



Grant Funding for speed and red light camera enforcement

Handbook of Rules and Guidance

**For Operational Year 2007-2008
Publication May 2007**



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PRELIMINARY STATEMENT

This handbook sets out the rules and provides guidance partnerships are required to follow, if they are to operate within the Scottish Safety Camera Programme, and the associated grant funding process within Scotland.

It should be understood this handbook is not set out in Road Traffic Legislation. Failure to comply with any of the rules may result in a partnership or any of its partners being unable to claim their costs associated with safety camera activity. It is not intended that non-compliance with any part of this handbook, by any partner organisation, should offer any grounds for defence in any criminal court proceedings.

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1. INTRODUCTION

This chapter explains the background and history to the Safety Camera Programme and the UK pilot launched in 2000.

This chapter is structured as follows:

- Section 1.1 - The Purpose of the Handbook;
- Section 1.2 - Background to the Safety Camera Programme;
- Section 1.3 - The Purpose of the Scottish Safety Camera Programme;
- Section 1.4 - Results of the Programme.

1.1 THE PURPOSE OF THE HANDBOOK

This handbook provides a practitioners' guide to the rules, guidance and processes for the Safety Camera Programme in Scotland. In particular it sets out the requirements that safety camera partnerships ('partnerships') must meet in order to claim grant payment in each year of operation.

This handbook relates only to the funding of safety cameras in Scotland. As such, there are substantive differences in the way the Scottish Programme is delivered including governance, processes for funding partnerships and signing requirements in order to better meet the specific needs of road safety in Scotland and to reflect the nature of the road network in Scotland.

The programme is founded on the principles of rigorous analysis of camera locations, effective partnership working and financial prudence. The Handbook reflects the Scottish Executive's commitment to ensure that cameras are correctly sited and operated to reduce casualties on Scottish roads. The principle rules can be summarised as follows:

- Sites for camera enforcement must be selected in line with current site selection criteria (Chapter 4);
- All camera sites must comply with visibility and conspicuity criteria (Chapter 5);
- Partnerships must operate in line with stated procedures (Chapter 6 and Chapter 9);
- Partnerships can only claim grant payments for costs in terms of delivering an approved Operational Case (Chapter 7);

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- Only costs directly attributable to safety camera enforcement and associated activity can be claimed (Chapter 8);
- Partnerships are required to submit quarterly monitoring data and accounts to the Scottish Programme Office to enable assessment of progress to be made (Chapter 10);
- Partnerships must submit an Operational Case detailing plans of activity during the following fiscal year to the Scottish Programme Office for approval.

Alongside these rules for funding, the guidance sets out the broad parameters that partnerships should work within. Deviation from this guidance is only permitted with the approval of the Scottish Programme Office which will otherwise oversee the programme and ensure partnerships comply with the rules.

1.2 BACKGROUND TO THE SAFETY CAMERA PROGRAMME

The UK Safety Camera Programme was first piloted in April 2000. This followed a study in 1996 that concluded that, whilst safety cameras were effective in reducing road casualties, the full benefits were not being fully realised due to budgetary constraints. The Scottish Advisory Board and Scottish Safety Camera Programme Office were established in 2002 to help develop a programme for targeted enforcement at accident sites with a speed and red light running history. When the hypothecation of revenue from fixed penalties to fund local activity ended in March 2007, the Scottish Safety Camera Programme Office became responsible for assessing Operational Cases submitted by Partnerships and allocating available grants on the basis of these submissions.

The Scottish programme has expanded in stages since 2002 and there are now partnerships in all eight police force areas.

1.3 THE PURPOSE OF THE SCOTTISH SAFETY CAMERA PROGRAMME

The two main objectives of the Safety Camera Programme are (i) to reduce the number of people killed or injured on Scottish roads by encouraging lower speeds at prominent accident locations and (ii) to change long-term driver behaviour in relation to speeding and red light running. These support the governments targets for casualty reduction on UK roads between 2000 and 2010:

- A 40% reduction in the number of people killed or seriously injured;
- A 50% reduction in the number of children killed or seriously injured;
- A 10% reduction in slight casualties¹.

¹ Compared with the average for 1994-98.

1.4 RESULTS OF THE PROGRAMME

The four year evaluation report of the National Safety Camera Programme produced by University College London (2005) on the impact of safety cameras over a four year period from April 2000 to March 2004, showed that accidents, casualties and deaths² have continued to reduce at camera sites.

The Report shows over the period of April 2000 – March 2004 that:

Speed

- At sites where safety cameras have been introduced there has been a reduction in vehicle speed, with the average speed across all new sites dropping by around 6% (2.2 mph).
- Vehicle speed in urban areas (30-40 mph limits) fell by 7%.
- There was a 31% overall reduction in the number of vehicles breaking the speed limit at new camera sites. This reduction was most noticeable at fixed camera sites, where the number of vehicles breaking the speed limit has dropped by 70%.
- The overall reduction in excessive speeding (15 mph more than the speed limit) at new camera sites is 51%. The reduction at fixed and mobile camera sites was 91% and 36% respectively.

Casualties

- There was a 42% reduction in the number of people killed or seriously injured at camera sites (this equates to 1,745 fewer KSI casualties per annum).
- There was a 22% reduction in the number of personal injury collisions at camera sites (this equates to 4,230 fewer personal injury collisions per annum).
- There were 100 fewer people killed per annum at camera sites.
- There was a 29% reduction in the number of pedestrians killed or seriously injured at camera sites.

² 'The National Safety Camera Programme Four –year Evaluation report', University College London and PA Consulting Group, December 2005 published by the Department for Transport.

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The four year evaluation also considered the effect of 'regression-to-mean'- the effect arising because the number of accidents in the period before the installation of a camera may be higher than the long term average for that area. It concluded that even after allowing for this phenomenon, safety cameras still achieved substantial and valuable reductions in collisions and casualties.

The level of public support for the use of cameras has been consistently high. 82% of people questioned agreed that the use of safety cameras should be supported as a method of reducing casualties. Over the four year evaluation, around 85% of all local press coverage was positive or neutral. The estimated value of the reduction in accidents in 2003/4 was £285 million.

2. OPERATIONAL CASE SUBMISSION PROCESS

All partnerships are required to submit a complete Operational Case for each year of operation. It sets out the entire operational plan for the partnership in the year in terms of enforcement, accident and casualty reduction, finance and communications. Partnerships are asked to submit a case annually to demonstrate to the Programme Office there is an effective and efficient strategy in place to assist in maximising casualty reduction in their area.

This chapter explains the content of the Operational Case and the process and timescale for its submission.

The chapter is structured as follows:

- Section 2.1 – Operational Case Submission Process including key dates;
- Section 2.2 – Format and content of an Operational Case;
- Section 2.3 – Amended Operational Case submission.

2.1 OPERATIONAL CASE SUBMISSION PROCESS

The Scottish Programme Office will assess all Operational Cases submitted by partnerships and once approved, will allocate grants based on these cases and available funds.

Where a partnership fails to submit an Operational Case within agreed timescales, payments of any grant may be withheld or reduced.

Any forfeited grant by a partnership may be re-allocated at the discretion of the Scottish Safety Camera Programme Office.

Operational Case submission process...

The submission process which partnerships are recommended to follow, is as follows:

Process Activity
Assess recent 3-year crash and casualty figures to identify potential new site locations
Conduct speed surveys at identified potential new sites
Compile and collate proposed new site list and associated data
Partnerships prepare and revise their enforcement and communications strategies and compile their financial projections
Partnerships submit Operational Case to the Scottish Programme Office for review, assessment and feedback
Partnerships submit final Operational Case for approval
Scottish Programme Office re-assesses submitted cases and apportions available grant funds
Scottish Programme Office notifies partnerships of result and any caveats
Partnerships note any identified caveats
Partnership begins new operational year

2.2 FORMAT AND CONTENT OF AN OPERATIONAL CASE

Operational Cases must be submitted by partnerships in the templates provided by the Scottish Programme Office. Pro forma templates will be provided each year to partnerships in time for the subsequent year's submission process. Any Operational Case submitted in alternative formats will be deemed incomplete and returned to the partnership for resubmission in the proper format. This will ensure all cases are in the same format, which will simplify the assessment process and avoid any unnecessary delays.

The format of the Operational Case will include the following components:

- Templates;
 - Operational Case Submission Template
 - 3 Year Review Template
 - Discretionary Activity Sites Template
- Checklist;
- Communications strategy;
- Communications checklist;
- Definition document;
- SLA and partnership governance structure plan.

Templates

The **Operational Case Submission Template** must be used by a partnership to provide details of proposed sites including accident, casualty, speed and traffic details; financial and timing breakdown of all proposed communications activity; and financial detail breakdown for all the partners within the partnership. Existing site information must be extracted from the database into Microsoft Excel using the tool provided. Information on any proposed new sites should then be added to this Excel sheet. Where existing routes are in use, partnerships should specify what sites originally formed that route and provide further route information if available. **The 3 Year Review Template** must be used to provide performance information about sites and route strategies that have been in operation for 3 years **and** at 3 yearly intervals thereafter. **The Discretionary Activity Sites Template** must be used to provide notification of any discretionary activity sites where enforcement activity will be undertaken to the Programme Office along with ongoing monitoring of each site.

Checklist

Certain aspects of individual partnership's Operational Cases are captured in this document. Partnerships are required to provide free text responses to certain questions relative to issues such as various strategies, operational approaches and administrative processes.

Communications Strategy

This is a detailed breakdown of the communications and publicity activity planned by the partnership.

Communications Checklist

This document provides a checklist for partnerships to identify if they have met the requirements of the communications strategy. These are elements that have been identified as essential to an effective communications strategy and elements that have been identified as good practice.

