

Report of Director of City Development

Report to Scrutiny Board (City Development)

Date: 12 October 2016

Subject: ROAD CASUALTY REDUCTION AND INITIATIVES

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Best City ambition for Leeds is to improve life for the people of Leeds and make our city a better place to live. Improving road safety and the reduction of road collisions and injuries has an important role to play in supporting safe, sustainable and healthy travel and movement and in contributing to the Best City for Community, Best City to Grow Old In and Child Friendly City objectives.
2. This report provides an update on road safety trends for the year 2015 and the programmes being followed to improve conditions, as outlined in the report submitted to the Board in September 2015. The results of the year 2015 have indicated that slight improvements have been made in the number of deaths from road traffic collisions in the district. Fewer pedestrian and cyclist casualties of all severities were also recorded, whilst injuries amongst motobike riders have not changed from the previous year. However, there has been an increase in casualties among children and car occupants.
3. The report then emphasises that a partnership approach between the Council and key partner agencies is a key requirement to ensure a continual cohesive programme involving; physical changes to the road layout, appropriate speed reduction and a range of education and promotion and enforcement activities.
4. A draft of the Road Safety Action Plan is included in this report as Appendix One.

Recommendations

5. Scrutiny Board members are requested to note and comment on this report.

1 Purpose of this report

1.1 This report concerns the progress made on the Leeds Killed or Seriously Injured (KSI) road casualty reduction programmes. The report provides an update on road safety initiatives, including road safety schemes, education and promotion campaigns after the report of September 2015.

2 Background information

2.2 The Directorate receives regular updates on Leeds Killed or Seriously Injured (KSI) road casualties, which are in turn reported to the Scrutiny Board. In September 2015, a comprehensive report was presented to the Board on current casualties and longer term trends, focusing on the district of Leeds but referencing county-wide and national trends.

2.3 The report noted an increase in the number of KSIs since the record-low 294 in 2013 to 334 in 2014 and continuing into 2015 (338), which puts the district above the trajectory needed to achieve the casualty reduction targets set in the present West Yorkshire Local Transport Plan 2011-2026 (see Figure 1), as well as factors which might have played a role in the disappointing casualty figures: an increase in the levels of traffic and the numbers of pedestrians and cyclists and the growing night time economy of the city centre, coupled with population trends showing an increase in the number of children and elderly residents and those born outside of the UK.

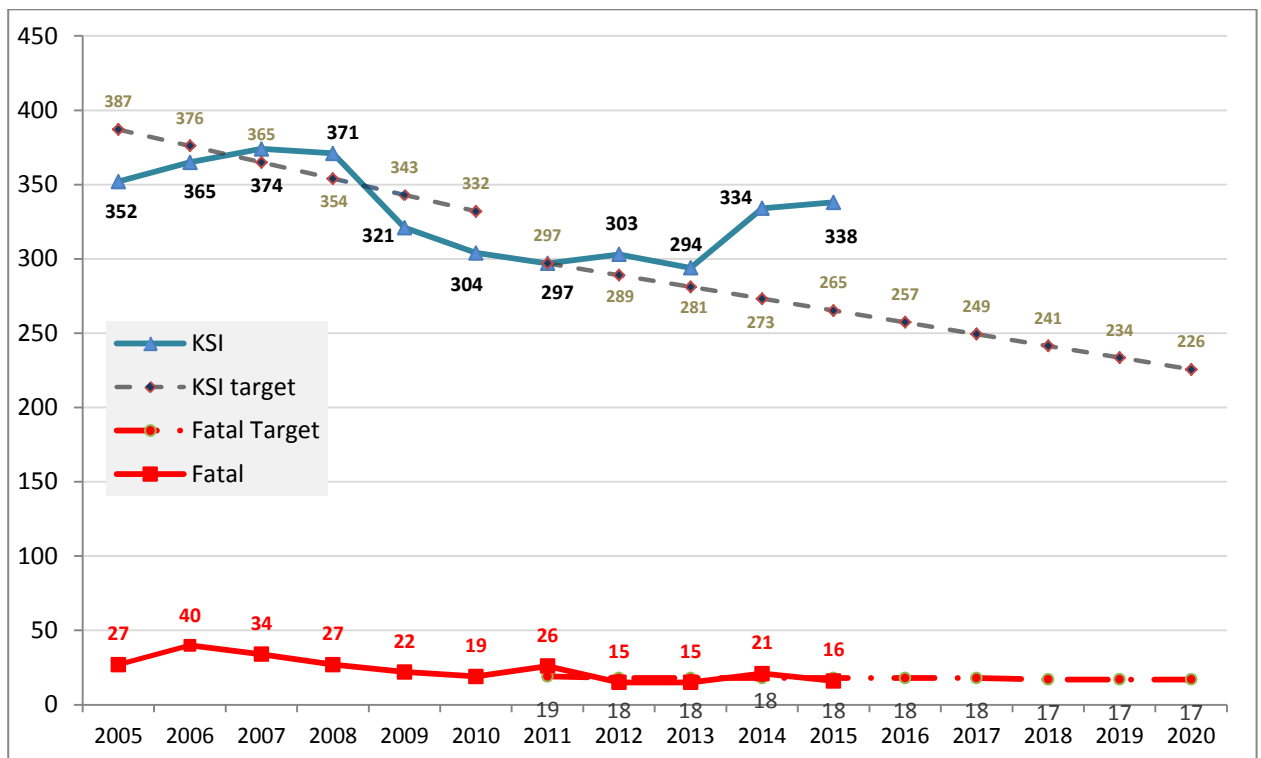


Figure 1 – Killed and Seriously Injured (KSI) Casualties and targets in Leeds District

2.1 At the end of 2015, Leeds district recorded fewer roads deaths compared to last year. A total of 16 road users, including two children and two adult cyclists, were killed, against 21 in 2014. There was an overall small increase in the number of all

casualties, which stands at 2628, including 2326 slight and 322 serious injuries, against 2198 slight and 313 serious injuries in 2014.

- 2.2 This year's increase in the number of those killed or seriously injured (KSIs) is directly linked to more serious injuries amongst vulnerable road users (children, cyclists) and car occupants; however this is contrasted with a reduction in the number of pedestrian KSI's.

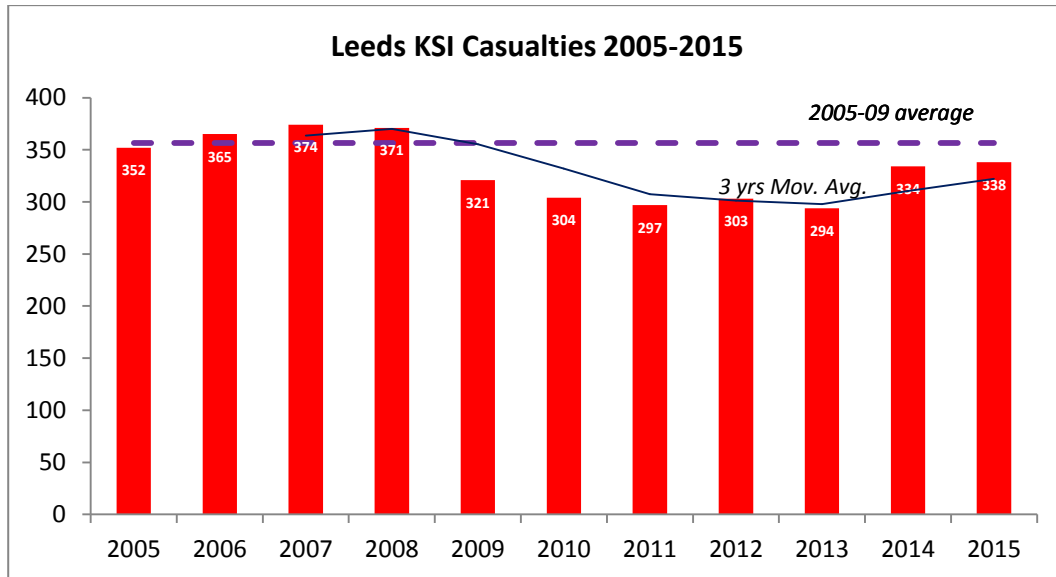


Figure 2 – Killed and Seriously Injured casualties in Leeds District 2005-2015.

