

Northern Ireland Safety Camera Scheme

Scheme Handbook

March 2006



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Version: 1.4

FOREWORD

As part of a programme to deliver The Northern Ireland Road Safety Strategy 2002 – 2012, a Safety Camera Scheme is being operated in Northern Ireland. Its underlying principles are that:

- Safety cameras (which include speed and red light cameras) are used only on those roads where there is a history of road traffic collisions that result in death or serious injury. This means that safety camera resources are targeted where they are most likely to have an impact.
- The cameras, both fixed and mobile, are clearly visible, and their locations are signed and put on the Police Service of Northern Ireland web site. The intention of the Scheme is to change driver behaviour at camera locations by reducing speed and thereby reducing the number and severity of collisions.
- In order to finance the Scheme, monies collected by way of Conditional Offer Fixed Penalty Notice fines are credited back into the Scheme by Government funding. This provides coverage of running costs, thus making the Scheme self-funding.

This NI Safety Camera Handbook details the appropriate mechanisms, guidance and rules that are required to be in place to allow self-funding to take place. The basis for this handbook was the existing GB Safety Camera Scheme handbooks (specifically the English/Welsh handbook and the Scottish handbook), amended where appropriate to reflect the different Government structures, legislation and operational conditions in Northern Ireland.

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Associated Documents

Document Name	Date
Business Case to Introduce a Cost Recovery Scheme	14/01/03
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Northern Ireland Road Safety Strategy	07/11/02

ACRONYMS

ACPO	The Association of Chief Police Officers
COFPN	Conditional Offer Fixed Penalty Notice
DCU	District Command Units (within PSNI)
DETR	The Department for the Environment, Transport and the Regions (now DfT)
DHSSPS	The Department of Health and Social Services and Public Safety (NI)
DOE	The Department of the Environment (NI)
DRD	The Department for Regional Development (NI)
DfT	The Department for Transport
DVLA	Driver and Vehicle Licensing Agency
DVLNI	Driver and Vehicle Licensing Northern Ireland (NI)
FPN	Fixed Penalty Notice
FTE	Full Time Equivalent
HMT	Her Majesty's Treasury
KSI	Killed and Serious Injury (Collisions)
NIAS	The Northern Ireland Ambulance Service
NICtS	The Northern Ireland Court Service
NIO	The Northern Ireland Office
NIP	Notice of Intended Prosecution
PA	PA Consulting Group
PfG	Programme for Government (Northern Ireland)
PIC	Personal Injury Collisions
PSNI	The Police Service of Northern Ireland

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1. INTRODUCTION

1.1 CONTEXT

Under Article 43 of the Road Traffic Regulation (NI) Order 1997, it is an offence to exceed the prescribed speed limit. The Police Service of Northern Ireland (PSNI) use a variety of **speed-measuring devices** to detect those who speed:

- Laser - a hand-held or tripod-mounted speed-measuring device capable of pinpointing vehicles up to one kilometre away. Officers use it to identify speeding vehicles that are then stopped and dealt with at the roadside. There are some 70 Laser devices currently in use in Northern Ireland.
- Radar - a hand-held speed-measuring device. Again officers use it to identify speeding vehicles that are then stopped and dealt with at the roadside. There are some 55 radar devices currently in use in Northern Ireland.
- Vascar - an in-car speed measuring computer that records time taken to cover a distance, thereby allowing average speed to be calculated. There are some 80 Vascars fitted to Road Policing vehicles in Northern Ireland.
- Calibrated speedometer - the majority of police vehicles are fitted with a calibrated speedometer. This allows officers to measure vehicle speeds for evidential purposes when following a vehicle.



In addition, PSNI have a number of **safety cameras**, of which there are eight mobile and four fixed cameras at present. In addition, PSNI are in the process of installing new safety camera technology, based on measuring average vehicle speed over distance rather than at a specific point. These cameras differ from the above speed measuring devices in that vehicles are not stopped at the roadside, instead the offence is dealt with by post under the Conditional Offer Fixed Penalty Scheme.



Fixed safety camera



Mobile camera (van)



Mobile camera (operator)

All speed detection equipment has to be tested and type approved under the provisions of Article 23 of the Road Traffic Offenders (NI) Order 1996 before it can be used for traffic law enforcement. To obtain type approval, the equipment has to be subjected to rigorous testing by the police and to standards set by the Home Office Scientific Development Branch.

This type approval provides a public assurance of the equipment's accuracy and reliability. In addition, there are police procedures for operating the equipment that further assure the accuracy of the information and an audit trail of evidence.

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1.2 THE SCOPE OF THE SAFETY CAMERA SCHEME

The Northern Ireland Safety Camera Scheme, involves the co-operation of a number of Government Departments and Agencies with responsibility for road safety. The aim of the scheme is;

- To reduce speeding and the number of injury collisions on the roads of Northern Ireland by targeted enforcement using safety cameras; and
- To cover the cost of enforcement in such a way that fixed penalties paid under the Conditional Offer Scheme are offset against allowable expenditure.

The Scheme covers only those detections made by safety cameras and not detections made by other speed measuring devices, i.e detections made using Laser, Radar, Vascar or with a calibrated speedometer, do not fall within the Scheme guidelines.

1.3 THE NEED FOR A SCHEME HANDBOOK

The requirement for a Scheme handbook arises out of the need to meet certain accounting conditions. Specifically, as part of the 1998 Public Expenditure Survey, HM Treasury identified that cost recovery projects would be permitted only where:

- Performance against policy objectives is likely to be improved.
- Arrangements are in place to ensure that the activity will not lead to the abuse of fines and penalty collection as a method of revenue raising, and that operational priorities remain undistorted.
- Revenues will always be sufficient to meet future costs, with any excess revenues over costs being surrendered.
- Costs of enforcement be readily identified and apportioned without undue bureaucracy, and with interdepartmental and inter-agency agreement, where necessary
- Savings can be achieved through the change and adequate efficiency regimes are in place to control costs, including regular efficiency reviews.

The aim of this handbook is to establish Scheme governance, rules and guidance such that these accounting conditions are met. There are separate handbooks for the Safety Camera Schemes in England/Wales and Scotland. The basis for this handbook was the existing GB Safety Camera Scheme handbooks (specifically the English/Welsh handbook and the Scottish handbook). This Northern Ireland handbook is different, however, in a number of key respects:

- Structures of Government – the handbook has been developed to reflect the different Government structures/bodies in Northern Ireland
- Geographic coverage – the English/Welsh and Scottish handbooks were developed to cover 43 and 8 police force areas respectively, while the Northern Ireland handbook covers only one police force area. Rather than setting out generic arrangements this handbook, where appropriate, has set out actual arrangements and procedures
- Programme Board Governance – the English/Welsh and Scottish Programme Boards deal with 43 and 8 police force areas respectively, while the equivalent Project Board in Northern Ireland deals with only one force. They are thus able to provide a greater level of scrutiny than their equivalents in GB
- Security matters – while camera schemes across GB openly advertise where (and often in the case of mobile cameras when) camera enforcement takes place, in Northern Ireland rules around camera conspicuity have been developed to give operational flexibility that reflect any security concerns

1. Introduction

- Legislative position – previous safety camera cost-recovery legislation (which provides for similar schemes in GB) did not extend to Northern Ireland. This scheme will therefore be covered under specific Northern Ireland legislation, namely article 20 of the Criminal Justice (Northern Ireland) Order 2005¹
- Each year, every safety camera partnership in GB prepares an operational case in which they set out projected activities and expenditure for the next 12 months. These cases are reviewed by the English/Welsh or Scottish Programme Boards to ensure that proposed expenditure is as per the rules and provides a degree of scrutiny. The Northern Ireland Safety Camera Scheme has a similar process in which it sets out its proposed expenditure in an operational case format. This is assessed by the Northern Ireland Project Board and, if agreed, becomes the Operational Plan for the succeeding 12 months. The Board monitors progress against this Plan by means of quarterly reports.

1.4 HANDBOOK STRUCTURE

This NI Safety Camera Scheme handbook is structured as follows:

- Section 2: The GB Safety Camera Scheme, containing information on the Safety Camera Scheme in England, Wales and Scotland
- Section 3: The NI Safety Camera Scheme, which provides an overview of the NI Safety Camera Scheme
- Section 4: Scheme Governance, which informs on the internal management of the Scheme
- Section 5: Scheme Rules and Guidance, which details the seven scheme rules.