Definition Document and Local Governance Structure Plan

Each partnership is required to submit a document indicating that there is commitment to the partnership by each active partner at an appropriate level. In the case of expending partners, the signatories must have the authority to commit expenditure on behalf of the partner organisation to the level projected in the Operational Case submission. The document may take the form of a Service Level Agreement, Partnership Agreement, Memorandum of Understanding or other format as appropriate to the individual partnership's needs. In addition they must provide a Local Governance Structure Plan relevant to the operation of the partnership to show how the partnership will be managed.

2.3 AMENDED OPERATIONAL CASE SUBMISSION

Amendments to the Operational Cases can be submitted during the operational year if a partnership wishes to make any significant changes to their approved Case. Significant changes would typically include notification of new sites or where a partnership has identified an underspend in its financial projections exceeding 10%.

The partnership should liaise with the Scottish Programme Office in the first instance to discuss the planned amendment, and to verify timing of the re-submission relative to required dates. Amended cases need only incorporate the changes being made to the initial submission. There is no need to resubmit the entire Operational Case unless the amendments are extensive. A partnership is not permitted to implement any proposed amendment until it has been endorsed and approved by the Scottish Safety Camera Programme Office.

3. GOVERNING RULES

The following chapters set out eight **rules** that govern the operation of the Programme. These must be strictly adhered to. Only those Operational Case submissions that guarantee to comply with these rules will be accepted.

Operational Cases submitted for the financial year 2007-08 will be assessed solely against the rules and guidance stated in this handbook.

Partnerships will where appropriate be required to demonstrate their ability to differentiate between scheme and non-scheme offences and these should be recorded separately to audit standard.

Partnerships may be audited to assess conformance with the rules set out in this handbook. In line with the Programme's Sanctions Policy, any partnership that fails to comply with these rules may have their agreed grant payments withheld or reduced.

The rules described in the following chapters are:

- Rule 1: Site selection and enforcement;
- Rule 2: Visibility, conspicuity and signing;
- Rule 3: Accounting arrangements within partnerships;
- Rule 4: Grant paid expenditure;
- Rule 5: Allowable expenditure;
- Rule 6: Financial controls;
- Rule 7: Data collection and measurement;
- Rule 8: Governance arrangements.

4. RULE 1: SITE SELECTION AND ENFORCEMENT

This rule relates to the selection and assessment process for all sites at which a partnership intends to enforce: new, existing, and pre-scheme. All sites, enforced and dormant, must be included in the partnership Operational Case relative to that operational year. This information should be provided in the Operational Case templates and checklist documents as appropriate.

Although the following pages provide the minimum requirements that a camera site must meet, in all instances of camera deployment local expertise must be utilised. Partnerships must give careful consideration to the location of each camera site in order to produce the optimum road safety benefit. This should also be reflected in the partnership's enforcement strategy which should give prioritisation to sites that have the most significant accident and speeding problem.

This section is structured as follows:

- Section 4.1 - New Fixed Camera Site;
- Section 4.2 - New Mobile Camera Site;
- Section 4.3 - New Red Light Camera Site;
- Section 4.4 - Time and Distance Enforcement Strategy;
- Section 4.5 – Route Strategies;
- Section 4.6 - Existing and Pre-scheme Site Assessment;
- Section 4.7 - 15% Discretionary Activity Allowance;
- Section 4.8 – Other Authorised Camera Sites;
- Section 4.9 – Vehicle Activated Signs.

Rule 1 – Site selection and enforcement...

A list of all key terms and definitions relative to site selection and enforcement can be found in the glossary in Appendix A.

Where the original parameters of an existing site have been changed partnerships must notify the Programme Office as the site may need to be reassessed.

New camera sites will be selected using an assessment that includes the level of fatal, serious and slight accidents. The combined level of accidents will be expressed as a point scale (see table below) and assessed relative to both the road classification for the site, whether it is either a 'built up' or 'non-built up' area and according to the type of site it is i.e. fixed, mobile or red light.

Fatal or serious accident = **5 Points** (i.e. 2 Serious accidents = 10 points)

Slight accident = **1 Point** (i.e. 5 Slight Accidents = 5 points)

'Built up Area' is defined as a road with a speed limit of 40 mph or less.*

'Non-built up Area' is defined as a road with a speed limit of 50 mph or more.*

*** These are Scottish Executive definitions used to measure accident rates.**

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Slight accident = **1 Point** (i.e. 5 Slight Accidents = 5 points)

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'Non-built up Area' is defined as a road with a speed limit of 50 mph or more.*

*** These are Scottish Executive definitions used to measure accident rates.**

Rule 1 – Site selection and enforcement...

4.1 NEW FIXED CAMERA SITE

A fixed site is a stretch of road up to 1,000 metres (1 km) in length. The camera housing should normally be located at the midpoint of the site and accidents recorded at an equal distance before and after the housing. Enforcement can only take place in the direction of the identified accident problem except on single carriageways where the direction of enforcement is determined by local assessment and may be bi-directional. Site conditions must be suitable for operation of the camera system to be used. A Health and Safety risk assessment must be undertaken as part of the site selection process.

Please note that once an exact installation location has been identified following a site visit the original selection data must be re-checked. This is to ensure that the data are still relevant and fall within the stated range of the site i.e. if for practical/technical reasons a housing can only be installed 150 metres further along the road then a check must be carried out to ensure all the data are still relevant to that altered position.

A new fixed site should show accidents clustered close together around a single point on the road. The requirements for a new fixed site are as follows:

	Requirement	Comment
1. Site Length	0 to 1,000 metres (1 km).	
2. Number of Accidents	There must be a minimum number of accidents in the last 3 years for a site to qualify. Of these accidents there must be a minimum of 3 Fatal or Serious Accidents. The number of accidents (reflected as points) required are represented in the assessment table below.	See section 10.2 for guidance on how to measure accidents.
3. Speed Criteria	The 85 th percentile speed must equal or exceed the Lord Advocates current enforcement threshold for site speed limit.	See section 10.2 for guidance on how to calculate the 85 th percentile speed.
4. Suitability Assessment	All partners must be in agreement that there is no suitable alternative road safety measure.	An appropriate local audit trail should be maintained.
5. Visibility and Conspicuity	The site must comply with the visibility and conspicuity requirements.	See section 5.

Rule 1 – Site selection and enforcement...

The points scale will be based on the following factors:

	Up to 1 km in length		Comments
	'Built Up'	'Non-built Up'	
Points Required in three year period (not per annum)	22	18	Sites that are less than 1 km in length are still required to obtain a minimum of 22 or 18 points (depending on classification). This must include a minimum of 3 fatal or serious accidents.

- Example 1.** *A fixed site 500 m in length within a built up area would require 22 points. This would mean either 3 Fatal or Serious Accidents and 7 Slight Injury Accidents, or 4 Fatal or Serious Accidents and 2 Slight Injury Accidents.*
- Example 2.** *A fixed site 1 km in length in a non-built up area would require 18 points. This would mean 3 Fatal or Serious Accidents and 3 Slight Injury Accidents.*

Rule 1 – Site selection and enforcement...

4.2 NEW MOBILE CAMERA SITE

A mobile site is a stretch of road on which mobile enforcement can take place. It must have a clearly defined start and end point. A site may only cross over different speed limits if each speed limit section meets the required speed criteria but offences can only be detected within one speed limit area at any one time. Monitoring must take place at each speed limit section. Enforcement can take place at any safe location within the site but only in the direction of the identified accident problem – except on a single carriageway, where enforcement can take place in both directions. Site conditions must be suitable to allow for safe access and a Health and Safety risk assessment must be undertaken as part of the site selection process. The camera deployment operators must also undertake a risk assessment of the site prior to each deployment.

A new mobile site should show accidents distributed evenly along a stretch of road. The requirements for a mobile site selection are as follows:

	Requirement	Comment
1. Site Length	Between 0 and 20,000 metres (20 km).	A site can only cross over speed limits if each speed limit section meets the speed criteria.
2. Number of Accidents	There must be a minimum number of accidents in the last 3 years for a site to qualify. The number of accidents (reflected as points) required are represented in the assessment table below.	See section 10.2 for guidance on how to measure accidents.
3. Speed Criteria	The 85 th percentile speed must equal or exceed the Lord Advocates current enforcement threshold for site speed limit.	See section 10.2 for guidance on how to calculate the 85 th percentile speed.
4. Suitability Assessment	All partners must be in agreement that there is no suitable alternative road safety measure.	An appropriate local audit trail should be maintained.
5. Visibility and Conspicuity	The site must comply with the visibility and conspicuity requirements.	See section 5.

Rule 1 – Site selection and enforcement...

The points scale will be based on the following factors:

	Up to 1 km in length		For each km thereafter		Comments
	'Built Up'	'Non-built Up'	'Built Up'	'Non-built Up'	
Points Required in three year period (not per annum)	11	9	8	6	Sites that are less than 1 km in length are still required to obtain a minimum of 11 or 9 points (depending on classification).

Example 1. A mobile site 500 m in length within a built up area would require 11 points. This would mean either 1 Fatal or Serious Accident and 6 Slight Injury Accidents, 2 Fatal or Serious Accidents and 1 Slight Injury Accident or 11 Slight Injury Accidents.

Example 2. A mobile site 6.9 km in length within a 'non-built up' area would need 44.4 points in total. That is 9 points for the first 1 km and for the remaining 5.9 km a further 35.4 (5.9 x 6) points.

The location of accidents should determine the length of a site not the total number of points. Site lengths should not be extended to include stretches of road where accidents are not happening. Partnerships must be able to provide data on the exact accident locations within the site in order to justify the chosen length.

4.3 NEW RED LIGHT CAMERA SITE

A new red light camera site should show accidents clustered at a road junction controlled with traffic lights or at a light controlled pedestrian crossing. A red light camera site should begin at the stop line and continue 'downstream' to a maximum of 25 metres beyond the end of the junction. There should be careful consideration of which arm(s) of the junction the camera site should be placed. Site conditions must be suitable for operation of the camera system to be used. A Health and Safety risk assessment must be undertaken as part of the site selection process.

Rule 1 – Site selection and enforcement...

