

**Leeds Safer Roads
Vision Zero 2040
Consultation draft**

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**Our ambition is that by 2040 no one will
be killed or suffer serious injuries on
roads in Leeds**

We call this Vision Zero

Remembering the people who have lost their lives on roads in Leeds

Foreword

Road crashes kill people, devastate families and ruin health. They destroy lives, hopes, futures. The toll on victims and their loved ones is inconceivable.

In the five years to 2020, in spite of our collective efforts, road crashes in Leeds killed 83 people and seriously injured another 1,498 (1,581 in total), an annual average of 316 people brutally killed or seriously injured while using our roads. Most of them (66%) were on foot, on a bike, or riding a motorbike, and many of those were children or young people.

It has got to stop.

Around the world, cities are pioneering a 'Vision Zero' approach to road danger. This is an ethical position that that no one should die or suffer serious injury from using roads. Leeds is the first in West Yorkshire to adopt this, and the Leeds Safer Roads Vision Zero 2040 is our own ambition to eliminate fatal and the most serious road injuries from our city within the next 18 years.

Achieving Vision Zero demands that we take a different approach. This stresses that responsibility for safety lies not just with road-users, but also with those who plan, design, decide, invest, legislate, prioritise, build, maintain, enforce, educate or otherwise shape the traffic environment; those who may not be *at* the scene of a crash, but who help to *set* it.

Road crashes that result in death or serious injury typically involve motor vehicles. As well as preventing violent deaths and serious injuries, Vision Zero aims to create a road environment and traffic culture where people feel that it's safe to cycle, safe to let their children walk to school, safe to travel in cleaner, greener, healthier ways on roads that are (and feel) free from danger, roads that cherish human life.

Vision Zero will underpin a virtuous circle of more people choosing not to drive in the first place. It will support our Transport Strategy's aim to be a 'city where you don't need a car' and support our efforts to cut harmful carbon emissions as part of our response to the Climate Emergency.

If we work together as professionals, the public, partners and politicians, we can eliminate the scourge of road tragedies from the streets of Leeds.

Councillor Helen Hayden, Executive Member for Infrastructure and Climate

Despite significant improvement over recent years, people are still dying or suffering serious injury on roads in Leeds. West Yorkshire Police are committed to working with our partners to deliver our collective ambition of eliminating road deaths and serious injury across the county. We welcome the adoption of a Vision Zero strategy in Leeds, and we will work better locally to understand the issues that undermine the safety of roads, and we will help to develop solutions.

Vision Zero is an opportunity to examine the whole traffic system that keeps road-users mobile, ranging from roads, vehicles and speeds to our attitudes and behaviours. System-based solutions minimise the risk of collisions happening, while acknowledging that people make mistakes, and improve survivability when a collision does occur. This is the essence of the Vision Zero strategy, in contrast with more traditional approaches, which relied on interventions in the aftermath of a collision.

Safer roads are a Policing and Crime Plan priority. West Yorkshire Police deploys specialist roads policing officers across districts, as well as local officers in communities. They tackle the known risk factors often associated with collisions and anti-social driver behaviour: excessive and inappropriate speed, drink and drug driving, distraction (such as mobile phone use) and seatbelt offences.

Sharing information sources across agencies increases understanding of the times, locations, vehicles and, in some cases, the individuals that present the greatest risk to other road users. This information will continue to influence police deployment decisions.

Working with the public across Leeds, we have embedded Operation SNAP (Safer Roads Media Submission Portal), taking positive action against more than 1,500 offending drivers captured on dashcams. Using this and other enforcement activity, we will continue to improve driver behaviour with driver retraining courses where appropriate as an alternative to court proceedings, with recourse to prosecution for more serious or repeat offending. West Yorkshire Police will continue to work closely with the local authorities through the West Yorkshire Casualty Prevention Partnership to develop the use of safety cameras to prevent speed related collisions.

Road collisions should not be a consequence of increased mobility. Safety fears undermine confidence and dissuade people from walking, cycling and using other forms of active, healthy or more sustainable travel. Where collisions do occur, there is a significant and enduring consequence, particularly where lives are lost or changed for ever and families destroyed.

The adoption of Vision Zero and a Safe System approach to road safety in Leeds provides an opportunity to safeguard all road users and promote safe mobility across our communities. By working proactively to identify and remove dangers on the roads, we can mitigate the risks associated with the transport system and those who use it. A greater understanding of road danger and the development of co-ordinated interventions across all stakeholders will help us to cut the risk of collisions, increase community confidence and promote safer, more active and sustainable travel.

Vision Zero represents a real opportunity to bring about significant changes to the way that we work together to make the roads safer for everyone.

Chief Superintendent Damien Miller (Leeds District Commander) and Chief Superintendent Ed Chesters (Operational Support Roads Policing)

About this version of Leeds Safer Roads Vision Zero 2040

This version of the Leeds Safer Roads Vision Zero 2040 strategy was released in February 2022 for public consultation. We will be collecting public feedback from 28 February to 28 March 2022 and incorporating revisions into a final version to be published in summer 2022.

Having your say on Leeds Safer Roads Vision Zero 2040

The Leeds Safer Roads Partnership knows that achieving Vision Zero will be a challenge. We also know that success depends on support and action from many different quarters, including professionals, partners, politicians and the public. We need to earn that support by making sure that as many people as possible know about Vision Zero and feel confident that the actions we decide to take are the right ones.

This draft document was developed in collaboration and sets out our initial proposals, based on our collective experience and understanding.

Now we want to know what you think.

We will open this draft of Vision Zero for consultation with residents, businesses and other organisations. The purpose of the consultation and engagement is to:

- make sure as many residents, businesses and organisations in Leeds as possible know about Vision Zero and understand what it means for them
- share our suggested actions
- listen carefully to what you've got to say
- consider your feedback

In this way, we will ensure we've got strong support from the people of Leeds to do what it takes to achieve Vision Zero.

How to respond

There are a number of ways for you to take part in this consultation. To respond, you need to complete a feedback form.

Online

leedstransport.commonplace.is

Complete the feedback form online:

Email

visionzero@leeds.gov.uk

Email your feedback form to:

Post

Influencing Travel Behaviour

Send your feedback form to:

Highways and Transportation

8th Floor East

Merrion House

Merrion Way

Leeds

LS2 8BB

Drop in session

You may prefer to talk about the draft strategy so that you can provide feedback in person. If so, please join our

Talk to one of our project team:

event on [add reference date] between [add reference time] at [add reference location].

Webinar

[Insert link](#)

Ask our expert panel a question:

Other formats available

If you would like the feedback form or any of the consultation materials in a different format (e.g. large print, braille, audio or in another language), please contact us at visionzero@leeds.gov.uk or by telephoning 0113 378 7306.

Closing date for submissions

The consultation will be published on 28 February 2022 and closes at 11.30pm on 28 March 2022.

Next steps

After the consultation has closed, we will consider the responses and use your feedback to help develop the Leeds Safer Roads Vision Zero 2040 Strategy.

Executive summary

Context

Road crashes kill people, devastate families and ruin health. They destroy lives, hopes, futures. The toll on victims and their loved ones is unconscionable. In the five years to 2020, road crashes in Leeds killed 83 people and seriously injured another 1,498 (1,581 in total), an annual average of 316 people killed or seriously injured while using our roads. Road crashes typically involve motor vehicles, but most (66%) of those who were killed or seriously injured were on foot, on a bike, or riding a motorbike. The offence of causing death by dangerous driving is equivalent in law to manslaughter. Road danger and the fear of traffic puts many people off walking or cycling, impeding urgent efforts to cut carbon, reduce congestion and improve air quality. Until 2013, deaths and serious injuries had been falling steadily. Since then, though, casualty numbers have plateaued, and it has become clear that we must do something different to put an end to harm on our roads.

Our ambition: Vision Zero

'Vision Zero' is an ethical position that states no one should die or suffer serious injury from using roads. It has been trialled by several cities around the world; Leeds is the first city in West Yorkshire to adopt Vision Zero. We want to eliminate fatal and the most serious road injuries from our city within the next 18 years. By putting human life and health first, Vision Zero will also make the roads feel safer for all. This will encourage more people to walk or cycle instead of driving and make travel more affordable and accessible, in keeping with our inclusive growth ambition. It will help to remove cars from the road, in line with our Transport Strategy's aim to be a 'city where you don't need a car', improving air quality, promoting public health and wellbeing, and supporting our climate emergency commitments.

Our approach: Safe System

Traditional approaches to traffic danger assume that humans can be faultless road-users and that people can be taught, persuaded or compelled to behave safely. A Safe System way of thinking, by contrast, considers at the wider context. It asserts that while road-users should behave safely, carefully and legally, people do, sometimes, make mistakes. Some of these mistakes can lead to crashes, and some crashes can inflict serious harm. We must change the system so that people make fewer mistakes in the first place, and any mistakes don't result in tragedy. Responsibility for this extends to those who plan, design, invest, legislate, prioritise, build, maintain, enforce, educate or otherwise shape the whole traffic system. This creates a safe holistic mobility system that is forgiving of human error and eliminates serious harm.

Equity, inclusion, health and climate emergency

Safer roads underpin many of the wider aims of the city, particularly around climate emergency, health and wellbeing and inclusive growth. Traffic danger is a greater threat to some groups of people than to others (children and cyclists, for example). Vision Zero will help Leeds to address this inequity in relation to exposure to road danger and opportunities to travel safely. Safer roads will also help people to choose more affordable, greener ways to travel, removing more cars from the roads. This will improve air quality and cut congestion for all and help the city meet its carbon reduction commitments. As well as eliminating acute bodily harm caused by violent crashes, Vision Zero also helps to reduce the chronic harm to health and wellbeing caused by toxic air and inactive lifestyles.

Partnerships and funding

Vision Zero will be led by the Leeds Safer Roads Partnership. This comprises representatives from teams across Leeds City Council, West Yorkshire Police, Yorkshire Ambulance Service and National Highways. A panel of external experts will help to inform the partnership's work, and the partnership will also collaborate regionally with the West Yorkshire Combined Authority, West Yorkshire Safer Roads Partnership groups and a broad range of stakeholders with academic, professional and/or personal interest and expertise. Funding for Vision Zero will be met by a range of statutory, grant and other revenue-generation streams, with the understanding that every serious injury averted is estimated to save £200,000.

Data

We will take an evidence-based approach to achieve our Vision Zero ambition. We get data from various sources, particularly from the Department for Transport (DfT), Leeds City Council's own data and data from partners. Since April 2021, police have been using a new, more accurate computerised system to

recognise 'slight' and 'serious' injuries. This will result in an increase in the number of serious injuries correctly identified as 'serious'. For the initial phases of Vision Zero, we will use the historic data that has informed our work to date, alongside retrospectively adjusted data, as we manage the transition to this new system.

Delivery: Five pillars

A Safe System creates a safety net. If one part of the system fails, the other parts unite to prevent tragedy. We have identified five 'pillars' that will underpin a Safe System for Leeds. Each pillar includes a comprehensive suite of proposed actions to help achieve Vision Zero 2040.

- Safe Behaviours and People
- Safe Speeds
- Safe Roads
- Safe Vehicles
- Post-collision Learning and Care

Safe Behaviours and People

We will encourage behaviours that help to keep all road-users safe. This means a focus on the 'fatal four' driver behaviours most likely to result in serious or fatal crashes: speeding (which has its own pillar), seatbelt offences, drink and drug driving, and distraction. This pillar reflects the Highway Code Hierarchy of Road Users, which states that those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others.

Safe Speeds

Speeding is when drivers choose to exceed the speed limit or to drive too fast for the conditions. We will take a collaborative approach to reducing speeds on our roads. That includes working in partnership to address illegal, dangerous and inappropriate speeds, including targeted enforcement activity, action to improve speed compliance through design and innovation and awareness-raising to change behaviour and encourage safe traffic culture.

Safe Roads

We will design streets that put the needs of people above those of vehicles. That means creating streets that are safer for active travel through design, implementing a network of safer routes to create environments that make people safe, not vulnerable and measures to reduce the dominance of motor vehicles. This will make it easier for people to travel in greener, healthier ways.

Safe Vehicles

We will encourage the use of safer vehicles to reduce the likelihood of collisions and severity of outcome. Work will include raising awareness about responsibility for roadworthy vehicles, enforcing offences and considering how technology and design features can help to prevent crashes.

Post-collision Learning and Care

The response following a collision can mean the difference between a slight injury and a serious one, between life and death. Early intervention care and support can help victims, families and friends. We will learn from the devastating harm crashes cause to victims, their loved ones and the community, raise awareness of support services for victims and others impacted and advocate for justice for victims of road collisions where there is crime or other culpability.

1. Our journey towards Vision Zero

1.1 A vision for Leeds

In October 2021, Leeds City Council adopted the Connecting Leeds Transport Strategy. This signalled a step change in our approach to travel and road danger and set the bold ambition that:

**By 2040 no one will be killed or suffer serious injuries on roads in Leeds.
We call this Vision Zero.**

This change is needed because the number of people killed and injured on our roads has, after falling steadily in the years to 2013, remained roughly the same since then. In the five years to 2020, there were 1,455 crashes on roads in Leeds that resulted in the deaths or serious injury of 1,581 people. Behind each statistic, there is a personal tragedy, someone whose life is cut short or health destroyed, bereaved families and many others devastated. If we continue on the current trajectory, Vision Zero will take many years to achieve, if ever.

To attain our stated ambition, we need an entirely new approach. We need to change how we understand and talk about risk and responsibility, to help us to see clearly what we should do to address road danger. To help us achieve that, we will adopt a Safe System model.

This draft Leeds Safer Roads Vision Zero 2040 Strategy outlines the emerging issues facing the city and explains this move away from a target-based approach and towards this Safe System approach, with its emphasis on wider responsibilities and the five 'pillars' (themes) that will scaffold our work. This strategy supports the Connecting Leeds Transport Strategy aim 'to be a city where you don't need a car'; an overall reduction in car use and ownership should, likewise, contribute to fewer collisions.

1.2 Guiding principles

Leeds Safer Roads Partnership have developed the guiding principles and strategic themes or 'pillars' to achieve our vision. Each pillar has a strategic set of objectives from which the action and delivery plan follow.

Road deaths and injuries are not acceptable

Traditional road safety approaches seek to achieve year-on-year casualty reduction targets. Vision Zero, a global movement to eliminate all fatalities and serious injuries on roads, starts from the position that no one should be killed or badly hurt while using the roads. Vision Zero has already been adopted by some cities in the UK and overseas. Leeds will be the first council in West Yorkshire to adopt this approach.

Safe System approach

Before Vision Zero, road safety methods start from the premise that humans can be faultless road-users: that it is possible to teach, persuade or oblige people to behave in a way that would, if everyone were to follow the rules, keep them and others safe. A Safe System way of thinking is different.

Humans make errors

A Safe System way of thinking accepts that people sometimes make mistakes, that some of these mistakes can lead to collisions, and that some of those collisions could inflict serious harm.