¹ <http://www.opsi.gov.uk/si/si2005/20051965.htm> The explanatory notes identifies that Article 20 provides the power for the Secretary of State to make provision for the use, for police purposes, of funding derived from fixed penalty notices issued under the safety camera scheme. This provision renews the existing authority, under the Appropriation Act 2003, which lapses in 2005. It allows fine revenue to be reinvested into the safety camera scheme at each level of its operation, therefore allowing the police, courts and departments to recover costs associated with running the scheme.

2. THE GB SAFETY CAMERA SCHEME

The contents of this section relate to the GB Safety Camera Scheme and are provided for background to the Northern Ireland Scheme. Specifically this section presents:

- The background to the GB Safety Camera Scheme
- The underlying principles of the Scheme
- The impact of the Scheme.

2.1 BACKGROUND TO THE GB SAFETY CAMERA SCHEME

The GB Safety Camera Scheme is one of a number of measures supporting the Government's targets for casualty reduction on GB roads for 2010. They are:

- A 40% reduction in the number of people killed or seriously injured,
- A 50% reduction in the number of children killed or seriously injured, and
- A 10% reduction in the number of slight casualties.

Reducing deaths and injuries has significant societal and economic benefits. The human cost of road traffic collisions includes pain, grief and suffering of both the casualty and their family and friends. The economic cost includes the short and long-term impact on public services (health service, police service, fire service), loss of output because of incapacity or death and insurance costs. In the public sector, the primary beneficiary of reduced collisions and subsequent injury is the National Health Service; where road traffic collision victims cost approximately £100,000 each.²

Research shows that reducing speeding on roads is a major contributor to reducing road traffic collisions and injuries. The Transport Research Laboratory (TRL) reported that every 1mph reduction in average speed led to a 5% reduction in collisions.³ A more recent study⁴ has validated this figure. Further details about the link between speed and casualties are given in DfT's Speed Review 2003 (New Directions in Speed Management),⁵ and are summarised below:

- Speed is indeed a major contributory cause of injury collisions. Recent research has added greatly to our knowledge of where the problems are particularly acute
- Slowing the fastest drivers will yield the greatest safety benefits
- In some areas quite small reductions in average speed would bring large benefits
- Speeders are disproportionately involved in collisions
- Those that drive faster than most on a road, or exceed speed limits even by relatively small margins greatly increase the risk to themselves and others
- The higher speeds on any given road are associated with both more collisions and greater injury severity. This relationship holds for all drivers and not just the less experienced
- The faster the speed at impact the more severe the resulting injury. This is particularly so for collisions with pedestrians, cyclists and motorcyclists, who are unprotected from the forces of impact unlike occupants of modern cars

² NRSCP A&E consultant. Costs DoH 2001.

³ Finch D, Compfner P, Lockwood C and Maycock G (1993). Speed, Speed Limits and Accidents. PR/SRC/26/93. Transport Research Laboratory (TRL), Crowthorne.

⁴ Taylor MC, Lynam DA and Baruya A (2000). The Effects of Driver Speed on the Frequency of Road Accidents. TRL, Crowthorne.

⁵ http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_504682.hcsp

2. The GB Safety Camera Scheme

- Some people do not accept that speed is a problem. Even those that say they do, do not always act accordingly
- Drivers often do not understand why speed limits are set as they are. In some cases it may not be clear to them what the limit is.

In 1996, Hooke et al⁶ found that safety cameras had a significant impact on average speeds – a reduction in mean traffic speed of 4.2mph was recorded - and, in line with the conclusions outlined above, the number of collisions fell by 28%.

2.2 THE UNDERLYING PRINCIPLES OF THE SAFETY CAMERA SCHEME

The GB Safety Camera Scheme was launched in April 2000. There are now 38 Safety Camera partnerships in England & Wales covering 41 of the 43 police force areas and 7 partnerships in Scotland covering 7 of the 8 police force areas. There are four principles that underlie the operation of Safety Camera Schemes in GB:

- **Disciplined site selection and operation** – schemes must demonstrate that cameras are (or will be) operating in areas where there is a history of road casualties linked to speeding. Site selection must support the overall aim of casualty reduction. This is important to ensure that the maximum benefits of cameras are achieved. This entails significant analysis to identify and test potential sites for suitability as well as rigorous monitoring of existing sites to ensure that resources continue to be deployed in an effective manner.
- **An effective communications strategy** - The key objective – to reduce collisions – requires that schemes engage the public in a targeted and consistent manner. Communications linked to public awareness campaigns and education, contribute towards a change in attitudes and bring about a sustainable change in behaviour. Schemes therefore employ communications managers to ensure that all communications – both internal and external – are conducted professionally, and are measurable and effective.
- **Robust financial management** – Each scheme must set in place robust arrangements for the handling of monies within and between organisations.
- **Partnership working** – The delivery of the Safety Camera Schemes require management and co-ordination of activities across organisations – particularly to ensure consistency of measurement and approach.

These principles are translated into rules that can be summarised as follows:

- Sites for camera enforcement must be selected in line with site selection criteria. All camera sites must comply with visibility and conspicuity criteria
- Scheme cost recovery processes must operate in line with stated procedures
- Schemes can only recover costs using revenue from paid conditional offers
- Only costs directly attributable to safety camera enforcement, publicity and education can be recovered
- The scheme is required to submit quarterly monitoring data and accounts to allow assessment of progress to be made
- Schemes must submit an operational case to the GB Project Board in November of each year detailing plans for the next financial year.

6 Hooke A., Knox J. and Portas D. (1996) Cost benefit analysis of traffic light and safety cameras. Police Research Series Paper 20, Home Office: Police Research Group.

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2.3 IMPACT OF THE SCHEMES

In terms of impact, University College London (UCL) and PA Consulting Group⁷ undertook an independent review of the operation of the Safety Camera Scheme across 24 police force areas. The Review found:

2.3.1 There has been a significant reduction in speeds at camera sites

Each safety camera partnership was asked to conduct speed surveys at camera sites before installation and then periodically after. Over 11,600 speed surveys were conducted and show that:

- at the vast majority of sites where safety cameras were introduced there was a reduction in vehicle speed. Average speed across all new sites dropped by around 7% or 2.4mph
- the reduction in vehicle speed was particularly noticeable in urban areas where average speed fell by around 8%. Speed in rural areas fell by 4% on average
- there was a 32% reduction in the proportion of vehicles breaking the speed limit at new camera sites. This was most noticeable at fixed camera sites, where the number of vehicles exceeding the speed limit dropped by 71%, compared to 21% at mobile sites
- there was a 43% reduction in excessive speeding at new camera sites. This fell by 80% at fixed camera sites and by 28% at mobile sites.

The report concluded that the introduction of safety cameras has reduced excessive speeding. Speed surveys also confirmed that these reductions were sustained over time.

2.3.2 There has been a significant reduction in casualties at camera sites

For the report, UCL developed a statistical model to assess the impact on casualties compared to the national long-term trend. Where possible, results were analysed for different enforcement technologies and in urban and rural conditions. The findings of the report were based upon a larger number of partnership areas over a considerable period of time and used a more sophisticated model than that used in the previous Year Two Report.

All 24 areas provided detailed casualty information, before and after enforcement, for over 2,300 sites. The data was subject to a rigorous validation process prior to the statistical modelling. The following statistically significant results were found (after taking into account national trends):

- there was a 40% reduction in the number of people killed or seriously injured at sites where cameras were introduced. Overall, this equates to around 870 fewer KSI casualties per annum
- there was a 33% reduction in the number of personal injury collisions at camera sites. Overall, this equates to around 4,030 fewer personal injury collisions per annum
- there were reductions in personal injury collisions and KSI casualties at both fixed and mobile safety camera sites. The former appeared to be the most effective – on average, the number of killed and serious injuries fell by 51% at fixed sites, and by 28% at mobile sites. These results were found to be consistent with speed surveys
- there was a 35% reduction in pedestrians killed and seriously injured at camera sites
- there were over 100 fewer people killed per annum at camera sites (40% fewer)
- there was a clear correlation between the fall in speed and the fall in PICs at camera sites.