The requirements for a red light site selection are as follows:

	Requirement	Comment
1. Site Length	Begin at stop line and continue 'downstream' to a maximum of 25 metres beyond the end of junction.	
2. Number of Accidents	There must be a minimum number of accidents in the last 3 years for a site to qualify. The number of accidents (reflected as points) required are represented in the assessment table below.	See section 10.2 for guidance on how to measure accidents.
3. Causation Factors	Red light running or failing to give precedence are a causation factor in a significant number of the identified accidents.	The camera should be placed on the most appropriate arm of the junction.
4. Suitability Assessment	All partners must be in agreement that there is no suitable alternative road safety measure. Particularly, ensure that any changes in light sequences have been considered prior to a camera going in.	An appropriate local audit trail should be maintained.
5. Visibility and Conspicuity	The site must comply with the visibility requirements.	See section 5.

The points scale will be based on the following factors:

		Comments
Points Required in three year period (not per annum)	10	Only accidents directly linked to red light running should be included in the assessment process. Good practice would be to include accidents from the stop line to a point 25 metres beyond the junction in the line of travel, but to exclude any events not directly attributable to the identified problem.

Example. *A red light site would require 10 points. This would mean either 1 Fatal or Serious Accident and 5 Slight Injury Accidents, 2 Fatal or Serious Accidents or 10 Slight Injury Accidents.*

Rule 1 – Site selection and enforcement...

4.4 TIME AND DISTANCE ENFORCEMENT STRATEGY

A trial is continuing on the A77 and it is envisaged this will help establish criteria for future use of such equipment in Scotland at locations other than those that meet the current fixed site requirements.

Any partnership considering introducing this type of equipment should consult with the Scottish Programme Office in the first instance.

4.5 ROUTE STRATEGIES

Route strategies established either pre-scheme or under previous versions of this handbook have delivered significant benefits in terms of casualty reduction. The current review process will be used in the development of criteria for route and area strategies. The Programme Office will consult with others to establish how such strategies might, in the future, be included in the Scottish Safety Camera Programme.

4.6 EXISTING AND PRE-SCHEME SITE ASSESSMENT

The police in the United Kingdom have operated safety cameras since the early 1990s. They were implemented for various road safety reasons by local agreement between the trunk roads network authority and local roads authorities as a speed/casualty reduction strategy at specific locations or over certain routes.

All safety camera sites and route strategies will be allowed to operate within the Programme for a minimum of 3 full years from the date enforcement commenced in order to allow them to achieve their optimum potential. After this they will be reviewed to identify whether they have achieved a road safety benefit as planned. A template and checklist will be provided which will assist with this review process. If the partnership can demonstrate the camera site has resulted in a road safety benefit it may be retained and allowed to continue as an 'Existing' site. These sites can be operated within the Programme and will be reviewed every 3 years thereafter. If however after the 3 year period a site has not shown a road safety benefit, it will be termed 'Dormant' i.e. it should not be enforced at within the safety camera scheme unless the partnership chooses to enforce at 'Dormant' sites under the 15% discretionary allowance rule (see section 4.7). In this case other road safety measures should also be reconsidered by the relevant authority.

All existing cameras will continue to be monitored annually as part of the annual Operational Case submission process. Partnerships will also be required to continue to monitor fixed camera sites termed 'Dormant' for a period of 2 years. After this 2 year period consultation will take place between the relevant partnership and the Scottish Programme Office to determine the most appropriate course of action.

Rule 1 – Site selection and enforcement...

4.7 15% DISCRETIONARY ACTIVITY ALLOWANCE

The Safety Camera Programme is an evidence-based policy aimed at reducing casualties. The siting and retention of cameras within the Programme should always ensure that the work of safety camera partnerships delivers against this objective. There is however a 15% Discretionary Activity Allowance within the Programme to provide partnerships with some flexibility to address partnership concerns. This is where excessive speed rather than inappropriate speed can be evidenced as a problem but where the site does not meet fully the casualty criteria to establish it as an ongoing camera location.

Any such activity based solely on addressing a problem of excessive speeding is likely to impinge on a partnership's ability to evidence a reduction in casualties – the purpose of the Programme - and must therefore be limited. Its limitation to 15% of activity ensures that this type of enforcement cannot be construed as being about revenue generation.

Previous versions of the handbook have included an allowance for partnerships to operate at non-compliant sites. The terminology used may in some instances have led to unrealistic expectations from some sections of the community about the ability of partnerships to respond to perceived problems as part of the safety camera Programme. Safety cameras are however only likely to have benefit where there is an excess speeding problem and are just one tool for reducing road casualties alongside other police speed enforcement activity, engineering measures and education programmes. It is not the only means for doing so. Local partner organisations have wider responsibilities for the prevention of road casualties and for addressing speeding problems. Chief Constables are responsible for enforcing road traffic legislation including speeding, but can only claim grant funding for activity directly associated with operating safety cameras under the programme. The programme aims to compliment other enforcement and road safety activity across Scotland.

For these reasons evidence of speeding to the same standards of fully compliant sites must be produced before a site can be considered for inclusion in the programme. A template for the notification and monitoring of discretionary sites will be provided by the Programme Office. It is stressed this is an allowance and not a target figure.

Activity should be measured in terms of a partnership's total deployment time. This category includes those sites previously described as 'Exceptional' and 'Community Concern' but not those included in section 4.8.

Neither the number of discretionary sites nor the level of enforcement activity at these sites at any one time must adversely affect the enforcement strategy of the partnership at other sites.

4.8 OTHER AUTHORISED CAMERA SITES

Road works and special events such as major sporting events or similar, by their nature create circumstances where both vehicles and road users alike are at greater risk. It is highly desirable to ensure the safety of all concerned and therefore partnerships are allowed to deploy safety cameras at locations not included within the operational case but appropriate to likely exceptional traffic flows associated with these events where such deployment is likely to assist with road safety by reducing speed and the potential for accidents and casualties.

At major road works where compliance with posted speed limits is required for the safety of staff at the site it is now common practice, especially on the trunk network, for the contract to stipulate that the appointed contractor should bear the cost for installation, maintenance and repair of safety camera equipment at such sites for the duration of the works. It should be understood that the cost of purchase, lease, installation or repair of enforcement equipment or upgrades to back office systems and any signs for use at road works is expressly excluded as allowable expenditure under this Programme.

In general, safety cameras deployed at these times should not form part of a partnership's submitted Operational Case. However, where the road works are pre planned and over a considerable period they should be included in the submission process.

A partnership is permitted to enforce at road works and special events sites either using supplied equipment or existing mobile equipment. The partnership is also permitted to use grant funded resources for all the costs of enforcement, processing and administration at these sites but may also seek additional funding from the relevant roads authority or contractor where necessary to ensure core activity is not compromised or diminished.

In exceptional circumstances a camera site may be established as part of a road design. If the site is to be included as part of the programme then the partnership must provide a signed certificate from a qualified road engineer on behalf of the roads authority confirming this is the most appropriate solution and why. Details of the proposed site must be presented to the Scottish Safety Camera Programme Office for approval.

4.9 VEHICLE ACTIVATED SIGNS

There is evidence to suggest that Vehicle Activated Signs (VAS) can be effective in reducing vehicle speeds and improving safety in some circumstances. This type of sign is permitted within the Programme but funding for them through the programme is restricted to those used at compliant sites only. VAS vary considerably in design and function and only approved sign types will be permitted. The types of sign allowed will be clearly aimed at reducing speed where speeding rather than inappropriate speed can be evidenced. Ongoing monitoring of their effectiveness will be required and incorporated in the monitoring requirements.

5. RULE 2: VISIBILITY, CONSPICUITY AND SIGNING

This rule relates to the visibility, conspicuity and signing requirements for fixed, mobile and red light safety camera sites for grant funding. It **does not** affect the legal process for prosecuting drivers who exceed speed limits and trigger enforcement cameras.

Partnerships must ensure that regular checks during the operational year are made to ensure that sites continue to comply with these requirements. Operational Cases must include a statement confirming their partnerships level of compliance with these requirements and also indicate the date each site was last checked for compliance. Should a site cease to comply, for whatever reason, then the partnership should cease enforcement at that site until the problem is remedied and the site once again fully complies with the requirements.

This section is structured as follows:

- Section 5.1 – Conspicuity Requirements;
- Section 5.2 – Visibility Requirements;
- Section 5.3 – Signing Requirements;
- Section 5.4 – Site Publication;
- Section 5.5 – Site Review;
- Section 5.6 – Covert Operations.

5.1 CONSPICUITY REQUIREMENTS

Fixed Site Camera Housings must be highlighted with red and yellow diagonal stripes on the rear (front if frontal detection) of the housing head. This can be achieved by using either paint or retro fit self-adhesive reflective micro prismatic sheeting, which should meet the requirements of BS 873 Part 6. The stripes should run from bottom left to top right at an angle of 45 degrees and a spacing of 50 mm. The poles and front faces of the cabinets should **not** be highlighted.

Where a partnership believes that there are special circumstances for some site locations to use alternative colours, for example areas of outstanding natural beauty, a national park or a conservation area, then a site-by-site case for exemption needs to be made.

Red Light Camera Housings are the only type of camera housing that do not require conspicuous markings.

Rule 2 – Visibility, conspicuity and signing...

Mobile Site Deployment: Staff operating cameras from outwith a van or other substantive vehicle, must wear high visibility clothing at all times when operating camera equipment. Vans or other substantive vehicles used for safety camera deployment must be clearly identifiable as such. They should as a minimum have chevrons at the rear with at least one camera symbol, as per Diagram 879, visible to the front and rear and should be equipped with a beacon light. The corporate logo of the partnership should be clearly visible on each side of the vehicle. It is recommended the word 'POLICE' should not be used as part of the livery in circumstances where the vehicle is normally used by staff other than police officers. Motorcycles used for camera deployment should have rear chevrons, a beacon light and be clearly identifiable as a safety camera vehicle.

