

OPERATION RING ROAD



NOTTINGHAMSHIRE ROAD CASUALTY REDUCTION PARTNERSHIP

A Problem Oriented Policing Initiative ail dressing Road Casualties in Nottinghamshire

Endorsing Chief Officer:

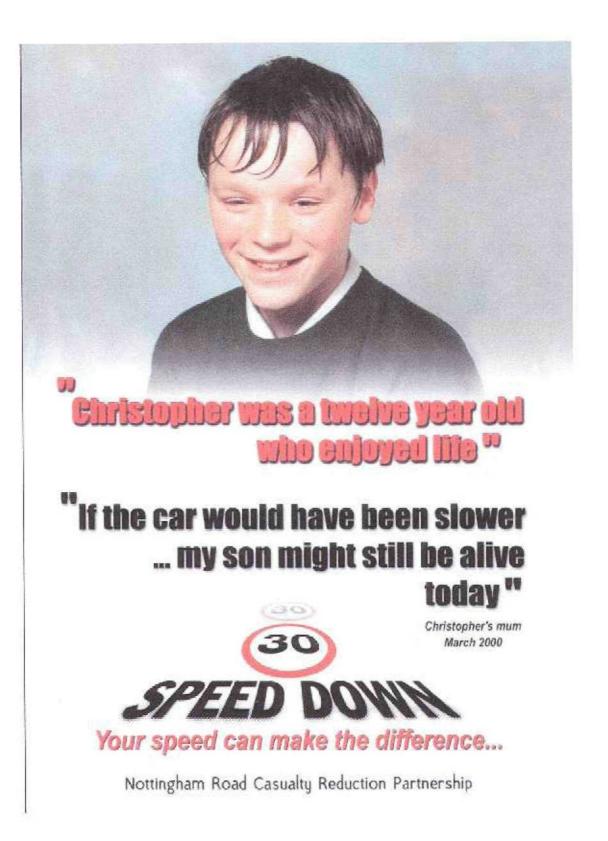
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Tilley Award 2003 Crime & Disorder Reduction Category

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Dedicated to Christopher Marlow



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1, SUMMARY

- 1.1 Nottingham has a population of 284,000 and is regarded as the regional commercial centre of the East Midlands; it also has a thriving entertainment industry that attracts many tourists and visitors. Within the geographical area there are 750 km of entirely urban roads including 17 km of trunk roads. The city is in close proximity to the M1 Motorway that feeds traffic into its highway network from 4 junctions.
- 1.2 Over the period 1/8/1997 to 31/7/2000, Nottinghamshire Police recorded 4112 personal injury road collisions in Nottingham with 834 people being killed or seriously injured. Within the road safety profession it had been known for some time that excessive or inappropriate vehicle speed was a major contributory factor in the severity of injuries inflicted on people involved in vehicle crashes (). Traditionally the four E's, Evaluation, Engineering, Education and Enforcement had been used to reduce casualties, but it was realised that there was a limit to how many roads can be physically calmed or have problems engineered out. Increasingly attention was being drawn to Education and Enforcement to achieve further casualty savings. These options were not without problems particularly when other demands on the police service were taken into account. The Government's Traffic Safety Camera Netting Off scheme offered an opportunity to address these issues.
- 1.3 During the autumn of 2000 a partnership consisting of the Police, Highway Authorities and Magistrates' Courts Service was formed to target road casualty reduction. A combined enforcement and education strategy was developed using conventional camera enforcement technology and also the World's first operational digital technology cameras, with education and publicity also featuring significantly.
- 1.4 The 3 year analysis of the collision data showed significant clusters along 8 main arterial routes. The A6514 and A610 roads had a high concentration of collisions with 232 and 212 Personal Injury Collisions with 41 and 39 people being killed or seriously injured.
- 1.5 The response has been an undoubted success, particularly the impact of the digital cameras. Collision data and vehicle speeds have been monitored and regular public perception surveys carried out. For the period 1/8/00 to 30/11/02 the numbers of people killed or seriously injured was down 17%, with a 25% reduction on the targeted routes and a 41% reduction on the digital camera routes.