⁷ 'A cost recovery system for speed and red-light cameras – three year report', University College London, 2004 (prepared for Department for Transport)
http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_507639.pdf

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The report confirmed the findings of previous analysis and also showed that the benefits had been extended to a much wider area. The introduction of safety cameras had reduced collisions, casualties and deaths.

2.3.3 The majority of the public support the use of cameras for targeted enforcement

All partnerships have put considerable effort into communicating the dangers of excess speed and the rationale for the introduction of safety cameras. Partnerships were encouraged to commission independent surveys to monitor public attitudes towards safety cameras. These showed that the majority of the public supported a targeted approach to speed enforcement.

The report found that the level of public support for the use of cameras has been consistently high with 79% of people questioned agreeing with the statement that 'the use of safety cameras should be supported as a method of reducing casualties'. Public attitude surveys showed there was strong evidence that there was overall, positive support for the use of cameras. This stemmed from the belief that the cameras were in place to save lives, with 68% of people surveyed agreeing that this should be the primary motivation for the cameras.

Despite a slight reduction in the level of support for safety cameras in comparison to both the original research by Brunel University and the previous Two-Year Report, the report found that overall support for safety cameras remained positive. Independent research validated this with a poll of polls, released in November 2003 by Transport 2000 This demonstrated that there was ongoing support for safety cameras with an average of six national surveys showing that support for the use of cameras averaged 74%.

2.3.4 The funding mechanism and partnership arrangements have worked well

The report found that in the third year of the scheme, the programme had released around £54million per annum (in England, Wales and Scotland) for local partnerships to invest in safety camera enforcement and supporting education. Prior to cost recovery, fines accrued wholly to the HMT Consolidated Fund. The report also found that the benefits to society, in terms of the value of casualties saved, were in the region of £221million per annum.

All 24 partnerships have had their accounts independently audited to ensure that funds were being used in accordance with the strict Government rules under which the safety camera programme operated.

The management arrangements for the programme have encouraged closer working arrangements between the police, highway authorities and other local stakeholders to improve road safety. The programme has also enabled a more consistent, targeted and evidence-based approach to be established for safety camera enforcement. The funding arrangements are working well.

2.3.5 Conclusions

In terms of speed and casualty reduction, public acceptability and funding arrangements the Year Three report concluded that the programme had met its four main objectives.

Since March 2003 (the end of the period covered by the Year Three Report), other areas have joined the programme. As of April 2005, all but two of the GB police force areas have submitted successful bids to join the national safety camera programme.

3. THE NI SAFETY CAMERA SCHEME

This section outlines:

- The vision for Northern Ireland Road Safety
- Scheme governance for the Northern Ireland Scheme in NI.

3.1 THE VISION FOR NORTHERN IRELAND ROAD SAFETY

The Northern Ireland Priorities and Budget 2005-08 sets out the Government's proposals for priorities and spending plans in Northern Ireland for 2005-06 to 2007-08. This is based on the vision set out in the Belfast Agreement – namely a peaceful, inclusive, prosperous, stable and fair society, firmly founded on the “*achievement of reconciliation, tolerance, and mutual trust and the protection and vindication of human rights for all.*”

With respect to road safety, the Priorities and Budget 2005-08 adopts the targets that were agreed as part of the Northern Ireland Road Safety Strategy 2002 to 2012, namely:

- One third reduction in the number of people killed or seriously injured (based upon the average for the period 1996 to 2000) from the current average of 1750 to fewer than 1200 by 2012
- A 50% reduction in the number of children killed or seriously injured (based upon the average for the period 1996 to 2000) of 250 to fewer than 125 by 2012

To date, Government in Northern Ireland has adopted a number of initiatives to address road safety concerns, specifically:

- Education, including campaigns aimed at speed reduction, reducing the levels of drink driving and encouraging vehicle drivers and their passengers to wear seatbelts
- Engineering solutions, aimed at addressing local problems. These have included traffic calming measures, clearer signing and improved road lay-out
- Enforcement, including the use of safety camera equipment by police officers to record motorists who are speeding.

The Northern Ireland Safety Camera Scheme is one mechanism by which the Government proposes to meet the targets of the Northern Ireland Road Safety Strategy. In this context, the aim of the Northern Ireland Safety Camera Scheme is therefore to reduce the number of collisions where people are killed or seriously injured through targeted enforcement at collision hotspots.

Further information on the casualty problem in Northern Ireland can be found in the Safety Camera Business Case⁸ and in the Northern Ireland Road Safety Strategy.⁹

3.2 SCHEME GOVERNANCE

The operation of the Fixed Penalty system involves two non-devolved bodies, namely PSNI and NICtS. The cost recovery aspect also requires a separate body to review scheme expenditure. On this basis, and having reviewed a range of potential options, the most appropriate lead partner (and Scheme treasurer) is the NIO, who provide PSNI with their budget. DoE and Roads Service have a role to play in road safety matters, including communications and signing of enforcement. On the basis of a common interest in the Scheme, delivery is overseen by a Project Board of:

⁸ Business Case to Introduce a Cost Recovery Scheme for Safety Cameras', Northern Ireland Office, 14 January 2003

⁹ The Northern Ireland Road Safety Strategy 2002 – 2012, DoE
http://www.doeni.gov.uk/roadsafety/pdfs/roadsafetystrategy_051102.pdf

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- NIO, lead partner
- PSNI, primary delivery body
- NICtS, supporting delivery body
- Roads Service, supporting delivery body
- DoE, supporting delivery body.

The primary delivery body (PSNI) also attends the GB Safety Camera Project board meetings.

3.3 STRUCTURES, ROLES AND RESPONSIBILITIES

To support and guide the successful delivery of this project it is proposed that appropriate governance is put in place. This will be overseen by a **Project Board**, which would consist of senior officer representation from within NIO, PSNI, NICtS, Roads Service and DoE, and would provide overall direction and management of the project. The Project Board would be accountable for the success of the project. Specific responsibilities include:

- Approval of all major project plans, authorisation of any major deviation from agreed stage plans (within delegated limits) and agreement of stage completion
- Commitment of project resources
- Provision of overall guidance and direction to the project, ensuring it remains within any specified constraints and aligned with the objectives
- Review of each completed stage and approval of progress to the next
- Review and approval of stage plans and any exception plan
- 'Ownership' of the identified project risks, monitoring of these risks and, if appropriate, amelioration of the risks
- Approval of changes
- Assurance that all products have been delivered satisfactorily
- Assurance that all acceptance criteria have been met
- Arrangements, where appropriate, for a project review or evaluation
- Project closure.

The Project Board's terms of reference is as follows:

- *"To deliver performance against Government's road safety objectives through the establishment, resourcing and delivery of the series of workstreams that together constitute the Northern Ireland Safety Camera Scheme*
- *To approve the cost recovery arrangements established*
- *To supervise project governance and financial control, in particular:*
 - *Record any major deviation from project timescale and expenditure*
 - *Ensuring that required resources are committed and arbitrate on any conflicts*
 - *Ensuring that the direction of the project remains within specified constraints and aligned to the objectives*
- *Ensuring that cost recovery applies to allowable fixed penalties, through reviewing structures established by the Project Manager*

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- *Ensuring that only allowable expenditure is cost recovered by the project through reviewing financial information*
- *Ensure that appropriate reviews and project monitoring are undertaken.”*

The **Project Manager** (who will be an employee of PSNI) has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down. The Project Manager's prime responsibility is to ensure that the project delivers the required workstreams, to the required standard of quality and within the specified constraints of time and cost. Specific responsibilities are:

- Manage the delivery of the workstreams
- Direct and motivate the project team
- Plan and monitor the project
- Agree any delegation and use of project assurance roles required by the Project Board
- Prepare if necessary, project exception plans in conjunction with Team Managers and agree them with the Project Board
- Manage business and project risks, including the development of contingency plans
- Take responsibility for overall progress and use of resources, and initiate corrective action where necessary
- Be responsible for change control and any required configuration management
- Report to the Project Board through highlight reports and stage assessments
- Liase with the Project Board to assure the overall direction and integrity of the project
- Be responsible for project administration.