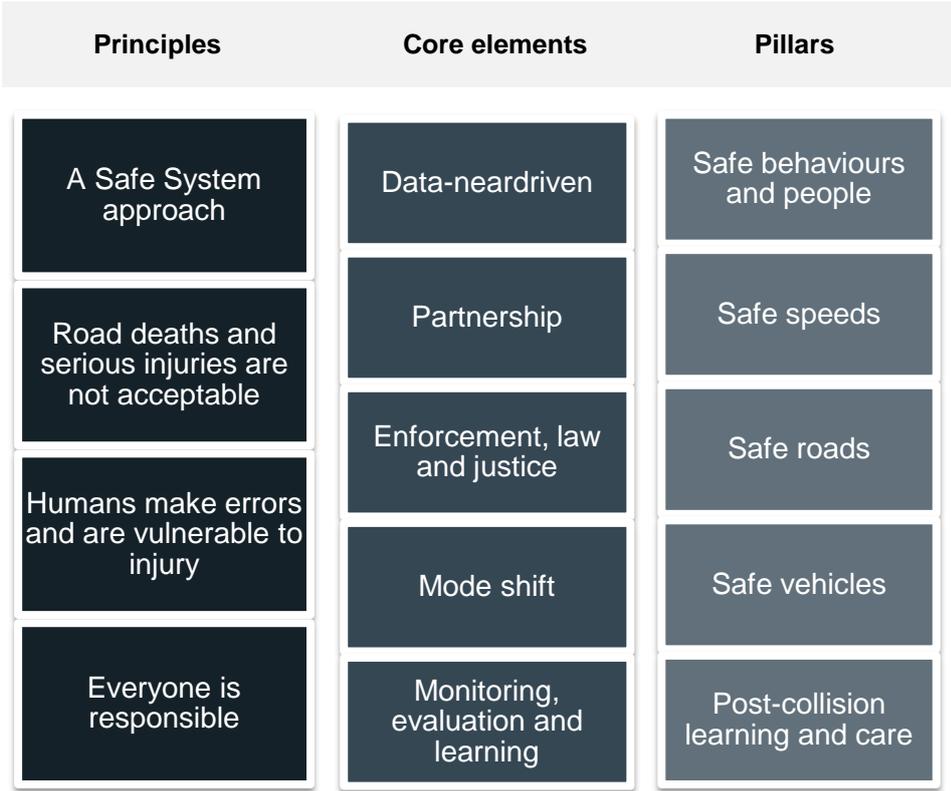
Everyone is responsible

All road-users should use the roads in a way that is safe, considerate and legal and in line with the Highway Code. To get genuine insight into why people get hurt, though, we must also consider the actions of all those who are responsible for the wider road context: those who suggest, decide, invest, legislate, plan, prioritise, design, build, maintain, enforce and educate and otherwise help to create the wider traffic environment that we all use to move around. They help to set the scene in which it is more (or less) likely that a collision might happen in the first place and that this might (or might not) result in a

tragedy. Council officers need to commit to adopting Leeds Safer Roads Vision Zero 2040 to help us achieve our objectives. This will require a change in our thinking, our plans, operational decisions and funding strategies.

Vision Zero pillars

Our Safe System is split into five ‘pillars’. These pillars all work together as a safety net so that, if someone makes a mistake, that mistake doesn’t result in a death or life-changing injury. If one part of the system fails – if, for example some traffic lights are not working, a car breaks down, a child dashes out or an elderly person stumbles into the road – the other parts should unite to avert tragedy.

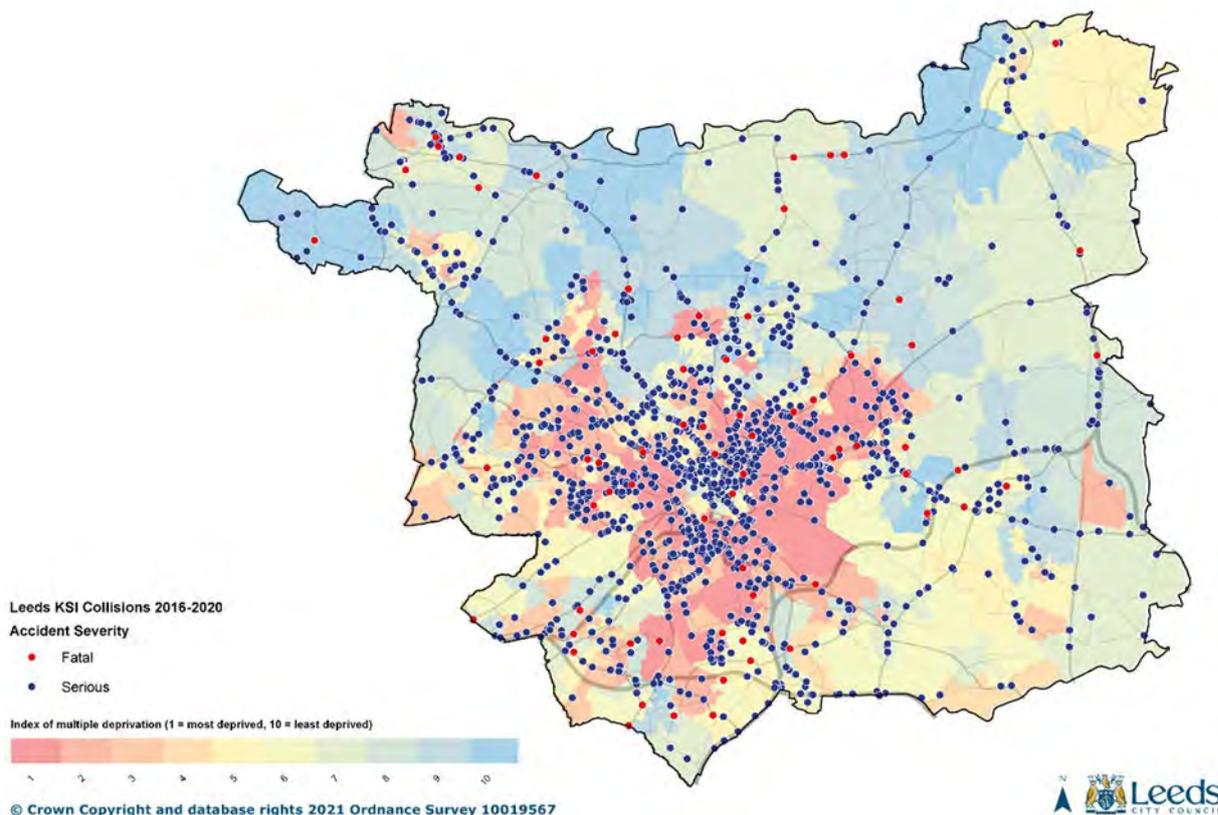


1.3 Equity, inclusion, climate emergency

The strategy supports the council’s overarching objectives around climate change and progress towards the city being carbon-neutral by 2030, inclusive growth and health and wellbeing. It contributes specifically to aims around increasing active travel, improving air quality and erasing congestion. Traffic danger is a greater threat to some people than to others. Someone’s chances of achieving a safe journey depend, for example, on their age, ability, mode of travel and where they live. Vision Zero will help Leeds to address road danger inequity.

There is, for instance, a correlation between the risk of being killed or seriously injured in a collision while walking, and where someone lives. Many factors may influence this fact, including population density, traffic volumes and how people mostly travel (whether they mostly walk or mostly drive, for example). People may be harmed on the roads where they live, in the city centre, or some miles away. While it may be difficult to untangle the various factors, this correlation reflects recent research,¹ and we will monitor any further insights into this.

¹ [Agilysis and Living Streets 2021 Road traffic and injury risk in ethnic minority populations](#)



Here is how Vision Zero will help us to achieve our wider council aims:

<p>Inclusive growth</p>	<p>Council's Inclusive Growth Strategy acknowledges the contribution that safe transport makes to inclusive growth in the city. Improved, safer infrastructure makes it easier for more people to travel cheaply on foot or by bike, increasing access to opportunities for those in the most deprived localities.</p>
<p>Health and wellbeing</p>	<p>Safe streets are healthy streets. They give everyone better access to education, services and employment and create an environment where businesses can thrive. A healthy street environment will have far-reaching benefits for the everyday health and wellbeing of individuals and communities, improving quality of life locally and safe access to the wider city. The more people feel that the roads are safe, the more they will be able to walk, scoot, and/or cycle. Children who walk to school are more alert, pay better attention and are more content and relaxed. Parents and carers may be more willing to allow their children to enjoy the health benefits of active school journeys.</p>
<p>Climate emergency</p>	<p>In March 2019 the council declared a 'Climate Emergency'. This draft strategy is aligned with our Air Quality Strategy 2021-2030 and its action plan.</p> <p>Leeds has committed to 'net zero' harmful carbon emissions by 2030. The biggest source of carbon emissions in Leeds is transport, especially cars and other private vehicles. We want to encourage as many people as possible to walk or cycle rather than drive, especially for short journeys, removing cars and reducing road danger.</p>

1.4 Funding Vision Zero

Local authority funding for road safety initiatives is included as part of the City Region Sustainable Transport Settlement (CRSTS). This covers funding for schemes to address past road traffic collisions and unmet demand for pedestrian crossing provision and other needs. Funding for behaviour change programmes often relies on grants and bids, and Leeds City Council will identify relevant funding opportunities. The council allocates revenue funding for staff to work on education / training such as pedestrian skills. We will review this regularly to ensure the education/training reaches the right groups of people and shows value for money.

We acknowledge that to achieve Vision Zero, we will need to go far beyond those areas covered as 'business as usual'. This will include the work of the Highways and Transportation Service as well as many other teams and services across the council. A council-wide review of spending will therefore be required.

The West Yorkshire Casualty Prevention (Safety Camera) Partnership manages costs recovered from driver retraining courses (drivers may be offered the chance to attend these as an alternative to prosecution). It uses these to sustain and develop the scope of safety camera operations and other additional initiatives to prevent road danger. West Yorkshire Police acknowledge that, while stakeholders will identify opportunities for additional funding, existing funding needs to be realigned with an increasingly collaborative approach to problem solving in our communities.

Disruption to the road network from collisions and the emergency response to them incur significant economic costs. Emergency services, medical treatment, long-term care, impact on employment and productivity are just some of the financial burdens of road danger on society. The Department for Transport (DfT) worked out that, in 2020, every fatality prevented could have saved just under £2 million. Every serious injury that is averted saves around £200,000.

1.5 Vision Zero 2040 Governance

Until this Strategy is adopted (planned summer 2022), we will follow a hybrid approach between the existing Leeds Road Safety Action Plan and this draft Vision Zero Strategy that will replace it. We will then update the Action/Delivery Plan biennially and publish a new Vision Zero strategy around 2030.

Each year, Leeds City Council will publish an annual report to record progress against the actions and measures. We will also report on our progress to the council's Infrastructure, Investment and Inclusive Growth Scrutiny Board.

The Best Council Plan KPI 'Number of people killed or seriously injured in road traffic collisions' will continue to be the key measure, supported by additional measures to be reported annually to Chief Officer, Highways and Transportation.

To support our Vision Zero ambition we will:

- **follow a two-year action/delivery plan;**
- **report annually to Scrutiny Board and the Chief Officer, Highways and Transportation;**
- **use existing funding and identify new sources of capital and revenue to fund Vision Zero programmes;**
- **after consultation, ask Leeds City Council's Executive Board to adopt this strategy.**

See Delivery Plan for all short, medium and long term actions.

2. Working in partnership

While there is already a wide range of work taking place, we need everyone to work together to achieve our Vision Zero ambition - professionals, politicians, partners and the public. We need to move away from the perception that the police and highway authority are solely responsible for road safety: every individual, every user of the public highway and every partner must play their part.



Leeds Safer Roads Partnership

Vision Zero will be led by the Leeds Safer Roads Partnership (LSRP). The Partnership coordinates all the teams, departments and agencies associated with road casualty prevention and safer roads activities in Leeds and includes representatives from:

- West Yorkshire Police (WYP)
- West Yorkshire Fire and Rescue Service (WYFRS)
- Yorkshire Ambulance Service (YAS)
- National Highways (formerly Highways England)
- Teams across Leeds City Council, including Influencing Travel Behaviour, Traffic Management, Parking Enforcement, Public Health, Anti-Social Behaviour, Taxi and Private Hire Licensing and Fleet Services.

The aim of the partnership is to work collaboratively and innovatively to ensure that by 2040 no one is killed or seriously injured on our roads. We will set up and hold sub-group meetings of the Leeds Safer Roads Partnership to discuss and deliver specific projects and activities, for example the Education sub-group.

Leeds Vision Zero expert panel

We will set up a panel of external experts to help to inform the partnership's work. It is proposed that the panel will include a broad range of stakeholders with who have personal, academic and/or professional expertise and interest in road danger.

Residents, businesses and organisations

We already work closely with many residents, businesses and organisations, but we need to do more if we want to achieve our ambition. We need to find new ways to identify local and regional organisations to engage with including road users who are more vulnerable to traffic injury, drivers and people ensuring

diversity and equality in our approach. This list will grow as we explore ways to connect with people while working through particular issues. Examples of the organisations are listed in Appendix 1.

At Scrutiny Board in October 2021, we recognised that responsibilities for road safety in Leeds are not clear to the public.

We will launch a Leeds Safer Roads Partnership website to outline responsibilities for addressing road danger in Leeds, share data and provide a facility for people to suggest road safety improvements.

West Yorkshire Combined Authority (WYCA) Vision Zero Board

WYCA’s newly established Vision Zero Board (December 2021) is chaired by the Deputy Mayor for Policing and Crime. The board will help to advocate and foster commitment for Leeds Vision Zero 2040, providing democratic overview and a shared road safety ambition at a regional level. Board representatives from Leeds include the Chief Officer, Highways and Transportation and the Executive Member for Infrastructure and Climate.

West Yorkshire Safer Roads Executive (WYSRE)

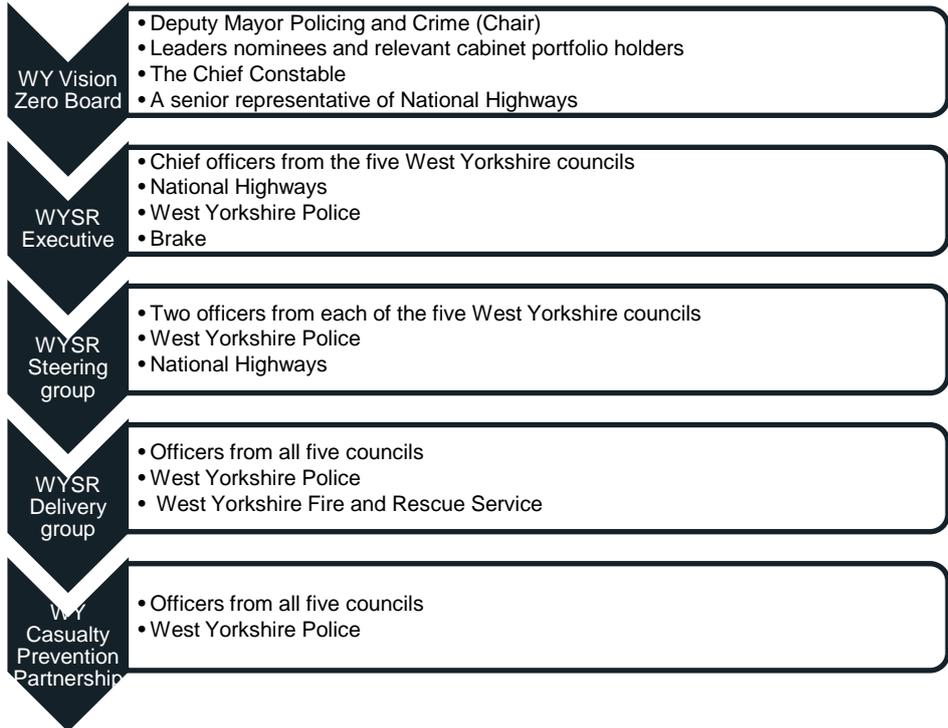
Answering to the Vision Zero Board, the WYSRE includes chief officers from the five West Yorkshire councils along with partners from National Highways, West Yorkshire Police and Brake (road safety charity). It will agree a West Yorkshire Vision Zero action plan, with short and long term aims for the region and provide a governance function to the steering group and the West Yorkshire Casualty Prevention Partnership

West Yorkshire Safer Roads Partnership groups

These groups steer and deliver the work programme. They ensure that resources are used effectively and efficiently to reduce road danger. We work closely with the partnership groups.