In all cases, a Health and Safety risk assessment must be carried out by the camera operator(s) prior to each deployment.

5.2 VISIBILITY REQUIREMENTS

All camera sites, both fixed and mobile, should be clearly 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 to an approaching driver.

The minimum visibility distances are as follows:

- | | |
|---------------------------------|------------|
| • Speed limit is 40 mph or less | 60 metres |
| • All other speed limits | 100 metres |

5.3 SIGNING REQUIREMENTS

All safety cameras, fixed, mobile and red light must have a camera information sign placed prior to the point where enforcement takes place. All signs must comply with those specified in the Traffic Signs and General Directions (TSRGD) 2002. The relevant signs currently in use are:

'Diagram 878'³



'Diagram 879'



'Diagram 880'



Fixed Camera Sites must be preceded by a sign 'Diagram 878 or 879' placed in the direction of detection. Ideally this should be located no more than 1 km or less than 500 metres from the camera housing however where local conditions make this impractical then the sign should be located in an appropriate alternative position.

A fixed camera located in a 30 mph speed limit with a system of street lights not more than 185 metres apart can be preceded by sign 'Diagram 880'. Due to statutory requirements this sign **must not** be placed more than 1 km from the camera housing.

Mobile Camera Sites must be preceded by a sign 'Diagram 878 or 879' placed in the direction of travel at the beginning of the site. Where the mobile site is bi-directional a sign 'Diagram 878' must be placed at both start points of the site so as to be seen by drivers travelling in both directions. Depending on the site length a sign 'Diagram 879' must also be placed at regular distances of about 5 km throughout the length of the site however where local conditions make this impractical the most appropriate location should be chosen with particular consideration given to intersections. Where two or more sites on a road run back to back it is permissible to treat these sites as one site when placing signs regardless of whether the sites are within one or more area. This will provide an appropriate level of signing and prevent sign clutter.

³Sign 'Diagram 878' has several variations, please refer to TSRGD 2002.

Rule 2 – Visibility, conspicuity and signing...

Red Light Camera Sites must be preceded by a sign 'Diagram 878 or 879' placed in the direction of detection. Ideally this should be located no less than 500 metres from the camera housing however where local conditions make this impractical then the sign should be located in an appropriate alternative position.

The essential test to be applied when placing any camera sign is that it should not be obscured but clearly visible and positioned such that it is in the best interests of drivers approaching the camera allowing them maximum opportunity to react to the camera location.

A partnership should consider the option of co-locating sign 'Diagram 670/671' (speed limit repeater) with sign 'Diagram 879' (box brownie) where local circumstances are appropriate and would benefit from such a signing regime.

5.4 SITE PUBLICATION

Camera partnerships are required to publish sites in advance of commencing enforcement activity. This relates to - fixed, mobile and red light cameras – but may be done on an ongoing basis through a local partnership web site, public sector announcements on radio stations or in local newspapers.

All partnerships must clearly indicate in their communications strategy how they will publicise their sites.

5.5 SITE REVIEW

All safety camera partnerships must ensure that their sites are reviewed regularly to ensure that all conditions relating to conspicuity, visibility and signing are met and do not require remedial action or updating.

5.6 COVERT OPERATIONS

Safety camera partnerships **are not** permitted to operate covert camera enforcement operations at any time, however this does not impinge on the autonomy of Chief Constables and their operational right to undertake covert operations independently.

6. RULE 3: GRANT PAYMENT ARRANGEMENTS WITHIN PARTNERSHIPS

This chapter outlines the procedures for Grant Payment in Scotland. This will be of primary interest to the lead local authority that will be acting as treasurer for the partnerships.

This chapter is structured as follows:

- Section 6.1 - Legislative Position;
- Section 6.2 - Overview of the System Applicable in Scotland;
- Section 6.3 - The Operational Case;
- Section 6.4 - Collection of Revenue;
- Section 6.5 - Process for Passing Fine Revenue to the Crown Office;
- Section 6.6 - Passing Payments to the Local Treasurer;
- Section 6.7 - Year End Adjustment;
- Section 6.8 - Passing Revenue to the Spending Partner.

6.1 LEGISLATIVE POSITION

Safety camera partnerships in Scotland are funded by the Scottish Executive under Section 46 of the Local Government in Scotland Act 2003. This allows the Scottish Ministers to make payments in respect of the whole or any part of the expenditure of a local authority (or a joint police board) in relation to its expenditure under the programme. It also allows the Scottish Ministers to make these payments to a lead local authority acting as treasurer for the partnership. Subsection 4 states that these payments “shall be paid at such times, in such manner and subject to such conditions as the Scottish Ministers may determine”.

Rule 3 – Grant Payment arrangements within partnerships...

6.2 OVERVIEW OF THE SYSTEM APPLICABLE IN SCOTLAND

The key points are:

- All the receipts from Conditional Offer of Fixed Penalty Notices (FPNs) generated from safety cameras will be passed to the Crown Office & Procurator Fiscal Service (COPFS) in the normal way along with other FPN income which is surrendered from the Scottish Consolidated Fund to the Treasury.
- The Scottish Executive will make grant payments quarterly in advance on 30th April: 31st July: 31st December: 28th February 2008 (up to 95% of total grant) followed by a reconciliation after the year end;
- If any surpluses or deficits are made, see Table 1 on section 8.2.1 part ii for what action to take;
- The Scottish Executive will have responsibility for disbursing funds, and will act as a focal point for policy performance information.

These arrangements are fixed for 2007/2008, but may change in future years.

6.3 THE OPERATIONAL CASE

The Operational Case will be approved by the Scottish Safety Camera Programme Office on the basis of the rules set out in this handbook. The Operational Case will have within it a detailed financial case for the coming financial year. Any single items of expenditure over £30,000 must be explained and further details should be given with the Operational Case.

6.4 COLLECTION OF REVENUE

The local District Courts (or Scottish Courts Service) collect all FPNs and fine revenue from offenders. As there is no longer any correlation between fine receipts and grant funding, no special accounting arrangements need be made for offences detected through this programme.

Rule 3 – Grant Payment arrangements within partnerships...

6.5 PROCESS FOR PASSING FINE REVENUE TO THE CROWN OFFICE

Previous arrangements for administering fine revenue as part of this programme are now no longer required.

6.6 PASSING PAYMENTS TO THE LOCAL TREASURER

The process for passing payments to treasurers is as follows:

- The Scottish Executive will disburse funds through the Scottish Safety Camera Programme Office quarterly under the Local Government in Scotland Act 2003. In order to determine these payments, each partnership will provide four financial statements, the first by 31st July, the second by 31st October, 31st January and 28th February of each year detailing the expenditure incurred to the end of the previous month with projected figures to 31st March of the financial year included in the February statement. Whichever is the lower of projected expenditure and approved grant payment will normally form the basis of payments to partnerships.
- The payments will consist of 25% of approved grant on 30th April, with a second payment to 50% of approved grant on 31st July, a third payment to 75% of approved grant (subject to receipt of a formal grant claim form and including any adjustment from the previous year) on 30th October, and a final payment to 95% of approved grant on 28th February. 5% of the total applicable grant will be withheld until the receipt of an audited claim form for the financial year and resolution of any matters arising from the audit.
- The Scottish Executive will pass the funds for that partnership to the treasurer. The partnership treasurer will be a local authority. The treasurer will complete a grant claim form by 31st July following the year end, which details partnership expenditure, and which will be submitted to the auditor. The auditor must return the audited claim form to the Scottish Programme Office by 30th November with a copy to the treasurer. Following receipt of the audited claim form any necessary retrospective reconciliation for the prior year will take place, where possible together with the final payment for the current year.

Rule 3 – Grant Payment arrangements within partnerships...

6.7 YEAR END ADJUSTMENT

After the year-end an adjustment is made:

- By the end of July, the partnership treasurer prepares a statement of accounts which shows the receipts from grant payments made by the Scottish Executive, the actual cost of activity for the year, and confirmation of the final claim for the year;
- The grant form is audited by an auditor appointed by Audit Scotland and is returned to the Scottish Programme Office by 30th November with a copy to the treasurer;
- The Scottish Programme Office reconciles the audited claim form to the payments that were released, and the actual expenditure incurred by the partnership. The following rules need to be adhered to in making the adjustment:
 - The maximum that a partnership can receive in grant funding relating to the year is, their actual expenditure, or the grant allocation offered based on an approved operational case. In other words if the payments made to the partnership are greater than their actual costs incurred, then the partnership will take a downward adjustment.
 - The partnership can adjust its Operational Case during the year without recourse to the Scottish Programme Office provided they do not increase or reduce expected costs by more than 10% and expenditure is compliant with the programme rules.

6.8 PASSING REVENUE TO THE SPENDING PARTNER

The lead local authority should keep accounts of income and expenditure for the scheme, following usual local authority accounting practice. This will include the income and expenditure for the whole partnership. The project (or partnership) manager is responsible for monitoring the budget and ensuring that the scheme is being delivered within budget. The audit requirements of the scheme are explained in further detail in section 9.1 of this handbook. Partnerships should ensure that detailed arrangements are put in place that will meet the audit requirements.

One key aspect of the audit will be that auditors will need to ensure that the expenditure is associated with camera activity. To help with this process the local partners will need to set up separate budget codes to enable all expenditure relating to safety cameras to be recorded separately.

There are two different approaches that the partnership may want to adopt for the transfer of funds between local partner members. These depend on whether the lead local authority pays for and accounts for all direct purchases:

Rule 3 – Grant Payment arrangements within partnerships...

- If the lead local partner (under the supervision of the project manager) makes all direct purchases for the partnership, other partners invoice the lead local authority for elements of time and accommodation that will be met initially through payroll and other finance systems; or
- If the lead local authority makes their own direct purchases, and accounts for their own direct costs, other partners invoice the lead local authority for their own direct costs and elements of time and accommodation that will be met initially through payroll and other finance systems.

The treasurer should maintain clear records for all expenditure and keep appropriate control over expenditure.