4. SCHEME RULES

In the 1998 Public Expenditure Survey, HM Treasury identified certain conditions that would allow fines and penalties to be 'netted off' Departmental Expenditure Limits, namely where:

- Performance against policy objectives is likely to be improved
- Arrangements are in place to ensure that the activity will not lead to the abuse of fines and penalty collection as a method of revenue raising, and that operational priorities remain undistorted
- Revenues will always be sufficient to meet future costs, with any excess revenues over costs being surrendered
- Costs of enforcement will be readily identified and apportioned without undue bureaucracy, and with interdepartmental and inter-agency agreement, where necessary
- Savings can be achieved through change and there are adequate efficiency regimes in place to control costs, including regular efficiency reviews.

This chapter sets out seven rules that govern the operation of the Northern Ireland Safety Camera Scheme to ensure that the above HMT criteria are met (and thus to allow cost recovery). These rules and guidelines do not constitute a legal requirement. Therefore compliance with these rules and guidelines bears no significance on the detection and enforcement of offences so detected by safety camera operations. To this end, non-compliance does not provide for any mitigation in defence for an offence committed by a driver in breach of current legislation.

4.1 RULE 1: SITE SELECTION & ENFORCEMENT

The Northern Ireland Safety Camera Scheme is an evidence-based scheme that uses evidence of collisions and speeding to target safety camera enforcement at specified locations. This enforcement either takes place at a site (a specific point) or on routes (between two specific points). The key data used for selection purposes is:

- Killed and Serious Injury (KSIs) Collisions: KSI refers to the number of collisions in which one or more road users were killed or seriously injured
- Personal Injury Collisions (PICs): PIC refers to the number of casualty collisions in which road users sustained any sort of personal injury
- 85th percentile speed: This is the speed at which 85% of traffic on the road was travelling at, or below, when a speed survey took place
- Site length: This refers to the length along a route in which collisions have taken place and the total length where the impact of casualties is to be measured.

The specific criteria for acceptance of specific sites or routes onto the Scheme are laid out in Appendix B. These criteria are similar to those used in England and Wales (E&W), and can be summarised as follows:

- For a site where safety camera enforcement has not taken place before and it is proposed to install a fixed camera (including speed over distance), there must have been at least 4 KSI collisions over a three-year period per km (rule as per E&W 2004 handbook)
- For a site where safety camera enforcement has not taken place before and where it is proposed to undertake mobile camera enforcement, there must be at least 2 KSI collisions over a three-year period per km (rule as per E&W 2004 handbook)
- For a site where it is proposed to undertake red light running enforcement, there must be at least 2 KSI collisions over a three-year period within a 50m radius of the junction (rule as per E&W 2004 handbook)

4. Scheme Rules

- For locations where there is a high risk of injury (as evidenced by a large number of injury collisions) but the number of KSI collisions is just below the threshold, personal injury collisions (PIC) may be used on the basis of five personal injury collisions equating to one KSI collision. (This is an additional criterion, though is similar to the Scottish scoring system)
- For locations where speed enforcement is proposed, there must be evidence of a speeding problem. This means that during periods of free-flowing traffic (ie excluding periods when there is congestion) over 20% of drivers are exceeding the speed limit and the 85th percentile speed is at or above ACPO guidance, ie 10% above speed limit plus 2mph (as per E&W)
- On stretches of road where speed enforcement has taken place before, the KSI criteria are half those for new sites. As the impact of camera enforcement should have been to reduce speeds, the speed criteria no longer applies (as per E&W).

Tolerance is included within this rule to allow limited enforcement at sites that do not meet the criteria above. Examples of where tolerance may be used include:

- Mobile enforcement – if at least three compliant sites can be found on a 40km stretch of road then this road may be classified a 'priority route' and enforcement can take place at any point along this road
- Where a stretch of road meets the KSI criteria but is not suitable for mobile enforcement, such as a set of bends or at a junction, the safety camera van may deploy up to 3km in either direction or as close as is practicably possible in an attempt to reduce speeds going into and leaving the site. In this case there must be evidence of a speeding problem within the buffer zone. This will allow camera enforcement on sites where there is a serious problem of speeding without the problem necessarily being concentrated at one particular location.
- Community Concern Sites – sites will be considered when the local community via their District Policing Partnership or Area Police Commander request enforcement due to a well founded concern that a failure to reduce speeds will result in KSI collisions, posing a significant risk to road safety.
- Temporary road works and speed limit areas for example, on high volume roads where traffic management and speed are serious issues. Road contractors may therefore erect average speed over distance safety cameras where major engineering works are occurring to protect the workforce from passing vehicles

A maximum of 15% of sites/routes may fall within the tolerance category– this 15% limit refers to operational camera time and is a maximum rather than a target to meet. Where tolerance sites are used, their reason for use should be clearly recorded.

While local operational conditions (for example the availability of staff and security issues) will determine the time spent enforcing at each site/route, it is expected that the enforcement will be targeted at those sites where there is the worst collision problem and the largest volume of speeding traffic.

To ensure an appropriate audit trail, PSNI will maintain an appropriate database of site/route information and a record of why any sites/routes have not been considered for enforcement. The current process for identifying and developing potential enforcement sites is listed in Appendix B.

4. Scheme Rules

4.2 RULE 2: VISIBILITY AND CONSPICUITY

The aim of the scheme is to reduce the number of people killed and seriously injured on the roads through:

- Targeting speed enforcement at those locations where there is a proven injury collision history and evidence of speeding
- Telling drivers where speed enforcement will take place, for example through the media, road signs and painting fixed cameras bright yellow.

This will give motorists the opportunity to slow down and observe the speed limits at these locations. If they do not, then they could be caught speeding and prosecuted. Thus the message to motorists is “we don’t want to catch you speeding, we want to stop you speeding”. Specific requirements on visibility of camera sites and camera conspicuity are as follows:

- All fixed site camera housings must be backed by high visibility yellow paint or self-adhesive retro-reflective material
- All fixed site camera housings should be visible to road users and not hidden behind bridges, signs, trees, bushes or any other type of obstacle that would reduce the site’s visibility. The minimum visibility distance should be 60 metres where the speed limit is 40 mph or less and 100 metres for all other limits
- For mobile enforcement, camera operatives must abide by all Health and Safety requirements and wear fluorescent clothing except where the local security situation makes this inappropriate
- For mobile enforcement, safety camera vehicles should be clearly marked, identifying them as safety camera enforcement vehicles, except where the local security situation makes this inappropriate. Vehicles should not be hidden behind obstructions. The minimum visibility distance should be 60 metres where the speed limit is 40 mph or less and 100 metres for all other limits
- Camera warning signs must be placed in advance of fixed, mobile or digital speed enforcement taking place
- For fixed sites, signs must be placed between 500m and 1km in advance of camera housings. Signs cannot be placed over 1km away from a fixed site camera
- For mobile and digital enforcement sites, fixed signs must be placed at the beginning of a targeted route. As guidance, repeater signs are also encouraged along these routes, particularly close to stated enforcement sites
- For red-light camera sites, signs should be placed between 500m and 1km away from the camera
- Signs must only be placed in areas where camera housings are present or along routes where mobile enforcement will be targeted
- Signs must comply with those specified in the relevant Road Traffic Regulation (Northern Ireland) Order 1997. Further information on signing can be found in the Director Of Engineering Memorandum - 56/03, as listed in Appendix C.

Where, because of the local security situation, safety cameras are not conspicuous a record must be made of this. Further, each site should be reviewed on a six-monthly basis to ensure that conditions on conspicuity, visibility, marking and signing have not changed or do not require alteration or maintenance. It may be necessary to increase the number of site visits in conjunction with the time of year e.g. during spring and summer when foliage growth is prolific.