West Yorkshire Casualty Prevention Partnership

The Casualty Prevention Partnership provides safety cameras and speed enforcement services for West Yorkshire local authorities and Highways England. It also oversees fixed and mobile speed cameras in high-risk locations across West Yorkshire.



Kitemark for Vision Zero

To recognise best practice in road safety in Leeds, we will develop a Vision Zero 'kitemark' or similar rewards programme. This could recognise safe street design, businesses introducing safe driver practices or behaviour change initiatives in schools or businesses. This, we hope, will help to encourage people to support our ambition and share innovation.

To support our Vision Zero partnership ambition we will:

- **set up a Vision Zero expert panel**
- **help to develop a Vision Zero strategy for West Yorkshire**
- **develop a Vision Zero kitemark or rewards programme**
- **explore new ways to work with stakeholders, residents and organisations**
- **identify local and regional organisations to engage with**

See Delivery Plan for all short, medium and long term actions

3. Leeds collision and casualty data

3.1 Data used in this report

Our crash data comes from Stats-19 forms completed by police. The DfT provides local authorities with the information about crashes where someone was injured and the police attended or the injury reported to police within 30 days. We don't, therefore, have data about all collisions.

Until April 2021, reporting police officers would decide the severity of a non-fatal injury using their own judgement. They would decide whether it was 'slight' or 'serious'.

Since April 2021, police have been using a new computerised injury-based Collision Reporting and Sharing System (CRaSH). They now choose from a list of the most common traffic-related injuries, and the system automatically categorises the injury according to severity.

CRaSH helps to remove uncertainty about whether an injury is 'slight' or 'serious', improves accuracy and ensures wider consistency of data-collection. The new system means that many less catastrophic injuries will, from April 2021, correctly be classified as 'serious'.

The DfT is publishing adjusted data that estimate how many pre-2021 injuries might, had CRaSH had been in use at the time, have been recorded as serious rather than slight. So far, the adjusted data goes up to the end of 2019; 2020 is not yet available.

The Leeds Safer Roads Partnership has agreed to refer to the DfT's unadjusted data for the time being, because this is what has informed our casualty maps, analysis and actions to date. We will soon have access to the full set of adjusted data, and we will switch to this as soon as possible. In summary:

- The draft Vision Zero strategy will refer to pre-CRaSH data for the five years from 2016 to 2020 (unadjusted).
- The full set of adjusted data (for the same five years to 2020) will reveal a larger number of serious injuries than the figures used here.
- Future versions of the Vision Zero strategy will then use CRaSH data, recorded from April 2021, as it becomes available, alongside adjusted pre-April 2021 data.

For Vision Zero, we will focus initially on fatal and serious injuries. Crashes that result in 'slight' injuries will still be considered, for example during investigations and infrastructure programmes.

The language of road danger

Our commitment to an evidence-based approach includes the language we will use. Research shows that the way we talk about road danger affects how we, and others, understand the issues, which then influences what we decide to do. We will use public-facing plain English and follow best practice guidelines from the World Health Organisation and the University of Westminster's Active Travel Academy. This will help us all to clarify the problems, identify effective solutions and increase support for Vision Zero.

**RoadPeace calls on the media and authorities to stop using the word 'accident'
#crashnotaccident.**

There are three broad categories of injury severity: slight, serious and fatal. Fatal and serious injuries are often referred to together as 'killed or seriously injured' (KSI).

'collisions' or 'crashes' refer to the number of incidents

'casualties' is the number of people hurt or killed

A stretch of road could incur a high number of collisions, but no serious or fatal injuries. On the other hand, a car full of passengers who are badly hurt or killed could result in a stretch of road incurring a single collision but a high number of casualties.

We will develop a workshop for local media professionals on how to best communicate about collisions.

3.2 Fatal and serious injuries: Totals

Deaths and injuries have devastating and lasting impacts on victims, their families, friends and wider communities. No traffic-related injuries are acceptable.

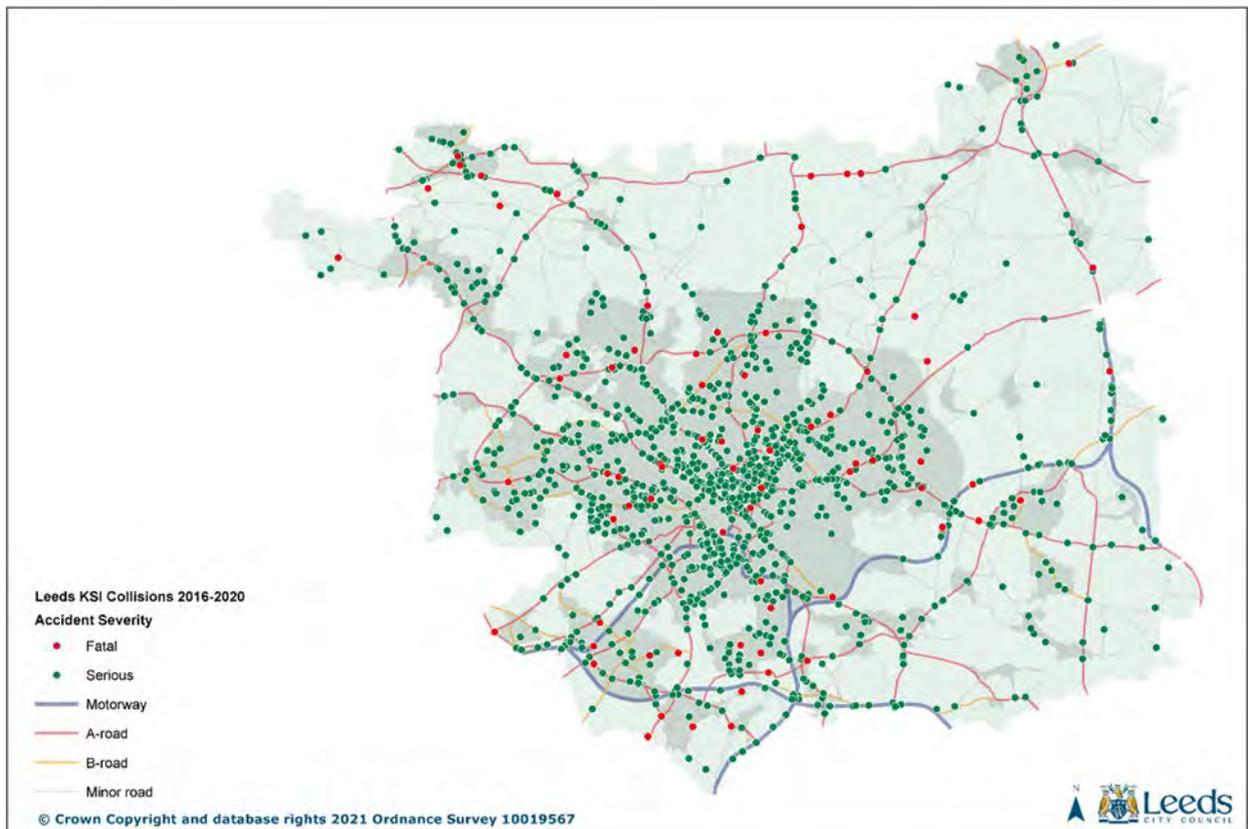
Between 2016 and 2020, there were 1,455 collisions on roads in Leeds that resulted in 83 fatalities and 1,498 serious injuries to drivers, passengers, pedestrians and riders

Although it is clear that the global Covid-19 pandemic has had a significant impact on both traffic volumes and collision rates KSI figures for the first 11 weeks of 2020 were well below those for the equivalent period in 2019 and remained lower than the 2019 figures for the remainder of the year despite increases in traffic volumes as restrictions eased. The KSI total in 2020 (231) is the lowest recorded in Leeds since at least 1979.

Fatal and serious injury casualties, 2016-2020

Year	Fatal	Serious	KSI
2016	9	324	333
2017	15	309	324
2018	26	311	337
2019	22	334	356
2020	11	220	231
Total	83	1,498	1,581

Location of KSI collisions 2016-2020



3.3 Fatal and serious injuries: By road user

Crashes are more likely to kill or seriously harm people who are on foot, on bikes or motorbikes: people who are outside of a vehicle account for the majority of those killed or seriously injured (66%). Drivers and their passengers are protected to a degree by the vehicle's body and safety design features. For others, there is only the human body.

Fatal and serious injury casualties by road user, 2016-2020

Year	2016		2017		2018		2019		2020		Total		
Road user	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	KSI
Pedestrian	90	5	90	7	75	15	96	8	54	1	405	36	441
Pedal cyclist/ passenger	62	2	55	0	61	1	61	2	48	1	287	6	293
Motorcyclist/ passenger	70	0	66	2	67	2	56	6	34	2	293	12	305
Car occupant	86	2	81	6	92	8	105	6	74	7	438	29	467
Goods vehicle occupant	8	0	7	0	8	0	10	0	5	0	38	0	38
Bus occupant	4	0	9	0	6	0	3	0	1	0	23	0	23
Taxi occupant*	4	0	1	0	2	0	2	0	3	0	12	0	12
Total	324	9	309	15	311	26	334	22	220	11	1,498	83	1,581

*Includes taxi and private hire licensing

3.4 Fatal and serious injuries: By age

The roads present different kinds of risks – and different levels of risk – to people of different ages. The roads are particularly dangerous for children, young adults and older people. Children, young people and older people are disproportionately represented in victim data, and there is an alarming spike in the number of crashes that kill or seriously injure children and young teens as they start to walk independently.

Fatal and serious injury casualties by road user and age, 2016-2020

Road user	0-4	5-15	16-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89	90+	Total
Pedestrian	6	103	30	50	66	45	39	37	28	36	3	441
Pedal cyclist/ passenger	1	24	13	47	65	73	50	12	7	1	0	293
Motorcyclist/ passenger	0	9	41	116	40	44	45	7	3	0	0	305
Other motor vehicle occupant	3	24	53	140	85	52	59	41	42	37	6	542
Total	10	160	137	353	256	214	193	97	80	74	9	1,581

3.5 Fatal and serious injuries: West Yorkshire

Regionally, crashes killed or seriously injured slightly fewer people in Leeds (per million population) than the average for Yorkshire and Humberside.

Casualty rate per billion vehicle miles, West Yorkshire, 2016 – 2020*

Local Authority	2016	2017	2018	2019	2020	% change from 2010
Leeds	73	70	72	73	60	-24.6
Bradford	101	106	98	88	104	-23.8
Calderdale	75	60	63	69	59	-32.0
Kirklees	81	79	71	66	62	-26.4
Wakefield	74	61	76	48	65	-33.3

*Unadjusted data

3.6 Contributory factors in Leeds

When a crash occurs, the reporting police officer records up to six 'contributory factors' within the current Stats-19 form from a list of 78. These fall into nine categories. The officer also indicates whether each factor is 'very likely' or 'possible'. It is important to note that these reflect the reporting police officer's personal judgement at the time. In-depth investigations into fatal crashes may, at a much later date, reveal a different story (detectives can get evidence from a driver's phone, for example.) The table below refers to the pre-2020 options available to officers. The DfT has recently reviewed these. In future reports, we will be able to use updated terminology, which focuses on what can be done to improve road safety. The following table captures what has been available until now.

Frequency of 'very likely' contributory factors recorded for fatal and serious crashes in Leeds, 2016-2020*

STATS19 category	Example contributory factors	Serious	Fatal	KSI
Driver/rider error or reaction	Failed to look properly, judge other person's path or speed, loss of control, swerved	34.8%	36.5%	34.9%
Pedestrian	Failed to look properly or judge speed, impaired by drugs/alcohol, dangerous action in carriageway, wearing dark clothing at night	11.7%	8.1%	11.5%
Driver/rider behaviour or inexperience	Aggressive driving, inexperienced or learner driver/rider, careless/reckless/in a hurry	9.7%	10.8%	9.8%
Driver/rider injudicious action	Exceeding speed limit, travelling too fast for conditions, disobeying signal/sign	9.7%	9.5%	9.7%
Driver/rider impairment or distraction	Impaired by drugs/alcohol, fatigue, distraction in/outside vehicle, mobile phone	6.7%	4.1%	6.5%
Other	Stolen vehicle, vehicle in course of crime	5.8%	4.1%	5.7%
Driver/rider vision affected	Dazzling sun, vehicle blind spot, vegetation	3.5%	2.7%	3.5%

STATS19 category	Example contributory factors	Serious	Fatal	KSI
Road environment	Poor or defective road surface, traffic signals	2.2%	6.8%	2.5%
Vehicle defect	Defective brakes, poorly loaded	0.7%	0.0%	0.6%
No factors recorded as 'very likely'	n/a	19.8%	28.4%	20.2%

*note that each collision can have multiple contributory factors recorded.

3.7 Our Vision Zero focus

To ensure that we are focusing our Vision Zero resources in the right area, we would like to carry out in-depth analysis of data to understand who is causing the harm, the factors contributing to the most catastrophic collisions and to identify the issues that cause death and serious injury on our roads. To do this, we need to engage with experts and identify new ways to interrogate and report our data sets. We will develop an online dashboard to share CRaSH data on the Leeds Safer Roads Partnership website.

Road users most vulnerable to traffic injury

Crashes are much more likely to kill or seriously harm people who are on foot, on bikes or motorbikes: those who are outside a vehicle, exposed and unprotected. For drivers and their passengers, the car's body and various safety design features can absorb and minimise much of the impact, offering some degree of protection. If you are not in a car, there is no such protection: there is only the human body. Vision Zero will reduce the risk they face.

Speed

Speeding, and a traffic culture that may normalise routine speeding, is about more than exceeding the speed limit or driving too fast for conditions. It includes following too close and dangerous or reckless driving/riding, often the result of impatience. Vision Zero will put its weight behind efforts to achieve a shift in road safety culture such that speeding becomes socially unacceptable and individually unthinkable.

Distraction

From using mobile devices at the wheel, distraction inside or outside of the vehicle or impairments such as tiredness or illness, momentary distractions and habits can lead to a driver failing to look properly, disobey a signal or sign or lose control, or missing an important change on the road, sometimes with devastating, tragic outcomes. Vision Zero will centre this deadly problem.

Drugs and alcohol

We believe that more drivers now accept that even small quantities of alcohol affect their driving, with more people choosing to avoid alcohol altogether or find alternative forms of transport. Drug-driving levels are more difficult to measure, though improvements to drug-testing have led to an increase in drug-driving arrests. The range and availability of drugs makes this an issue that Vision Zero must tackle head-on.

Stolen vehicles

In 2016-2020, crashes involving drivers of vehicles that were stolen led to six deaths and 34 serious injuries. Drivers in these cases have often committed multiple offences.

Growing older population

There are about 793,000 people living in Leeds, about 20% of whom (162,000 people) are over 60.² The number of people aged 65 or over grew by 13.6% between 2009 to 2019³, twice as fast as the overall

² (Leeds Observatory).

³ (ONS: 2019 Mid-Year Estimates)

population. By 2043 the population of those over 70 is projected to increase substantially. Vision Zero must protect this fast-growing age group from traffic danger.