- As **guidance**, the lead local authority should pay each partner on production of valid invoices. The lead local authority should;
 - Ensure that they are satisfied that the expenditure as presented on the invoice is valid and correctly calculated in the same way that they would for an invoice received from an external supplier;
 - Ensure that the invoiced expenditure is within the agreement for expenditure set out in the Operational Case;
 - Keep records of all the invoices received and any adjustments made.
- At the year end the lead local authority should prepare a grant claim form that follows the programme rules (chapter 9). If there is a need for the partnership to return funds to the Scottish Executive because of an underspend, the lead local authority will inform the partnership manager and local management group. The information should show a value owing to the Scottish Executive, which will be recovered when the next payment is due;
- It should be noted that it is the responsibility of the treasurer to ensure that all spend falls within the programme rules (chapter 9). If a partnership revises plans and this results in a variance of over 10% than the total spend projected in the Operational Case, the partnership should put forward revised financial projections to the Scottish Programme Office. If approved, a copy must be passed by the partnership to the Scottish Programme Office. The lead local authority must also notify the Scottish Programme Office as soon as it becomes aware of any significant underspends.

7. RULE 4: GRANT PAID EXPENDITURE

Partnerships are only allowed to claim grant payments for expenditure incurred to deliver the approved operational case.

No income from any of the following can be claimed:

- Fines issued by courts following a court appearance by an offender;
- Fixed penalties paid by offenders;
- Fines for traffic offences other than speeding and red light offences detected by camera;
- FPN issued as a result of traffic police enforcement, whether covert or overt (i.e. FPN issued directly to driver).

7.1 RULES AND GUIDANCE ON FOLLOW-UP ENQUIRIES

The partnership is encouraged to employ police officers to follow-up persons who have not responded to correspondence. Experience has shown that this is a successful tactic in ensuring a high compliance rate and reinforces the message that speeders will be caught and prosecuted.

The rule on follow-up enquiries states that all costs related to this may be grant funded.

Persistent failure to comply with requests to pursue enquiries could result in sanctions being brought against the partnership.

8. RULE 5: ALLOWABLE EXPENDITURE

This section outlines the rules and guidance to ensure the sound financial management of each partnership. It is important for partnerships to ensure that all financial submissions are accurate, auditable and fall within the rules outlined in this document. Examples of possible expenditure that can and cannot be claimed are given in this chapter, however this list is not exhaustive.

This chapter is structured as follows:

- Section 8.1 - The Background to Rules on Expenditure;
- Section 8.2 – Grant Payment of Expenditure;
- Section 8.3 - Principles of Best Value;
- Section 8.4 - Allowances for Capital Expenditure;
- Section 8.5 - Allowances for Revenue Expenditure.

8.1 THE BACKGROUND TO RULES ON EXPENDITURE

Partnerships are only permitted to claim costs for enforcement and processing of offenders detected by safety cameras in accordance with the rules contained in this Handbook. Partnerships are not permitted to claim the cost of undertaking **any** court proceedings against an individual or group **over a dispute** as a direct result of safety camera enforcement. Funding for court activity and Procurators Fiscal administration is provided separately by the Scottish Executive.

In December 1998, HM Treasury set out criteria to ensure that the money raised from fines and penalties would only be allowed to meet the costs of camera activity. Although the programme is now grant funded, the same principles on expenditure are to be applied. In particular the following conditions must be met:

- Will performance against policy objectives, e.g. crime fighting and prevention, be likely to be improved?
- Are arrangements in place to ensure that operational priorities will remain undistorted?
- Will available grant be sufficient to meet planned expenditure, with any excess grant payments over costs being surrendered?

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- Can costs of enforcement be readily identified and apportioned without undue bureaucracy, and with inter-departmental and inter-agency agreement, where necessary?
- Can savings be achieved through the change and are adequate efficiency regimes in place to control costs, including regular efficiency reviews?

As a result, the basic rules governing allowable expenditure are as follows:

- i. All capital and revenue expenditure should be directly attributable to speed and red light camera enforcement.
- ii. All revenue expenditure must be associated with safety camera enforcement activity. This includes both existing revenue costs and also additional activity.
- iii. For the purposes of the scheme, capital and revenue costs should be in line with the approved operational case or any subsequent amendment agreed by the Scottish Safety Camera Programme Office.
- iv. Grants will be allocated following the submission and approval of an operational case. Any deficit incurred as a result of overspending will be borne by the partnership .
- v. Capital and revenue expenditure must demonstrate Best Value (BV).

HM Treasury and the Scottish Executive have agreed the above set of rules for financial operations in grant funding. It is easiest to look at the detailed implications under the following headings:

- Grant payment of expenditure;
- Principles of Best Value;
- Allowances for capital expenditure;
- Allowances for revenue expenditure.

8.2 GRANT PAYMENTS

The process for making grant payments for approved expenditure is relatively simple, see section 6.6 for details.

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8.2.1 FAQs on Finance

There are four common questions regarding the claiming of expenditure:

- What happens if the partnership incurs a deficit?
- What happens if a partnership fails to spend its grant allocation?
- When should expenditure be declared?
- What is double funding?

i. What happens if the partnership incurs a deficit?

Partnerships will be informed of their grant allocation following assessment and approval of their submitted operational case. They must seek to deliver the programme within that budget. If it becomes apparent to the partnership that they may incur a deficit they must inform the Scottish Safety Camera Programme Office as soon as possible

Partnerships are required to submit a grant claim at the end of July after each financial year. If a partnership has incurred a deficit in its annual operations, the partners shall be liable for all amounts outstanding in proportions agreed between the partners in their Service Level Agreement. **This money cannot be reclaimed at any point.** Amounts outstanding must be returned to the Scottish Executive. The Scottish Executive has no obligation to make any extra money available to support partnerships or their members at any point.

NB: Adjustments will be made to the following year's grant payments in respect of any over/under payments once the grant claim forms have been reconciled.

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ii. What happens if a partnership fails to spend its grant allocation?

If a partnership fails to spend any part of its grant allocation during the period of the approved operational case, that money will be lost to the partnership and will be reclaimed by the Scottish Executive through the reconciliation process.

iii. When should expenditure be declared?

- Operational cases are submitted at the beginning of the fiscal year and should provide details of all planned capital and revenue expenditure. Once approved, it is a matter for each partnership to manage its affairs to make best use of their grant allocation. Any material alterations to the approved operational case as described elsewhere in this handbook should be agreed with the Scottish Safety Camera Programme Office before implementation.

With regards to capital items, capital expenditure must be accounted for **in full in a single year** - it is not possible to 'split' the cost over more than one year. For example, a capital item is ordered and delivered at the end of Year A but is paid for early in Year B. In this case, the partnership should account for the full expenditure in either Year A or Year B (Year B would be technically correct), but it cannot account for part of the cost in the other year.

iv. What is 'double funding'?

One of the principal issues regarding the funding of this programme is the possibility of 'double funding'. Double funding is when a core activity is already paid for from central funding (or other forms of grant payment) and an attempt is made to claim monies through another mechanism such as the safety camera programme. HM Treasury rules make it **illegal** for public services to be double funded and partnerships need to be very careful not to claim for core funded activities.

Examples of activities that a partnership may try to claim for, yet would count as double funding include:

- 'Management' time:** Partnerships can only claim for the cost of staff directly associated with the programme (see section 8.5.1). These persons can claim the proportional cost of their involvement in the scheme. However, most partnerships have a variety of persons working on the periphery of the scheme who may attend meetings, act as line managers, sign important documents etc but are not directly contributing to the operation of the scheme. The cost of the time they spend on the project cannot be claimed. This is because part of the job description for their position will include dealing with matters of road safety, being a line manager etc. Their position will be centrally funded;
- Training costs:** Each organisation has a training budget that is used to meet the training needs outlined in their employee's contracts. This is counted as a central cost and therefore any training needs that can be met through the available organisation

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training suite cannot be funded through this programme. Only training costs that are directly incurred to support prevention, detection and enforcement activity (e.g. training camera operators) can be claimed. Courses relating to management, marketing, basic IT skills etc. cannot be claimed, but specialist training directly related to delivery of the programme may;

- **Centrally funded equipment** – Partners are already funded for core equipment by a central grant. Under the rules of the scheme, only equipment that is essential to the programme and would not otherwise be purchased can be reclaimed. Examples of equipment that cannot be claimed includes sign installation equipment or vehicles for roads authorities and processing equipment for courts;
- **Shared equipment with other specially funded schemes** – Similar to the argument for centrally funded equipment, if equipment is being shared with other specially funded schemes, then the cost of the equipment can be claimed pro-rata between the schemes depending on usage levels. Under no circumstances can the money reclaimed through both schemes exceed the actual cost of the equipment or activity.

8.3 PRINCIPLES OF BEST VALUE

Each local partnership needs to be able to demonstrate that their project demonstrates the following:

- Best Value;
- Probity and Accountability.

Best Value – or BV – is a statutory requirement for local authorities and joint police boards, which 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 continuous improvement in the 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;
- *Effectiveness* means the best outcomes for the money spent. For example, an integrated IT system linking the police authority and the District Courts might be more effective than two separate systems and an overnight file transfer system. Whether a new

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approach represented the Best Value would depend on how much it costs in comparison with the existing method since both produce the same output.

Each Operational Case will be evaluated to take into account the cost and benefits of any significant expenditure. Where alternatives exist each should be costed and the benefits and risks identified to support the preferred solution. Operational Cases must always be able to establish a direct link between expenditure, and accident or casualty reduction. Whilst Best Value is a statutory requirement, the scheme has been devised to help partnerships demonstrate Best Value.

8.4 ALLOWANCES FOR CAPITAL EXPENDITURE

Capital expenditure refers to a 'one-off' cost for acquiring, replacing or upgrading an asset.