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4.3 RULE 3: COST RECOVERY ARRANGEMENTS

The following section details how funds will transfer in line with netting off principles – the principle that fine revenue from safety cameras can be used to fund their installation, maintenance and the issuing and collection of Fixed Penalty Notices and fines

1) PSNI issue Conditional Offer Fixed Penalty Notices (COFPNs) to those caught speeding by safety cameras, as is currently the case

2) Those who choose to accept COFPN pay the required fine monies to NICtS, as is currently the case

3) PSNI provide NIO on a quarterly basis an invoice of PSNI costs associated with operating the scheme. This cost will be broken down as appropriate and supported by invoices where relevant (including any single item over £10,000). Again, allowable costs (as defined in this handbook) will be included. NIO would review this claim against the criteria laid out in the handbook and come to a decision about whether this invoice should be paid or not

4) NICtS would compile a similar invoice for their costs associated with operating the scheme. Again, this cost will be broken down as appropriate and supported by invoices where relevant

5) The Project Board would meet on a quarterly basis to review the invoices in the context of the scheme and the COFPN monies received during that quarter. NIO would also provide their assessment of the validity of the PSNI's claim. On this basis, the Project Board would draft an instruction for NIO to send to NICtS that would identify:

- Fine monies to be retained by NICtS to cover their costs
- Fine monies that are to be paid by NICtS to NIO and onto PSNI
- Monies to be passed back to HMT.

6) NIO would forward this instruction to NICtS to action. In their returns to the Department for Constitutional Affairs, NICtS will also need to clearly identify the element of that revenue which relates to safety cameras, as follows:

- The total number of conditional offer fixed penalty notices paid and revenue, processed during that period.
- The baseline number of conditional offer fixed penalty notices paid, and revenue, that would have been processed during that period prior to any additional activity (this is only included for information purposes) and
- The total number of fixed penalty notices paid and processed during that period are available for netting-off.

The following general rules would apply:

- Where expenditure exceeds fine income receipts, NICtS would have their monies paid first. Any costs not recovered during a quarter can be carried forward to the next quarter
- At the end of each financial year, NICtS and PSNI will prepare their accounts in the normal way, except as a separate line item they will identify expenditure and income associated with the scheme.

In terms of internal finance arrangements, each party (NIO, NICtS & PSNI) will be required to keep accounts of income and expenditure for the scheme, following standard accounting practice. Appropriate detailed arrangements will need to be put in place before the project starts to meet these audit requirements, in particular to demonstrate that expenditure is associated with camera activity. To help with this process it is appropriate to set up separate cost centre codes to enable all expenditure relating to safety cameras to be recorded separately from other business activities.

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4.4 RULE 4: ALLOWABLE FIXED PENALTIES

The scheme is only allowed to recover costs against fines paid under Conditional Offer from the Fixed Penalty Notices. This relates only to offences detected using safety camera speed and red-light equipment, specifically:

- Conditional Offer Fixed Penalty Notice issued as a result of a red-traffic light violation
- Conditional Offer Fixed Penalty Notice issued as a result of a speeding violation.

For the purposes of clarity, the following revenues cannot be reclaimed:

- Fines issued by courts following a court appearance by an offender
- Fines for traffic offences **other than** speeding and red-traffic light offences
- Fixed Penalty Notice issued as a result of police enforcement using other speed measuring devices (i.e. fixed penalty notice issued directly to driver).

The scheme must have a means to differentiate fines relating to safety camera enforcement from other fixed penalty notices. A review has been undertaken of the NICtS/PSNI computer system, namely the Vehicle Procedures/Fixed Penalty Office(VP/FPO). This provides a reporting function that identifies Conditional Offer Fixed Penalty Notices issued for speeding/red light running, the date they were issued, their status and the date paid (where relevant).

4.5 RULE 5: ALLOWABLE EXPENDITURE

The principle around cost recovery is that the Northern Ireland Safety Camera Scheme is able to recover all costs associated with the scheme and its management up to the point of payment of conditional offer and within the total fine monies recovered from safety camera enforcement. This means that the cost of undertaking any court proceedings against an individual or group over a dispute as a direct result of safety camera enforcement is not included. To clarify what constitutes allowable expenditure, further guidance is set out below.

4.5.1 Capital Expenditure

For the purpose of this handbook capital costs have been broken down into the following areas:

- Enforcement equipment (and set to work costs)
- Supporting equipment
- Accommodation
- Set-up costs

Where a particular expenditure does not exactly fit a particular category then the closest definition should be assumed. Also, from time to time, the detail of all/any costs will be required to a level of detail to satisfy NIO.

A. *Enforcement Equipment*

All speed and red-light cameras must be Department of Environment type approved. This applies to both fixed (digital and wet-film) and mobile camera systems, including; housings, alarms, dummy equipment, and mobile sites. Analysis, design, planning, installation, test and set-to-work costs are allowable. Other equipment associated with general road safety is not allowable. Examples of this includes:

- In-car video systems
- Hand-held radar guns

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Prior to the Scheme there were no fixed cameras in Northern Ireland, however in future the cost of removing, moving or reinstalling fixed camera housings and equipment is allowable. This will include cameras that are no longer suitable for enforcement and serve no meaningful speed reduction purpose in their current position.

B. Supporting Equipment

Supporting equipment includes any essential equipment required to support additional activity associated with speed and red light cameras. The rules governing the purchase of supporting equipment are:

- Assets purchased under the cost recovery scheme can be used for other purposes. In general where the asset is to be shared an estimate should be made of the expected use on existing, or non-camera activity as opposed to new camera activity and the capital costs split accordingly
- In some instances the volume of new activity will require an asset with greater capacity to meet the increased demand, e.g. large volume mailer. Existing equipment, which was not due for renewal, can be replaced in these cases and the whole cost of the item recovered
- Only the minimum fit-for-purpose specification of equipment required for camera activity should be reclaimed under cost recovery. Having said this, more expensive equipment could be purchased if there is a case (lower maintenance costs over time, increased life expectancy, lower down-time between failures, etc.)
- If the equipment type/capability is greater than necessary for camera support activities due to its secondary application, then the additional cost should be borne by the purchasing unit. This rule applies similarly to all supporting equipment, e.g. vehicles, printing and mailing equipment.

Examples of allowable expenditure are discussed under the following headings:

i. IT and Communications systems

Capital expenditure on IT and communications systems is likely to account for some of the most significant expenditure, especially in the early years of operation. As with all large-scale capital spend, the Scheme members should seek professional advice and go to competitive tender when procuring IT and communications equipment. Examples of IT and Communications capital expenditure that can be claimed:

- Desktop computers
- Desktop telephones
- Essential network connections
- Payment processing equipment for credit/ debit cards
- Server upgrades
- Network connections to link offices/ departments

What cannot be claimed includes:

- Laptop computers, with the exception of the communications manager who may need one for presentations
- Handheld computers/PDAs
- Mobile telephones (these should not be purchased for staff, rather the cost of operating a personal mobile can be reclaimed)
- "Next generation" communications systems (e.g. bluetooth)

When Scheme members are going to tender, they should make it clear to the suppliers that tenders are developed and submitted at their own risk – the Scheme are not obliged to provide any up-front

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costs for this process. However, it is acceptable business practice that the successful tenderer be able to reclaim some preparatory costs after contract award.

ii. *Signing*

The costs of all signing that complies with Roads Service / Department for Transport guidance and is to be used for safety camera enforcement can be recovered. The costs of purchasing interactive/variable message signs can also be recovered.

iii. *Speed monitoring equipment*

Dedicated speed monitoring equipment is an allowable expense. All equipment must have appropriate type approval. The cost for installing such equipment can be recovered.

iv. *Vehicles*

PSNI may purchase vehicles for use under the scheme, however they are reminded that the principles of Best Value should be applied when purchasing vehicles. The vehicle should be the minimum specification that is fit-for-purpose. To this end, details of the make, specification, any extra fit-out costs, what the vehicle will be used for, how often the vehicle will be used for safety camera work and by whom should be provided within the operational cases. The following types of vehicles cannot be reclaimed:

- General patrol vehicles
- Vehicles for general use by the safety camera team or individuals
- Vehicles for public relations purposes.

v. *Other equipment*

Examples of other types of equipment that can be reclaimed include:

- Office equipment
- Film processing and viewing equipment
- Printing, scanning, copying and mailing equipment
- Filing and archiving equipment.

vi. *Other Capital Spend*

Capital spend on minor engineering works – e.g. speed humps, chicanes etc. – **cannot be recovered at any time.**