- 2.3 The rising KSI numbers in Leeds does not mirror the overall national figures, (which has shown a slight reduction against last year). In West Yorkshire, Bradford, Calderdale and Kirklees have recorded fewer KSI injuries in 2015 compared to the previous year, whereas Leeds and Wakefield registered an increase. In terms of the core cities, the picture is also mixed, with Newcastle, Bristol, Birmingham and Nottingham as well as Leeds showing an increase. However, in the in the preceding 15 years (1994-2010) Leeds achieved a 45% reduction in the overall number of KSIs.

3 Main issues

- 3.4 In order to achieve casualty reductions road casualty data is analysed to identify the most vulnerable road user groups (for example child and elderly pedestrians, cyclists, motorcyclists) and / or key areas of the district (areas of deprivation) where road traffic collisions are higher or specific locations and types of collisions. A range of measures is then considered to reduce those, ranging from physical changes to the road layout to education, training and publicity, in line with national policy, with resources targeted at those areas.

- 3.1 The factors that show a correlation with the increased risk of involvement in a road traffic collision (RTC), particularly for children, are the density of housing and junctions, pedestrian flows and vehicular flows, traffic speeds and socio-economic factors, such as educational attainment, unemployment, crime, income, proximity of schools and percentage of population born outside of the UK. Increasingly, as it becomes more difficult to pinpoint locations with a casualty pattern which can be

addressed with a single intervention such as a change to the road layout, it will be more widely drawn packages of measures and initiatives aimed at improving road safety, preventing casualties especially among the most vulnerable road users (child and elderly pedestrians, cyclists and motorcyclists), education and promotional initiatives and enabling safe and sustainable travel that will bring casualty reduction benefits.

- 3.2 In terms of causation and contributing factors, the most frequently quoted (in 51% of collisions in West Yorkshire) was driver/ rider error or reaction. The others involved 'injudicious action' (including speeding) – 9% of collisions, behaviour (particularly dangerous or reckless driving) - 7% of collisions and 'impairment or distraction (principally alcohol – 6%). 'Failed to look properly' was the single contributing factor most frequently reported for all road traffic collisions. However, for KSIs, careless, reckless or aggressive driving is listed in 20% of collisions, following by 'vehicle defect' and 'injudicious actions', and 'pedestrian only' contributing factors were reported in 24% of all casualties resulting in death or serious injury. Leeds has the highest number of drink related collisions of all the districts of West Yorkshire, the majority of which occur on weekend nights.
- 3.3 To assist in the delivery of targeted road safety improvement in Leeds a three year Road Safety Action Plan was adopted in December 2013 and sets out the programme of casualty reduction initiatives. These include physical changes to the existing highway infrastructure, 20mph speed limits around schools, provision of pedestrian crossings, enforcement initiatives, and education, training and publicity. These are designed to focus on priority areas and address the key causation factors and are reviewed on a regular basis. A draft of the revised Action Plan for the next three years is included as Appendix 1.

Infrastructure improvements

- 3.4 The methodology used to identify interventions, adopts the approach developed by the West Yorkshire authorities for Implementation Plan 2. This looks to concentrate resources on the following type of accident occurrence :-
- Head-on collisions;
 - Collision with road side objects (run off);
 - Junction accidents;
 - Vulnerable Road Users.

The package of measures developed as the result aim to tackle the following range of issues;

District Centre Issues

- 3.5 Spatial analysis of pedestrian KSI casualties in Leeds has identified that 25% occur in Town and District Centres. Typically, these may involve a local high street which may be part of a distributor road but which at the same time performs a broader function and is a local destination in its own right. Studies show an increased risk of collisions in areas with high pedestrian footfall, in particular on A class roads with slower moving traffic, or in areas of high vehicular flows on B class roads; these tend to be typical conditions for the Town and District Centres.

- 3.6 Recent interventions to address these include the provision of a 20mph area into a district centre, combined with zebra crossings, and the rationalisation of parking, coupled with reducing conflicts at junctions (points closure, traffic calming, central reservation). Successful schemes included Garforth Town Centre and Harehills Lane (one of the top remaining Lengths for Concern). The early indications point to the success of the Harehills Lane scheme, which, at the time of writing, has had no casualties in the 18 months since the scheme was introduced. This year large schemes are being progressed for Harehills Road (another Length for Concern) and Dewsbury Road District Centre, with a further scheme in development on Chapeltown Road.

20mph Schemes

- 3.7 In the last four years, Leeds has made a step change in the provision of 20 mph speed limits. Out of 220 schemes initially identified in 2012 to cover all of Leeds schools all but 41 schemes have either been implemented or are in the process of implementation. In the past, schemes delivered in high casualty areas, which involved traffic calming, produced up to 50% casualty savings (greatest among pedestrians and children), which are then sustained in the following years. It is expected that the current approach to traffic calming in 20 mph schemes will continue to produce speed reductions where required, and thus produce real improvements in road safety, however schemes now being progressed have fewer casualties in them so the overall impact on figures will be proportionately less than hitherto.
- 3.8 However, greater area wide coverage which is now emerging in areas such as Middleton and Belle Isle, Garforth, Bramley, Burmantofts and Richmond Hill, Harehills, Otley and Roundhay will make slower speeds in residential areas more of a norm and should have further positive effect on casualty figures. Greater public engagement, road safety and active travel education has been piloted in Middleton in conjunction with the area getting a comprehensive 20mph coverage, with the involvement of partner such as schools, Public Health, the Police and Community Committees. This approach reflects best practice of the other Core Cities.

Cycling Issues

- 3.9 The levels of cycling in Leeds have doubled within the last five years and a year on year growth is noted both in the numbers of cyclists crossing the city centre cordon and on new cycling infrastructure, e.g. City Connect – both reporting around 30% increase. There has been a slight drop in overall cycling casualties against last year's figures (due to fewer collisions resulting in slight injuries), in particular among adult commuters - 70% of collisions involving cyclist occur in the peak hours, as do 60% of all cycling journeys. However, a small increase (59 from 56) was noted in the number of cyclist KSIs. In comparison with 2013, there were 11 more cyclist KSIs in the two years, but the numbers of cyclists in the morning peak have gone up by 400 per day within the same time period.
- 3.10 The most common causes of collisions stem from the reasons that make cycling in cities attractive – the ability to pass the queuing traffic. This means that cyclists on the inside of waiting vehicles are masked to vehicles approaching from the opposite direction and turning right through a gap in traffic. Specific cycling

infrastructure (cycle lanes and now segregated cycle tracks) allows cyclists to pass vehicles on the inside in relative safety but additional measures are needed to improve safety and interaction at junctions. Drivers of left-turning vehicles may not appreciate that a cyclist has arrived at the junction on their inside and vehicles queuing across the stop lines cause cyclists to swerve or come to an abrupt stop. This year schemes are being introduced on Roundhay Road, Regent Street and Kirkstall Road, which specifically target this type of conflicts.