Pedestrians

Police officers attending a crash sometimes conclude that pedestrian behaviour was a contributory factor. Human fallibility is an accepted premise in a Safe System approach, and pedestrian error rarely causes serious harm to other road users. In a Safe System, the likelihood of errors happening should be minimised and those that do occur should never result in death or serious injury.

3.8 A data-driven approach

Vision Zero will require us to think carefully about the data we have used in the past, what we think they mean, what we can do within the constraints of the law and national guidance, and what information is most likely to help us to eliminate deaths and serious injuries by 2040.

Data can be ‘quantitative’: facts and figures, maps, and charts. We decide what data to collect, and then analyse these to look for particular kinds of problems and topics of concern. Data can also be ‘qualitative’: experiences, personal stories and observations. We can look at these for useful patterns and meaning and to understand people’s feelings, decisions and behaviours better.

Data sources

Our main source of data comes from the DfT (Stats-19). The police collect other data that they share with us including:

- Operation SPARC has generated data about the most common dangerous driving habit – speeding – and alerted us to high rates of people not wearing seatbelts.
- Operation SNAP, uses digital media footage submitted by the public. West Yorkshire Police have provided datasets for Leeds from 2021.

Leeds City Council also has a network of automatic traffic counters that provide speed and vehicle classification data. This can, for example, show how many people are driving over the speed limit on local roads.

How we use data

We use the data available to us to help us understand as much as we can about who is at risk, where, and what / whom from.

Monitoring progress	The council gets quarterly updates of casualty and collision data from the police. Our analysts review these to identify short and longer-term patterns and trends.
Casualty Reduction Programme	Our ‘Casualty Reduction Programme’ identifies sites, lengths and clusters of concern. A cluster, for example, could be where more than three children were hurt within a 50m radius, or three cycle collisions within 30m radius.
Priority areas for education and training	We use data to prioritise which schools are offered education and training, national campaigns to support and to prioritise Bikeability training. We then encourage schools to take part in training.
Police operations	The police use data to focus on current and emerging threats, risks and harms on the roads network, to ensure their activity is appropriate and timely. Some of the data comes from their own intelligence (for example, automatic number plate recognition, offending, System for Tasking and Operational Resource Management (STORM), CRaSH, speed compliance and criminal intelligence data).
Behaviour change campaigns	We need to make better use of opportunities to liaise with colleagues who work in areas such as public health, and who share information about relevant work (such as health messaging around alcohol and drug use), as well as liaise with external professionals (research around issues that affect older people, for example).

Developing our datasets

We understand the importance of collecting the most useful data and of handling and interpreting that data in the most appropriate way. There are other data sets that might also be useful but that we do not currently collect or know how best to interpret or use. As a partnership, we will seek opportunities to improve our use of data and find other sources of information that could help us to better understand behaviour, trends and patterns.

Examples of data that may be useful to us include:

- data from insurance companies, including areas with high proportions of uninsured drivers
- WYFRS data about road traffic collisions they attend
- Operation SPARC datasets
- correlations between road danger and factors such as deprivation, health, age, racial and cultural background, and patterns in relation to post-collision outcomes such as health and social care, employment, education, family and community impact
- coroners' reports
- individual / community narratives (such as 'near-miss' accounts)

We are aware that there may be important gaps in our understanding, and we need to consider how to address these. We will continue to compile this list of potential sources and work with partners and colleagues to decide how best to focus our attention in the way that most effectively helps deliver Vision Zero.

To support our Vision Zero ambition to be data driven, we will:

- **handle historic casualty data in line with the DfT's adjustments**
- **analyse data to understand who is causing the harm, the factors contributing to fatal and serious collisions and to identify emerging issues**
- **develop ways to share headline data with the public simply and in accessible formats**
- **follow all obligations for data security under General Data Protection Regulation (GDPR)**
- **respond to queries and suggestions regarding data sharing and accessibility**
- **work with partners to identify further options for sharing data**

See Delivery Plan for all short, medium and long term actions

4. Safe Behaviours and People

We will encourage behaviours that help to keep all road-users safe

- **focus on the ‘fatal four’ most dangerous driver behaviours**
- **work with driver groups and on specific issues**
- **promote a hierarchy of responsibility among road-users**

Road-users should all behave in a way that is safe, legal and considerate. Those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others, as stated in the Highway Code. While all road-users do things that increase the risk to themselves, the actions of pedestrians, cyclists and children rarely cause serious or fatal injuries to others. This Vision Zero pillar therefore prioritises driving behaviour, from the extreme ‘fatal four’ behaviours (speeding, drink and drug driving, distraction and seatbelt offences) to all other interactions between different types of driver, the roads and other road-users.

4.1 Focusing on the ‘fatal four’

Driver behaviour is the most frequent critical reason for fatal and serious crashes in Leeds. We know which behavioural choices cause collisions that have the worst outcomes: speeding, not wearing seatbelts, drink and drug driving and driver distraction. These are often referred to as the ‘fatal four’.

Speeding

Drivers and riders should drive at a speed that is legal, safe and appropriate. We need to make sure that people understand that choosing to speed is a deliberate, active decision that could kill someone, even at lower speeds. Our data confirms, though, that speeding, or speeding related behaviour is the most common form of dangerous driving in Leeds.

Eligible drivers who exceed the speed limit may be offered a National Driver Offender Retraining Scheme (NDORS) course as an alternative to prosecution. More serious or persistent offenders are more likely to get a fine and penalty points or a court appearance.

We cover how we will address speeding in greater detail within the ‘Safe Speeds’ chapter.



Drink and drug driving

Alcohol affects driver reaction times, vision and ability to concentrate, which makes it more difficult to control the car. Alcohol also increases risk-taking behaviour. There are strict legal alcohol limits for drivers, but alcohol affects drivers differently depending on weight, sex, age, metabolism, type of alcohol, rate of consumption and what they've eaten. People who drive the morning after an evening of drinking may well still be over the limit and a danger to themselves and others.

It is illegal for someone to drive if they are either unfit to do so, if they have taken legal (over-the-counter) or illegal drugs, or if they have illegal levels of drugs in their blood.

The rates of drink or drug driving in Leeds are hard to ascertain and likely to be underreported.

What we do know is that, between 2016 and 2020, crashes where the driver or rider was impaired by alcohol or illegal drugs killed two people in Leeds and seriously injured a further 47.

- Most victims were car occupants; 15% were pedestrians, and 8% were motorbike riders.
- Most of those arrested by police for drink or drug driving in 2019 were white males aged 22 to 40.4

Police can stop a driver and do roadside tests for drugs and arrest them if they think the driver is unfit to drive. If convicted, penalties are a minimum of a one-year driving ban, an unlimited fine, up to six months in prison and a criminal record. In March 2015, the drug driving laws changed, and it is now easier for police to detect people who are under the influence of drugs. Drug driving arrests in Leeds have increased since then, bringing drug driving arrest rates close to those for drink driving. We will advocate for even better drug-testing and stricter drink driving laws.

We will draw on many colleagues and partners (Public Health / drug and alcohol addiction services, educational, clinical and forensic psychologists, probation officers, community, youth and social workers) who may have valuable professional insights that could help us better to understand the often-complex issues that may be associated with driving behaviour choices. By identifying and leveraging this existing expertise, we will ensure that our own work to reduce road danger is appropriate, effective and based on evidence and best practice. We will also explore fresh ways to reach those most at risk of drink and drug driving, working for example with restaurants, nightclubs and bars to promote transport alternatives such as taxis, rideshare services, designated drivers, and public transport.



Seatbelt offences

During the first year of Operation SPARC (July 2020-August 2021), the most common offence that police dealt with was not wearing a seatbelt: they issued seatbelt-related tickets to 26% of the drivers they dealt with.

Wearing a seatbelt does not prevent a collision, but it can greatly affect the outcome. In a crash, someone is twice as likely to die if they are not wearing a seatbelt.⁵ Seatbelts save hundreds of lives each year; in 2018, though, 31 per cent of people who died in vehicles were not wearing a seatbelt.⁶

Some people are less likely to choose to wear seatbelts than others. They include under-35s and people who live in areas of deprivation⁷. These groups are also more likely to drive older cars with fewer safety features. A failure to wear seatbelts is also associated with other high-risk driving behaviours, such as drink-driving.

We need to understand why Operation SPARC found such high rates of seatbelt offences, how widespread this is and why people decide not to wear seatbelts. This will help us to refine our communications to help eliminate fatal and serious injuries and how best to deploy enforcement.

Distraction

Distracted driving happens whenever a driver does something that takes their attention away from driving, however briefly.

- Physical distractions include texting/making a phone call, setting a satnav, eating or drinking
- Mental distractions include conversations in the car or on a phone, allowing the mind to wander on familiar roads, mental states such as anxiety, anger, excitement and stress.
- Visual and audio distractions are those such as loud music, looking at things happening outside

One of the main sources of distraction is use of handheld mobile phones. The law around using mobile phones is set to change in 2022. At the moment, it is illegal only to use a phone to do things that fall under a narrow definition of 'interacting' with the device such as physically dialling a number. The law does not cover many of the other ways that people use mobile devices for example to take photos, scroll through music, read social media etc. This is reflected in the low numbers that police were legally able to record for mobile phone offences during Operation SPARC. Between 2015 and 2019, police could state 'driver use of a mobile phone' as a contributory factor for only 10 slight injuries. Police may, though, be able to stop drivers for other offences, such as 'driving without due care and attention'.

The Department for Transport recently consulted on proposals to change the law so that it does cover all uses of a mobile device. The results should be available shortly, and the law will be updated in due course. We will work closely with West Yorkshire Police to ensure changes to mobile phone legislation are widely communicated and support their commitment to enforcing this.

⁵ Think! (DfT campaign)

⁶ PACTS (March 2020)

⁷ PACTS (March 2020)



The range of potential distractions is huge, as the list above indicates, and different drivers develop different habits and may be distracted by different things. Behaviour change communications need to be carefully targeted and framed so that those who engage in specific, distraction-related behaviours recognise themselves, understand the risk they pose and are highly motivated to change.

National Highways and West Yorkshire Police are targeting dangerous driving on the strategic road network in Leeds as part of 'Operation Tramline'. Police travelling in elevated HGV cabs can film unsafe behaviour such as driving without wearing a seatbelt or using a mobile phone. The operation is a response to the National Highways road safety target of a decrease of at least 40% in the number of people killed or seriously injured on the strategic road network.

Many drivers suffer from an over-confidence in their own abilities. This means that drivers often feel therefore that road safety messages are not relevant to them, which presents a particular challenge for anyone working in road safety. Recently, Leeds City Council developed a 'spot the difference' tool using funding from the Police and Crime Commissioner. Researchers found that that, after interacting with this game, drivers were more likely to accept that they should pay more attention on the road.

We will continue to deliver, develop and promote targeted enforcement activities, education and communications to address dangerous driving behaviour, anti-social vehicle behaviour and stolen vehicle offences.

4.2 Working with driver groups and on specific issues

The 'fatal four' are the most common dangerous driving behaviours associated with crashes resulting in catastrophic injury. There are, though, many other driving habits and behaviours that increase the risk of road danger. Some of these (moving traffic offences such as driving in bike lanes for example) apply widely to all drivers. Others are issues that are relevant to specific driver profiles linked, for example, to age and experience, vehicle type or occupation. We will consider how to understand and address those that are most relevant to Vision Zero.

While recognising that all safe driving behaviour is a matter for all drivers, partners will work in the first instance with the following clusters of behaviours and specific driver groups.

Young male drivers

Young drivers and riders (defined as those aged 17-24) are, per mile travelled, more likely to crash than older drivers.

Between 2015 and 2019, there were 16 fatalities and 375 serious injuries where the driver / rider was aged 17-24.

Newly qualified drivers travelling with passengers of similar age are four times more likely to be in a fatal crash, compared with when driving alone⁸. When carrying older passengers, young people are less likely to crash.

The risk to (and from) young drivers results from a combination of many factors.

- Drivers of this age may use their cars as a social space, so they are more likely to be multi-occupancy.
- Peer pressure can influence driving behaviour negatively (and positively).
- A lack of experience means that young people need to concentrate more on unfamiliar practical tasks such as steering, changing gears, and so pay less attention on hazard detection.
- Impulse control is less developed, and so some younger drivers may be more likely to take risks.
- They tend to have poorer attention, visual awareness and are less able to judge appropriate speed for conditions.

Some tools already exist to reduce danger for young drivers. Black box technology, which records data about driving behaviour and limits driving times or numbers of passengers, is commonly used by drivers of this age, providing incentives for safer driving behaviour.

Education interventions for this age group have included theatre in education performance funded by the West Yorkshire Safer Roads Partnership and sessions delivered online or in person by partners, covering themes such as 'attention blindness' and bystander intervention strategies to help peers step in to prevent a situation from becoming dangerous.

The partnership recognises however that there is a gap in good quality, coordinated education, communication and training for this age group and we will try to address this. Different partners offer various services and interventions, and we need to consider how to resource and deliver effective behaviour change programmes to this age group as a priority.

Older drivers

Older drivers often benefit from having more experience and driving helps many people to maintain connections and mobility. With age, though, cognitive and physical abilities deteriorate, affecting people's ability to drive safely. As with all the data, sample size exerts an influence. However, in Leeds between 2016 and 2020, crashes involving vehicles driven by people aged 60 or over accounted for 19% of all fatalities in Leeds.

Crashes in Leeds killed or seriously injured 107 drivers/riders aged 60+ between 2016 and 2020

We will identify ways to engage with older drivers with agencies such as the William Merritt Centre and Leeds Older People's forum to promote services for older drivers.

Hit-and-run incidents

It is an offence to fail to stop at the scene of a crash in the UK. Tracing a driver following a 'hit-and-run' crash can be difficult however in-vehicle technology can help investigators identify if a vehicle has been

⁸ BRAKE Road Safety charity

involved in a collision. Operation SNAP and dashcams can also play an important role, and police regularly call for footage to help them find the drivers involved and understand what happened.

West Yorkshire Police will lead on this work in this area, with support from the other partners.

'Hit and run' fatal and serious injury casualties in Leeds by vehicle type, 2016-2020

Type of vehicle	Hit and run KSI
Pedal cycle	3
Motorcycle	11
Taxi/private hire	6
Car	126
Van/goods vehicle	13
Goods vehicle	1
Other Vehicle	1

Stolen vehicles

In 2016-2020, crashes involving drivers of vehicles that were stolen resulted in six deaths and 34 serious injuries. Drivers in these situations have often committed multiple other offences. West Yorkshire Police will continue to address this issue through coordinated efforts, with the support where appropriate of other partners.

Taxi and private hire drivers, passengers and vehicles

There are almost 6,000 registered taxi and private hire drivers in Leeds, providing a valuable service for many people and also play a vital role in supporting sustainable transport and reducing the need to own a private car. In Leeds, the Taxi and Private Hire Licensing (TPHL) department regulates this service to ensure safety for drivers, passengers, and other road users. All drivers must pass a driving standards assessment from an approved supplier and will have criminal record and driving conviction checks carried out before getting their licence.

Between 2016 and 2020, 68 people were killed or seriously injured in collisions involving taxis or private hire vehicles

The aim of our work with taxi and private hire drivers is to keep them, their passengers and other road users such as pedestrians and cyclists safe. Taxi and private hire drivers tell us that many collisions involving involve elements of risky passenger behaviour and some injuries related to pedestrian behaviour, particularly when injuries occurred late at night / early morning.

We will explore new ways to work with taxi and private hire drivers to promote key campaign messages to passengers, pedestrians and drivers, encourage regular vehicle maintenance checks and explore introducing a Vision Zero 'kitemark' to recognise best practice in the industry.

