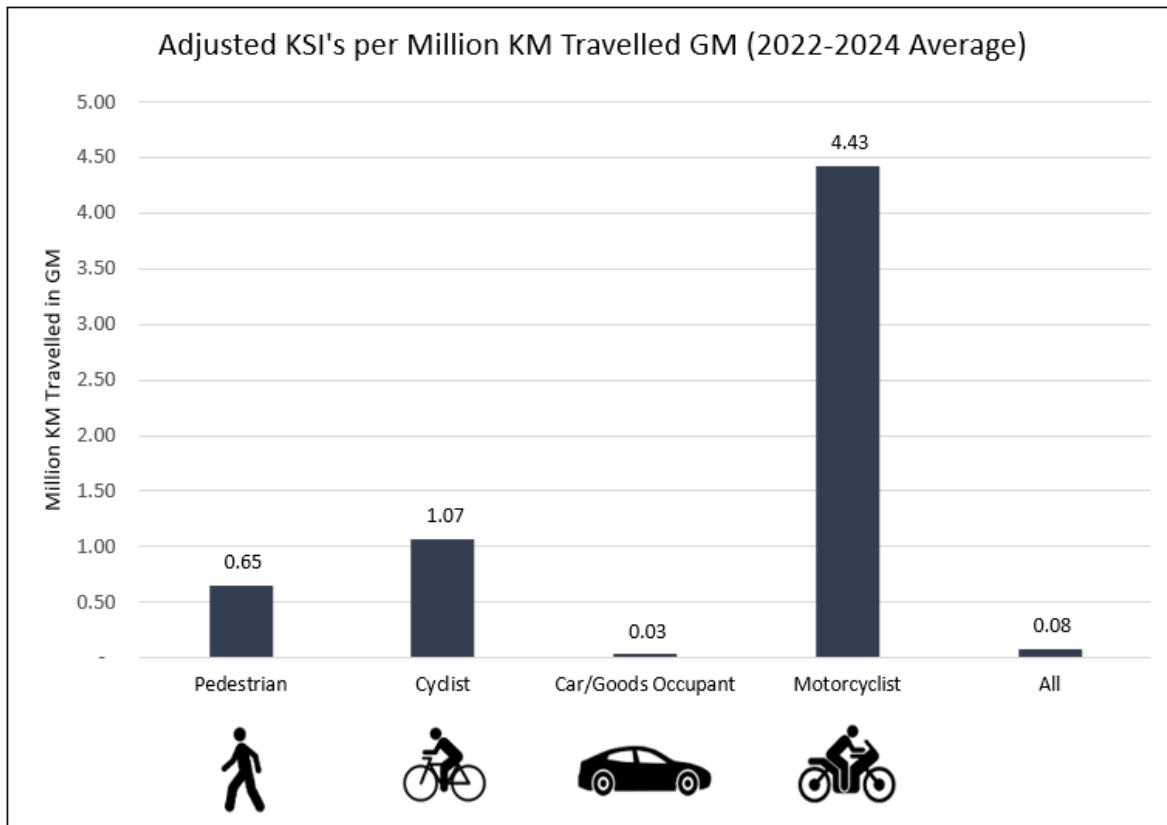
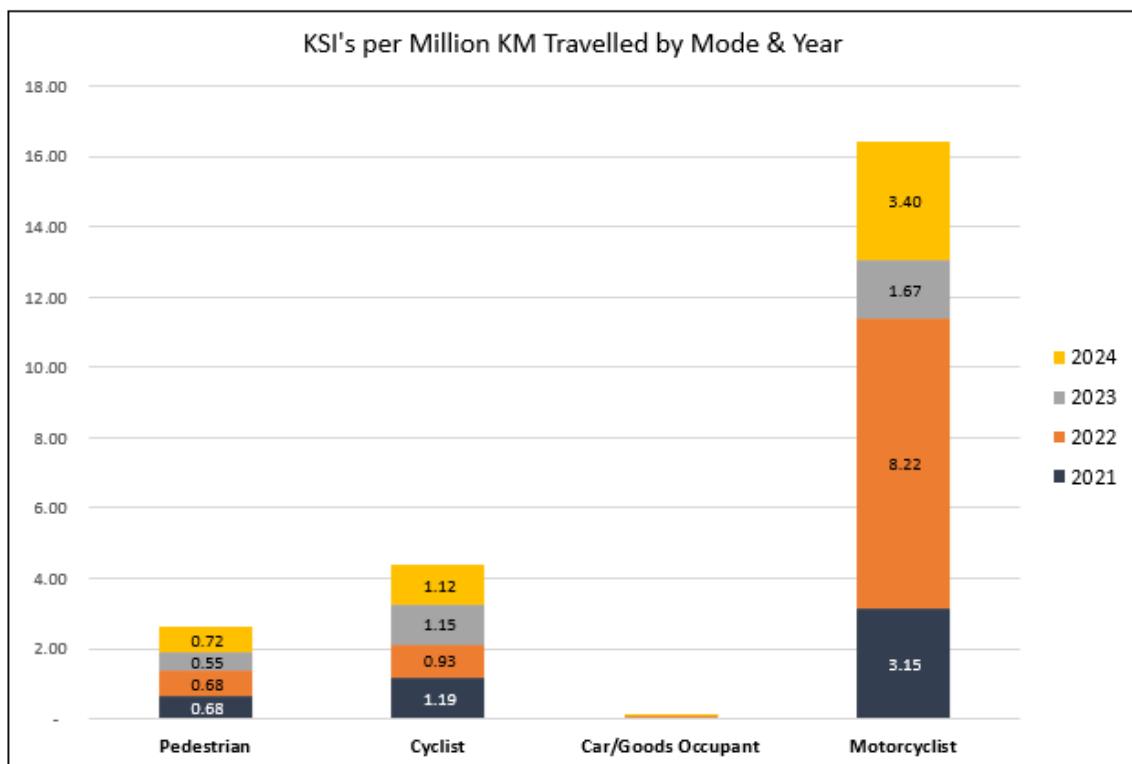