- 3.11 A number of other schemes are in progress, aimed at improving wider cycling safety issues given the rise in the general levels of cycling. These involve a range of measures, from the provision of specific new infrastructure (Toucan crossings, cycle lanes and cycle tracks, cycle-friendly traffic calming such as chicane bypasses, general traffic calming to bring down vehicular speeds and create a better cycling environment) to clearer signage of cycle lanes (red surface treatment and advanced stop lines at junctions). 'Think Bike' and 'Check your mirrors' warning signs and reducing vehicular movements across junctions (one way streets, right turn prohibitions) are being used on the busiest cycling corridors, notably the A660 and the A65 where there is a pattern of casualties. The impacts of these initiatives are specifically monitored.
- 3.12 The Core Cycle Network and the City Connect cycle superhighway (the first element of which has recently opened) are examples of new infrastructure which seeks to overcome some of the severance and risks posed by busy road corridors and provide comprehensive safe routes. These schemes are being closely monitored.
- 3.13 The changes to physical infrastructure are supported by information and promotional campaigns, social media messages and led rides. Cycle events have been targeted with specific road safety education; road safety equipment and promotional messages have been distributed to the general public including, bike bells, high visibility rucksack covers, cycle lights and cycle route maps. 'Give cyclists room' car stickers have also been developed to distribute at events to help raise awareness of safe passing distances. The three main cycle accident areas in Leeds are being targeted with mobile Vehicle Activated Signs (VAS) and 'pop up' road shows to raise awareness amongst vehicle drivers and cyclists.

Education, Training and Publicity (ET&P) Initiatives

- 3.14 The Influencing Travel Behaviour (ITB) team within the Highways and Transportation service continues to prepare and delivers a programme of road safety education, training and publicity initiatives to communities and road users. The team works together with partners in West Yorkshire Combined Authority (e.g. City Connect) and national organisations (e.g. Sustrans). Their work is informed by the analysis and interpretation of the casualty data to identify and target key road user groups, recent examples being adult commuter cyclists, child cyclists and pedestrians.

Publicity & Promotion

Recent West Yorkshire Publicity campaigns & initiatives include:

- *Cycling Temporary Information Poster Placards (TIPPS) campaigns, originally developed by Transport for London, have been deployed to raise awareness among both drivers and cyclists of behaviours on the road, where cycling casualties are being experienced. Subjects covered include road positioning, junctions, and advanced stop lines. A specific campaign aiming to educate drivers about junction priority and shared areas, especially around segregated cycle routes, has been developed for the autumn 2016 launch.*
- *Key cycling and motorcycling messages will feature on the radio throughout the year, raising awareness of these vulnerable road users. Messages alternate on a monthly basis based on key issues coming from statistical analysis of accident data.*
- *The Considerate Cycling Campaign continues encouraging cyclists and pedestrians to behave considerately to one another.*

3.15 A programme of smaller scale localised initiatives and the promotion of more general road safety messages has also continued over the last year. Examples include:

- Supporting the DfT's national campaigns (Drink Drive & Drug Drive)
- Safe Winter driving messages – Jan / Feb 2016
- Be Bright, Be Seen events – Winter 2015/16
- Walk to School Week event & promotion to schools – May 2016
- CAPT child safety week – June 2016
- Bike Week – June 2016
- Sky Ride – July 2016

Speed Indication Device (SID) training has been provided to a number of parish / town councils and community groups to help local residents and communities address inappropriate speed on residential streets (Community Speed Awareness Scheme). A number of SIDs have been installed as part of ward based initiatives and portable SIDs are available for hire to community groups.

Education & Training:

The current programme of education & training, referred to in last year's report continues:

- **The Priority Area Initiative:** This programme runs annually over the winter months and targets schools in areas of the district where child casualties are higher.
- **The Transition Programme:** This programme runs annually between May – July and targets pupils who are making the transition from Primary to Secondary school. This year, based on the most recent ward area child casualty data and school mode of travel data, 8 schools in the Pudsey area of the district received the programme.

- Pedestrian Skills Training – This practical roadside training programme continues to run in schools across the district. Between September 2015 & June 2016, 7190 pupils have received the training.
- Scooter Training - The ITB team have designated September as ‘Scootember’ each year arrange a promotional event encourage pupils to scoot to school during September and throughout the school year. Last September, an event took place at Ireland Wood Primary School involving six schools, local ward members and the Lord Mayor. A competition gave all schools in Leeds the opportunity to win scooter storage for their school. The Road Safety team support this initiative during September and throughout the academic year by delivering practical scooter training. 3172 pupils received scooter training between September and June.
- Bikeability cycle training. Over the course of this academic year 6585 pupils have received Bikeability cycle training. DfT funding is being sought to expand the programme to include extra modules targeting pupils in different year groups, providing a more comprehensive and holistic approach to the training.
- Return of road safety education to secondary schools following the appointment of the additional post holder.
- A programme of 20mph events in 6 schools in areas where new Road Safety schemes have been introduced.

Partnership working

- 3.16 Although Leeds City Council has a responsibility to assist in making Leeds as safe as possible for its citizens; it is the responsibility of everyone to play their part and to work together. The Road Safety Action Plan was designed to enhance a local partnership approach allowing resources to be brought together to lead the way towards meeting the defined long term road casualty reduction targets.
- 3.17 An internal casualty reduction working group has been established in Highways and Transportation bringing together professionals with backgrounds in engineering, programmes, data analysis, safety audits and education and promotion to produce a more synergetic approach to increasing complex road safety schemes in development.
- 3.18 The Leeds Safer Roads Steering Group meets on a quarterly basis with representatives from the various teams/departments (internal and external) associated with road casualty reduction. However, the partnership work with West Yorkshire Police and West Yorkshire Fire & Rescue Service in particular has come under pressure in recent years as their organisations have adapted to new pressures and priorities with consequential impacts including staffing changes affecting key positions that previously played a significant role in helping to reduce road casualties.
- 3.19 A recent [report](#) by the European Transport Safety Council identifies that:- “Cuts to police enforcement are doubly damaging for road safety. Fewer dangerous drivers are caught, and overall perception of the risk of being caught also decreases.”

- 3.20 Given that the main factors contributing to many collisions resulting in KSIs involve careless, reckless or aggressive driving and/ or vehicle defect which are unlikely to be addressed through engineering measures, the attention paid to levels of roads policing will be a very important contributor to making the significant reductions required to the deaths and injuries from road traffic collisions across West Yorkshire in line with the targets currently set in the existing LTP. The main areas for increased enforcement, not just in Leeds or West Yorkshire but nationally and internationally, relate to Speed, Drink/Drug Driving, Seatbelts and Distractions (mobile phones).
- 3.21 In recognising the pressures of maintaining the momentum of improvements to road safety the West Yorkshire casualty partnership is being reviewed with a new Executive Group of senior officers being created to take the work forward alongside the current review of transport policy and the creation of a new Transport Strategy. This is expected to also include a refresh of the policies relating to road safety and consideration of future targets.

