



**Report of Principal Traffic Engineer**

**Report to Chief Officer (Highways & Transportation)**

**Date: 20 April 2021**

**Subject: Design & Cost Report for Local Transport Programme – Casualty Reduction Programme 2021/22**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Chapel Allerton, Crossgates & Whinmoor, Garforth & Swillington, Gipton & Harehills, Little London & Woodhouse, Moortown, Weetwood	
Has consultation been carried out?	<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
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:	
Appendix number:	

**Summary**

**1. Main issues**

- Leeds City Council as the Highway Authority for Leeds has statutory duties under the Road Traffic Act 1988 to prepare and carry out a programme of measures designed to promote road safety.
- The RTA 1988 states that local authorities must undertake studies into collisions on the roads for which they are responsible, and take such measures as appear appropriate to prevent such accidents, including improvements to these roads.
- This report brings forward a programme of engineering works designed to reduce the number of casualties on the public highway and thus to support the Best Council Plan. The proposals are entirely funded from the Local Transport Plan
- In 2020 a two year programme of road safety works was identified and approved, and this report details the progress and updates the current position on that approved programme. The report also sets out a further two year programme incorporating new engineering works identified through various road safety studies and analyses over the previous year. As per the previous approval the approval of a

new two year programme will allow a more efficient, cost effective and economical approach to achieving these benefits.

- The programme outlined by this report addresses several key concerns relating primarily to recorded injury collisions and the provision of a safer environment for the general public which will contribute towards the Council's goal to reduce the numbers of people killed or seriously injured on the city's roads.

## **2. Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

- The Leeds City Council Best Council Plan 2020 - 2025 includes the Best City Priority: Safe Strong Communities. One of the KPIs used to measure this Priority is the "number of people killed or seriously injured in road traffic collisions."
- Approval of this programme will allow the delivery and feasibility of a number of road safety schemes which will reduce the number of casualties on the public highway.

## **3. Resource Implications**

- The casualty reduction budget for 2021/22 comprises £678,000. This has allowed the development of a programme of 7 schemes for delivery in 2021/22, plus the funding of feasibility work for a further 13 identified locations.
- This work will be delivered by the Traffic Engineering service within the 2021/22 financial year.

## **Recommendations**

### Chief Officer (Highways & Transportation)

a) The Chief Officer is requested to:

- i) Note the contents and recommendations of this report including the continued application of the innovative approach to road casualties looking beyond the traditional 'sites' and 'lengths' processes; and
- ii) Note the work undertaken over the 2021/22 financial year with respect to the previously approved casualty reduction programme; and
- iii) Review and approve the prioritised list of targeted KSI casualty reduction programme and give authority to commence the detailed design, consultation and implementation of the schemes described in Appendix A to this report; and
- iv) Give authority to incur expenditure of £678,000 to deliver 7 schemes identified in this year's KSI reduction programmes as detailed in Appendix A and the feasibility, initial design and costings of 13 schemes for the 2022/23 KSI works programme; and

- v) Give authority to request the City Solicitor to advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in Appendix A, and if no valid objections are received, to make, seal and implement the Orders as advertised; and
- vi) Give authority to request the City Solicitor to draft and advertise a Notice under the section 90C of the Highways Act 1980 for the implementation of traffic calming features (speed tables and speed cushions) as detailed in Appendix A; and
- vii) To receive such other and further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals.

## **1. Purpose of this report**

- 1.1 The purpose of the report is to seek the approval of the delivery of a programme of casualty reduction schemes, fulfilling Leeds City Council's statutory duties as Highway Authority.
- 1.2 The report requests approval to
  - develop, design, consult and deliver this programme,
  - to incur necessary expenditure from the previously approved Local Transport Plan Integrated Programme 2021/22
  - to enact statutory requirements for the delivery of the programme including necessary Traffic Regulation Orders and other statutory processes as detailed in Appendix A.
- 1.3 The programme consists of 7 projects for delivery and 13 feasibility studies.