At the time of drafting, an ongoing consultation relating to minor convictions proposes reducing the number of points taxi and private hire drivers can accrue before they need to retrain or have their licence revoked, and to reduce the number of points a new applicant can have before they can obtain a licence.

Road traffic offences

Many road traffic offences can be minor in nature, for some road users this will be their only experience of the police or the criminal justice system. The prosecution and enforcement of road traffic offences is vital to road safety in order to protect the public such as speeding, wearing seat belts, driving without due care and attention or dangerous driving.

In addition there is specific legislation covering the construction and use of vehicles on the roads to ensure they are safe to be used, for example having a valid MOT, correct tyres, brakes, compliance with weight limits and safe/correctly fitted parts. In all cases of a road traffic offence being committed the

police have a number of tactical options including formal court proceedings or out of court disposals such as a Fixed Penalty Notice, driver improvement schemes or verbal advice.

In the 12 months to September 2021, police in Leeds dealt with 4,774 road traffic offences, 1,795 of which related to 'fatal four' offences. Roads policing officers dealt with a further 10,459 of these offences, 4,016 of which related to the fatal four.

Moving traffic offences

The DfT is considering providing councils in England civil enforcement powers to cover moving traffic offences under Part 6 of the Traffic Management Act 2004. Currently, only the police can issue penalty charge notices for these types of offence and this change means that Leeds City Council will be able to enforce driving contraventions that cause problems for other road users such as driving in entering pedestrian zones, driving in cycle lanes cycle lanes and failing to give priority to oncoming traffic.

Once the powers are available, Leeds City Council will apply for them to assist with the enforcement of moving traffic offences.

Vehicle nuisance and anti-social behaviour

West Yorkshire Police and the Safer Leeds team at Leeds City Council receive reports of anti-social use of vehicles on public roads. Ride-outs, street racing, cruising and riding unlicensed powered vehicles can put other road users and the public in danger.

Street racing is the illegal racing of any vehicle on a public road.

Street cruising is when drivers congregate to drive around a street or neighbourhood, often at night.

In 2020, 3,347 nuisance motorcycle/quad bike incidents were recorded by police in Leeds. Vehicles often do not have a registration plate or lights, and riders are frequently reported not wearing protective headgear. Some incidents described very young children being carried on or riding vehicles.

Leeds City Council is seeking powers to tackle anti-social behaviour driving behaviour and vehicle use throughout Leeds using a citywide Public Spaces Protection Order (PSPO) for Nuisance Vehicles.

A public consultation to introduce an Order will start in early 2022. Some of the key issues that this will address are:

- speeding or racing;
- revving engines, sounding horns or playing loud music so as to cause a nuisance;
- posing a danger to other road users (including pedestrians);
- performing stunts (such as 'doughnuts', skidding, handbrake turns, wheel spinning).

A person found to be in breach of this order is liable to be issued with a Fixed Penalty Notice of £100 or a summary conviction to a maximum penalty of a Level 3 fine.

West Yorkshire Police and Leeds anti-social behaviour team regularly work together to enforce and deter this type of activity.

MOT, insurance and driving licences

Operation SPARC suggests that a considerable number of drivers in Leeds still choose to drive illegally without the appropriate licence, or to drive a vehicle that is not insured or does not have an MOT. This puts other road-users at risk and can greatly affect the post-collision experiences.

We will consider how best to reduce occurrences of these offences and signpost those who have lost their licence to alternative modes.

Driver health conditions

Alcohol and drugs affect someone's health and driving skills. Many other conditions also affect a driver's physical fitness to drive. These include, poor eyesight, poor hearing, feeling ill, chronic pain, acute pain,

lack of sleep, frame of mind (such as stress, anxiety, anger), mental health, side-effects of medication or treatment, medical issues and episodes and so on. While other road-users may also be affected by these conditions and increase the road danger risk to themselves, they are far less likely to do something that results in someone else suffering serious harm.

We will work in partnership with our public health colleagues to:

- promote alternative transport options (taxis, active travel, public transport, lifts etc);
- raise awareness among drivers of how to recognise and respond to all of these issues;
- develop tools to help drivers make good decisions about when it is, or is not, safe to drive.

To focus on the most dangerous road user behaviours we will:

- **interrogate data relating to the fatal four to gain a deeper understanding of the groups more likely to offend**
- **promote alternative transport options to reduce reliance on car use / volume and support, for example, those with health conditions, mobility issues, older drivers, those losing their licence**
- **focus our work on social norms and individual choices around high-risk behaviours**
- **develop communications, education and campaigns to raise awareness of the effects and impacts of dangerous road user behaviours**
- **work with public health, to identify and support people with underlying drug and alcohol or mental health issues and ensure other transport options are available**
- **encourage people to report dangerous driving to Operation SNAP**
- **support regional and national campaigns and education targeting dangerous road user behaviours**

See Action Plan for all short, medium and long term actions.

4.3 Promoting a hierarchy of responsibility among road-users

Certain groups are much more vulnerable to traffic injuries. They include children and young people, older people, pedestrians, cyclists, motorbike riders, horse-riders and people with health or mobility issues.

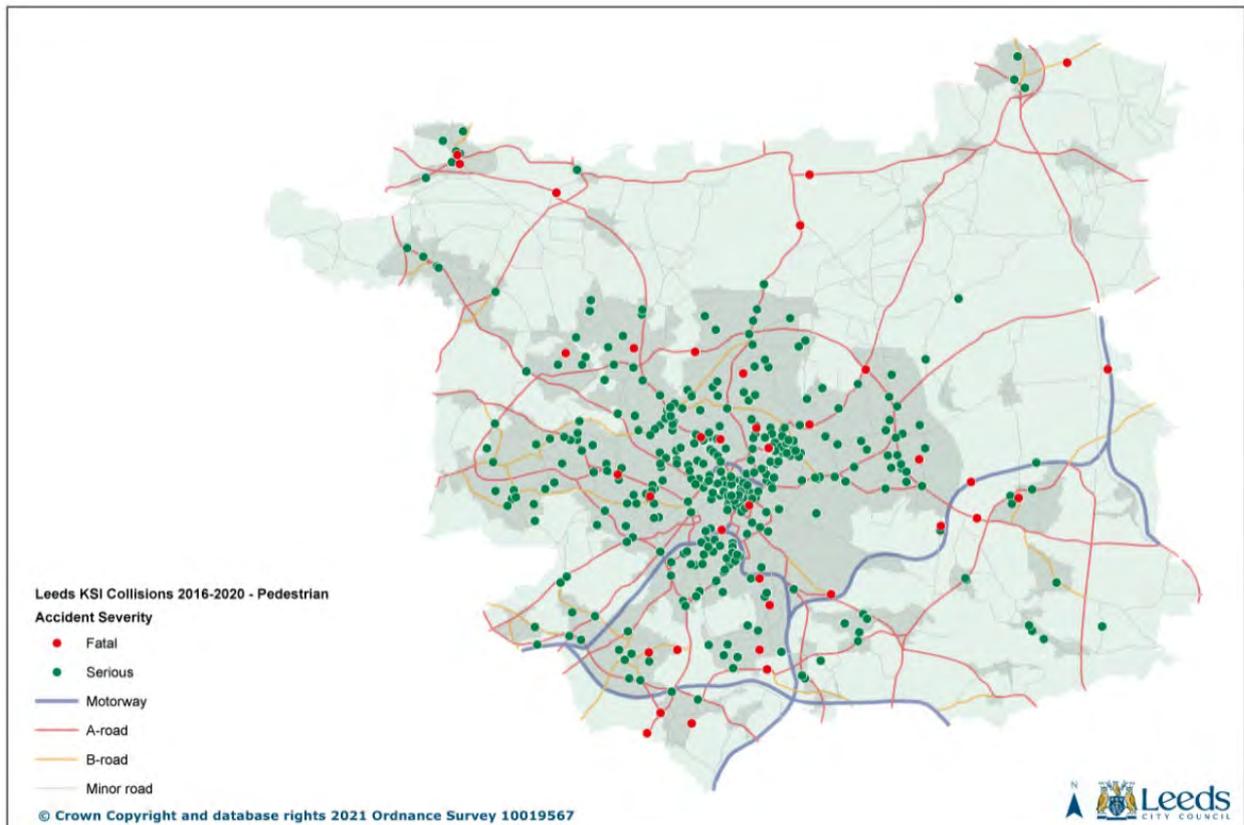
On 29 January 2022, updates to the Highway Code came into force. They aim to make roads safer for the most exposed road users such as pedestrians, cyclists and motorcyclists. The changes include a new Hierarchy of Road Users, which states that those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others. These are other significant updates and clarifications (pedestrian and cycle priority over motorists at crossings, for example), that will affect all road users. The government will launch an awareness-raising campaign, which we will support with our own.

We will explore and implement new ways to promote key campaign messages, particularly those that will help to reduce the danger for road users who are more vulnerable to traffic injury.

Pedestrians

Many people rely on walking, either to a destination or to and from public transport or taxis, to move around. A Safe System approach means considering how the environment and traffic system can make travel safer, or more dangerous, for all of them. Some people need mobility scooters or walking frames to help them get around, many needing places to rest (such as benches). They may need more time to cross the road and may also have issues such as hearing or sight loss: a quiet electric car can be harder to hear, dazzling headlights may temporarily affect vision. Wheelchair users find themselves forced into traffic by pavement parking, and cyclists may cause anxiety to visually impaired people in shared spaces.

We will work with various user-groups to identify ways to stay safe, including radio and digital advertising campaigns and through groups such as the Older People's Forum. Our work must extend to educating drivers about the many issues, seen and unseen, that pedestrians may face, and how the Hierarchy of Road Users requires them to behave.



Journey to school

School gate parking and congestion make roads near schools feel dangerous, reduce air quality and make it harder for families to walk or cycle. Traffic presents a specific threat to children who are starting to travel independently, particularly those walking to secondary school.

Between 2016 and 2020:

- **Crashes killed or seriously injured 11 children on their way to/from school**
- **A further twelve people over 18s were killed or seriously injured on journeys to/from school**
- **45% of 5 to 15-year-olds hurt by crashes were on foot.**

It's little surprise then that demand from schools for pedestrian training continues to be high. As well as working on a Safe System approach, with its remit to reduce traffic threat, we must continue to teach children in Leeds to protect themselves from traffic. The correlation between pedestrian risk in general and deprivation is covered below. For 2021-2022, we used road casualty data to identify the following priority wards for education initiatives with children:

- Gipton & Harehills
- Hunslet & Riverside
- Burmantofts & Richmond Hill
- Beeston & Holbeck, Killingbeck & Seacroft
- Middleton Park and Armley.

Each year more than 10,000 children and young people in Leeds receive 'Bikeability' training. While there is high demand for Level 1 & 2 training in primary schools, Level 3 is more challenging to deliver, because

of timetable restrictions in secondary schools and the additional resource needed. We will explore different ways to deliver training to these older groups and ensure cycle training is accessible to all. Data around child cycling casualties showed that priority schools for Bikeability are in Killingbeck and Seacroft, and Armley.

To achieve Vision Zero, we must continue to educate drivers and carry out enforcement activities where their driving behaviour puts children and young people in danger. Activities will relate to issues such as dangerous parking, speeding outside schools and air quality (idling). For information about School Streets and Safer Routes to School, please see Safe Streets section.



Cyclists

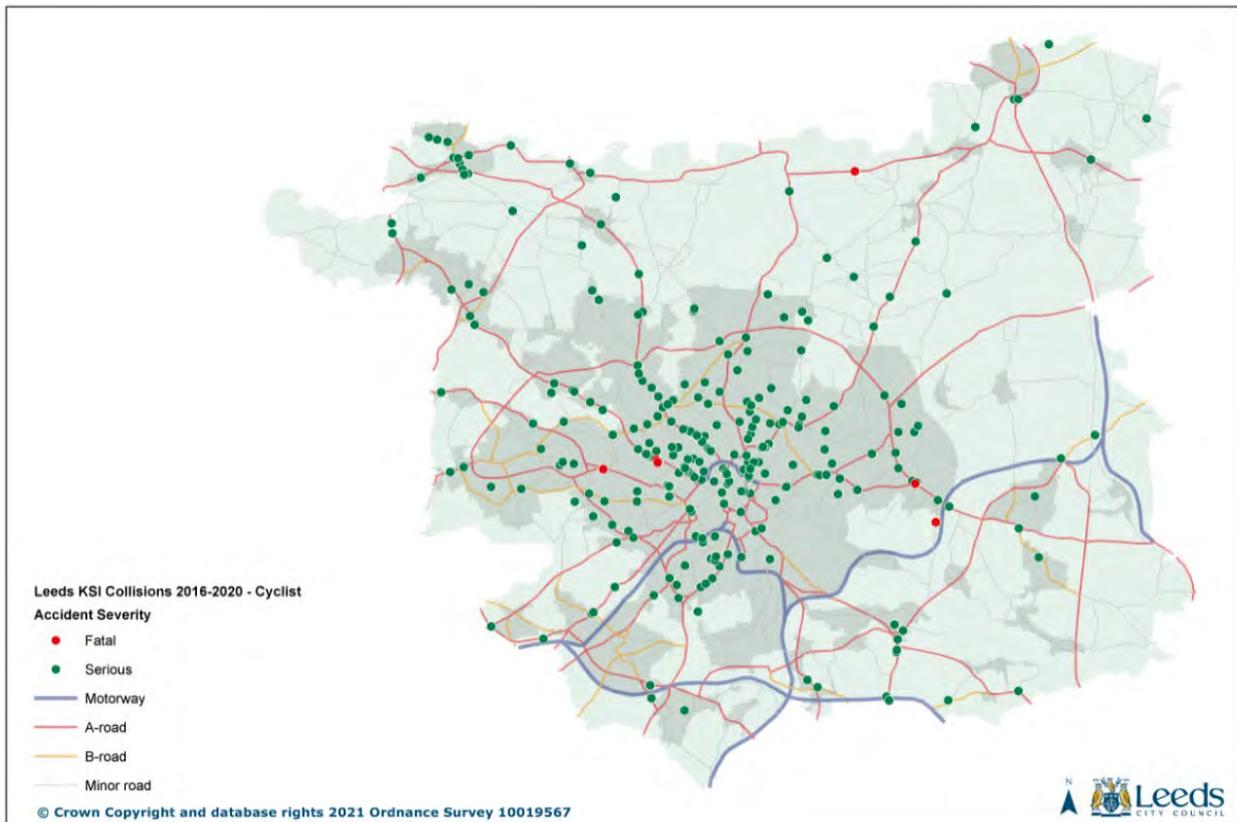
Cycling in Leeds has become more popular in recent years, and the Covid19 pandemic encouraged even more people to start riding bikes, including e-bikes and adapted bikes, and for a variety of journeys – commuting, leisure, utility and club riding. To support this growth, segregated cycling infrastructure is being introduced across Leeds. The council has a programme to identify key schemes to reduce danger for cyclists (see Safe Roads). This infrastructure should help to increase the number of people who feel safe to cycle. Routes need to be accessible to all users, including those on adapted bikes or with ‘tag-alongs’ for children. We will push for further development of infrastructure to reduce danger and encourage more people to cycle, and we will continue to support people to develop the skills, confidence and knowledge to cycle safely, legally and courteously.

The number of overall cycling casualties (that is, including slight injuries) fell between 2016 and 2020 and has remained static since then. However, the number of cyclists killed or seriously injured, by contrast, rose by 15% in 2016-2020 compared to the average for the previous five years. Of all the people who were killed or seriously injured by road crashes between 2016 and 2020, 19% were riding bikes.