2. SCANNING

2.1 CASUALTIES

- 2.1.1 Over the period 1/8/1997 to 31/7/2000, the road traffic collision Stats 20 data recorded by the Department for Transport (DfT) shows 4112 personal injury road collisions were recorded in Nottingham with 834 people being killed or seriously injured. For many years highway authorities have been addressing road casualty reduction by engineering out accident hot spots and in particular physical traffic calming features had been introduced over large areas to influence vehicles speeds. Department for Transport (DfT) guidelines however limited the type of road where such features could be installed and what had become apparent was that the hot spots that were left were not suitable for engineering or traffic calming, therefore an alternative solution was needed. It was evident that the solution had to be centred more on education and enforcement.
- 2.1.2 It was known from research carried out at the Transport Research Laboratory (TRL) that up to a third of all injury crashes involved excessive or inappropriate speed (TRL report 323)(ii) and they had concluded that the value of restraining vehicle speeds was great (TRL Report 421)(iii). A variety of Traffic Enforcement Cameras had been available since the late 1980's but historically their use had been limited because of concerns mainly centred on resource issues. Red Light cameras had been used in Nottingham since 1987 and Speed Cameras had been used within Nottinghamshire since 1997 but only in very limited measure.
- 2.1.3 Nottinghamshire Police were already active in targeting speeding motorists along identified casualty reduction routes when in the summer of 1999 the Government announced plans for a pilot project to test the theory that greater enforcement levels of speed limits would result in increased casualty reduction, this was to be funded by 'netting off' fine income received from paid fixed penalty tickets. The potential of being involved in this project was immediately realised and a partnership was formed involving Nottinghamshire Police, Nottingham City Council, the Highways Agency and Nottinghamshire Magistrates' Courts Service to bid for participation in the project. The partnership subsequently put forward a successful bid. Whilst providing a means to fund activity it was left to the partnership to devise and implement its own strategy.
- 2.1.4 In 2000 the Government set an ambitious national ten-year road casualty reduction target of 40% reduction in the numbers killed or seriously Injured (KSI). Further targets were set in relation to child casualties (iv).
- 2.1.5 The public are constantly complaining about speeding motorists affecting their environment and safety, it was known from records kept by the police that Nottinghamshire Police received around 200 such complaints year in their Traffic Management Office, the vast majority are not from casualty reduction routes
- 2.1.6 The 'Stats 19' road collision data collated from accident reports completed by Nottinghamshire Police Officers and processed by the Accident investigation Unit of

the County Council was examined for the city to identify the collision hot spots; this also included examining the causation factors identified by the reporting officers to establish the number of collisions where excessive or inappropriate speed was a factor. Eight routes were identified and not surprisingly they were all arterial routes into the city.

2.2 HEALTH SERVICE IMPACT

2.2.1 The Local Primary Care Trusts were approached, but due to reorganisation taking place initially it was not possible to provide information. This is now no longer the case and progress is being made towards obtaining data.

2.3 TRAFFIC FLOW

2.3.1 Traffic flow is regularly measured by highway authorities, but not in relation to the use of enforcement cameras.

2.4 PUBLIC AWARENESS

2.4.1 Road safety campaigns were often very short and therefore had limited effect. It was found that the effect on public awareness of these campaigns had never been measured locally. It was clear that there was public dissatisfaction split into two camps – those who lives had been changed by being crash involved, and those to whom it was a quality of life issue (complainants). There was also awareness from campaigning groups e.g. Brake, Transport 2000 and Slower Speeds Initiative. The DfT were also active in raising public awareness of road safety.

3. ANALYSIS

3.1 CASUALTIES

3.1.2 With the assistance of the Accident Investigation Unit of Nottingham City Council, road collision hot spots were plotted across the city. Further analysis identified eight arterial routes into the city as having a high rate of injury collisions. With the exception of one road (A6514) they were all subject to a 30-mph speed restriction.

Route	Distance KM	Personal Injury Collisions (PIC)	Killed or Seriously Injured (KSI)
1 A6514 Nottingham Ring Road	7.41	232	41
2 A610 Nuthall Rd	4.48	212	39
3 A611 Hucknall Rd	5.65	141	29
4 A6200/A52 Derby Rd	4.12	108	29
5 A6005 Castle Boulevard/Abbey Bridge/University Boulevard	2.38	67	11
6 A609 Ilkeston Rd/Wollaton Rd/Russell Drive	5.6	122	32
7 A60 Mansfield Rd/Huntingdon Street/London Rd	5.93	290	46
8 B682 Sherwood Risc Nottingham Rd/Vernon Rd	7.11	218	36

3.1.3 BASELINE COLLISION DATA

- 3.1.4 Having identified the eight routes the causation factors selected by the investigating officers were analysed, in particular looking at:
 - 1. Losing Control
 - 2. Going too fast for the conditions
 - 3. Exceeding the speed limit.