## **2. Background information**

- 2.1 In April 2020 the Chief Officer (Highways & Transportation) approved a report detailing a two year casualty reduction programme to address recorded injury collisions on the public highway. This was a continuation of a rolling programme model that has been very successful in recent years
- 2.2 Whilst historically Leeds has had a very successful record in terms of casualty reduction the rate of progress has slowed in recent years as most of the major 'Lengths and Sites' for concern locations have been successfully addressed. This led to more innovative collision analysis tools being developed to draw out other locations where engineering interventions may offer benefits. These tools included:
  - 'Low Order' lengths and sites for concern (those with a reduced collision total or collision rate)
  - 'Cluster sites' where 3 or more collisions of a particular type or user took place

This approach generated a number of additional locations which could be investigated in detail, and this formed a major theme of the previously approved 2 year programme.

- 2.3 In the past year since approval and publication of the previous report further work has taken place to develop other methods of collision analysis, and the outcomes of this work have been added to this report.

### **Current Casualty Figures for 2020**

- 2.4 Leeds City Council produces an annual report covering collision data in detail; the below data is extracted from this report.
- 2.5 In 2020 traffic volumes were significantly reduced due to the Covid-19 lockdowns and associated restrictions. This led to a reduction in casualties of all types, but it is likely that these numbers will start to rise as driving patterns return to the norm in the later part of 2021. It is possible that there will be some fluctuation in trends as working and commuting patterns alter and it may be some time before definitive comparisons can be made again.

#### Fatal Casualties

- 2.6 In 2020, 11 road users were killed in Leeds, below the total of 2019 (23). 2018 saw 26 fatalities across Leeds.

Whilst clearly any reduction in fatalities is welcome, we must exercise caution when considering this and other data and there is a strong likelihood that this will increase should traffic levels return to normal levels.

#### Killed or Seriously Injured (KSI) casualties.

- 2.7 The combined number of people killed and seriously injured (KSI) fell from 357 to 220. As with fatalities this is a significant reduction but is likely to be an outlier. The ideal trajectory towards the 2027 transport strategy target is 303 KSI per year.

#### Casualties of all severities.

- 2.8 In 2019, there were 1,242 casualties in collisions on roads in Leeds, a reduction on last year (1,912). The number of slight injuries fell from 1,555 to 1,011, which is a less significant reduction than KSI but again must be considered with caution when determining trends.

### **Development of the annual programme**

- 2.9 Historically the annual Casualty Reduction programme was based primarily on the Sites and Lengths for concern reports, which were produced on an annual basis and detailed those locations with the greatest road safety issues.
- 2.10 The success of Leeds City Council as the Highway Authority in addressing these Sites and Lengths has resulted in new evaluation methods being employed, in order to identify other areas where casualties are occurring. Recent years have seen Leeds City Council using a more holistic review of 'lower order' sites and lengths

using a lower intervention criteria, and supplementing this with a thorough collision cluster analysis to identify and address underlying causes of road casualties through small to medium scale intervention.

- 2.11 For the 2021/22 programme a full and comprehensive injury collision analysis was conducted for the following criteria:-
- Sites for Concern (15+ recorded injury collisions within a 5 year period).
  - Lengths for Concern (10+ recorded injury collisions within a 5 year period plus a casualty road rate above 100% of the expected rate for a road of that class).
  - 'Low Order' Sites for Concern (between 10 and 14 recorded injury collisions within a 5 year period).
  - 'Low Order' Lengths for Concern (between 10 to 14 recorded injury collisions within a 5 year period).
  - KSI cluster site (3 or more KSI collisions within a 100m radius).
  - KSI cluster site (3 or more pedestrian collisions within a 30m radius).
  - KSI cluster site (3 or more pedal cycle collision within a 30m radius)
  - KSI cluster site (3 or more collisions within 100m of a bend)
  - KSI cluster site (3 or more child collisions within 50m)
  - KSI cluster site (4 or more collisions in the dark within 30m)
  - KSI cluster site (3 or more KSI involving vulnerable road users within 30m radius)
- 2.12 Each identified location has been assessed for its deliverability and for their general value for money in terms of being able to deliver realistic casualty reduction improvement. The schemes were also compared against the general aims of the overarching LTP transport themes in order to enable comparison to be made of the range of benefits of each scheme. (These themes are Road Safety, Economic Growth, Sustainable Travel Choices, Congestion Issues and Equality of Accessibility).
- 2.13 The outcome of supporting this report is a justifiable and evidence based approach to the identification and listing of a casualty reduction programme that is aimed at reducing recorded injury collisions into the future within Leeds.