Key issues and proposals for 2016 onwards

- 3.22 Last year's report identified a range of proposals for road safety improvements for 2016 and beyond, which subsequently have been actioned. The table below summaries the progress made in delivering these:

Type	Measure	Delivery
Cycle safety measures	City Connect1 segregated cycle route	Delivered
	Red surfacing at junctions on A660 and A65	Delivered
	Schemes to improve cycling infrastructure and address junction collisions on Kirkstall Road and Roundhay Road.	Roundhay Road scheme is on site, Kirkstall Road in final design.
	Improvements in cycle infrastructure on Dewsbury Road	Identified/ scheme approved by Executive Board.
	City Connect 2	In detailed design
	Right turn prohibitions on A660	1 delivered 1 in progress
Public engagement and awareness around City Connect and the new 20mph speed limits	Public consultations and engagement on the new extensive 20 mph coverage in Roundhay	Delivered
	Back to School/ Work City Connect Autumn Campaign	Ongoing
	Light Night as a launch of the Be Bright Be Seen campaign	Programmed for October 2016
	Engagement events at universities in Leeds and Bradford, including distribution of subsidised bike lights	Programmed for October 2016

	Events in Middleton Clapgate, St Urban's, Pudsey Waterloo, Carr Manor & Meanwood Primary Schools, involving road safety training and a speed awareness initiative on local streets	Delivered
	Development and distribution of 20 mph promotional resources	Delivered
	Launch events in primary schools in Roundhay, involving road safety training and a speed awareness initiative on local streets	Planned
	The delivery of over 60 new 20mph schemes, jointly covering an area of 23.6 km ² and benefiting 60 schools by the end of the next financial year, accompanied by publicity and promotion campaign	40 schemes delivered; remainder programmed for this year, with publicity and promotion ongoing. Further 40 schemes to be progressed.
	Driver/ cyclist education regarding priority at junctions and shared areas. Campaign using advertising space on buses and outdoor media space. Backed by shareable short videos and <i>How to Use Your City Connect</i> booklet	Programmed for Autumn 2016
Expansion of road safety education, promotion and campaigns, with an added element of speed awareness/ benefits of lower speed limits	Road safety education events in 20mph areas involve speed awareness elements	Ongoing
	Development of resources for older pedestrians to highlight the specific dangers that large vehicle pose for them as pedestrians.	Ongoing. Some resources distributed. Further distribution and development of additional resources planned for Autumn 2016
Prioritisation of further district centre schemes to create a safer high street environment for all road users	Schemes in development for Chapeltown Road and Harehills Road	Harehills Road programmed for delivery in the autumn, Chapeltown Road in development this year for delivery this year.

Passive road safety measures to reduce severity of collisions with road side objects	Bullerthorpe Lane - a package of measures including signing and lining changes, speed limit review and removal/ replacement of roadside objects to prevent/ reduce impacts	Delivery summer 2016.
Investigation of options and opportunities for improvements in road safety features associated with new developments in the City Centre (currently the location of 16% of all KSIs), including weekend night-time traffic restrictions	Vicar Lane scheme in progress, Call Lane scheme in development, weekend night-time restrictions for vehicular access trialled on Call Lane, city centre 20 mph scheme - options are being reviewed	Speed table on Vicar Lane due on site shortly, weekend night-time closures on Call Lane working successfully. City Centre 20mph scheme currently in development.

3.23 We are also continuing to deliver minor site specific measures, such as changes to signing and lining, traffic calming, surface treatment etc to improve safety of sites identified as part of the Mass Action Programme which are not monitored but have a high proportion of accidents occurring under similar circumstances

3.24 The key priorities for 2016 and beyond will therefore include continued work on district centre schemes, improvements to cycle infrastructure across the city including specific improvements at junctions along key corridors with a pattern of cyclist casualties, backed by events and education and promotion campaigns, road safety programmes in schools in areas with higher numbers of child casualties, continuing the Transitions programme and seeking to continue the Theatre in Education approach for Year 9 students. Partnership work with Public Health, Social Care and Neighbourhood networks will continue to target resources at older pedestrians.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Road traffic collisions and road safety are a major concern for local communities as the greatest impact of a collision is its human costs, which are borne directly by the members of the community. There is a positive drive from local communities to get involved in reducing road safety risk – this is evidenced by correspondence

with ward members, officers, reports to the Police and a number of recent deputations concerning local road safety issues.

4. 1.2 Leeds City Council welcomes and facilitates positive community engagement on road safety issues, for example through road safety education delivered in schools, provision of safe pedestrian crossing facilities and by providing physical measures to reduce the likelihood of collisions in response to community concerns and accident data. 20mph speed limits are part of this process and through engagement and feedback during the development and implementation of these schemes they generate, in the main, a lot of community support. Working with partners on the City Connect project is providing opportunities for even greater community engagement including engaging directly with local community groups and organisations.
4. 1.3 Opportunities and initiatives outlined in this report will further strengthen links between different partner organisations and will also help communities to take the full advantage of lower speed limits in their area. The close working with West Yorkshire partners is detailed elsewhere in this report.

4.2 Equality and Diversity / Cohesion and Integration

4. 2.1 Road safety affects everyone. However, certain groups are more likely to suffer the adverse effects of traffic, be it in terms of the likelihood of collision or poorer outcomes if they are involved in a road traffic collision.
4. 2.2 Fear of traffic and difficulties in crossing the road were issues identified by Neighbourhood Networks and Older People's Forum, and feature frequently in School Travel Plans. Children and older people are more at risk of collision because of inability to judge the speed accurately/ inability to react to a vehicle approaching at speed/ reacting inappropriately. Their chances of survival, when hit by a car travelling at 30mph, decrease from that of an adult (80%) to just 50%.
4. 2.3 Children from disadvantaged backgrounds tend to be more exposed to road safety risks. They often live closer to busy roads and are more likely to walk or cycle as well as play on local streets.
4. 2.4 The above groups are specifically targeted through road safety initiatives involving risk awareness and education. The number of children and older people is a significant factor in deciding on provision of new pedestrian crossings. Child and pedestrian casualties are also targeted through the provision of 20mph speed limits around schools, and combined road safety training and initiatives will allow for their potential benefits to be fully realised.
4. 2.5 The Equality, Diversity Cohesion and Integration Impact Assessment was prepared for 20 mph speed reduction schemes around schools and residential areas and is attached as an appendix. The assessment identified the following key positive impacts:
- Make it more pleasant and safer to walk and cycle, encouraging a healthier lifestyle
 - Improve the quality of life for the local community

- Provide safer passage while crossing the road for all pedestrians, but particularly beneficial for those with a mobility impairment, disabled people, parents supporting pushchairs, and younger and older people

4. 2.6 No negative impacts were identified for any of the protected equality characteristics. Slight negative impacts were slightly increased journey times and potential impact of traffic calming features if installed incorrectly.

4. 2.7 The Impact Assessment stresses that the benefits of the schemes far outweigh any potential disadvantages and has not recommended any adjustments to the current process.

4.3 Council policies and the Best Council Plan

4. 3.1 The Best City ambition is to improve life for the people of Leeds and make our city a better place. All road safety initiatives, including 20mph schemes, contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities and reducing traffic collisions to make a specific contribution to the Best City for Communities and Child Friendly City ambitions.

4. 3.2 Enabling safe and independent journeys was the top one of the 12 wishes expressed by children on how to make Leeds a Child Friendly city. Slower speeds and improvements in road safety will also help make Leeds the Best City to grow old in.

4.4 Resources and value for money

4. 4.1 The delivery of road safety initiatives, including casualty reduction schemes (physical measures), 20mph speed limit schemes, education and training forms part of the programmes for improving road safety contained in the West Yorkshire Local Transport Plan (WYLTP) and through partnership working. Such schemes generally show high value for money both for the direct benefits to road safety and their indirect benefits for active travel and health.

4. 4.2 DfT values the prevention of a single fatality at over £1.5million - an equivalent of the total of the Road Safety allocation from the Capital Programme. The prevention value of a serious casualty is estimated at circa £189,519 – an average value per casualty is circa £50,000. Road safety engineering schemes and education represent real value for money, with benefits of the investment continuing to be delivered into the future.