It was recognised that points 2 and 3 were subjective assessments made by the investigating officer.

3.1.5 Without exception the findings of the percentage of vehicles travelling at excessive or inappropriate speeds was below that of the TRL report findings. e.g. The A610 road showed that only 25.36% were speed related and the A6514 only 19.5%. However it was felt strongly that investigating officers completing accident reports often did not put down their 'gut' feelings as to the cause fearing subsequent litigation, as they did not want to leave themselves open to challenge in any

subsequent court or legal hearing. However the TRL reports are the accepted reference standard in the road safety and road engineering industry.

3.1.6 An engineering solution was identified on the A6514 near Ventnor Rise involving the closure of two central reserve gaps.

3.2 HEALTH SERVICE IMPACT

3.2 Analysis of the effect on the health service and hospital bed days has proved problematical with the local Primary Care Trusts (PCT) being unable to engage with the partnership.

3.3 TRAFFIC FLOW

3.3 Traffic surveys were also carried out measuring both flows and speed that not only provided benchmark figures, but also a measure of the effect increased enforcement would have on driver behaviour.

Route	Average Speed	85 th %	% Above speed limit	% 15mph above speed limit	24 Hr Traffic Flow
1 A6514	40	44	36	L	44759
2 A610	33	39	70	5	37678
3 A611	33	39	73	3	23844
4 A6200/A52	42	49	50	5	45126
5 A6005	34	39	80	5	24937
6 A609	31	37	60	2	20711
7 A60	32	38	72	3	28105
8 B682	30	34	49	2	16622

3.3.1 BASELINE SPEED / FLOW DATA

3.3.2 The traditional response to speeding issues in Nottinghamshire included the introduction of static speed cameras and the use of hand held / mobile equipment, almost invariably operated by police officers. These responses tended to be resource intensive, expensive and difficult to prioritise and tended to have a short-term impact

on the problem because they were often not sustainable. It was also known that such camera systems produced a saw tooth speed profile where drivers slow down at cameras sites and then increase their speed. The cameras were in effect only exerting an influence over approximately 0.5 Km of road (v).

4, **RESPONSE**

4.1 PARTNERSHIP

4.1.2 For a long time Nottinghamshire Police had partnership working arrangements with the Highway Authorities through the statutory consultation process. A more formal partnership was formed including Nottingham City Council, The Highways Agency and Nottinghamshire Magistrates' Courts Service. The Police side of the partnership became known as **Operation Ring Road** with the partnership becoming known as the Nottinghamshire Road Casualty Reduction Partnership.

4.2 CASUALTIES

- 4.2.1 When the A6514 was examined two engineering solutions were identified on the Valley Road section that would impact on the casualty figures junction improvements at the B682 Nottingham Road junction and central reserve gap closures near Ventnor Rise. This work was carried out in 2001.
- 4.2.2.1 The partnership therefore looked for an alternative and radical solution. Nottinghamshire Police in partnership with the county council was the first in the country to introduce red light cameras in 1987 and there was the desire to remain at the forefront of modern technology. Therefore it was decided to introduce the Speed Violation Detection Deterrent (SVDD) digital camera system, also known as the SPECS System. The SVDD system measures the average speed between two points and can be installed over any distance ranging from 200 to 10,000 metres Therefore vehicle speeds are influenced over a greater length of road. The partnership is believed to be the first in the world to use this system.
- 4.2.3 It was recognised that the introduction of this new technology was not the sole answer to the problem, and indeed some roads are not suitable (e.g. the A60, B682) therefore the traditional methods still had a role to play. These methods were operated by police officers, although Nottinghamshire had for some time operated one mobile and all the speed and red light cameras with two support staff members. When compared to other off the shelf solutions SVDD is expensive, and not without risk. It was decided therefore to increase considerably the activities of the mobile camera operations by recruiting more support staff. This had several benefits including lower staff costs, fewer police officers would be needed to enforce speed limits, activity could be targeted over a sustained time period and it provided insurance against any SVDD operational difficulties.
- 4.2.4 The SVDD system was therefore chosen for installation on the A6514 and A610 Roads and mobile enforcement was to be used on the other targeted roads. Because static cameras offer 24 hour, 365-day (24/365) coverage longer-term plans include the installation of other static camera equipment. The partnership began operation on

1 April 2000 with mobile enforcement and SVDD operations commenced on 1 August 2000 on three sections of the A6514 and A610 roads.