Between 2016 and 2020, six people were killed and 287 were seriously injured riding bikes

Most of the crashes that harmed cyclists happened at give-way junctions or at junctions with automatic traffic signals⁹. Most involved a motor vehicle¹⁰. Serious and fatal crashes typically happen when a driver fails to give way, pulls out into the path of cyclist, turns across the path of cyclist ('left/right hook'), runs into the back of bike or knocks a cyclist off while overtaking¹¹.

The partnership will support new Highway Code guidelines and follow the Hierarchy of Road Users, which states that those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others.



'Close Pass' initiative

Launched in 2017 in West Yorkshire, the 'close pass' initiative raises awareness among drivers of how to drive safely around cyclists (this can also be used for horse riding). The initiative involves plain-clothes police officers on bikes equipped with cameras. If a driver overtakes dangerously close, the officer radios ahead to alert uniformed colleagues. They pull the driver in and offer to explain why it is important to overtake bikes safely. Should a driver refuse, they would receive a fixed penalty notice.

We need to do more to alert drivers about how to drive safely around cyclists. We will continue to deliver 'close pass' operations and plan other targeted events and campaigns to tackle issues identified by more detailed data analysis.

⁹ [cycling casualties in Leeds from 2012 to 2019](#)

¹⁰ narrative / confidential reports

¹¹ From police narratives



Reducing rider-pedestrian conflict

We receive some complaints from members of the public about people riding bikes on pavements, in 'pedestrian areas', and about disregard on shared use paths and tracks. Riders coming from behind can cause alarm and distress for people, particularly white-cane users and those with other visual, hearing or mobility issues. The increase in delivery riders on bikes, e-bikes and other electrically assisted pedal cycles has resulted in an increase in these complaints.

Most people on bikes will ride considerably around others, but we need to develop new ways to engage with those who don't. The Highway Code's 'Hierarchy of Road Users' requires cyclists to take greater responsibility for the safety of those who are on foot. We will work with user groups to develop education and communications to address this emerging issue, raise awareness of the rule changes and continue to promote any adult cycle training that is available.

Horse riders

Reports of incidents involving horses and vehicles on roads in Leeds are low, but some have resulted in riders being injured and animals being euthanised. It is crucial to work towards preventing future near misses or crashes and make drivers aware of what to do when they encounter horses on the road.

We have begun discussions with the British Horse Society about how to keep horse riders safer in Leeds and are keen to develop this relationship. Some horse riders have submitted helmet footage of dangerous driving to the police through Operation SNAP and drivers have been prosecuted as a result. We will work with the BHS to promote Operation SNAP and also to deliver 'close pass' operations. The BHS are keen to expand delivery of driver education programmes and we will help promote this to schools and businesses.



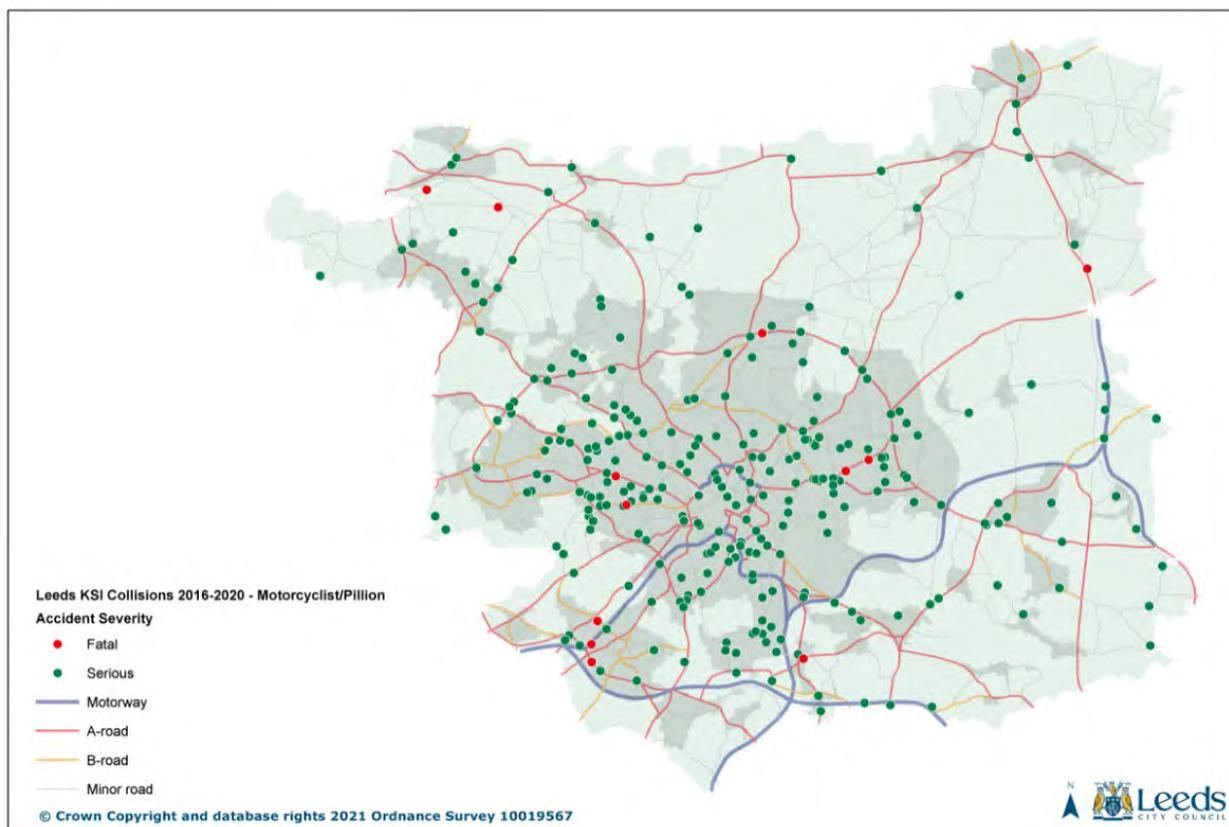
Powered two-wheeler riders

Powered two-wheelers (PTWs) is the collective term used for scooters, mopeds and motorcycles. Young people aged over 16 can learn to ride, and this offers independence to many that do not have access to other transport. Some may go on to get a full bike licence, which allows them to ride a bike of any size by the age of 21. PTWs take up much less space on roads, reducing congestion.

PTWs are a unique road user group with distinct needs when it comes to staying safe on the road and they ride vehicles that range vastly in size, weight, power and potential speed and so require specialist handling skills. Most motorcycles are very manoeuvrable, but their distinctive grip and balance requirements mean that riders are at a higher risk of being involved in a crash; riders and their passengers are particularly vulnerable to the risk of injury in general and are disproportionately represented in the casualty statistics for deaths and serious injuries.

Between 2016 and 2020, crashes killed 12 PTW riders and left a further 293 with serious injuries.

We will continue to identify how to reduce risks and hazards for PTW riders. We will also seek better opportunities to implement education and awareness-raising activities that focus on protecting riders from road danger. Several campaigns have run over the last 20 years including Think Bike/Think Biker, Someone's Son and Biker Down. The Connecting Leeds Transport Strategy supports the proposal to trial allowing PTWs to use bus lanes in the city.



E-scooters

In Leeds, it is currently illegal to ride an electric scooter (e-scooter) on a pavement or road, apart from on private land. Some people are however either unaware of the law, or ignore it, and we are beginning to see conflicts with other road-users, including pedestrians, cyclists and drivers. We are also starting to hear anecdotal reports of crashes and injuries.

We are increasing awareness about the law through communication and engagement activities, as well as considering other measures, such as how to work with retailers to advise people at the point of sale. We will continue to monitor this and consider how best to mitigate risk.

As part of the Connecting Leeds Transport Strategy, we will continue to work with the DfT to introduce an e-scooter trial or work with shared transport operators to manage safe use of rental scooters if these are legalised for rental use, we will work with operators to bring a safe operating model to Leeds.

Use of restraints

Babies, toddlers and children must, by law, have the correct child restraint for their age and size to support their developing bodies and reduce the risk of serious harm if there is a crash. The law is, though, confusing. In addition, child car seats can be expensive, space is a problem for some families, and parents and carers may be unaware of the risks.

We will work with partners in health, schools, nurseries, children's centres to educate staff and communities about child car seat legislation (including car-seat fitting sessions).

Self-harm

Sadly, deaths from suicide do, sometimes, occur on roads. These, along with serious injuries relating to incidents of self-harm, are included in the overall data. We will consider how best to work with health professionals to see how we could help to prevent the very small numbers of deaths and injuries that occur as a result of self-harm.

To promote a hierarchy of responsibility among road users we will:

- **monitor data to identify trends and causation for the most serious injuries to road users who are more vulnerable to traffic injury**
- **educate drivers and carry out enforcement activities where their driving behaviour puts vulnerable road users in danger**
- **encourage people to report dangerous driving to Operation SNAP**
- **review our education programmes to widen our reach, audience and subject matter**
- **work more closely with organisations representing road users most at risk of traffic injury.**

See Action Plan for all short, medium and long term actions.

Operation SNAP

In July 2020 West Yorkshire Police launched 'Operation SNAP', an online facility that allows members of the public to submit video footage of potential driving offences. This includes dangerous driving around other road users such as horse riders and cyclists, anti-social driver behaviour and using a mobile phone at the wheel. The system footage from any source, including dashcams in vehicles, cameras attached to helmets or handlebars or from mobile phones. Roads policing specialists review all the footage sent in. If they establish that an offence has been committed, and if they are able to identify the driver, the police then take action. Depending on the circumstances, the driver may be offered:

- a driver education course;
- a conditional offer - three points on their licence and a fixed penalty notice;
- a summons to attend court.

People who upload footage receive e-mail feedback about the outcome. If they are required to give evidence in court as witnesses, they receive additional support and guidance.

Submissions to date

In 2021 Operation SNAP received more than 1,200 submissions from people in Leeds. Police have so far been able to take around 65% of the submissions further.

Road user	% of submissions to Operation SNAP
Cyclist	29.0
Horse rider	0.8
Motorcyclist	0.9
Pedestrian	3.5
Unknown	3.4
Driver	58.1
Passenger	4.4

Action taken	% of overall action taken in Leeds
Educational course	48.5
Conditional offer	11.5
Court	4.5
Further investigation	0.6
No further action	34.9

Our commitment to Operation Snap

We will work together to increase awareness of Operation Snap among all road users.

Operation SPARC

Operation SPARC (Supporting Partnership Action to Reduce Road Casualties) was developed in partnership with West Yorkshire Police (Leeds District) in response to an increase in anti-social driving complaints from residents.

Launched in July 2020, the operation focuses on targeting anti-social driving and the driving offences most associated with victims being killed or seriously injured – the ‘fatal four’. The initiative aims to prevent dangerous driving and improve road safety in Leeds.

Specialist roads policing officers target motorists who are speeding, using a handheld mobile phone, not wearing a seatbelt, or driving under the influence of alcohol or drugs. People who drive aggressively, with vehicle defects or without third party insurance will also face enforcement. The off-road motorbike team of specially trained police officers target areas with high levels of anti-social driving and the illegal use of quad bikes and motorbikes.

Since launching in July 2020, police officers have dealt with nearly 3,000 drivers, some for more than one offence.

Outcome/offence	%
Driving without a seatbelt	26
Speeding	20
Vehicle defects	13
Other offences	11
Vehicle seizure	8
Using a mobile phone	4
Dangerous driving	4
No formal action taken	14

“Our partnership with West Yorkshire Police is improving road safety across Leeds. The project makes our roads safer for local communities, including children and vulnerable people, by targeting dangerous and anti-social driving.” Councillor Helen Hayden

“The SPARC initiative has brought some really significant results by using an evidence-based approach to pinpoint the areas where the issues are greatest to target proactive operations in those areas. We will be building on that success to further co-ordinate our work to make our roads and communities safer for everyone.” Chief Inspector Andy Loftus, West Yorkshire Police

In August 2021, funding for Operation SPARC was extended for a further 12 months. The operation was nominated for an outstanding contribution to roads policing award in the West Yorkshire Police Awards 2021.

We will continue to work in partnership to deliver Operation SPARC, review target areas and develop communications and campaigns to address the main offences identified. We will also explore additional funding streams for future extensions to the project.

5. Safe Speeds

We will collaborate to reduce speeds on our roads. We will:

- **carry out evidence-based targeted enforcement activity**
- **work in partnership to address illegal, dangerous and inappropriate speeds**
- **identify ways to achieve speed compliance**
- **raise awareness about the importance of safe speeds**

Speeding is when a driver chooses to exceed the speed limit or to drive too fast for the conditions. Speeding can be when people routinely break the speed limit (going at 25mph in a 20mph zone, for example), or when someone decides to drive at an excessive speed.

The risk of crashing, and of that crash to result in death or serious injury, increases significantly with speed, even at lower speeds. Most of the fatal and serious crashes in Leeds in the five years to 2020 happened on roads with a speed limit of 30mph: the speed at which half of pedestrians hit by drivers will die. Of the 'fatal four' behaviours most likely to result in death or serious injury, speeding is considered to pose such a high risk to road users that it needs its own Safe System pillar.

Between 2016 and 2020, speed was identified as a possible contributory factor to the deaths or serious injuries of 177 people in Leeds. Most of those were car drivers and passengers

Other driver behaviours associated with speeding may also contribute to a crash. These speed-related factors include loss of control, aggressive driving, in a hurry or failure to judge another person's speed or path. Between 2016-2020, 469 people were killed or seriously injured in collisions for which these factors were identified as possible contributory factors, but where exceeding the speed limit and driving too fast for the conditions were not identified as possible contributory factors.

To achieve Vision Zero, we need to rid the streets of Leeds of all dangerous speeding. Some of the ways to achieve this include speed limits, behaviour and other related initiatives, supported by enforcement (through speed cameras for example). We will also consider how to improve traditional approaches to traffic risk measurement methods to gain more insight, identify gaps and come up with proactive (rather than reactive) solutions.

5.1 Evidence-based targeted enforcement

Every day, West Yorkshire Police Roads Policing Unit (RPU) and local neighbourhood policing teams (NPTs) enforce speed limits on roads in Leeds using in-car and handheld speed detection technology. Intelligence-led operations ensure that they deploy their resources into the right areas/groups and help to target specific high-risk behaviours. In addition to this, operations targeting specific driver behaviours including those exceeding the speed limit are a key focus.

Police enforcement operations

The Supporting Partnership Action to Reduce Road Casualties (Operation SPARC) started in July 2020. Developed with West Yorkshire Police and funded by Leeds City Council, this offers additional police deployments, including the off-road bike team, neighbourhood policing teams and officers from the roads policing unit, working closely with the Leeds anti-social behaviour team (LASBT). Specialist roads policing units target drivers who are speeding, using a mobile phone, not wearing a seatbelt, or driving under the influence of alcohol or drugs. The project also tackles nuisance vehicle-use and low-level anti-social driving linked to high-severity collisions.

Operation Amberland is a Leeds District neighbourhood policing team (NPT) road danger initiative. It includes pro-lasers for speeding, 'close pass' initiatives aimed at drivers overtaking cyclists too closely and removing vehicles blocking the road. The partnership will continue to monitor the outcomes of speed

enforcement, use automatic counters to identify where speeding is a problem and work out where other work (such as speed cameras, changes to speed limits and engineering) is needed.