4. 4.3 This report has potential implications for resources as the forthcoming new Transport Strategy for West Yorkshire is finalised and implementation commences. The Strategy is currently under consultation and the results and recommendations of the Scrutiny Board will be provided into this process.

4.5 Legal Implications, Access to Information and Call In

4. 5.1 There are no legal implications. The report is not eligible for Call-In.

4.6 Risk Management

- 4.6.1 The approach and the type of schemes outlined in this report are intended to deliver long term road safety and casualty reduction benefits. The effectiveness of the schemes in terms of casualty reduction will be monitored, as will the approach to scheme prioritisation and development, in response to emerging accident figures and trends.
- 4.6.2 Availability of resources, both own and that of partner organisations, will be a significant factor in continuing to deliver casualty reductions.

5 Conclusions

- 5.1 Increasingly, delivering improvements in road safety and casualty reduction is the matter of an integrated approach by Leeds City Council and its partners. 2015 figures again show a slight increase in the number of Killed and Seriously Injured on Leeds roads against the previous years, but slight reductions are noted in the injuries to vulnerable road users (pedestrians, children and cyclists) – a casualty group that grew disproportionately last year. Addressing causes of collisions becomes increasingly complex due to their dispersal over a larger area and type, often with no common cause.
- 5.2 It will be important to monitor these figures for longer- term trends and develop a variety of road safety initiatives in response to these. A review of the current three year road safety action plan is being undertaken and the draft has been included with this report.
- 5.3 The work in progress on district centre schemes and 20mph speed limits that effectively reduce vehicular speeds is likely to improve road safety for all road users; however these types of comprehensive schemes require significant resources to deliver. With ‘failure to look properly’ as the most common cause of collisions the current and future road safety education, publicity and promotion programmes are likely to play an increasingly important role if the ambitious targets for casualty reductions are to be achieved.
- 5.4 Work is continuing to develop the West Yorkshire working group with the police and key partners through a new Executive Group of chief officers to improve the co-ordination of resources and to support the redevelopment of the West Yorkshire road safety strategy as part of the ongoing review of the West Yorkshire Transport Strategy.

6 Recommendations

- 6.1 Scrutiny Board members are requested to note and comment on this report.

7 Background documents¹

- 7.1 There are no specific background document relating to this report.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 - Road Safety Action Plan Update - 2016

In 2015, as the result of road traffic collisions in Leeds there were 16 deaths, 322 serious casualties and 2,326 slight injuries. In the previous year, the total number of deaths was 21, whereas 313 people sustained serious and 2189 slight injuries.

Although all casualties are monitored, the KSI (killed or seriously injured) outcomes have the greatest impact on communities and the numbers of these are specifically monitored under the West Yorkshire Combined Authority casualty reduction targets. The vulnerable road user group, made of pedestrians, cyclists and motorbike riders, accounts for 34% of all severities but jointly makes up 65% of the total number of Killed or Seriously Injured (KSI) casualties. Jointly, journeys by bike and on foot account for only around 13% of all journeys which, again, indicates the importance of focusing road safety measures on these particular user groups. Therefore road safety programmes will largely continue to target this user group. Other groups where there is a rise in slight casualties, for example children and car passengers, will also feature in road safety programmes.

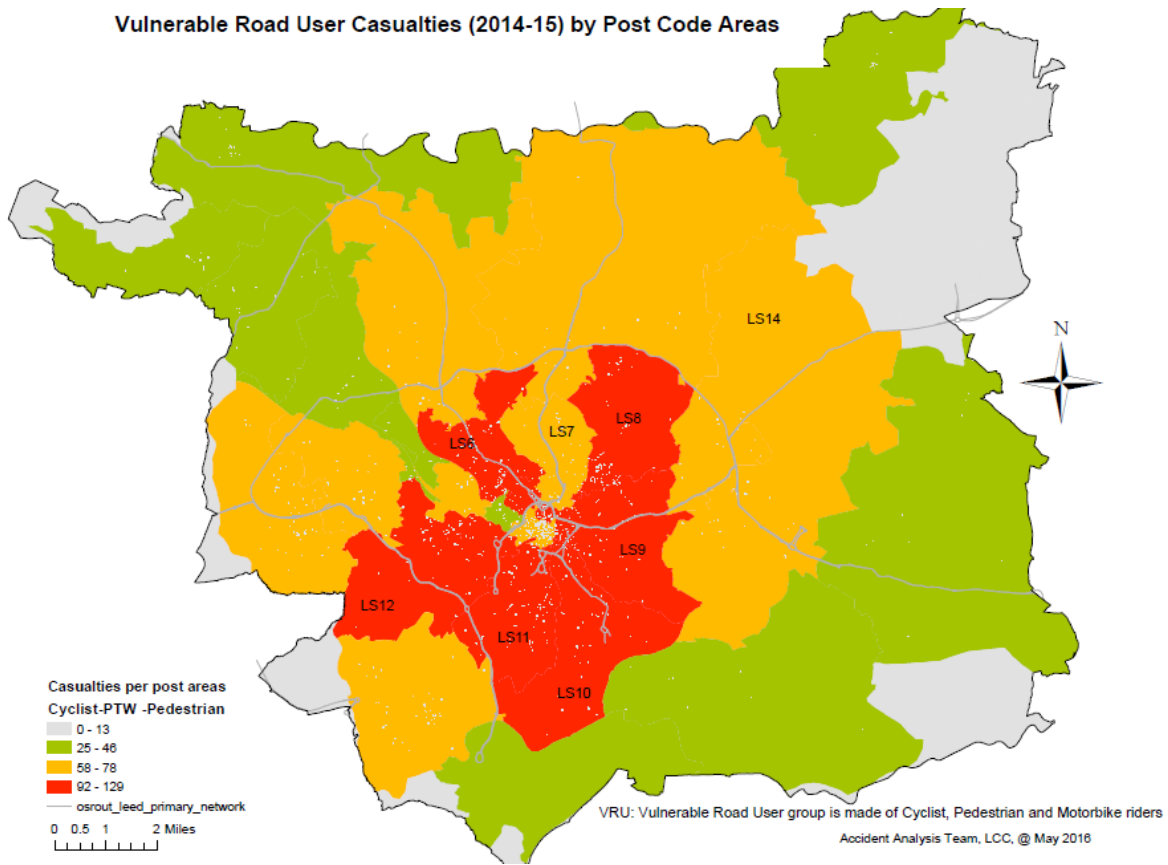
The large majority of collisions involving pedestrians, cyclists and motorcycle riders are recorded on unclassified roads with a 30mph speed limit. However, there are large disparities between inner city areas (including the city centre) and (broadly speaking) the more suburban areas, these can be nationally attributed to factors including density of housing and the road network, population profile, IMD, levels of car ownership and usage resulting in greater exposure to risk particularly for children, pedestrians and cyclists.

The national approach to accident prevention has been through a mix of physical changes to the street environment to address locations of accidents and educational activities in locations where casualties originate. This has been affirmed by a recent study of child casualty patterns in Leeds and Bradford, which also argued that road safety education plays a significant part in reducing disparities between children from more affluent areas and those from more deprived areas in terms of likelihood of being involved in an RTC.