C. *Accommodation*

It is acknowledged that additional enforcement in some circumstances can cause difficulties with accommodation where space is limited. The selection of appropriate accommodation for the Project Team can be made difficult by the uncertainty over the long-term performance of the partnership. The purpose of the increased enforcement should be to encourage compliance with speed limits and discourage red-light running. If so, fine revenue hopefully will fall over time. With no guarantee over future revenue streams, accommodation costs (and indeed all other overhead costs) should be kept to a minimum. In this respect, the order of preference is:

- Use existing facilities
- Move within existing facilities
- Move to premises owned by one of the members of the partnership
- Use temporary accommodation
- Short term lease commercial facilities

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- Major refurbishment of existing facilities

Any decision on accommodation should take into account the possible benefits and associated cost savings of co-locating processing, ticketing and fixed penalty offices. The operational case should explain the preferred option and other options considered, demonstrating that best value has been achieved.

i. The use of external accommodation

The basis of the Scheme is to spend on aspects that have a direct and measurable impact in terms of road safety, rather than spend on overheads. Therefore, new buildings and long-term leases are strongly discouraged as the long-term cost (including possible break clauses) may be particularly draining on Scheme resources in future years. To this end, if external accommodation is the only option for the partnership, short-term leases on properties that are fit-for-purpose should be sought.

ii. The use of internal accommodation

Internal accommodation is preferable for the lower costs, access to shared internal systems and proximity to colleagues. Costs can be recovered for the following:

- Upgrade of telecommunications/ network equipment
- Reasonable refurbishments of office areas
- Installing/ upgrading processing areas
- Installing/ upgrading appropriate storage facilities
- Providing a secure parking facility for partnership enforcement vehicles
- Upgrades to meet increased health and safety requirements.

As with all other expenditure, only expenditure directly related to the Scheme can be recovered. To this end, if the accommodation is to be shared, accommodation costs should not subsidise elements that would otherwise be paid by the agency in charge of the accommodation. This includes, but is not restricted to:

- Refurbishments to entrance, hallways and other shared public areas
- Roof repairs (unless directly related to the specific area of the building housing the Scheme)
- Internal and external painting or redecorating (unless directly related to the specific area of the building housing the Scheme)
- Upgrades to public parking areas
- Installing/upgrading cafeteria facilities
- Installing/upgrading air conditioning for the entire building.

D. Set-Up Costs

Set-up costs incurred prior to the launch of the Partnerships can be recovered. Costs that can be recovered for set-up include:

- Employment costs of a project manager
- Employment costs of a communications manager
- Costs for site surveys
- Recruitment costs for new positions
- New camera equipment purchased for the Scheme (as set out in the business case)

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- Any other reasonable costs agreed with the Project Board.

Not included in set-up costs include:

- Other staff costs, including:
 - ‘Management’ time – specifically senior management time within PSNI, NIO, DRD (Road Service), DoE or NICtS who are not fulltime on the project
 - FPPC/FPO staff prior to the Scheme commencing
 - Support from engineering departments during site identification.

Where reasonable, all expenditure should be receipted.

4.5.2 Revenue Expenditure

Revenue expenditure refers to costs incurred during normal on-going operations. It is also commonly known as ‘operational expenditure’. One of HM Treasury rules states that only revenue expenditure associated with camera activity can be reclaimed. This section covers what constitutes revenue expenditure.

When assets are used for a significant time on other activities then the revenue costs should only be recovered on a pro-rata basis. For example, a vehicle that is used for 30% of its time on traffic duty, with the remainder spent on camera enforcement, should only have 70% of its maintenance and other running costs recovered. Records should be maintained to demonstrate how an asset has been utilised for audit purposes.

The following sections address some of the key headings for revenue expenditure.

A. *Partnership Staff Salaries And On-Costs*

The Scheme is allowed to recover the salary costs of persons directly related to the Scheme. For non-dedicated staff, this cost can be recovered pro-rata. This includes the following staff:

- Project manager
- Communications manager
- Data analyst, including the cost of collecting speed and casualty data
- Enforcement officers (including officers employed for ‘follow-up’ calls for non-payment)
- Fixed Penalty Processing staff
- Courts processing staff
- Roads Service staff (for speed monitoring, erecting signs etc.)
- Finance staff.

Costs can be recovered for wages, pension and national insurance contributions for each staff member. The costs for hiring contractors or consultants can also be recovered. However, if this is being claimed in the financial case then a description of the tasks conducted by the external party should be listed. Please note that, in line with the principles of Best Value, partnerships should not contract an external party to conduct tasks that could be reasonably completed by a member of the Scheme.

The following items cannot be claimed under the rules of the project:

- Internal Training – This is an example of double funding. The costs for training courses available in-house cannot be recovered, but costs can be recovered for bought-in training relating to prevention, detection and enforcement activity. Employment costs can be recovered if, for example, a person has a one-month induction period to be trained
- Attending conferences – This is a discretionary expense and cannot be reclaimed

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- Management time – specifically senior management time within PSNI, NIO or NICtS who are not fulltime on the project.

Expenses are allowable where staff incur costs whilst on Scheme business. The expense policy should be governed by the organisation employing the individual. However, given the unique method of funding, the following guidance is recommended to ensure that the Scheme operates in a way consistent with its high profile:

- All expenses should be claimed at cost
- A reasonable benchmark for fuel costs is £0.30 per mile
- Where possible, all expenditure should be receipted.

NICtS costs can only be reclaimed for the cost of processing conditional offers, as separate funding is provided for prosecution activity in court. The only staff costs recoverable by NICtS are the costs of administrative staff. NICtS are able to recover the money transmission cost of cheque, credit or debit card transactions for payment of conditional offers if used. Guidance costs for a cheque payment is £0.25 to £0.40, a Switch (or equivalent) payment is £0.10 and for a Visa (or equivalent) it is 2.5% of transaction cost, or £1.50 for a £60 fine.

In addition, NICtS can also recover the following revenue costs:

- Stationery and paper costs
- Postage costs
- Equipment maintenance
- Accommodation costs (to avoid double funding, this should only cover the costs of **extra** activity related to the Safety Camera Scheme)

Activity relating to the non-payment of fines is not recoverable.

B. Accommodation Costs

Rent can only be recovered if directly incurred by the Scheme (i.e. they are sited on external premises). Management fees and any relevant taxes/ charges are recoverable in this instance. As previously mentioned, given the substantial cost of external accommodation (often significantly higher than the baseline rent), external accommodation should be the final possible option.

For partnerships sited on internal premises, the host can charge a nominal fee for the space occupied by the Scheme. This should reflect the actual cost to the host of managing the space. Where the Scheme is housed on premises owned by any of the partnership members, under no circumstances can that partner charge the Scheme the equivalent of a commercial rent. The Scheme accommodation should be treated as part of their own departmental premises.

As a general rule, the following revenue costs can be recovered on a pro-rata cost for the accommodation used by the Scheme:

- General maintenance
- Electricity costs
- Heating costs
- Operational maintenance to the accommodation space.

C. Equipment Running Costs

Costs for maintaining enforcement equipment should be recovered in line with manufacturer's recommendations. Costs for maintaining cameras should be included in line with reasonable

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expectations for maintenance based on equipment age. This includes the cost of repairing vandalism to equipment.

Reasonable vehicle maintenance costs for vehicles can be claimed, including parts, servicing and fuel. All costs should be charged pro-rata if the vehicle is shared with another activity.

Costs for IT and communications equipment maintenance should be charged at a reasonable rate based on manufacturer's recommendations and estimates based on the age of equipment. Leasing costs for IT or Communications equipment can also be claimed in line with actual payment schedules.

Operating costs for telephones/internet should be charged in line with usage. Costs can be recovered for use of personal mobile phones for Scheme business. Software licenses should be charged at cost. Note, this only applies to additional license costs that are incurred as a direct result of the Safety Camera Scheme.

D. Communication and Education Programmes

Only the costs of communication and education programmes directly related to safety camera enforcement can be recovered. The Scheme should always look for free or low-cost options when conducting such programmes. Costs can only be recovered for events which are being hosted by the Scheme, or at which they are presenting. As stated earlier, costs for simply attending such seminars/ events are not recoverable.