- 4.2.5 The partnership set three objectives:
 - 1) Reduce casualties by one third over two years on identified routes using the SVDD system.
 - 2) Reduce the number of casualties by 10% per year over a two-year period on identified routes using mobile cameras.
 - 3) Reduce the number of casualties by 2% on the remaining road network as a result of increased awareness and perception of detection.

4.3 TRAFFIC FLOW

4.3.1 24/7 Traffic flow was collected annually on the targeted routes.

4.4 PUBLIC AWARENESS

4.4.1 Sabene Marlow, whose 12 year-old son, Christopher was killed on the A610 helped with the official project launch in July 2002. This event attracted local, national and international attention in both the press and television. A comprehensive and sustainable publicity and education campaign under the logo:-

'Speed Down Your Speed Can Make The Difference'

with an annual budget of £125K is in place. The project is dedicated to the memory of Christopher.

- 4.4.2 The partnership employs an 'Education Officer' within Nottingham City Council who is responsible for producing and co-ordinating all activity in relation to communicating the road safety message associated with increased enforcement activity. It is no accident that the post has the title it has because the partnership wish by education to influence driver behaviour and only enforce speed limits when necessary.
- 4.4.3 A wide range of media are used to get the message across, these include:

Advanced media notification of enforcement activity Web Site (<u>www.streettactics.co.uk</u>) Bus Back Advertising Posters Leaflets Local radio advertising that is continually developing the road safety theme Local television advertising Visiting public events with the camera teams Presentations to road safety and motoring groups 4.4.4 Public perception surveys are also conducted to measure the projects progress. The local media is also carefully monitored with records being kept of the number of positive, negative and neutral column inches appearing in the local press.

4.5 FUNDING

4.5.1 The ability to resource and fund the use of enforcement traffic enforcement cameras had long been an issue. The Government's Traffic Safety Camera Netting Off scheme offered the solution to these issues given that the 'offender pays' for more effective enforcement. This has allowed not only sufficient staff to be put in place to use the enforcement equipment but also staff in the Central Ticket Office to process the increased number of fixed penalty notices that fund the activity.

4.6 BACK OFFICE SUPPORT

4.6.1 It was recognised at an early stage that an increase in the number of fixed penalty notices being issued would result in an increase of enquiries that would be required to trace offending drivers because of inaccuracies in the DVLA records. To address this issue a small enquiry team of restricted duties police officers has been established to trace drivers who try to beat the system. Any enquiries that require a visit arc performed by police officers on overtime from the partnership budget. This ensures that officers are not extracted from other core policing duties.

5. ASSESSMENT

5.1 CASUALTY REDUCTION

5.1.2 Since the partnership was formed tremendous progress has been made towards locally achieving the Government's 10-year road casualty reduction targets and its own targets have been met. Baseline data has been compared with project data and these show some remarkable results particularly in relation to the use of SVDD.

		Ce	ollision	15	Casualties					
	Fatal	Serious	KSI	Slight	Total	Fatal	Serious	KSI	Slight	Total
Before	49	744	793	3204	3997	52	806	858	4415	5273
After	29	491	520	2402	2922	33	523	556	3331	3887
*% Average Change	-24	-15	-16	-4	-6	-18	-17	-17	-3	-5

5.1.3 NOTTINGHAM (INCLUDING ALL AREAS) - 1.8.2000 - 30.11.2002

* Direct 3-year comparison not yet possible

5.1.4 It is known that a fatal injury collision costs £1.4 million and a serious injury collision £141,000. Therefore the reduction in easualties demonstrates a saving of £63,673,000 since the project started. (iv)

5.1.5 NOTTINGHAM EXCLUDING SAFETY CAMERA AREA - 1.8.2000 - 30.11.2002

		Co	ollision	l\$	Casualties					
	Fatal	Serious	KSI	Slight	Total	Fatal	Serious	KSI	Slight	Total
Before	30	542	572	2131	2703	31	581	612	2854	3466
Afler	20	365	385	1594	1979	20	392	412	2212	2624
*% Average Change	-14	-13	-13	-4	-6	-17	-13	-13	-0.35	-3

* Direct 3-year comparison not yet possible

5.1.6 Within the road safety profession a sustained large drop in casualties over such a wide area is extremely rare. It is felt strongly that this is due entirely to the increased enforcement activity on the targeted roads and a sustained high profile education and publicity campaign which affects other roads and its users.