### **Previous 2 year programme and work to date**

- 2.14 The previous approved 2 year programme contained 13 individual projects. Of these 9 were identified for delivery in 2020/21 and 4 were identified for feasibility studies in 2019/20 and delivery in 2020/21.

- 2.15 Of the 9 identified for delivery 4 have been successfully completed. The remaining 5 projects were not delivered for specific engineering reasons outlined in Appendix B.
- 2.16 Of the 4 feasibility studies 1 led to the development of deliverable engineering interventions which has been included in the proposed programme. 2 schemes require further feasibility work to determine if a project is viable or require co-ordination with third party works. The remaining study developed a proposal which can be incorporated in the works of others.
- 2.17 The outcomes of the approved 2 year programme of projects is detailed in Table 1 in Appendix B.

### **Impact of Covid-19 pandemic**

- 2.18 The Covid-19 pandemic, and the associated restrictions on working and contact with colleagues and the general public, has presented challenges to the delivery of projects on site. Most notably it is very difficult to undertake effective consultation with residents and businesses and other stakeholders like elected members, particularly where it is necessary to discuss complex issues. More than one scheme in the 2020/21 programme was affected by the need to carry out detailed and in person consultation to draw out specific issues which affect these stakeholders.

## **3. Main Issues**

### **Design Proposals and Full Scheme Description.**

- 3.1 This report is seeking authority to take forward an agreed programme of Local Transport Plan – Casualty Reduction schemes as part of a further two year programme. This programme will include a package of schemes for delivery in 2021/22, and a set of feasibility studies in 2021/22 which will aim to form the basis of a delivery programme in 2022/23.
- 3.2 This approach has been adopted for recent Casualty Reduction programme and has generally proved successful, despite the difficulties encountered in 2020 outlined above. As a more comparative example the 2019/20 programme resulted 14 schemes delivered and 11 feasibility studies resulting in 5 projects which were used to form the basis of the 2020/21 programme. This approach allows a short term ‘pipeline’ of casualty reduction projects and maintains flexibility in design and delivery.
- 3.3 Initial cost estimates have been prepared for the 2021/22 programme of schemes and a recommended prioritised list (Appendix A) has been developed to enable schemes to be moved forward through design and consultation to implementation. A second list has been produced which identified schemes where further feasibility and design work is needed this financial year and to enable next year’s programme schemes to be designed to a stage where they are ready for issue in April 2020.
- 3.4 The prioritisation assessment has identified that 7 schemes can be delivered and 13 taken forward into feasibility against the current £678,000 allocation for the 2020/21 budget year.

## Local Transport Plan budget 2019-20 year end and 2020/21 budget

3.5 The 2020/21 new financial year budget is shown below.

- New 2020/21 funding from Local Transport Plan £ 678,000
- Carry forward £ tbc

Total Casualty Reduction budget for 2020/21 **£ 678,000**  
(Excluding Annual Pedestrian Crossing programme,  
which has a separate approval).

### Scheme authorisation and reporting procedure

- 3.6 As noted in the previous report the approval of a Local Transport Plan Casualty Reduction Programme is delegated to the Chief Officer (Highways and Transportation), who takes decisions by reference to the Highways and Transportation Board. Previous arrangements for reporting such schemes, often resulted in multiple reports for individual schemes, which was inefficient in terms of the process and the timely delivery of those road safety schemes which may be of vital importance to local communities.
- 3.7 The re-evaluation of the approval process embodied by this report enables schemes to be delivered more efficiently, reduces unnecessary workload for the Traffic Engineering team, Finance and Administration Sections; whilst helping to ensure that the committed expenditure is spent and that schemes are more reliably completed within the budgeted year.
- 3.8 Subject to the approval of this report, all schemes in the programme will be reviewed with the Chief Officer (Highways and Transportation) on a monthly basis via the TRANSTAT reporting system. The reporting and review of any contentious issues which may arise as part of the consultation and design process will be reported back to the Chief Officer (Highways and Transportation) via the Highway Board process for consideration. Where any scheme results in objections (namely Traffic calming schemes and Traffic Regulation Orders (Movement or Speed Limit)) these will be reported back with recommendations to the Chief Officer (Highways and Transportation) for a formal decision via the normal objection reporting process.
- 3.9 **Programme** – Subject to approval being granted, it is proposed to design and consult on the schemes, advertise any related draft Traffic Regulation Orders and implement the works within the 2021/22 financial year.