Safety cameras

The WYP Camera Enforcement Unit uses mobile and fixed cameras ('speed cameras') to enforce speed limits. It does this on behalf of the West Yorkshire Casualty Prevention Partnership, which works on speeding and red-light offences. The unit installs speed cameras as a last resort in high-risk locations. For a site to qualify, it must meet certain criteria (including traffic flow and collision data). These criteria are based on guidance from the DfT¹² and adopted by the partnership.

Between 2017 and 2021, more than 288,000 drivers in Leeds were caught speeding and brought to justice. That is around an average of 723 people caught speeding every week.

Those figures clearly under-represent the numbers of drivers who choose to put lives at risk by speeding. The Casualty Prevention Partnership hopes that proposals to update the national DfT guidance around identifying speed camera locations, expected in 2022, will broaden the criteria, which would allow the unit greater flexibility and the ability to respond more quickly and proactively to new and emerging risks, while retaining an objective, evidence-based threshold.

The partnership does not receive any grant funding for installing or maintaining cameras, or towards the administrative costs of dealing with offenders. The speed cameras are self-funding through a cost recovery process, with an element of the National Driver Offender Retraining Scheme (NDORS) course fee that drivers pay. Officers from Leeds City Council Highways and Transportation team help the partnership to identify and assess requests for new speed enforcement sites.



¹² DfT Circular 1/2007 (see Appendix 2)

Static speed cameras	There are 121 static sites in Leeds. Between 2017 and 2021, 288,000 drivers were caught and prosecuted for speeding.
Mobile speed cameras	The partnership has four mobile enforcement vehicles. These have a manually operated speed camera inside high visibility enforcement vans at 19 high-risk sites across Leeds.
Pro-laser speed detection devices	Roads policing officers and some NPTs are able to use handheld speed detection devices at any location, either overtly or covertly.
Average speed cameras	Average speed cameras work by recording speed at different points over a length of road. This prevents people slowing down just before they see a camera then speeding up again ('camera surfing'). They help to keep the traffic flowing steadily instead of stopping and starting. Significant lengths of road can be covered by this technology, which can be much more effective at reducing mean speeds. Currently, there are no average speed cameras in Leeds. We are looking at this as part of the Connecting West Leeds Levelling Up Fund.
Traffic light cameras*	There are 11 traffic light cameras in Leeds. These enforce red-light violations at junctions that meet current DfT thresholds. The minimum penalty is £100 and 3 penalty points.

*Although not a speed management tool, traffic light cameras are an effective way to enforce dangerous driver behaviour

Residents and local councillors often suggest locations for safety cameras. They know their areas and see where speeding occurs and we need to use this knowledge to help inform us about dangerous driving behaviour.

We will continue to carry out analysis of or data to identify sites where safety cameras could have an impact on driver behaviour. We will signpost people to the criteria for safety cameras and make the process clearer to make requests.

Data driven

We would like to carry out additional research and analysis of data to find out more about where speeding occurs and who is most likely to speed in Leeds to help target our resources, communications, operations and campaigns. Our existing traffic count data can also help us to monitor our performance against the two of the safe system indicators suggested by the Parliamentary Advisory Council for Transport Safety (PACTS):

- Traffic complying with speed limits on local roads
- Traffic complying with speed limits on national roads in Leeds (in partnership with National Highways)

To support evidence based targeted enforcement we will:

- **communicate the outcomes of police operations to raise awareness and deter speeding**
- **identify and deliver new police operations to tackle speeding**
- **identify new locations for mobile and fixed speed cameras**
- **work with West Yorkshire Casualty Prevention Partnership to consider installing average speed cameras**

See Delivery Plan for all short, medium and long term actions.

5.2 Identifying ways to achieve speed compliance

Low traffic speeds help to make streets feel pleasant, welcoming and safe enough for people to walk or cycle. Speed limits, zones, street design, safe traffic culture, education and enforcement all support a Safe System approach to achieving traffic speeds that are safe, legal and appropriate.

We need to use existing tools and identify new and innovative ways to achieve compliance with speed and design limits on our roads.

Design limits

The speed limit is the maximum legal speed at which a driver should ever drive. Current traffic culture means that many drivers treat the speed limit as if it were the recommended speed, and some routinely exceed this.

The design limit is the speed at which people should drive in order to make the streets safe for everyone to walk and cycle. We can include or retrofit design elements to do this such as narrowing roads, reallocating street space, disrupting stretches of straight road and so on. Effective design speeds can support legal speed limits, reduce the need for enforcement, improve community cohesion and make roads safe in line with Vision Zero.

To help achieve Vision Zero, streets in new developments need to meet the council's [Street Design Guide](#) and align with the Connecting Leeds Transport Strategy. They should also:

- integrate the reality of human fallibility (people make mistakes)
- be 'forgiving' (mistakes should not result in death or serious injury).

Setting and reviewing speed limits

The Department for Transport (DfT) makes most of the decisions about speed limits. There are some areas, though, where local councils can set the speed limits and consider bringing in more 20mph limits and zones in urban areas and built-up village streets.

A review of speed limits in Leeds, commissioned by Leeds City Council recommended reducing some speed limits, but concluded that most speed limits are currently appropriate. People can however contact the Council ask for a speed limit to be reviewed and officers from the Highways and Transportation team handle these requests in line with DfT guidance and using speed data.

20mph zones

Leeds has already rolled out 20mph zones in many residential areas, adopting an 'install and review' approach in order to monitor impact without adding a lot of traffic calming. Since 2019, we have added 90 more 20mph areas. In most of these, the new signs alone have led to a drop in traffic speeds. In a few areas, though, we need to add extra traffic calming such as road humps. We're looking into this now.

Speed limit repeater signs

Speed limit repeater signs are slightly smaller than normal entry speed limit signs. They can be on either side of the road and are usually attached to lampposts, other road signposts or on freestanding posts, at distances stipulated by the Department for Transport. Local authorities may not use 30mph signs in built-up areas, and drivers know from the Highway Code that roads with streetlights are default as 30mph speed limits unless signs say otherwise. Gateways, painted road markings and warning signage can be also be used to reinforce speed limits.

People tell us that sometimes they are not aware of the speed limit and we will identify ways to reinforce the speed limit in accordance with DfT guidance. We will also signpost people to the guidance and make it easier to report concerns.

Speed indicator devices: fixed and mobile

Speed Indicator Devices, or SIDs, use radar-activated technology and a digital screen to alert a driver to their speed, sometimes with a smiley or a sad face as appropriate depending on whether they are breaking the speed limit or not. The aim is to educate drivers and encourage compliance with the speed limit in place on that stretch of road.

- Fixed SIDs are temporary sign installations (usually attached to lampposts). While Leeds City Council does not have the financial resources to provide SIDs, Highways & Transportation (via the traffic engineering team) may, though, be able to help local communities to buy and install SIDs if certain criteria are met.
- Mobile SIDs are pop-up versions of this equipment that schools, PCSOs, councillors and community groups can borrow. This is part of a community speed awareness scheme to help local people target specific problem areas. The partnership has nine mobile SIDs, including five held by NPTs.



Explore innovative solutions to achieve safe speeds

We will look for new ways to stop people from speeding and promote those where there is evidence that they will help us to achieve Vision Zero. We will continue to advocate for further change. We may be able to:

- partner with experts to carry out research
- investigate cost effective treatments including road markings, signs and layouts to slow traffic
- support changes to the law to use emerging enforcement technology
- using new technology to identify potential risk sites
- participate in trials for treatments or new technology
- work with insurance companies to incentivise safe driving.

Leading by example

With around 33,000 employees, the council is one of the largest employers in West Yorkshire, and it has a fleet of more than 1,300 vehicles. Collectively, as a partnership, there are many non-emergency vehicles that could be retrofitted with in-vehicle technology to limit vehicle speed. We could also consider whether new vehicle contracts might include this technology as standard in future.

To achieve better speed compliance we will:

- **identify ways to work more closely with the community through neighbourhood policing teams and local councillors to understand where speeding occurs**
- **clarify the process for requests for fixed SIDs**
- **complete the review of 20mph limits and take further action if required**
- **identify, consider and implement new solutions to speed compliance**

See Delivery Plan for all short, medium and long term actions

5.3 Work in partnership to address dangerous and inappropriate speeding

Many other organisations and individuals can influence attitudes and behaviour regarding speed. We will seek opportunities to work with groups including insurance companies and driving instructors to identify ways they can help us with data, information regarding attitudes and behaviour change campaigns. Examples could include using data from black box technology or communicating Vision Zero and Safe System approaches to new drivers.

Community partnership

Speed is regularly identified as a significant road danger concern at a local level. Families tell us that fast traffic is why they will not allow their children to walk or cycle to school alone. Residents tell us that speeding is one of the main reasons they don't want to cycle, that it makes where they live feel unpleasant and causes anxiety. Drivers who speed create an environment that is threatening, frightening and intimidating. Their behaviour is not only dangerous, but also fits the definition of anti-social behaviour ('likely to cause harassment, alarm or distress').

Residents, local members and neighbourhood police teams are a valuable source of local knowledge and experience. This can help us to understand where speeding and other issues are a problem to those who live there. It helps us to understand where people don't walk or cycle because the speeds don't feel safe. While we generally take a data-led approach to identify areas where our technology can identify, for example, frequent speeding, we also need to consider how best to identify, collect and use sources of local knowledge.

We know that we are more likely to achieve city-wide compliance with speed limits – to eliminate speed as a cause of death and serious injury in Leeds – if we have the support of the public.

Partnership with businesses and organisations

Our communications, campaigns, education initiatives and outreach work around speeding need to reach as many drivers as possible. We will consider how to make greater use of our networks to reach business leaders and develop bespoke speed-related initiatives to support their staff. Employers in Leeds who have their own fleet may be willing to review internal protocols to reduce staff speeding and influence traffic safety culture. This would also offer an opportunity to promote alternative forms of work-related transport, such as e-cargo bikes, if appropriate, as well as other car-free travel modes.

To work in partnership to address speed we will:

- **prepare a community guide about how to deal with local speed problems including information about speed indication device (SID) machines**
- **work with insurance companies, driving instructors and other relevant agencies to obtain richer data and influence attitudes for new drivers**
- **consider the introduction of technology in partnership fleets to encourage greater speed compliance**

See Delivery Plan for all short, medium and long term actions.

5.4 Raise awareness about the benefits of safe speeds

Drivers and riders must travel at a speed that is legal, safe, considerate and appropriate. We need to make sure that people understand that every time they fail to do this, they are making an active choice to behave in a way that, in the event of a crash, could result in death or serious injury.

As well as enforcement, we must also ensure that our education and campaigns emphasise the fact that speeding is unacceptable. We will aim to make better use of the information we have to create targeted campaigns that achieve the most effective results, and to address the traffic culture around speeding. Our communications and campaigns will address all speed offences.

National, regional and local speed awareness campaigns

We support national and regional speed awareness campaigns, including those from the government's own THINK! campaign department, and those planned by the National Police Chiefs Council (NPCC), such as the 'Slow Down, Save Lives' campaign and BRAKE's 'Safe, not 60' campaign for safe rural roads.



Targeted communications

Speeding covers a wide range of behaviours, from 'racing' and alcohol-influenced speeding to 'running late' or 'everyone else is doing it' excuses that result in speeding. We keep up to date with behaviour change research to ensure that our own work is guided by best practice. A frequent assumption is that 'shock' tactics will persuade people not to speed. Research, though, shows that this approach doesn't always work as expected and may indeed result in unintended consequences (by normalising dangerous driving, for example). Current approaches favour 'pro-social' messages that frame safe speeds as socially desirable (normalising a culture of safety). The archive of THINK! campaigns illustrates the changes in road safety messaging over time. We will consider how to ensure that our communications about speeding are tailored to specific audiences, drawing on informed behaviour change, marketing and communication insights to ensure that the right messages get to the right drivers in the right way.

The West Yorkshire Safer Roads Partnership oversees speed-related communications at a regional level (including local radio, social media and local tv). It also makes use of media content produced by the DfT, which ties in with the National Police Chiefs Campaign calendar.

We will see how we could make better use of existing campaign resources and develop new materials to target specific groups and speeding behaviours effectively. We will consider whether longer campaigns may be more effective than short bursts of communications.

Education resources

Resources such as the SID machines, virtual reality goggles and a reaction timer showing stopping distances at different speeds have been used in education settings (schools, colleges and youth

intervention groups), and with community groups where speeding is an issue. Moving forward, these need to be used more consistently and with a more co-ordinated approach to ensure appropriate messaging is shared with different groups of offenders.

To work raise awareness about the benefits of safe we will:

- **create targeted campaigns that achieve the most effective results**
- **tackle all speed offences to improve the traffic culture around speeding**
- **support national and regional speed awareness campaigns**

See Delivery Plan for all short, medium and long term actions.

6. Safe Roads

We will reduce the dominance of motor vehicles on our local streets and create roads that are safe for all users:

- **design streets that are safe to walk, scoot and cycle**
- **develop a network of safe routes to connect people and places**
- **create road environments that cut risky driving and crash frequency**

Roads that are designed to serve traffic ahead of humans 'tell' all road-users that cars are more important than people. Wider, straighter roads imply that it's OK to go faster and that the priority is to move cars quickly and conveniently. Changes to the Highway Code, signs, speed limits and so on cannot offset car-centric road design that, by prioritising people in vehicles, increases risk for those who are not.

6.1 Design streets that are safe to walk, scoot and cycle

Leeds City Council's new Connecting Leeds Transport Strategy sets out our ambition to 'be a city where you don't need a car.' We want more people to use sustainable transport such as buses, trains and 'active travel' such as walking, scooting and cycling – greener, cleaner, healthier ways of getting about. The more people who feel that it is safe to walk and cycle, the fewer cars there will be on the road, and that should reduce road danger.

Fear of traffic is one of the main reasons people do not want to cycle or walk (especially when it comes to allowing children to walk to school alone.) The huge investment in infrastructure such as segregated cycle lanes and wider pavements is helping to address this. We also have other measures to reduce the dominance of vehicles and encourage active travel, and we can look at rolling these out into other suitable/eligible areas. Along with planned programmes, these demonstrate our commitment to reducing traffic and giving people the confidence to travel on foot or by bike, to change the way we travel in Leeds.

The Connecting Leeds Transport Strategy promises to develop a 'Streetscape space allocation policy'. This means reclaiming some of the space that stationary or moving vehicles currently occupy so that it can be used in an abundance of other, fairer ways. This will make street space more attractive and safe for people to walk and cycle, slow any remaining traffic down and encourage more drivers to leave cars at home, all of which will help reduce the frequency and severity of crashes.

Here are examples of what we are doing to reduce the dominance of vehicles and create streets for active travel.

Active Travel Neighbourhoods (ATNs)

In 2020, Leeds City Council introduced three active travel neighbourhoods. These enclosed clusters of residential streets near main roads discourage drivers from rat-running through residential streets. Planters and signs change the layouts of the roads, making them safe for children to play outside, promote walking and cycling and make the air cleaner. Residents, businesses, deliveries and emergency vehicles can still get in. We will work with communities to consider new locations for ATNs.



Priority pedestrian crossings

Leeds City Council has introduced technology at a number of pedestrian crossings to make the lights change automatically when pedestrian and cyclists approach. As well as cutting waiting times, this also makes it easier for people with mobility challenges to use crossings as there is no need to press a button. We want to install more of this technology at crossings in Leeds.

Pedestrian-only streets

In the city centre, we have removed vehicular traffic from Greek Street and Cookridge Street so that people can feel safe walking and cycling there. We are doing the same around the Corn Exchange. This concept can be expanded into other streets around Leeds and we will look to introduce this at other suitable locations.