Examples of events where costs/expenses can be recovered:

- School visits by communications manager/ police
- Public seminars
- TV/radio advertising
- Leaflet/poster campaigns
- Professional seminars (by free invite)

Speed awareness or driver improvement courses are not cost recoverable. These courses, offered as an alternative to points for minor offenders, must stand separate from the programme and be either self-financing or centrally subsidised.

E. Other Costs

Other costs that can be recovered at cost include:

- Stationery
- Film and processing materials

Postage costs for correspondence with offenders can be claimed. Experience from current partnerships suggests that the FPPC/FPO should budget to claim for 3 correspondences on average per offender processed.

4.6 RULE 6: FINANCIAL CONTROLS

The Scheme will need to demonstrate the following:

- Best value
- Probity and accountability.

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4.6.1 Best Value

Best value (BV) is a commonly used phrase that means that any money spent achieves the best possible result in providing what is required. BV does not always mean 'getting the cheapest deal'; there are other ways of obtaining value. BV can be described as achieving the optimum balance between economy, efficiency and effectiveness:

- Economy means achieving the lowest price for a particular service or item. This objective has most relevance when purchasing assets or services that vary little in quality from supplier to supplier, such as stationery for example. Achieving the lowest price on a service contract, however, would not necessarily deliver BV if this results in a poor or unreliable service;
- Efficiency means achieving the most from a given amount of money. Solutions using flexible working arrangements and a high degree of mechanisation may be more efficient than the traditional methods; and
- Effectiveness means the best outcomes for the money spent. For example, an integrated IT system linking the PSNI and the Fixed Penalty Clerk might be more effective than two separate systems and an overnight file transfer system. Whether a new approach represented the best value would depend on how much it costs in comparison with the existing method since both produce the same output.

4.6.2 Probity and accountability

This section sets out the financial controls and audit arrangements for the Scheme. These do not in any way replace existing audit arrangements, rather they are additional. The specific financial processes for the Scheme are as follows:

- PSNI and NICtS will set in place systems to ensure that costs associated with the Scheme are readily identifiable. For example, PSNI have identified a separate cost centre for expenditure relating to the Scheme and each cost is also identified by cost type. This allows PSNI to produce full expenditure information for the Scheme within their existing management accounts
- Following the end of each quarter (i.e in July, October, January and April) PSNI and NICtS will submit a claim for expenditure in relation to the scheme for that quarter. This claim will clearly identify expenditure by expenditure type (revenue or capital) and subset (as laid out in 4.5 above). Any single item of expenditure over £10,000 will be evidenced by an expense receipt (where possible) and full description of the expense. Invoices supporting direct expenditure should be retained with the accounting records and the NIO should retain copies of invoices supporting expenditure made by the PSNI and NICtS
- NIO would:
 - ensure that they are satisfied that the expenditure as presented on the invoice is valid and correctly presented
 - once satisfied that expenditure is valid, provide for a receipt transfer to PSNI/NICtS for this agreed expenditure up to the agreed limits and within the overall monies recovered to date. Should there be less monies in the account than is being claimed, PSNI/NICtS will only be able to claim up to the monies remaining in the account at that time but would be allowed to submit for any unclaimed expenditure at a subsequent time but within the financial year
 - keep records of all the invoices received and paid
 - provide initial estimate and any supplementary estimates in relation to the scheme to HMT
- The Scheme requires that the claim forms should be subject to an audit to ensure that the funds have been used only for the purpose intended. At the end of each financial year there will be an audit of the Safety Camera Scheme, and the Northern Ireland Audit Office, as the auditors of the NIO, will conduct this audit. To facilitate this, at the end of

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each financial year each partner would produce as part of their normal accounting process a set of accounts that would include a separate section for activities relating to the Scheme. Specifically this will identify all capital and revenue expenditure and monies received through the cost recovery process. For items of expenditure that are shared between camera related activity and other activity, the accounts should be supported by clear memoranda, showing how the calculation has been arrived at, and where possible real time data to support the calculation. For example, if police are used part time on supporting the camera scheme, records should be kept showing the officers and their time used. If an apportionment is used to allocate costs between activities, this apportionment should be explained in supporting papers.

The auditor who will be responsible for the audit should be contacted early on in the process, in this case it is suggested that this is the Northern Ireland Audit Office. It remains the responsibility of management within the scheme to ensure that sound governance procedures are in place.

4.7 RULE 7: PROJECT MONITORING

4.7.1 Data Collation

Scheme monitoring data are required for two purposes; first to show the impact of enforcement; and secondly to support finance claims. The following monitoring/evaluation information is required – this is identified below in terms of Scheme success factors:

- A reduction in speed and casualties at sites/on routes where cameras are operating
 - Reduction in the number of KSI collisions at safety camera locations
 - Reduction in the number of PICs at safety camera locations
 - Reduction in the number of collisions at safety camera locations
 - Impact on Speed. Measurable examples of performance would include:
 - Average speed at safety camera sites
 - 85th percentile speed at safety camera sites
 - Percentage of vehicles exceeding the speed limit
 - Percentage of vehicles exceeding the speed limit by more than 15 mph
- General public acceptance of the road safety benefits:
 - Percentage of people who think that safety cameras are a useful way of reducing collisions and saving lives
 - Percentage of people who think that safety cameras make them think more carefully about how fast they are driving
 - Percentage of people who believe that safety cameras are an infringement of civil liberties and a 'waste of time and money'
 - Percentage of local press coverage that is positive
 - Monthly monitoring returns of media coverage.
- Satisfactory working of the funding arrangements, specifically the monitoring of cost and revenue tracking:
 - Expenditure information for each partner, including:
 - Date incurred
 - Expenditure heading (capital or revenue) and type (as per section 4.5)
 - Fine monies recovered.

To evidence the selection process and for evaluation purposes, PSNI will be required to maintain the following information for each site/route on an on-going basis:

- Road name, site description, site picture and grid reference

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- Speed limit at site (including information related to where speed limits change)
- Site length data
- Collision history at each site in the last 3 years, including an analysis of the number of:
 - Injury collisions and injured persons
 - Serious injury collisions and seriously injured persons
 - Fatal collisions and deaths
- Type of camera technology to be used (fixed or mobile)
- KSI and PIC history for the site over the last 3 calendar years
- Speed analysis, including times of days/weeks when average speed greater than the speed limit and 85th percentile is greater than the enforcement level. New sites are required to meet the 85th percentile speed threshold in order to be accepted on to the scheme. When undertaking speed surveys the following should be taken into consideration when analysing the results:
 - Free flowing traffic
 - Weather conditions
 - Inappropriate speed limits
 - Poor survey location
- Traffic orders where appropriate (review of alternate engineering solutions)
- Date when the site became live
- Any exceptional notes (for example security).

To monitor the volume of enforcement, PSNI are required to collate the following information on a quarterly basis:

- For each safety camera site/route:
 - The number of officer hours spent enforcing at the site (for mobile only)
 - The number of detections made
- Total number of detections made
- Total number of NIPs issued
- Total number of completed NIPs returned
- Total number of CO FPN issued
- Total number of CO FPN paid
- Total number of cases pursued through court
- Total number of cases abandoned.

4.7.2 On-going Evaluation

After 12 and 24 months operation, the Scheme must prepare a report on the progress. To ensure that this report is fair and appropriate, this document will be reviewed by:

- PA Consulting Group, who are responsible for providing assistance and guidance to the National Safety Camera Scheme
- An independent third party.

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These reports will be used to inform the policy decision to continue or stop the Scheme.

4.7.3 Equality Issues

Section 75 and Schedule 9 to the Northern Ireland Act 1998, came into force on 1 January 2000. The provisions place a statutory obligation on public authorities to carry out their functions relating to Northern Ireland with due regard to the need to promote equality of opportunity. PSNI and NICtS are designated public authorities for the purposes of section 75 of the Act and are required to have due regard to the need to promote equality of opportunity in carrying out its functions:

- Between persons of different religious belief, political opinion, racial group, age marital status or sexual orientation
- Between men and women generally;
- Between persons with a disability and persons without; and
- Between persons with dependants and persons without.