## 4. Corporate considerations

### 4.1 Consultation and engagement

- 4.1.1 At this stage the detail and prioritisation has been assembled with input from the relevant officers from the Highway and Transportation service disciplines, but as the works programme develops, consultation on individual projects will be carried out as appropriate.

- 4.1.2 Subject to approval of the programme each individual scheme will be subject to full consultation with Ward Members, Parish/Town Councils, local residents and businesses as appropriate prior to final detailed scheme being progressed. This will include any relevant statutory process, such as for Traffic Regulation Orders, where any objections received will be formally reported to the Chief Officer (Highways and Transportation).
- 4.1.3 The Executive Member for Development has been consulted on the casualty reduction programme and proposed programme detailed herein. Ward Members will be contacted as part of initial consultation process and any concerns will be addressed via the detailed design process or reported back to the Chief Officer (Highways and Transportation) to review and consider.
- 4.1.4 The progress of the overall programme and each individual scheme will be monitored by the Chief Officer (Highways and Transportation) and Heads of Service via a regular presentation/ update on a monthly basis via the TRANSTAT meeting. This process covers scheme design, consultation, statutory process and project delivery.
- 4.1.5 Safety Audits will be conducted for all schemes and where any road safety concerns are identified and which cannot be resolved to a satisfactory outcome prior to the commencement on site, these will be submitted to mini- SMT to review.

## **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been completed and indicated that an EIA was not required. Generalised positive and negative impacts have been identified but each individual scheme on the programme will require a specific EDCI screen and any issues will be presented to the members of the Highways and Transportation Board for consideration and approval.
- The installation of safety schemes including; traffic signals, pedestrian crossing facilities, speed limit changes and traffic calming schemes by the service has a positive effect on local communities, different age groups and the mobility impaired.
- 4.2.2 Negative Impacts
- Requests for schemes continue throughout the year. However the service will be unable to deliver identified schemes within a reasonable timescale due to budget restrictions. This will have an adverse effect on the perception of the service and the council generally.

The negative impacts will be reduced/removed by:-

- 4.2.3 The annual approval reporting process ensures schemes can be delivered in a more efficient way and that better monitoring throughout the year can be undertaken to ensure schemes are delivered within the financial year.
- 4.2.4 A screening document will be prepared and an independent impact assessment will be completed for each project during the detailed design process as required. The

screening document and/or the independent impact assessment once approved by the service will be sent to the Equality Team to be approved and publishing.

### 4.3 Council policies and the Best Council Plan

4.3.1 Under the Road Traffic Act 1988 Leeds City Council as the Highway Authority for Leeds has statutory duties to prepare and carry out a programme of measures designed to promote road safety. The RTA 1988 states that local authorities must undertake studies into collisions on the roads for which they are responsible, and take such measures as appear appropriate to prevent such accidents, including improvements to these roads.

4.3.2 The Leeds City Council Best Council Plan 2020 - 2025 includes the Best City Priority: Safe Strong Communities. One of the KPIs used to measure this Priority is the “number of people killed or seriously injured in road traffic collisions.”

4.3.3 West Yorkshire Local Transport Plan: The proposals contained in this report are in accordance with the Strategic Approaches of the West Yorkshire Local Transport Plan 2011-2026:-

Travel Choice Connectivity	<b>P10</b>	Promote the benefits of active travel
	<b>P18</b>	Improve safety and security
	<b>P22</b>	Develop networks and facilities to encourage cycling and walking.

4.3.4 Disability / Mobility: The programme outlined in this report schemes will provide a positive improvement to local residents by creating a safer road environment, with the reduction or removal of any identified barriers to movement within the scheme area.

#### Climate Emergency

4.3.5 Approval of the proposals in this report will contribute to a safer road environment for all road users, but particularly vulnerable road users including pedestrians and cyclists

4.3.6 This safer road environment is likely to reduce the barriers to these sustainable travel modes, increasing the likelihood of sustainable travel and a reduced reliance on the private car.

4.3.7 This will contribute to a reduction in vehicle emissions, supporting the Climate Emergency.

### 4.4 Resources, procurement and value for money

4.4.1 The cost to promote the 7 prioritised schemes and the feasibility, initial design and costings of 13 schemes for next year’s KSI works programme from the LTP – Casualty Reduction Programme 2021/22 is £678,000 which is split into the following categories:-

Works	£	552,000
Staff Fees	£	75,000
Legal Fees	£	15,000
Feasibility (Staff)	£	36,000

The £678,000 is fully funded from the Local Transport Casualty Reduction Capital Budget.