5.1.7 MOBILE CAMERA AREA - 1.8.2000 - 30.11.2002

		Co	llision	18	Casualties					
	Fatal	Serious	KSI	Slight	Total	Fatal	Serious	KSI	Slight	Total
Before	17	191	208	992	1200	19	214	233	1431	1664
After	9	120	129	758	887	13	125	138	1053	1191
*% Average Change	-32	-19	-20	-2	-5	-12	-25	-24	-5	-8

* Direct 3-year comparison not yet possible

5.1.8 The mobile cameras whilst having a very positive effect can only be effective whilst they are deployed on site. This fact is borne out when a comparison is made with the SVDD figures. Also results from other areas that have significantly increased the use of traffic enforcement technology show that fixed camera sites have a greater effect due to their 24/365 coverage. The partnership is therefore committed to installing more static camera systems and has already installed static cameras on two new routes that will become operative in the near future.

		Co	llision	8	Casualties					
	Fatal	Serious	KSI	Slight	Total	Fatal	Serious	KSI	Slight	Total
Before	2	11	13	81	94	2	11	13	130	143
After	0	6	6	50	56	0	6	6	66	72
*%Average Change	-100	-30	-41	-21	-23	-100	-30	-41	-35	-35

5.1.9 DIGITAL CAMERA AREA - 1.8.2000 - 30.11.2002

* Direct 3-year comparison not yet possible

- 5.1.10 Because the SVDD system installed in Nottingham was the first of it's type it is not possible to assess the impact by comparison with other similar systems elsewhere. However the 100% reduction in fatalities speaks for itself. In view of the impact of this system the current limited installation has been extended along both roads in 2003.
- 5.1.11 The undoubted success in the casualty savings has led to a large expansion into the county area since April 2002 based on the experiences learnt within the Nottingham area. There are now 51 targeted sites across the county.

5.1.12 HEALTH SERVICE IMPACT

A recent PCT report has acknowledged the impact of traffic enforcement cameras on casualties. East Midlands Ambulance Service joined the partnership in May 2003 and plan to engage with the PCT as soon as possible.

5.2 TRAFFIC FLOW

Route	Average Speed	85 th %	% Above speed limit	% 15mph above speed limit	24 hour Traffic Flow
1 Before A6514	40	44	36	1	44759
After	38	40	15	0	45629
2 Before A610	33	39	70	5	37678
Alter	29	36	55	1	37777
3 Before A611	33	39	73	3	23844
After	31	38	64	4	27084
4 Before A6200/A52	42	49	50	5	45126
After	41	45	38	3	44119
5 Before A6005	34	39	80	5	24937
After	29	36	52	3	23436
6 Before A609	31	37	60	2	20711
After	29	35	49	2	16504
7 Before A60	32	38	72	3	28105
Afler	31	38	67	3	34732
8 Before B682	30	34	49	2	16622
After	27	34	38	1	15848

5.2.1 BEFORE & AFTER TRAFFIC FLOW DATA

- 5.2.2 Traffic volume on the targeted roads have been largely unaffected however significant reductions have been achieved in vehicle speeds particularly when looking at the average speed. The 85th% is the recognised measure of vehicle speeds within road safety and road engineering profession. This has reduced on most of the targeted roads.
- 5.2.3 The percentage above the speed limit has dropped on all the targeted roads and can be considered low on the A6514. In comparison with the A6514 the other roads are high but two factors have to be borne in mind:
 - 1) The A610 during the monitored period only had one short section of SVDD and the speed monitoring was not carried out within this section, mobile cameras were used on other sections of the road.
 - Mobile cameras were used on the other targeted roads and as outlined earlier they do not exert a 24/365 influence.

5.3 PUBLIC AWARENESS

5.3.1 PUBLIC PERCEPTION SURVEYS RESULTS

5.3.2 Public perception surveys have been carried asking the same four basic questions. As the partnership has progressed this process is continually evolving with most recently additional being questions about the effectiveness of the local campaign.