Speed enforcement is one of a number of PSNI's policies and as such will have been subject to equality proofing. The next stage is to equality monitor, however there are sensitivities in obtaining this equality monitoring information. For example, by asking someone his or her religion or political opinion as part of the prosecution process, this may imply that this information is relevant to the prosecution process itself. These sensitivities extend to most policing issues and are being addressed directly by an Assistant Chief Constable with the Equality Commission. It is expected that the Equality Commission will come back with guidance in this respect. Therefore in the short term, there will be no additional data collection/monitoring requirements for equality monitoring purposes. In the medium to long term (and subject to Equality Commission guidance), it is likely that some form of voluntary self-nomination form will be included with the Notice of Intended Prosecution.

APPENDIX A: SITE & ROUTE CRITERIA FOR THE SAFETY CAMERA SCHEME

This section contains the guidelines for site criteria.

Criteria	Fixed camera sites (including speed over distance)	Mobile	Red-light
1. Site length	Between 400-1500 metres	Over 400m	50 metres
2. Number of fatal and serious collisions (KSI)	At least 4 KSI collisions per km in last three years (not per annum)	At least 2 KSI collisions per km in last three years (not per annum)	The percentage of injury collisions is equal to or greater than 25% (in the last 3 years)
	Where there are slight collisions, they may be used to help identify high risk sites/routes, in this instance these may be used on the basis of 5 slight collisions equating to one KSI collision		
3. 85 th percentile speed at (or approach to) collision hot spots	85 th percentile speed at or above ACPO guidance (10% above speed limit plus 2mph - i.e. 35mph in a 30 zone) for free-flowing traffic (excluding any rush-hour periods)		N/A
4. Percentage over the speed limit	At least 20% of drivers are exceeding the speed limit for free-flowing traffic		N/A
5. Site conditions are suitable for the type of enforcement proposed		Enforcement to take place in a visible and safe manner	N/A
6. No other engineering solutions are appropriate	There has been review by Roads Service and there are no obvious viable measures to improve road safety along this stretch of road within existing budgets		

Reduced casualty criteria apply for existing camera sites (i.e. sites where speed enforcement has taken place before for at least 1 year). Essentially, these criteria are half the amount against the criteria for new sites. The only other difference is that speed criteria no longer apply as the impact of the camera should have reduced average speeds.

Criteria	Static	Mobile
Number of fatal and serious collisions (KSI)	At least 2 KSI collisions per km in last three years (not per annum)	At least 1 KSI collisions per km in last three years (not per annum)
Number of personal injury collisions (PIC)	At least 4 PIC collisions per km in last three calendar years, inclusive of base KSI requirement	At least 2 PIC collisions per km in last three calendar years, inclusive of base KSI requirement

APPENDIX B: POTENTIAL ENFORCEMENT SITE ANALYSIS PROCESS

While PSNI have spent significant resources analysing collision records to identify potential sites and routes for camera enforcement, because this analysis cannot be comprehensive (for example, there is almost infinite choice in route start and end points) it is possible that some potential sites and routes have not been identified. Further, it is likely that the Scheme will receive suggestions for potential camera enforcement locations from PSNI District Commanders, Roads Service, local politicians or indeed members of the public. In order that these suggestions are dealt with in a consistent fashion, the following high-level process has been defined:

- All suggestions for camera enforcement are sent to the PSNI's safety camera project manager. They will acknowledge receipt of suggestions, identify that they will be reviewed and indicate that feedback will be provided
- All suggestions are collated until end of specific time period/or until a specific number have been gathered
- They will then be passed en bloc to PSNI's Central Statistics Unit for analysis to identify if they meet the criteria for a mobile or a static camera (as laid out in Appendix A above). Central Statistics Unit will feed this information back to PSNI's safety camera project manager
- For those sites/routes that do not meet the criteria for camera enforcement (as laid out in Appendix A), PSNI's safety camera project manager will write back to the party that made the original suggestion identifying that the site did not meet the criteria and can therefore not be enforced by a safety camera. The letter will also state that there are other methods for speed enforcement (for example handheld speed measuring devices) that the police could use and their use at the suggested site is being investigated. This letter will be copied to the relevant District Commander and Regional Road Policing Command Unit representative
- For those sites/routes that meet the criteria for camera enforcement (as laid out in Appendix B), PSNI's safety camera project manager will ask the DCU and Road Policing Command Unit to examine the potential for enforcement (taking into account issues such as operational issues, and the overall enforcement strategy) and identify (if appropriate) a section for enforcement
- The relevant Regional Road Policing Command Unit representative will then take the lead with respect to the agreed site/route and convene a site meeting with the local Road Service representative and the person engaged to carry out the speed survey to identify the precise locations for:
 - Speed survey equipment deployment
 - Where enforcement will take place (if the site/route is finally accepted) and the speed limit at that point
 - Camera signing (if the site/route is finally accepted)
- Once this meeting has taken place, Roads Service will conduct a speed survey at the specified point.
- When the speed survey has been completed, the results will be returned to PSNI's safety camera project manager for analysis, specifically to identify the level of traffic flow and the extent of the speeding problem. Roads Service will also provide confirmation that the relevant traffic order is in place to allow enforcement to occur
- Sites that meet the casualty and speed criteria will be forwarded to the Head of Road Policing Development Branch for approval to be included as a site to be considered by the project Board to be adopted into the Safety Camera Scheme
- Any site/route approved by the Project Board for adoption into the Scheme will be communicated to the Regional Head of Road Policing to have the camera signing erected

B: potential Enforcement site analysis Process

as agreed at the site meeting. The Regional Road Policing Commander will notify the Head of Road Policing Development Branch of the date the signing is carried out

- Road Policing Development Branch will approve new site/route with an effective date for enforcement. These dates will be passed to:
 - Regional Road Policing Commanders
 - Appropriate DCU Commanders
 - Media & PR Dept for press release and updating of web site
 - CSU to include for re-evaluation purposes in 6 months
 - DRD Road Service.

C.1 POLICY ON THE SIGNING OF SAFETY CAMERAS

The guidance contained within this Director of Engineering Memorandum is issued to clarify the circumstances where safety camera signs may be used.

C.2 SCOPE

This memorandum is to be brought to the attention of all Roads Service employees involved in Traffic Management, Sign Maintenance and Sign Provision.

C.3 IMPLEMENTATION

The policy set out in this memorandum shall take effect from the date of issue.

C.4 BACKGROUND

The Northern Ireland Safety Camera Scheme was launched on 1st July 2003. An important part of this project is the signing of sites where permanent and mobile safety cameras will be in regular use.

C.5 POLICY

Signs must always be erected in advance of fixed safety camera sites. Signs must also be erected in advance of sites where mobile safety cameras will be operating on a regular basis as part of the Safety Camera Scheme. The signs must be placed between 500m and 1km in advance of the camera site.

Where mobile safety cameras are in use only occasionally and not as part of the Safety Camera Scheme safety camera signs should not be erected.

Where the safety camera site is within a 30mph limit a new sign depicting a camera warning and a 30mph speed limit reminder, as used in GB, has been authorised for use in NI and a diagram has been included below for information. One sign shall be placed on each approach to the site.

On roads which are not subject to a 30mph speed limit the sign on the approach to a site, or at the start of a route, should be to diagram 878 with the legend "Safety cameras". These signs should not be duplicated along the route.

Repeater signs (diagram 879) should be placed on routes targeted for the use of safety cameras and shall be provided at the following intervals:

Rural Dual Carriageways:	5 miles
Rural Single Carriageways:	3 miles
Urban Roads:	0.5 miles

Where a speed limit other than the national speed limit or a 30mph restriction applies, the camera sign should be placed in close proximity to a speed limit repeater sign (diagram 670). When mounted on the same pole the camera sign should always be placed below the speed limit repeater sign and may be combined on a grey backing plate.

It is not necessary to place signs at every side road entrance on to a road where there is a safety camera site. Where there is a major junction in advance of a camera site consideration may be given to the placing of a camera warning sign between the junction and the camera site.

National speed limit signs (diagram 671) should not be used in combination with safety camera signs, nor should a maximum speed limit sign (sign 670) be used where the national speed limit applies.

The cost of purchasing, erection and maintenance or removal of signs and poles associated with the Safety Camera Scheme shall be borne by the Northern Ireland Safety Camera Partnership.

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June 2003

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