#### 4.4.2 Capital Funding and Cash Flow:

<b>Funding Approval :</b>	<b>Capital Section Reference Number :-</b>						
<b>Previous total Authority to Spend on this scheme</b>	<b>TOTAL</b>	<b>TO MARCH 2019</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>£000's</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023 on</b>
			<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Authority to Spend required for this Approval</b>	<b>TOTAL</b>	<b>TO MARCH 2019</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>£000's</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023 on</b>
			<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>
LAND (1)	0.0						
CONSTRUCTION (3)	641.0				552.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	105.0				111.0		
OTHER COSTS (7)	15.0				15.0		
<b>TOTALS</b>	<b>761.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>678.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Total overall Funding (As per latest Capital Programme)</b>	<b>TOTAL</b>	<b>TO MARCH 2019</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>£000's</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023 on</b>
			<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>
LCC Supported Borrowing	761.0				678.0		
Total Funding	761.0	0.0	0.0	0.0	678.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Capital Scheme number:

Budget

Local Transport Plan

#### 4.5 Legal implications, access to information, and call-in

4.5.1 A variety of Road Traffic Regulation Orders will be required using the powers contained within the Roads Traffic Regulation Act 1984. These are detailed in Appendix A

4.5.2 The proposals in this report are eligible for Call In

#### 4.6 Risk management

4.6.1 This report is aimed at approving a forward plan and streamlines process to enable the LTP casualty reduction programme to be delivered within the allocated financial year. This new approach will help reduce the risk of not delivering the LPT casualty reduction budget within the approved Financial Year.

4.6.2 Due to the nature of the schemes delivered via the LPT casualty reduction programme there is always the risk objections are received which can delay introduction, whilst resolution discussions are undertaken. The streamlined process will enable these expected delays to be monitored and programmed more efficiently.

#### 5. Conclusions

5.1 The proposed two year LTP – casualty reduction programme for 2021/22 consists in the first year of 7 priority schemes and the feasibility of 13 schemes for next year's

KSI works programme, to the value of £678,000 designed to address identified road safety interventions which have been prioritised on a casualty reduction hierarchy to be delivered during the current financial year. The programme has been developed to maximise the best possible outcomes for road safety intervention against the budget assigned as detailed in Appendix A.

- 5.2 Approval to the feasibility and development of the year two programme schemes as detailed in this report, which will enable schemes to be delivered in a more timely and efficient manner and will produce positive outcomes for road safety and targeted casualty reduction. As with all schemes having a regulatory component all Orders will be consulted on a developed within the required statutory guidelines and process and where objections are received these will be formally considered by the Chief Officer (Highways and Transportation).

## **6. Recommendations**

6.1 The Chief Officer (Highways and Transportation) is requested to:

- i) Note the contents and recommendations of this report including the continued application of the innovative approach to road casualties looking beyond the traditional 'sites' and 'lengths' processes; and
- ii) Note the work undertaken over the 2020/21 financial year with respect to the previously approved casualty reduction programme; and
- iii) Review and approve the prioritised list of targeted KSI casualty reduction programme and give authority to commence the detailed design, consultation and implementation of the schemes described in Appendix A of this report; and
- iv) Give authority to incur expenditure of £678,000 to deliver 7 schemes identified in this year's KSI reduction programmes as detailed in Appendix A and the feasibility, initial design and costings of 13 schemes for the 2022/23 KSI works programme; and
- v) Give authority to request the City Solicitor to advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in Appendix B, and if no valid objections are received, to make, seal and implement the Orders as advertised; and
- vi) Give authority to request the City Solicitor to draft and advertise a Notice under the section 90C of the Highways Act 1980 for the implementation of traffic calming features (speed tables and speed cushions) as detailed in Appendix A; and
- vii) To receive such other and further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals.

## **7. Background documents<sup>1</sup>**

7.1 None.

## **8. Appendices**

8.1 Appendix A – Casualty Reduction delivery programme and further analysis and feasibility sites for 2021/22

8.2 Appendix B – Review of 2020/21 Casualty Reduction Programme

---

<sup>1</sup> 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.