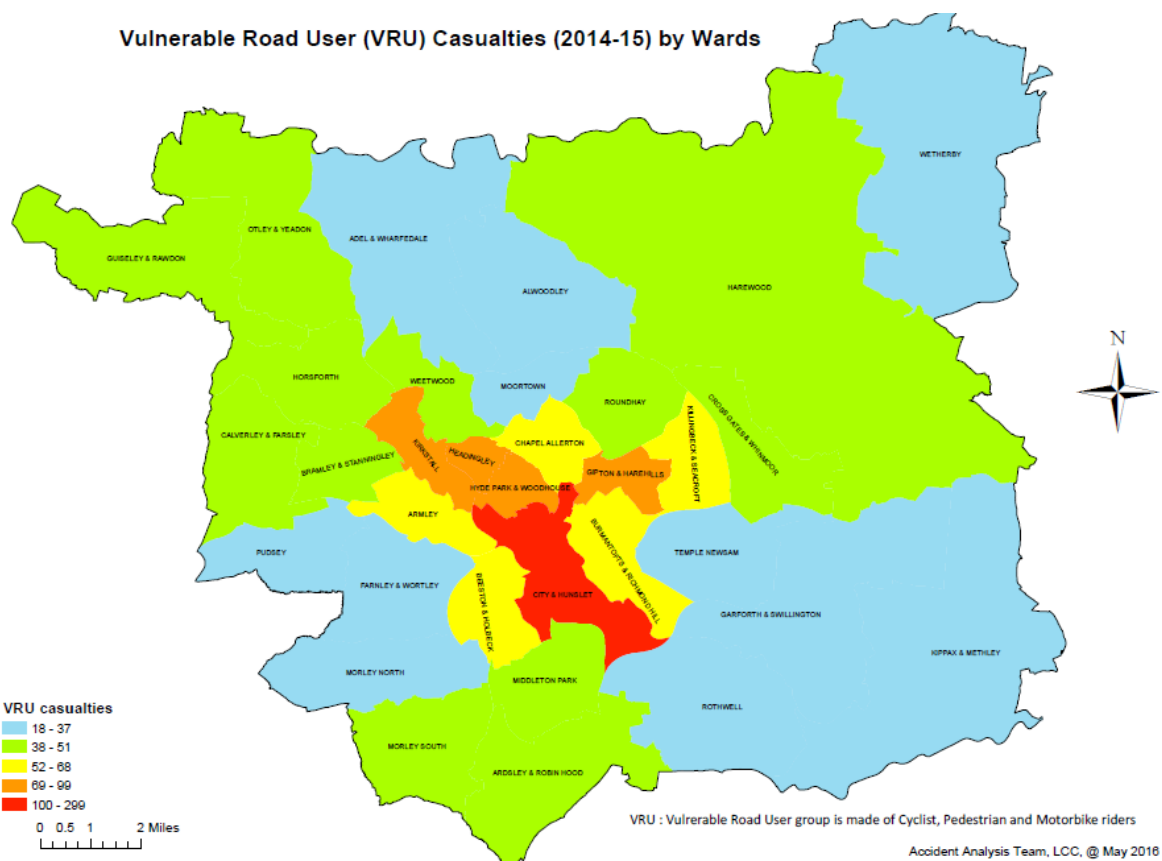
Accident locations and vulnerable road users

When considered in terms of post code areas, the highest number of casualties of the combined cyclists, pedestrian and motorbike riders in Leeds were recorded in Leeds 6, which includes Headingley, Hyde Park and Meanwood areas, alongside Leeds 9 (part of Harehills). A total of 129 casualties were recorded in each of these areas in the last two years. Leeds 8 and Leeds 11 follow in third and fourth place with 115 and 110 casualties respectively.

Vulnerable Road User Casualties (2014-15) by Post Code Areas

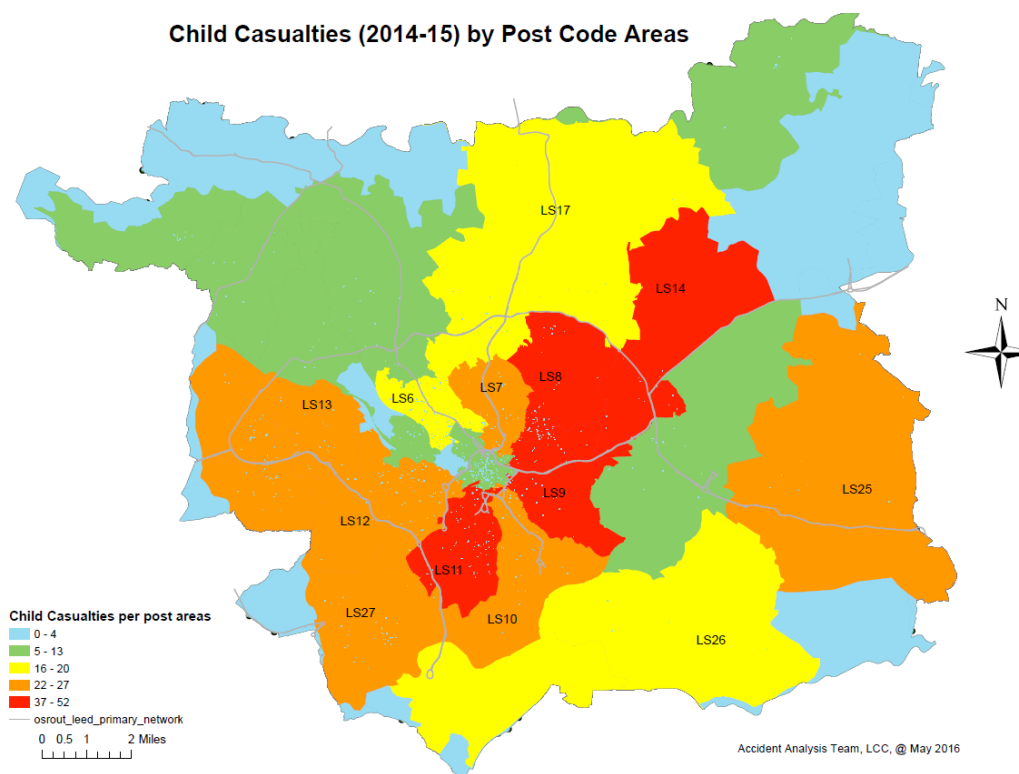


When wards areas are taken into account, the highest number of casualties amongst vulnerable road users was recorded in City and Hunslet with 299 casualties in 2014 and 2015; which is understandable as this ward includes the city centre. The wards of Gipton & Harehills and Kirkstall follow with 99 and 97 casualties respectively.



Education and promotional initiatives

The areas with the highest incidence of KSIs (particularly involving children) as identified above are treated as priority areas for intervention through education, training and promotion initiatives targeting local schools and communities, and through capital schemes which physically alter the street environment. Studies show that child casualties tend to occur close to where children live, and the prevalence is greater for children living within 20 minutes from a school, who are therefore more likely to walk, scoot or cycle to school. Other factors behind the disparity between the areas are the level of education and levels of parental supervision and the likelihood of receiving road safety training. 37 schools in Leeds 8, 9, 11 & 12 are currently involved as part of the Priority Area Project to raise awareness of road safety issues and equip the pupils with the skills to recognise and avoid risk while at the same time enabling them to travel to school by active modes. Casualty trends (5 years worth of data) are reviewed regularly to inform officers as to which areas should be targeted.



An annual campaign and events calendar delivers a programme of smaller scale localised initiatives along with promoting more general road safety messages in line with the DfT (for example drink drive and drug drive campaigns). Campaigns are also targeted at vulnerable road users, with particular focus on the priority areas, and/or areas where they would support recently introduced infrastructure measures.

Examples of campaigns in 2016 include:

- Supporting the DfT's national campaigns (Drink Drive & Drug Drive)
- Safe Winter driving messages – Jan / Feb 2016
- Be Bright, Be Seen events – Winter 2015/16
- Walk to School Week event & promotion to schools – May 2016
- CAPT child safety week – June 2016
- Bike Week – June 2016
- Sky Ride – July 2016

In 2015 children accounted for over 30% of pedestrian casualties in West Yorkshire; for comparison, over 60s accounted for 15% of all pedestrian casualties in the same time period.