When considering the purchase of capital equipment, partnerships are encouraged to look at other areas in their region and consider the possibility of pooling resources or sharing equipment. It makes little point for all UK partnerships, and in particular the smaller partnerships, to purchase the same equipment when there is surplus capacity in a nearby area. If equipment sharing occurs, the total cost of the purchase/activity should be split pro-rata across the partnerships.

The key rule for all expenditure is that only expenditure directly attributable to speed and red light camera activity is allowed. For the purpose of this handbook capital costs have been broken down into the following areas:

- 8.4.1 Enforcement equipment (and set to work costs);
- 8.4.2 Supporting equipment;
- 8.4.3 Accommodation;
- 8.4.4 Set-up costs.

Where a particular expenditure does not fit a particular category then the closest definition should be assumed.

Please note that partnerships will be asked to provide a written explanation of all capital expenditure over £30,000 when they are submitting their Operational Cases. Also, all costs under 'other' or 'ancillary' must be explained. Operational Cases will not be accepted until this is provided.

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8.4.1 Enforcement equipment (and set to work costs)

All speed and red light cameras must be Home Office type approved. Any advice about type approval should be addressed to the Scottish Programme Office. This applies to both fixed (digital and wet-film) and mobile camera systems, including; housings, alarms, dummy equipment, 'permanent' mobile sites and signs.

Analysis, design, planning, installation, test and set-to-work costs are allowable.

Other equipment associated with general road safety are not allowable. Examples of this include:

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

i. Capital spend on decommissioning existing equipment

Partnerships are able to claim the cost of removing, moving or reinstalling fixed camera housings and equipment for poorly sited cameras. This will include cameras that are not suitable for enforcement and serve no meaningful traffic calming purpose in their current position.

Partnerships wishing to remove such sites should submit a short written case within their Operational Case explaining why this camera is to be decommissioned.

The costs that can be claimed include:

- Staff costs for removing the camera;
- Electricity supply companies' costs for disconnecting the camera unit;
- Costs to conduct repairs to the site so it meets minimum Health & Safety requirements;
- Purchase/hire of any specialist equipment necessary for the work.

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Not included are the following:

- Paving/concreting/repair costs for any other area apart from the decommissioned site itself.

As **guidance**, partnerships are recommended to negotiate with suppliers so that the party contracted to install the cameras is also contracted to remove the cameras at a time suitable to the partnership.

8.4.2 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 programme 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 claimed;
- Only the minimum fit-for-purpose specification of equipment required for camera activity should be claimed. Having said this, more expensive equipment could be purchased if there is a case (lower maintenance costs over time, increased life expectancy, lower mean-time between failure, 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.

Examples of allowable expenditure are discussed under the following headings:

i. IT and communications systems

Capital expenditure on IT and communications systems can account for some of the most significant expenditure for partnerships, especially in the early years of operation. Partnerships are strongly advised to carry out an assessment of current infrastructure and to prioritise their needs. Due consideration must be given to partner organisation purchasing policies.

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As with all large-scale capital spend, partnerships should seek professional advice and go to competitive tender when procuring IT and communications equipment. Partnerships should look to meet long-term needs and not necessarily go for a direct upgrade on what is currently in place. This decreases the risk of repeat spend in several years time due to evolving technologies. Partnerships should ensure that any spend on IT and communications equipment is necessary and vital to operate the safety camera scheme and may be required to justify this at audit.

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 (please note: this can only be related to the extra processing necessary for the safety camera programme as this equipment is already centrally funded);
- Server upgrades*;
- Network connections to link offices/departments*;
- Laptop computers for essential use only (ie database management, presentations);
- Mobile telephones.

** Due to the high cost of these items, a rigorous cost versus benefit analysis needs to be conducted.*

As **guidance**, when partnerships are going to tender, they should make it clear to the suppliers that tenders are developed and submitted **at their own risk** – the partnerships are not obliged to provide any up-front costs for this process. However, it is acceptable business practice that the successful tenderer be able to reclaim some preparatory costs after contract award. It is for the partnership and supplier to agree a reasonable amount.

A back office system working group has been established to identify future needs across all partnerships and proposed expenditure on such systems by any partnership must be expressly approved by the Scottish Safety Camera Programme Office before it can be grant funded.

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Examples of what should not be claimed:

- Laptop computers for **all** staff;
- Handheld computers/PDAs;
- “Next generation” communications systems.

ii. Signing

The costs of all signing that complies with Scottish Executive/Department for Transport requirements and is to be used for safety camera enforcement and related activity can be claimed.

iii. Speed monitoring equipment

Dedicated speed monitoring equipment can be purchased by the partnership. The cost for installing such equipment can be claimed.

iv. Vehicles

Partnerships 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 who should be provided within the Operational Case.

The following types of vehicles **cannot** be claimed:

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

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v. Other equipment

Examples of other types of equipment that can be claimed 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 claimed at any time.

Please contact the Scottish Programme Office if you require further guidance on any capital spending.

8.4.3 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 partnership team has in the past been made difficult by the uncertainty over the long-term performance of the partnership. The purpose of any enforcement funded through this programme should be to encourage compliance with speed limits and discourage red light running.

Considerations should take into account the possible benefits and associated cost savings of co-locating processing, ticketing and fixed penalty offices.

Some areas in the UK have put together their case on the basis of partnering with surrounding areas. This approach, which shares IT and management overheads is encouraged since it allows the maximum amount of resource to be spent on enforcement rather than administration.

Rule 5 – Allowable expenditure...

i. The use of external accommodation

Partnerships are reminded that the purpose of the programme is to spend on initiatives 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 partnership 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. Although in general location is important (proximity to major enforcement routes and partner offices), the principles of Best Value and an assessment of how well the site meets needs should drive the decision. There can be little justification for expensive office space especially given the high cost to set-up and maintain this type of accommodation.

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 claimed 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 programme can be claimed. To this end, if the accommodation is to be shared, accommodation costs should only be claimed on a pro-rata basis.

This includes, but is not restricted to:

- Refurbishments to entrance, hallways and other shared public areas;

Rule 5 – Allowable expenditure...

- Roof repairs (unless directly related to the specific area of the building housing the partnership);
- Internal and external painting or redecorating (unless directly related to the specific area of the building housing the partnership);
- Upgrades to public parking areas;
- Installing/upgrading cafeteria facilities;
- Installing/upgrading air conditioning for the entire building.

8.5 ALLOWANCES FOR REVENUE EXPENDITURE

Revenue expenditure refers to costs incurred during normal annual 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 claimed**. This section covers many of the queries that have been raised regarding what constitutes revenue expenditure. If you have any doubt as to whether an item is reclaimable, please contact the Scottish Programme Office for further guidance.

Please note that partnerships should include an explanatory note for all revenue expenditure in excess of £30,000. This should be provided on a separate sheet at the back of the Operational Case. All costs entitled 'other' or 'ancillary' in the financial case must also be explained.

When assets are used for a significant time on other activities then the revenue costs should only be claimed 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 loading, should only have 70% of its maintenance and other running costs claimed through the programme. 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.

8.5.1 Partnership staff salaries and on-costs

Partnerships are allowed to claimed the salary costs of persons directly related to the scheme. This cost can be claimed pro-rata. This includes the following staff:

- Project or Partnership Manager;

Rule 5 – Allowable expenditure...

- Communications Manager or Officer;
- Data analyst;
- Enforcement officers (including officers employed for 'follow-up' calls for non-payment);
- Central Ticket Office staff;
- Roads staff (for speed monitoring, erecting signs etc.);
- Finance staff.

Costs can be claimed for wages, pension and national insurance contributions for each staff member.

The costs for hiring contractors or consultants can also be claimed. 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 partnership.

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

- Training – this is an example of double funding. The costs for training courses available in-house cannot be claimed, but costs can be claimed for bought-in training relating to prevention, detection and enforcement activity. Employment costs can be claimed if, for example, a person has a one-month induction period to be trained;
- Management time – see section 8.2.1 part iv.

i. Expenses for staff

Expenses may only be claimed by staff incurring costs whilst on official partnership business.

The expense policy must be governed by the organisation employing the claimant i.e. where expenses are claimed this must be in accordance to the rules of the appropriate partner.

Rule 5 – Allowable expenditure...

8.5.2 District Court costs

No costs can be claimed for District Court activities or functions through this programme.

8.5.3 Accommodation costs

Rent can only be claimed if directly incurred by the partnership (i.e. they are sited on external premises). Management fees and any relevant taxes/charges are claimable 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 a partnership.

For partnerships sited on internal premises, the host can charge a nominal fee for the space occupied by the partnership. This should reflect the actual cost to the host of managing the space. **Under no circumstances can an internal partner charge the partnership the equivalent of a commercial rent** – as they are a partner, effectively it should be treated as accommodating one of their own departments.

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

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

The following costs cannot be claimed:

- Water costs – the marginal cost to the partnership is negligible and should be absorbed by the accommodating organisation.

8.5.4 Camera and enforcement equipment maintenance

Costs for maintaining enforcement equipment should be claimed in line with manufacturer's recommendations. Costs for maintaining cameras should be included in line with reasonable expectations for maintenance based on equipment age, or vandalism, etc. Please see section 8.5.11 for more details.

Rule 5 – Allowable expenditure...

8.5.5 Communication and education programmes

Only the costs of communications and education programmes directly related to safety camera enforcement can be claimed. Partnerships should always look for free or low-cost options when conducting or attending such programmes.

Examples of events where costs/expenses can be claimed:

- School visits by communications manager/police;
- Public seminars;
- Professional seminars and conferences within the UK.

The following **cannot** be claimed:

- Speed awareness or driver improvement courses – these courses must stand separate from the programme and be either self-financing or centrally subsidised.

8.5.6 Vehicle maintenance and running costs

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.

8.5.7 IT and communications equipment maintenance and running costs

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 should be claimed in line with actual payment schedules.

Operating costs for telephones/internet should be charged in line with expected usage. Costs can be claimed for use of personal mobile phones for partnership business.

Software licenses should be charged at cost. Please note this only applies to additional license costs that are incurred as a direct result of the Safety Camera Programme.