	2000. % Agree	2001. % Agree	2002. % Agree
Fewer accidents are likely to happen on roads where cameras are installed	76.7	74	68*
Cameras mean that dangerous drivers are now more likely to get eaught	74.6	67	66
Cameras are an easy way of making money out of motorists	30.7	46	53
Cameras are meant to encourage drivers to keep to the limits, not punish them	87.5	83	78**

* 2001 National Mori poll the result was 70%

** 2002 National RAC poll the result was 78%

- 5.3.3 Whilst there has been a decline in the level of support, the majority of the public are still supportive of our activity. This decline has to be seen against the continual 'anti speed camera' coverage in the national media and numerous organisations using the Internet to publish similar propaganda. Interestingly the local media have given overwhelmingly positive coverage.
- 5.3.4 Offender profiling is the next work to be undertaken to enable a more specific message to be given e.g. it is known from the last public perception survey that 61% of male drivers questioned thought that cameras were an easy way of making money.

5.3.5 LOCAL MEDIA MONITORING 1.4.2000 - 20/4/2003

Positive Column Inches	1460	
Negative Column Inches	95	
Neutral Column inches	178	

5.3.6 INTERNATIONAL INTEREST

- 5.3.6.1 There has been considerable interest in the project and particularly the SVDD camera system. Numerous UK police forces have been to Nottingham and visits have also been hosted from Australia (twice), Cyprus and Saudi Arabia. The French television motoring show 'M6 Turbo' recorded a feature with the partnership and broadcast it on their show.
- 5.3.6.2 As a result of the SVDD camera system being used in Nottingham the manufacturers, Speed Check Services, won the Prince Michael of Kent International Road Safety Award 2002 for Technical Innovation. The partnership continues to work closely with Speed Check Services in developing and improving the system.

5.4 ENFORCEMENT

- 5.4.1 At the commencement of the project only two support staff enforcement teams were deployed working a normal five-day, office week, and they were clearly having a positive impact. However in April 2002 the project underwent a considerable expansion into the county area. The opportunity was taken to increase the number of the enforcement teams and also the times during which they operated. 7-day cover is now provided between the hours of 0600 and 2100 by five teams. Currently approximately 6500 offences per month are detected and processed across the county.
- 5.4.2 The introduction of more static sites, SVDD included, also means that the teams can be deployed on more complaints sites across the county, as the level of complaint remains unabated.
- 5.4.3 The enquiry team have proved to be very effective. They have been instrumental in the recovery of numerous stolen vehicles and provide approximately 150 intelligence reports per month. Officers who are investigating major crimes are constantly engaging them, including Special Branch. Where the video evidence in particular identifies incidents of dangerous driving or other road traffic offences they ensure that the driver is identified and subsequently reported for summons for these offences. Approximately 40 witness statements per month are supplied to the DVLA for untaxed vehicles.

5.5 BACK OFFICE SUPPORT

5.5.1 The Central Ticket Office (CTO) has been crucial to the success of this project. The deficiencies already outlined in the DVLA records also impact on the activities of the CTO who are unable to proceed with between 25 to 30% of detected offences. However 93% of the drivers who are identified subsequently pay their conditional fixed penalty offer. The remaining 7% are subsequently prosecuted in court.

5.5.2 The cost of processing an offence is £23. This compares to the other similar partnership areas average of £22.

5.6 NOTTINGHAMSHIRE ROAD CASUALTY REDUCTION PARTNERSHIP

5.6.1 The partnership demonstrates an excellent example of partnership working. In April 2003 the County Council became partners, East Midlands Ambulance Service and Nottinghamshire Fire and Rescue joined in May 2003. The strategic partnership steering group meets bi-monthly and important partnership posts are now employed within the partnership organisations i.e. the Project Manager (Police), Education, Engineering, and Treasury Officers (City), Accident Data Collection Officer (County).

6 INCOME & EXPENDITURE

- 6.1 The project was fortunate in that the government provided the mechanism, albeit on a trial basis, to fund the project, however it did not provide a blank cheque and all activity must demonstrate best value. The partnership submits an annual case submission to the government project board that monitors our activity. The submission includes an estimate of costs including capital and revenue that are subsequently subject to audit.
- 6.2 The threshold at which speed limits are enforced is a very delicate balance between what is seen as acceptable to the motoring public and what is not. To maintain public support Nottinghamshire Police must also maintain a 'policing by consent' approach and enforcing speed limits is no different. Therefore great care went into selecting the level of prosecutions that were deemed acceptable. During the first two years of operation within Nottingham, expenditure was based on 20,000 paid fixed penalty notices and since April 2002 in the county area 60,000 notices.
- 6.3 The project treasurer carefully monitors expenditure, and to date expenditure has been within the budget approved by government project board.
- 6.4 Total expenditure from 1/4/200 to 31/12/02 was £2,837,149 compared to casualty savings of £63,673,000