As pupils progress through primary school and make the transition to secondary school, casualty data indicates that they become at higher risk of being involved in a road traffic collision (this local trend reflects the national trend). Encouraging young people to travel actively however has wide reaching public health and environmental benefits. The Transition Programme provides this increasingly independent cohort of young people with the knowledge, skills and experience to travel safely, independently and sustainably. The programme is delivered to Year 6 pupils, in the summer term after they have completed their SATs

exams and are already planning for their move to secondary school. In 2016 we reviewed the casualty and mode of travel data and targeted the programme at 8 schools in the Pudsey area of the district. Unfortunately the LSTF funding for the Sustrans Schools officers ended in March 2016, but as part of the exit strategy, pupils from four of the schools (Benton Park, Brigshaw, Corpus Christi & Horsforth) school produced a 'DVD' aimed at pupils moving up into Year 7. The DVD covers different safe and sustainable travel options for pupils and was shown by the schools on their 'transition' days where Y6 pupils visit the school.

The Y6 programme should be followed up by further workshop sessions at Year 7 which address peer pressure and distraction issues (which can contribute to pedestrian casualties amongst this cohort). A staff vacancy however, has meant that we have been unable to deliver this programme in recent years. A new post holder is now in place and has already begun taking bookings for the new academic year.

20 mph schemes

Leeds City Council has been pursuing a programme of the provision of 20 mph speed limits around schools, in recognition of the fact that, nationally, it is estimated that around ¼ of all child casualties occur during the journey to school, and the majority occur close to where children live. 20mph zones are particularly effective in reducing severity of injuries for children, who are less able to withstand the impacts of collision. The schemes, augmented by the provision of pedestrian crossings, aim to address the whole of the journey to school as well as facilitate safe use of local streets throughout the day. These helped reduce the number of casualties by around 43%, and halved the number of pedestrian and child casualties and recent monitoring indicates that the benefits are sustained beyond the first 5 years after implementation. It is estimated that the programme associated with schools will be completed in the next 3 years. In addition, collaborative work has also taken place to encourage safe and active travel to school through walking, cycling and (more recently scootering) as part of the council's commitment to promoting sustainable and active travel choices. Currently the majority of schools in Leeds do have an associated 20 mph area, with around 40 schemes in areas with very low casualty records still to be delivered in the next three years.



Scooter training at a primary school, January 2015.

Last year, we piloted a public engagement and promotion programme for the recently provided 20 mph speed limits. This involved developing and distributing information and promotional materials to deliver the campaign and organising launch events – schools in Middleton Park, being one of the priority areas and lying close to a Length of Concern with a consistent pattern of child casualties, have been actively involved in the launch. The events had a visible speed awareness element with child Safety Rangers and were brought together in a partnership approach with the involvement of DHL and neighbourhood policing teams. This approach follows from the examples of best practice from other Core Cities.



Safety Rangers supported by the Neighbourhood Policing Team in Middleton

Pedestrian crossings

2016/17 and beyond is likely to see the continuation of the programme of provision of pedestrian crossings and 20 mph speed limits. While these have far wider objectives than road safety (connectivity, facilitating more sustainable modes) is acknowledged that 40% of collisions involving pedestrians occurred when crossing the road away from a crossing, 9% occur on the pedestrian crossing and 8% within 50m of a crossing. The misuse of facilities (either not waiting for the green man or crossing in the shadow of a signal controlled crossing among waiting traffic) is a factor in their road safety record and efforts are being made to decide the most appropriate type of facility so as not to introduce additional waiting times for pedestrians and to locate the crossing facility on the pedestrian desire line as far as practically possible. A new assessment framework has been introduced to help facilitate this. It has been argued that using a signal controlled pedestrian crossing halves the risk of collision compared to crossing without the use of facilities. Studies found that lack of crossings affects the safety of older women in particular due to poorer ability to understand and monitor complex traffic movements; the same can be argued for children.

This year the largest scheme in the Crossings Programme introduces a signalised crossing on Harehills Lane (Length for Concern in one of the top electoral wards in terms of KSIs), which will complement the

casualty reduction District Centre scheme (see below) and facilitate safe journeys to school. The main issue along this section of Harehills Lane is the lack of intervisibility due to the brow of the hill and pedestrians, especially children, being masked by parked vehicles. Both will be addressed by a signal controlled crossing.

City Centre and District Centres

This year, we are also looking to develop proposals for a 20 mph scheme in the City Centre to help prevent pedestrian casualties. Other initiatives will feed into this umbrella scheme and include the (at the moment) experimental ban on vehicular access to certain areas such as Call Lane at weekends at night, a scheme to improve pedestrian facilities and ambiance of Call Lane, removal of traffic from some streets on certain days of the week on summer evenings and traffic calming works on Vicar Lane/ Kirkgate. Efforts will be made to work with UTMC to minimise pedestrian delay at signals to address the misuse of facilities.

City Centre was identified as the location of the majority of all pedestrian casualties, as have several district centres; these tend to be areas with high footfall and multiple crossing movements whilst the district 'high streets' also perform the function of distributor routes – the conflicts generated by high vehicular flows, parking movements and masking effect, multiple junctions and crossing movements result in high accident rates. Pedestrian flows have been shown as a significant factor in increasing the likelihood of RTCs, especially on busier A roads.

District centre schemes

Several 'district centre' schemes have been developed to address the multiple causes of accidents. These type of schemes are likely to involve parking and speed management measures, reducing junction conflicts and creating a better pedestrian environment including improved permeability/ pedestrian priority measures. Instead of targeting specific accident patterns at specific locations, these schemes focus on reducing multiple conflicts along a stretch of a local high street, which also performs the function of a distributor road. The approach has been piloted on Austhorpe Road in Cross Gates and in 2015 a scheme was introduced on Harehills Lane – one of the top Lengths and Sites for Concern (52 accidents, 7 KSIs). This is to be followed in 2016 by a similar scheme on Harehills Road (another top Length and Site). Both are located in the Gipton and Harehills ward and on the boundary of the LS9 and LS8 postcodes which have particularly high prevalence of KSIs.

In 2016/17 an even more significant scheme is likely to be introduced on Dewsbury Road within the City and Hunslet ward (highest prevalence of KSIs among vulnerable users in Leeds), where there is an acute casualty problem, with over 72 casualties (9 KSIs) in the previous 5 years; more than half of all casualties, and 8 out of 9 KSIs, involved a pedestrian or a cyclist. The scheme will therefore focus on improvements to the pedestrian environment and crossing opportunities, reduce conflicts with parking and provide safer, where possible segregated, cycling facilities.

Cycling

The popularity of cycling has been increasing since Leeds hosted international and national events and also as improvements to cycle infrastructure have taken place.

Driver/ rider error is an identifiable factor contributing to collisions involving cyclists. Education and promotional events help raise awareness of the need to stay visible and develop cycling skills. In 2015, a

new contract was awarded to Cycle Leeds to deliver a programme of Level 1, 2 & 3 Bikeability Cycle Training across the district. In addition to Levels 1-3 Bikeability, in the spring of 2015 Leeds was also selected to pilot some new 'Bikeability plus' modules. These modules provide a more holistic approach towards the traditional 'cycle training' model, focusing on supporting pre-riding children at Key Stage 1, bike maintenance programmes and a programme of led rides and excursions in localities. The Bikeability plus modules have now been rolled out nationally and Leeds will focus on delivering 4 modules – Bikeability Balance, Bikeability Learn to Ride, Bikeability Fix and Bikeability Ride along with maintaining delivery of the traditional training across Levels 1-3. A funding agreement is now in place to secure the delivery of Bikeability in the district until at least March 2020.