Rule 5 – Allowable expenditure...

8.5.8 Speed and casualty analysis

The cost of collecting speed and casualty data can be claimed. If a local authority or the Scottish Executive conducts this, it should be recharged at cost. Contractors and consultants can be used if this meets the principles of Best Value. Please contact the Scottish Programme Office for guidance on pricing from external parties.

8.5.9 Guidance on postage costs

Postage costs for correspondence with offenders can be claimed. Experience from current partnerships suggests that the Central Ticket Office should budget to claim for three correspondences on an average per offender processed.

Partnerships should take into account the reduced amount of Conditional Offers issued compared to NIPs issued.

8.5.10 Other costs

Other costs that can be claimed at cost include:

- Stationery;
- Film/tapes/discs;
- Processing materials.

8.5.11 Contingency costs

Contingency funds **cannot** be claimed for any reason. The payment of grant will be limited to the amount agreed following assessment of the operational case **or** actual expenditure whichever is least.

9. RULE 6: FINANCIAL CONTROLS

This section outlines the financial controls that partnerships need to put in place within partnerships.

- Section 9.1 - Audit Arrangements;
- Section 9.2 - Procurement;
- Section 9.3 - Financial Reporting Procedure.

9.1 AUDIT ARRANGEMENTS

The Programme requires that the grant claim form prepared from the accounts should be audited to ensure that the funds have been used only for the purpose intended. After the end of each financial year there will be an audit of the grant claim form, and this will be conducted by an auditor appointed by Audit Scotland for the local authority acting as treasurer to the partnership.

In Scotland the audit will focus on the grant claim form prepared from the final account completed by the partnership that sets out their use of funds for the whole year, and reconciles this to the receipts already received from the Scottish Executive. The balance is either claimed in the final form or the partnership states what balance it believes should be deducted from the next payment from the Scottish Executive.

The Scottish Programme Office is not in a position to give definitive advice and guidance on what the auditors will accept as sufficient, relevant and reliable evidence to support the audit certificate that the auditor will need to sign to meet Scottish Executive and Exchequer requirements.

However, it is suggested that the following steps should be taken:

- The partnership management team should ensure that finance staff are involved in the development of the accounting arrangements and that they are satisfied the systems and classification of expenditure will provide an appropriate audit trail. Key controls that need to be built into the local systems are;
 - That all spend associated with safety cameras needs to be clearly identified within the accounts of the lead local authority;
 - Expenditure is clearly identified in all partner accounts as either capital or revenue;
 - The grant claim form requires expenditure to be accounted for on a quarterly basis, and this must be matched with the grant allocation and actual expenditure levels;

Rule 6 – Financial controls...

- Invoices supporting direct expenditure made by the lead local authority should be retained with the accounting records and the lead partner should retain copies of invoices supporting expenditure made by all partners;
 - For items of expenditure that is 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 new activity, 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 partnership project manager must ensure that variances of over 10% from the original approved Operational Case are notified to the Scottish Programme Office;
 - Each partnership will be issued with a grant claim form that should be filled in by the financial lead partner and signed by the Chief Finance Officer;
 - The auditor who will be responsible for the audit should be contacted early on in the process. Audit Scotland or the appointed external auditor may choose to carry out a systems evaluation but there is no responsibility for the auditor to identify systems weaknesses. It remains the responsibility of management within the partnership to ensure that sound governance procedures are in place.

9.2 PROCUREMENT

A number of the schemes will involve significant expenditure on assets or managed services. It is the responsibility of local partnerships to ensure any procurement is compliant with EU procurement rules. Implementation plans should take account of any procurement or competition timescales and any knock-on effects to grant payments.

9.3 FINANCIAL REPORTING PROCEDURE

For reporting purposes, revenue expenditure should be reported on an accruals basis and capital expenditure should be on a cash basis.

10. RULE 7: DATA COLLECTION AND MEASUREMENT

Partnerships are required to collect specific data to permit local and national monitoring of the impact of safety cameras.

This chapter is structured as follows:

- Section 10.1 - The Purpose of Data Collection;
- Section 10.2 - The Data Required;
- Section 10.3 - Timings for Data Submissions;
- Section 10.4 - Expected Outputs from the Data.

10.1 THE PURPOSE OF DATA COLLECTION

Data collection and measurement is essential to provide evidence of the success of safety cameras in reducing speeds and ultimately casualties. There are a number of reasons why it is important:

- To support the requirement that the Programme is improving performance against policy objectives;
- To demonstrate to the public how the Programme is performing in terms of casualty reduction at partnership and national level;
- To enable continued improvement of the Programme by comparing results between partnerships helping to achieve good practice.

10.2 THE DATA REQUIRED

To achieve consistent reporting at a national level it is necessary for partnerships to record their data in the same way. The Scottish Safety Programme Office provides partnerships with a data monitoring tool to assist the collection and monitoring of the data required under the rules of the scheme. The following tables provide an outline of the data streams and how they should be collected.

Rule 7 – Data collection and measurement...

Camera Data	
Data Required	<ul style="list-style-type: none"> • Site length • Date operational • Site start and end point grid references (eastings/northings) • Speed limit • Casualty baseline data • Speed baseline data • Traffic baseline data
Timing	Detailed once just prior to camera becoming operational (i.e. just before enforcement begins).
Comment	<p>Casualty baseline data is the total of 3 full calendar years prior to the camera going live (or for cameras that pre-date the scheme the 3 full calendar years prior to the partnership joining).</p> <p>Speed and traffic baselines are taken from the survey completed prior to the camera site being accepted into the scheme.</p>

Casualty Data	
Data Required	<ul style="list-style-type: none"> • Fatal, fatal and serious, and all severity accidents • Killed, killed and serious, and all severity injuries • Child and pedestrian killed and serious injuries
Timing	Detailed on a month to month basis.
Comment	<p>Accidents/injuries should only be included if:</p> <ol style="list-style-type: none"> 1. They occur between the start and end point of the site. 2. They occur on the road in which actual enforcement takes place not on adjoining roads (this also applies at junctions i.e. accidents on other approach roads to the junction should not be included). <p>Data should only include accidents occurring on the side of the road where enforcement takes place except on a single carriageway road which can include accidents that occur on both sides.</p>

Rule 7 – Data collection and measurement...

Speed and Traffic Flow Data	
Data Required	<ul style="list-style-type: none"> • Average speed • Percentage above speed limit • Percentage travelling 15 mph above speed limit • 85th percentile speed • Daily traffic flow
Timing	Speed survey should take place: prior to the site going live; in the first quarter after it has gone live; and then every six months thereafter. A minimum of three surveys is required for each discretionary activity site in line with all other sites. All subsequent surveys should be conducted on the same basis as those provided for baseline purposes i.e. same times, days of week etc.
Comment	<p>Partnerships should survey a camera site during free-flowing traffic times over at least 3 days. There should be a minimum of 1 speed survey carried out for every 5 km stretch of road. The data provided to the Scottish Programme Office should be the weighted average of all surveys carried out across the site. If surveys are conducted at specific times of day information of these times must be passed to the Programme Office.</p> <p>The installation of permanent speed monitoring equipment at camera sites may in the long term provide Best Value, particularly at fixed sites.</p> <p>Where sites cross speed limits, speed surveys should be conducted within each speed limit section.</p> <p>The traffic data provided should be the average daily traffic flow (vehicles/24h period) over the survey period.</p> <p>Speed data is measured in the direction of enforcement.</p> <p>Traffic flow is only the traffic on the side of the road where enforcement takes place except on a single carriageway road which includes traffic on both sides.</p>

Rule 7 – Data collection and measurement...

Financial Data	
Data Required	<ul style="list-style-type: none">• Offences• First NIP 172s Issued• FPNs issued• Files raised• FPNs paid• Capital/revenue costs (police, local authorities and Trunk Roads Network Management Division)• Full-Time Equivalent (FTEs) - police, local authorities and Trunk Roads Network Management Division
Timing	Finance data should be detailed monthly.
Comment	Offences should include all instances where the cameras are triggered.

10.3 TIMINGS FOR DATA SUBMISSIONS

Each complete database must be submitted no later than 8 weeks after the end of each quarter (i.e. information for January to March should be submitted by the end May). Data should be submitted to the data analyst at the Scottish Programme Office. If a partnership is experiencing difficulties with data collection and therefore cannot meet the deadline they must notify the Scottish Programme Office as soon as possible.

Failure to submit data may lead to a loss of payment to the partnership and ultimately removal from the programme.

Rule 7 – Data collection and measurement...

10.4 EXPECTED OUTPUTS FROM THE DATA

The Scottish Programme Office will produce analysis at both partnership and national level. There will be an annual report detailing the performance of the scheme over the past year.

11. RULE 8: GOVERNANCE ARRANGEMENTS

Partnerships are required to have suitable and effective governance arrangements in place.

This chapter is structured as follows:

- Section 11.1 – Local Governance and Management;
- Section 11.2 – National Governance Arrangements.

11.1 LOCAL GOVERNANCE AND MANAGEMENT

Partnerships are required to have suitable and effective governance arrangements in place. This is to ensure that:

- The rules under which a partnership is required to operate are adhered to as a condition of the grant payment;
- There is effective local management of the local safety camera partnership;
- Appropriate monitoring of the partnership, its activities and its performance takes place;
- There is co-ordination and liaison at strategic level across partners to ensure integration of camera activity with other elements of road safety strategy.

There should be three levels of local governance; a Partnership Office, a Working Group and a Management Board (or Steering Group). Basic guidance is given in the sections below and should not take precedence over organisational requirements. Any deviation from this requires to be identified to the Programme Office.

11.1.1 Partnership Office

Each partnership should have a full-time manager, a dedicated communications manager and data analyst. The members of the Partnership Office can be from any of the organisations sitting within the partnership and their employment costs are fully allowable. Together, the members of the Partnership Office are responsible for managing relationships between partners, mobilising resources and facilitating the effective operation of the partnership.