Chart 13: Adjusted KSI Rates per Million KM Travelled 2021-2024



Factors That Affect Road Casualty Numbers

A22. There is no single underlying factor that impacts road casualties figures. Instead, there are several influences. These include:

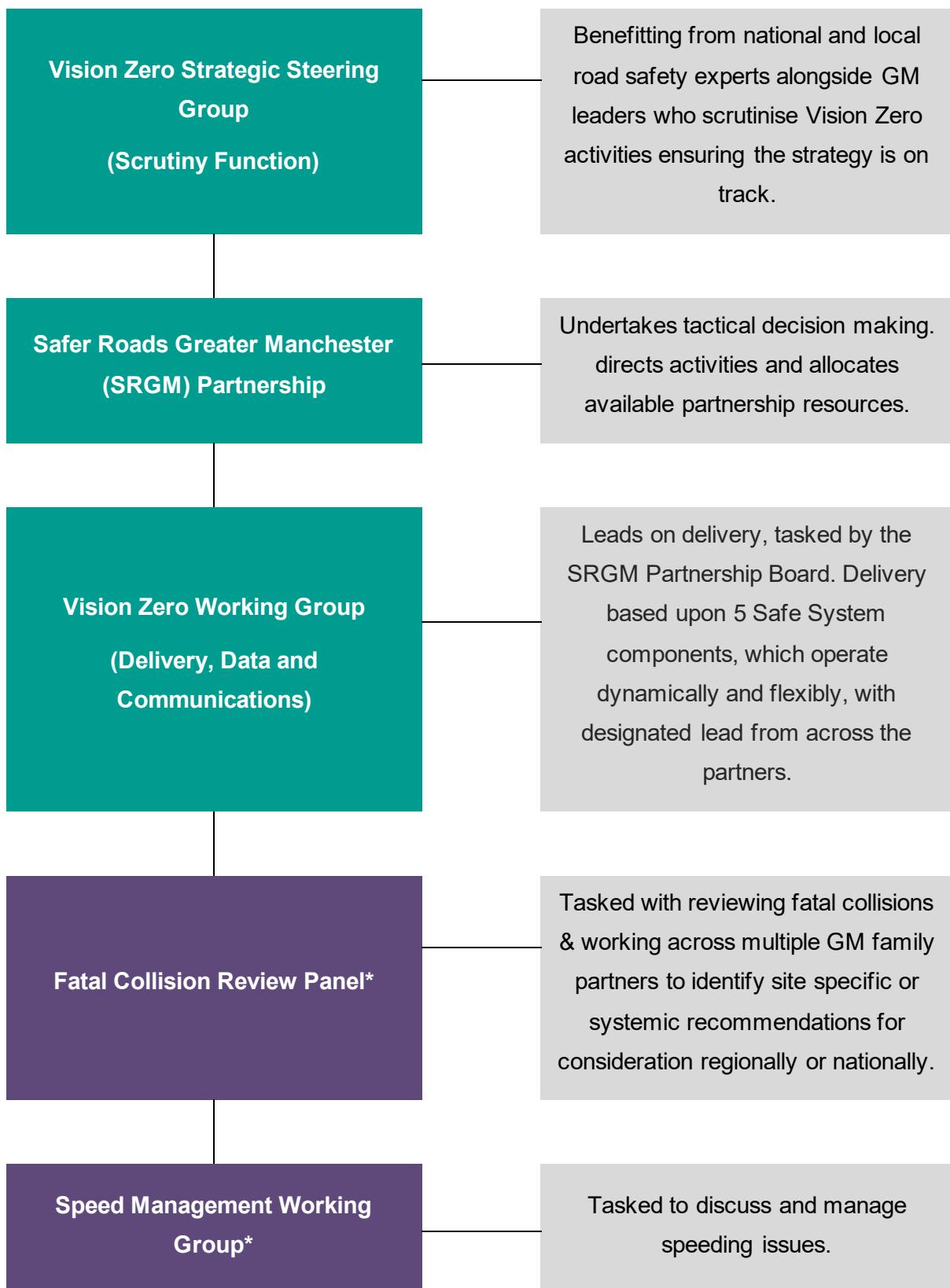
- The distance and frequency that people travel in GM (that was partly affected by economic factors and in the case of 2020, and early 2021, from the COVID-19 pandemic and lockdowns) have almost recovered and returned back to the levels seen pre-2020.
- The mix of transport modes used.
- Behaviours of people and criminal use of the roads.
- The mix of groups of people using the road (e.g., changes in the number of newly qualified or older drivers).
- Environmental factors such as weather, which can encourage/discourage travel or change in the risk on the roads (e.g. by making the road surface more slippery).

A23. GMP also promote the reporting of road injury collisions through an online web-based system making it easier and potentially more likely for the public to report collisions and reduce the demand on 101 and 999 calls. In 2024, around 43% of collisions were recorded as being 'self-reported' compared to between around 31% and 38% of collisions between 2017-2019.

A24. During 2024 the DfT made changes to the collision form specification; and GMP also enabled force wide access to the desktop and mobile versions of CRaSH, replacing previous manual processes.

A25. Work is underway to explore the changes to the reporting and recording of injury collisions in 2024 as set out in the paragraphs above, and how they may have impacted on the road casualty figures for 2024.

Appendix B – Vision Zero Governance



*Established during 2025.