Balance Bikes Bikeability training.

In the financial year 2015-16 we delivered 6596 L1/2 places, 290 L3 places and 1202 Bikeability plus places.

More specific spatial analysis involving KSIs are part of the Sites and Lengths reports; separate studies undertaken in 2012 focused on geographic distribution of cyclist casualties – this is currently being reviewed. The majority of casualties are thought to be adult commuters (70% of all cycling collisions occur in the peak hours and involve an adult) but there is also a specific issue along the corridors in areas of the city (largely LS6, as highlighted above) with a large student population. Unfortunately, due to reduced funding, there are currently no resources to continue to provide cycle training to adults beyond that on the City Connect route.

Development of traffic free/ low traffic routes on the Core Cycle Network seeks to identify and provide routes that are largely traffic free, or use lightly trafficked streets, that are signed and built to a standard that makes them attractive to commuters, especially those new/ returning to cycling. However, available data indicates that certain radial routes, being faster and more direct, continue to attract greater and greater cycle usage, which drives demand for improvements in conditions and infrastructure, which fuels further demand. This does lead to cyclists who are using cycle lanes at peak times, when masked by queueing traffic, coming into conflicts with turning vehicles.

We have, for the first time, developed capital schemes which look to target specific user groups, such as cycling and motorcycling. The A660 has had red surface treatment to highlight the presence of the cycle lane at junctions and successful right turn ban on Bainbrigge Road which led to reduction in casualties amongst cyclists coming into conflict with right turning vehicles. This year this will be augmented by a

similar scheme in Springhead Road. In 2016/17 we are introducing a small scheme at Roundhay Road, where cycling casualties are occurring at one specific location, and also more extensive schemes on Kirkstall Road and Regent Street, where cycling casualties occur at a number of junctions as the result of turning/priority conflicts. The scheme aims to highlight the visibility of the cycle lane and the priority of cyclists using the A65 over turning vehicles, in line with examples of best practice from both continental cities and solutions adopted by other local authorities, e.g Greater Manchester. Similar approach has been deployed on the City Connect cycle superhighway. The infrastructure measures will be supported by TIPPS and other promotional initiatives. If successful, the approach can be extended to other routes with similar conflicts.

In addition, the City Connect project is facilitating the following campaigns with a Road Safety message;

- Back to School/Work – from the end of August into September City Connect (CC) will run a campaign aimed at getting people back on their bikes and using the route following the summer holidays. The campaign will use the People of City Connect to get the message across with outdoor media space and air time booked in to support the campaign. Engagement events are also planned once City Connect 2 opens later this autumn.
- Light Night – CC will this year sponsor Leeds' Light night, and will be looking to organise led rides to encourage people, especially families, to utilise the route. These will include light up bike sessions, using glo sticks etc. CC will have a stall at light night, and this will be used to start Road Safety Be Bright, Be Seen campaigns
- Universities – engagement events on dates in early October, hopefully to tie in with Light Night, will take place at Leeds' and Bradford Universities, offering Lights/Locks/Bike Marking. Road Safety will acquire some good quality lights for students to be sold at a subsidised rate.
- Road Safety campaign – DIVA design will be briefed to develop a campaign aimed at educating drivers regarding junction priority and shared space. The campaign will run between 4-6weeks, from September, subject to advertising space. Campaign will run on bus backs, outdoor media space, with enquires to be made on key sites eg Yorkshire Post.
- Shared Routes – DIVA will also be briefed on a shared routes campaign, to encourage safe use of these areas. Short quirky easily shared/spread videos are the preferred medium.
- *How to use your SuperHighway* booklet – CC will aim to finalise the copy for the booklet in the coming weeks, with input from Road Safety. The booklet will likely be in the a format similar to the consultation booklets in use at (A5), with sections for both cyclists and drivers about best practice, and what to expect on route. It is hoped booklets will be available for Back to School/Work campaign end of August, with distribution through schools, engagement events, bike friendly businesses (currently 40), fleets.
- Winter cycling – CC will continue to encourage the Winter Warriors through Love 2 Ride challenge.
- Spring – further promotion of the route campaigns will take place in March/April 2017, with details to be confirmed.

We have also looked to introduce capital schemes and more minor initiatives to ameliorate Powered Two Wheeler) casualties. Many of these are more minor measures which can be easily at a very low cost with the aid of white lining. However a more significant scheme is being introduced on the A642 (between Ringway in Garforth and Bullerthorpe Lane near Swillington), where there have been 4 fatalities involving motorcyclists and one involving a cyclist. The scheme comprises alterations to white lining, improving visibility at junctions and passive road safety by reducing the likelihood and the impact of collisions with roadside objects.

Partnership working and enforcement

We continue to maintain links with our Neighbourhood Policing teams in order support local communities, particularly where they have concerns around speeding traffic, and / or parking issues outside schools. We continue to promote our Community Speed Awareness Scheme to both NPTs and members of community groups and provide training and resources where required. We also continue to deliver our Mini Police initiative in schools that have identified this as an appropriate course of action.

Next Steps:

We will:

- continue to review the casualty data to identify our Priority Areas for 2016/17 and ensure we are targeting all our road safety ETP initiatives and programmes in the appropriate areas and to the appropriate group.
- Purchase and make use of MAST to allow further interrogation of casualty data and to identify the best ways to target vulnerable road user groups with appropriate information.
- Continue to deliver our Pedestrian Skills Training and Priority Area programme in areas of the district where child casualties are higher
- Continue to deliver 20 mph schemes around schools and extend these to cover the remaining residential areas
- Develop a 20mph scheme for the City Centre
- Continue to progress the Pedestrian Crossing Review
- Monitor the success of large capital schemes, in particular the district centre schemes and the provision of separate cycle facilities and roll out the approach as appropriate. In particular deliver the schemes on Dewsbury Road and Harehills Road and prepare detailed proposals for Chapeltown Road.
- Have a more joint-up approach to the delivery of capital schemes/ education, promotion, events and enforcement (mass action)
- Review road safety schemes along the NGT route
- Continue to deliver the Bikeability programme and look to address and resolve some of the issues around the delivery of Level 3 as well as looking for opportunities to expand and deliver Bikeability plus modules.
- Continue to lobby and make our voice heard with the DfT regarding changes and improvements to the Bikeability programme.
- Re-double our efforts to address the spike in pedestrian casualties at the 'Transition Age', by continuing to deliver our Transition programme in Schools and also engage with all schools by sending out appropriate resources and materials to encourage safe and sustainable travel.
- Continue to seek funding from the Casualty Reduction Partnership to deliver Theatre in Education performances and maintain our links with the Performance and Cultural Industries students at the University of Leeds to ensure that students continue to deliver peer to peer based drama workshops for Y9 students.
- Support the new post holder to develop projects and initiatives that look at ways of addressing casualty issues amongst secondary school aged pupils and those in further and higher education.

- Work with adult social care and public health to provide information and resources to our older road users in order to raise awareness about specific road safety issues with this particularly vulnerable group.
- Work across departments to support the development and roll out of the 20mph programme and look for other opportunities to deliver the type of project piloted in Middleton / Belle Isle area.
- Purchase 6 more SIDs to be used at fixed locations within communities across the district
- Continue to work and liaise with other key partners and stakeholders such as West Yorkshire Police and West Yorkshire Fire & Rescue