11.1.2 Working Group

Working above the Partnership Office, the Working Group should include at least one member of each of the key partners who is involved in the operation of the partnership, including all members of the Partnership Office. Good practice is for this Group to meet at least once a month to discuss progress and operations.

11.1.3 Management Board (Steering Group)

The Management Board or Steering Group should be made up of more senior members of key partners and other important organisations. Consideration should be given to ensuring that representation is by senior members of partner organisations capable of providing a strategic link into the partners. Good practice is for the Management Board or Steering Group to formally meet at least quarterly to review strategic and operational performance. However, where a partnership is deviating from the Operational Case, the Management Board or Steering Group may need to meet on a more regular basis to monitor the situation. **A key consideration of the Management Board should be the co-ordination of activity of the partners to ensure that safety camera activity is integrated into the wider road safety agenda and the road safety strategies of the partners.** A requirement of the Programme is that partnerships must be able to evidence this integration at local level. The Programme will ask for evidence to ensure that this is complied with and a future requirement is for the Programme Office to be supplied with minutes of Management Board or Steering Group minutes.

Good practice is to rotate the Chair of this Group among partners on a yearly basis to aid stakeholder buy-in and management.

11.2 NATIONAL GOVERNANCE ARRANGEMENTS

The Scottish Programme Office is in place to develop rules and guidance for grant funding of safety camera activity and where appropriate make grant payments to partnerships in accordance with these rules and guidance. The role of the Scottish Safety Camera Advisory Board chaired by ACPOS at Chief Constable level is being developed to help provide strategic direction of the scheme in Scotland. Its meeting schedule is under review but currently sits quarterly.

11.2.1 THE SCOTTISH SAFETY CAMERA PROGRAMME OFFICE

The Scottish Safety Camera Programme Office consists of a director, partnership liaison officer, performance assurance manager, data analyst and a communications and administration assistant. The Scottish Programme Office manages the following workstreams at national level:

- Partnership support and development;
- Financial monitoring;
- Data analysis;
- Research, knowledge management and policy development;
- Communication and changes in driver behaviour.

In practice, the roles and responsibilities include:

- supporting local partnerships in their operational and communications efforts;
- developing the Scottish Handbook;
- defining and implementing a national communication strategy;
- co-ordinating national and local activity;
- assessing financial and operational data at national and local level;
- co-ordinating research, operational and communications activity;
- identifying and promoting good practice;
- liaising with a large range of stakeholders to publicise the benefits of the scheme.

Rule 8 - Governance...

11.2.2 The Scottish Safety Camera Advisory Board

The role and responsibilities of the Scottish Safety Camera Advisory Board includes:

- To advise the Scottish Executive on policy and operational issues for the Scottish Safety Camera Programme;

Membership of the Scottish Safety Camera Advisory Board is drawn from the Scottish Executive (including Crown Office), Association of Chief Police Officers in Scotland (ACPOS), Society of Chiefs of Transport Scotland (SCOTS), District Courts Association, COSLA, Road Safety Scotland, Royal Society for the Prevention of Accidents (RoSPA), Scottish Partnership Project Managers, key motoring organisations (RAC Foundation/IAM Motoring Trust/British Motorcycle Federation) and the Scottish Safety Camera Programme Office. Membership of the group will be widened as part of the ongoing programme development.

Enforcement thresholds...

12. ENFORCEMENT THRESHOLDS

The safety camera partnerships must enforce in line with the Lord Advocate's Instructions and Guidelines.

Partnerships must clearly state compliance with these Instructions and Guidelines in their annual Operational Case submission.

Service level agreements...

13. SERVICE LEVEL AGREEMENTS

The Service Level Agreement, or equivalent, sets out the general spirit of the partnership and the services that each member of the partnership is providing for each other. In addition, it sets out clearly the roles and responsibilities of each party and the standards to which each is expected to conform. It is not proposed that the partnership produces multiple Service Level Agreements but that one simple document should be produced to which all parties can sign up to.

The following checklist of items should be covered in each Service Level Agreement.

Service Level Agreement Checklist			
The respective roles and responsibilities of each partner	✓	The accounting arrangements	✓
A simple description of the service that each partner will provide	✓	The billing arrangements	✓
The timescales for which the SLA applies	✓	The arrangements for settling disputes and managing risks	✓
The basis of grant claims	✓	Notice periods	✓
The terms of payment	✓	Partnership liaison	✓

14. COMMUNICATION

Communication is the cornerstone of the Scottish Safety Camera Programme and the key element of the long-term success of the Programme in changing driver behaviour.

This chapter is structured as follows:

- Section 14.1 – The Programme Requirements;
- Section 14.2 – Allowable Expenditure.

14.1 The Programme Requirements

Communications Manager

All partnerships are required to have a dedicated communications manager who is responsible for planning and implementing communications activity to ensure understanding and awareness of the Scottish Safety Camera Programme and the partnership at local level. This involves promoting the role of safety cameras in reducing casualties by reducing the incidence of speeding and red light running.

A key responsibility of the communications manager is to produce an annual communication strategy and action plan as part of the Operational Case submission process and to ensure that all actions are undertaken to the specified timescales. The communications manager is responsible for the management of the communications budget as outlined in the partnership's Operational Case.

Communications Strategy

Partnerships are required on an annual basis to provide a communications strategy and action plan as part of its Operational Case. A well-planned communications strategy will ensure maximum impact in increasing public understanding and acceptance of the Programme and will support a change in driver behaviour. Partnership communications strategies should set out in communications terms what needs to be achieved to reach the policy objectives of the partnership.

Often seen as a simple and rather straightforward step, a coherent communications strategy is in fact one of the key drivers in ensuring the long-term success of the partnership in achieving its objectives. To this end, significant time and effort should be spent analysing data and discussing/formulating the strategy to ensure that the right messages are targeted at the right audience.

Communication...

Research⁴ has shown that camera enforcement along with effective communication can have a positive effect in reducing speed and therefore reducing the number and severity of casualties on roads. For many drivers the tendency to drive too fast has become habitual behaviour. The need to change driver behaviour therefore requires a strategic and sustained approach to communications. As such any campaign or communications activity must make drivers aware of information likely to influence their habits and modify their behaviour.

The communications strategy should ensure effective engagement and involvement of partners and key stakeholders at local level. The need to involve and engage partners is imperative to operational effectiveness. Communications internally within the partnership and across the partners is essential to ensure common understanding of the objectives of the Programme, understanding of the role that each partner has to play, and to promote success.

14.2 Allowable Communications Expenditure

All communications expenditure must be related to safety camera activity. It is a fundamental condition that grant funding through the safety camera programme cannot be used to fund any activity that is already centrally funded. Key messages in any communications or campaign activity must clearly link to the work of the Safety Camera Programme or partnership and its work in reducing the incidence of speeding and resulting casualties.

Experience of operating partnerships has shown that an effective benchmark for communications spend is between 5% and 8% of total revenue expenditure. This figure excludes the employment cost of the communications manager. Partnerships are required to consider how local activity fits with planned national activity in order to maximise impact and how local activity can support national messages and campaigns. They should also work with neighbouring partnerships and local road safety groups where possible to co-ordinate activity relative to commonly shared issues, objectives and target audiences. Spending should clearly be identified as partnership spend, regional spend where resources are pooled across partnerships or national support spend.

⁴ 'The Effects of Speed Cameras – How Drivers Respond', DETR Road Safety Research Report No. 11, October 1999

Casualty	A person killed or injured in an accident. One accident may give rise to several casualties.
Children	People under 16 years old.
COPFS	Crown Office & Procurator Fiscal Service.
Discretionary Activity Site	A site where there is an identified speeding problem that does not fully meet site selection criteria in terms of casualties.
Dormant Site	A site where no enforcement takes place but crash/casualty and traffic monitoring is undertaken.
Enforcement Thresholds	Threshold at which the partnership enforces the speed limit.
Existing Site	A site which has been operational for at least 3 full years and has had a proven road safety benefit.
Fatal Accident	Is an accident in which at least one person is fatally injured.
Fatal Injury	Is one that causes death less than 30 days after the accident.
Files Raised	Files raised for report to the Procurator Fiscal.
Killed	Sustained injuries which cause death less than 30 days after the accident.
Killed or Seriously Injured (KSI)	Is an injury where at least one person is killed or seriously injured in an accident.
NIP	Notice of Intended Prosecution
Offence	Instance where a camera is triggered.
Pedestrian	Includes people riding toy cycles on the footway, people pushing bicycles, people pushing or pulling other vehicles or operating pedestrian-controlled vehicles, those leading or herding animals, occupants of prams or wheelchairs, and people who alight safely from vehicles and are subsequently injured.
Percentage Above Speed Limit	Percentage of vehicles travelling above the speed limit.

Glossary...

Personal Injury Accident (PIA)	Accidents involving personal injury occurring on the public highway (including footways) in which a road vehicle is involved and which becomes known to the police within 30 days of its occurrence. One accident may give rise to several casualties. Damage-only accidents are not to be included in these figures.
Serious Accident	Is an accident in which at least one person is seriously injured, but no-one suffers a fatal injury.
Serious Injury	An injury for which the person is detained in hospital as an in patient, or any of the following injuries whether or not the casualty is detained in hospital: fractures, concussion, internal injuries, crushings, severe cuts and lacerations, severe general shock requiring medical treatment and injuries causing death 30 or more days after the accident.
Slight Accident	Is an accident in which at least one person suffers slight injuries, but no-one is seriously injured, or fatally injured.
Slight Injury	An injury which is neither fatal or serious – for example, a sprain, bruise or cut which is not judged to be severe, or slight shock requiring roadside attention.
Special Event	An event where a large number of vehicles and/or individuals are in close proximity. Enforcement is undertaken to ensure compliance with the speed limit, permanent or temporary, in order to maximise road safety.
1st NIP 172s Issued	First Notice of Intended Prosecution.
85th Percentile Speed	The speed at or below which 85% of vehicles are travelling.