School Streets

In 2020, we launched School Streets at 14 sites across Leeds as part of a trial. The aim was to see whether restricting traffic directly outside schools for a short time at the start and end of the day could encourage more families to walk, scoot or cycle to school. During the trial and evaluation, we have learned more about where School Streets work best and how we can improve on a future programme. We will learn from the School Streets trial and develop a future programme of new sites.



6.2 Creating a network of safe routes to connect people and places

There are other things that we can do to make streets safe, reduce the dominance of cars and other vehicles and implement a connected network of safe routes and facilities for exposed road users.

Safe walking and cycling routes

As well as the targeted intervention measures listed above, we also need to create safe walking and cycling routes across the city. Networks that connect wider areas will encourage more people to travel actively. If the roads are (and feel) safe, more people will consider walking or cycling to work. This will cut traffic levels and reduce the number of collisions.

The cycle network has been gradually evolving over the last few years and is set to accelerate in the near future. The canal has long offered some off-road cycling, but it was the introduction of the Cycle Super Highway between Bradford and East Leeds that signalled a move towards a network of fully segregated cycle routes. Government grants funded that initial route, which has since been supplemented by the Combined Authorities City Connect Programme. We recently added 'wand orcas', a 'light-touch' way of creating a lane for bicycles, on parts of Kirkstall Road, Roseville Road and the A660. This involved work on some of our existing cycle network. We will work with communities to consider new locations for this treatment.

Government commitments to promote cycling result in more funding, which is tied to requirements for these routes to be segregated, connected and safe. The cycle network in Leeds is being expanded through the Levelling up Fund, the Active Travel Fund and the West Yorkshire Mayor's City Region Sustainable Transport Fund. The aspiration for a connected and fully segregated cycle network is taking shape on the ground and will continue to evolve.



Local Cycling and Walking Infrastructure Plan

Leeds City Council was chosen to develop and trial a Local Cycling and Walking Infrastructure Plan (LCWIP). We used this to identify need for cycling and walking infrastructure and to work out where to prioritise investment. The LPTIP is a partnership project created dramatically to improve public transport across the region. This work will encourage more people to use public transport more often, which should result in less traffic and less road danger, supporting Vision Zero. LPTIP has provided fully segregated bus routes along the main routes into the city and within the city centre. The remaining 'gaps' will be filled through a Transforming Cities Fund, resulting in a fully connected network.

Annual pedestrian crossing programme

Our annual pedestrian crossing programme and increased use of technology prioritising people on foot will help to make these locations safe. We look into all requests from the public or elected members for new pedestrian crossings each year, and we then work out where to prioritise and install new crossings. This work has been funded from the Local Transport Plan (LTP) Transport Policy Capital Programme (now the City Region Sustainable Transport Settlements, CRSTS). Other crossing proposals (such as those funded by developers) are considered as part of the planning process. We will continue this work and ensure that people know they can easily ask us to consider new pedestrian crossings.

Maintaining safe routes

Road conditions contribute to only a very few high-severity collisions. Our current maintenance programmes include:

- winter maintenance
- line-marking
- road resurfacing
- measuring the skidding risk of wet roads.

As part of the move to Vision Zero, our maintenance teams will review resources and identify improvements to prevent collisions directly caused by road conditions. We will also make it easier for the public to report maintenance issues on footpaths, cycle routes and roads.

To implement a connected network for safe routes work we will:

- **continue to expand our walking and cycling network and filling in gaps**
- **consider ways to introduce holistic packages of measures to support safe and active travel to support mode shift**
- **continue annual pedestrian crossing review and introduction of technology to keep road users safe**
- **make it easier for people to request improvements to the network.**

See Delivery Plan for all short, medium and long term actions.

6.3 Create road environments that cut risky driving and crash frequency

There are a number of ways to support safe speeds and prevent crashes through this pillar. Here are some of the key ways we do this currently. Other actions in this strategy, the Connecting Leeds Transport Strategy and our design guides further support this area in particular. The detailed analysis that we would like to do, will also feed into and develop these programmes.

Casualty Prevention Programme

The Casualty Prevention Programme identifies the most dangerous areas (previously called 'sites and lengths of concern'), to prioritise remedial measures to make these safe. We recently changed the criteria to a new, lower threshold. This means we can take a more holistic approach and include 'lower-order' clusters. We will be able to build a better picture of the underlying causes across a wider area and work out where best to implement small and medium scale interventions that will help to prevent more serious collisions.

Road safety audits

The road safety audit process is an independent review of the road safety implications of highways schemes. An audit seeks to identify any elements of a scheme that could lead to a collision and suggests modifications to mitigate any issues found. Leeds Highways and Transportation will carry out a road safety audit at four stages of a highway scheme, from preliminary design to 12 months after completion. Variable message signs (VMS) and other displays

The electronic signs used on roads (used by the Urban Traffic Management and Control team (UTMC) for driver updates) can also be used to display messages about road safety. Larger private advertisement displays may offer another option for communication.

Work in partnership for safer motorways around Leeds

Between 2016 and 2020, crashes on the M1, M621 and A1M motorways around Leeds killed or seriously injured 71 people, accounting for 4.5% of all the total number of KSIs. National Highways, who are responsible for this 'strategic road network' (SRN), regularly analyse collision data to identify key areas of concern and their key actions to address this are set out in the National Highways Regional Road User Safety Plan for Yorkshire and the North East. We will continue to work in partnership with National Highways to achieve Vision Zero.

To deliver treatments to reduce speed and collisions on our roads, we will:

- **advocate for ways to design road danger out of streets**
- **continue to deliver an annual Casualty Prevention Programme**
- **continue the road safety audit process**

See Delivery Plan for all short, medium and long term actions.

7. Safe Vehicles

We will encourage the use of safe vehicles to reduce the likelihood of crashes and severity of outcome. We will:

- **raise awareness about responsibility for roadworthy vehicles**
- **enforce vehicle safety and illegal vehicle offences**
- **use and promote technology and design features to prevent crashes and reduce severity**
- **support improvements to vehicle standards**

The Transport Strategy's ambition for Leeds to be a city where you don't need a car will help to remove some of the danger posed by vehicles, which consist of large steel objects moving through spaces where other road-users (often exposed and unprotected) are. While the safest motor vehicles are those that are stationary or absent, those that do use our transport networks must be as safe as possible, in order to keep the inherent risk they pose to all road-users, including those they carry, to a minimum.

This pillar will cover a number of matters, from roadworthiness (tyre tread, lights, wipers, brake systems) and behaviour (safe loading, maintenance, checks) to technology (alerts for seatbelts, lane discipline, steering wheel handling) and design (height, line of sight). Vision Zero must address the safety of people who are inside vehicles as well as those who are not. Vehicle safety can help in many ways, particularly in relation to safety features and their maintenance, technology and design. Safe vehicles, like the other pillars, cannot achieve Vision Zero in isolation, and this pillar comprises just one part of a safe system, since vehicles are only as safe as other elements such as the design and condition of the road they are on and the actions of the driver at the wheel.

7.1 Raising awareness about responsibility for roadworthy vehicles

Drivers may postpone simple checks such as tyre tread and pressure, both of which will affect a vehicle's performance in bad weather, including emergency stopping distance, for example. It's not just about the few collisions where it's clear to police that vehicle defects contributed to the outcomes. Even routine habits such as keeping windows and lights clean, checking winter readiness or storing luggage in the boot can make a difference. National Highways, who conduct checks at vehicle breakdowns on motorways and other strategic network roads, are particularly concerned about poorly loaded vehicles largely in relation to commercial vehicles. Drivers who keep within the load limit and who tether loads safely help to keep others safe, too.

In Leeds, the main vehicle defects recorded as contributory factors in fatal or serious-injury collisions were:

- defective tyres, brakes, lights/indicators, steering or suspension;
- overloaded or poorly loaded vehicles.

Whether it's a truck, car, bike or motorbike or other vehicle, it's the user's responsibility to carry out checks and ensure their vehicle is safe. Seatbelts and child seats play a significant role here (see 4.1).

Every year, national campaigns raise awareness about the importance of vehicle safety. Key events include Tyre Safety Month and the National Police Chief's Council (NPCC) campaigns such as Commercial Vehicles Week.

We will:

- **promote the importance of well-maintained, roadworthy vehicles**
- **as a partnership, run national, regional and local events and campaigns about vehicle safety**
- **engage with professional drivers and fleet operators about safe vehicles.**

See Delivery Plan for all short, medium and long term actions.

7.2 Enforcing vehicle safety and illegal vehicles offences

An MOT is the annual test of vehicle safety, and it is illegal to drive a vehicle without one. It is also illegal to drive a vehicle with particular defects – broken lights, faulty indicators etc. Some vehicles (HGVs, for example) require drivers to have specialist driving licenses.

Between July 2020 and August 2021, as part of Operation SPARC, West Yorkshire police dealt with 359 drivers for offences relating to vehicle defects, no MOT, dangerous parts and dangerous loading. They also seized 214 vehicles where the driver either did not have any insurance, had no licence or didn't have the right type of licence for the vehicle.

Police or officers from the Driver and Vehicle Standards Agency (DVSA) can stop and carry out spot-checks on commercial drivers (lorries, buses and coaches). If necessary, they will issue prohibitions that will prevent the driver from working until any problems have been sorted out. They can also issue fixed or graduated penalties for offences. We will consider whether there are further opportunities to collaborate usefully with DVSA in future.



The police will continue to enforce offences. They will:

- **develop their use of data to target actions as effectively as possible**
- **consider a partnership with DVSA to ensure the highest standards of safety for goods vehicles**
- **look for opportunities to work in partnership to trial new equipment/technology to identify defective vehicles**

See Delivery Plan for all short, medium and long term actions

7.3 Using technology and design features to prevent collisions and encouraging use of safer vehicles and technologies

Safety features, technology and overall design can mitigate risk to some extent. They can protect drivers and passengers inside the vehicle, reduce injury severity for other road users and promote safe driving behaviours.

An abundance of safety features such as good tyre treads, effective brakes, anti-lock braking systems, working lights and windscreen wipers help drivers to anticipate, avoid and respond safely to hazards. In-vehicle technology such as reversing technology, lane assist, black boxes, blind-spot and temperature warning and collision warnings all help, too. If a crash does happen, features such as airbags, seatbelts, safely secured loads and correctly fitted child seats will help to reduce the injury severity.

Overall design can make the roads safer, too. A driver who can clearly see the road in front of the bonnet is less of a threat than a driver of a large, high vehicle whose view is restricted or obscured and therefore poses a threat to others, especially to small children. We will consider how further to use inputs such as blind-spot awareness, 'exchanging places' initiatives (where, for example, HGV drivers swop places with a cyclist) and so on. In-vehicle technology can reduce insurance costs and support safe driving. Dashcams (see Operation SNAP), for example, can help to establish if an offence has been committed and help to bring justice.

Safe in-car behaviour	Reducing impact severity	Protecting other road-users
Limiting speed using intelligent speed assistance (ISA)	Seatbelts/child restraints	Geometric design for vulnerable road users
Dash cameras and camera monitor systems	Advanced emergency braking (AEB)	Occupant friendly interiors
Black box technology		Visual / acoustic warnings
		Information, warning and intervention systems

Leading by example

The Leeds Safer Roads Partnership will lead by example and ensure that our own vehicles (eg minibuses, fleet and so on) have the highest standards of safety features. Leeds City Council, for example, increasingly uses tools such as telematics and dashcams for its own vehicles. We may be able to support research and development in this area.

The public must be safe and comfortable when travelling in a licensed vehicle, and so we will license only those vehicles that meet our conditions and MOT standards. West Yorkshire Police neighbourhood policing teams (NPTs) work closely with the taxi and private hire licensing team to improve the safety of those vehicles. We will also work with the team to promote vehicle safety standards (such as Euro NCAP) and to continue their rigorous programme of vehicle safety checks.

Encouraging businesses and fleet operators to use safe vehicles

We will draw the attention of partners and other organisations to the many benefits of improving the safety of their fleets, including protecting staff from injury while driving for work and reducing insurance costs. We will encourage them to consider national vehicle safety schemes and to buy, hire and use vehicles with high safety specs (such as technology) to help their staff to drive more safely, reduce the risk and severity of collisions. In-vehicle technology such as dashcams can provide evidence should there be a crash, and capture video evidence of dangerous driving by others to submit to the police. We will encourage them to share key messages with their own stakeholders, using their own channels. Potential partners include the Travel Plan Network, Chamber of Commerce and fleet operators across the city, as well as other contracts such as car clubs.

Black boxes

There is an opportunity for us to link with driving instructors and insurance companies to help spread the word among about technology such as 'black boxes', which collect data about driving behaviour and adjust the cost of insurance accordingly, especially for younger drivers (17-24) who are, per mile driven, more likely to crash than more experienced drivers.

Supporting changes to vehicle standards to reduce crash likelihood and severity

Vehicle standards and technology have changed rapidly over the last 20 years and continue to do so. The partnership will continue to promote the benefits of new vehicle safety technology to partners, fleet operators and the public in general.

We will:

- **work with those who operate and drive public service vehicles**
- **explore options for working with WYCA on the bus fleet safety standards**
- **endeavour to build relationships with those working in industry to keep abreast of advancements in technology**
- **respond to and share relevant consultations**

See Delivery Plan for all short, medium and long term actions.

8. Post-collision Learning and Care

We will raise awareness of and learn from the devastating harm crashes cause to victims, their loved ones and the community. We will:

- **learn from crash investigation and share and act upon findings**
- **raise awareness of support services for victims and others impacted**
- **advocate for justice for victims of road collisions where there is crime or other culpability.**

The response following a collision can mean the difference between a slight injury and a serious one, between life and death. Early intervention care and support, delivered sensitively, professionally and appropriately, can help victims, families, friends and all those directly and indirectly affected by a crash. We need to consider all the possible ways in which we can support this stage of Vision Zero to save lives and eliminate serious injuries.

Although not directly covered by Vision Zero, we will do what we can to safeguard our road network to discourage people from taking their own lives there. We will work with organisations to identify areas of risk and explore how we can help to reduce or remove that risk.

8.1 Responding to a crash

The sooner a victim gets medical attention, the better. Every second counts. When a 999 call is made, a decision will be made about whether it is a Category 1 or 2 situation.

- CAT 1 call: If the casualty is unconscious or not breathing, the aim is to get there in 7 mins.
- CAT 2 call: For injuries that are serious but not life-threatening, the aim to get there in 18 mins.

Emergency response times also depend on other factors, including the number of calls received for the same incident, traffic congestion and other demands on the service.

The emergency services are subject to response standards and quality indicators. They work continually to identify ways to improve the response time to road collisions and minimise the time between the crash happening and providing medical care.

A partnership response

West Yorkshire Police (WYP), Yorkshire Ambulance Service (YAS) and West Yorkshire Fire and Rescue Service (WYFRS) work together to preserve life when a road traffic collision occurs.

The Yorkshire Ambulance Service may send:

- paramedic resource to assess, treat and transport casualties
- critical care paramedics for advanced assessment and treatment of more serious injuries
- an operational commander for scene-management if there are multiple casualties
- the Yorkshire Air ambulance
- British Association for Immediate Care (BASICS) doctors to help
- specially trained paramedics from the Hazardous Area Response Team (HART), that have extended training and equipment to allow assessment and treatment in hazardous areas.

WYP may send district officers and dedicated roads policing specialists. These officers are trained and equipped to:

- take control of, preserve and manage a collision scene

- deliver and co-ordinate emergency first-aid
- work with other emergency services
- take appropriate investigative action including witness and scene management and breathalyser/drug testing procedures
- administer specialist emergency tactical medical (tac-med) intervention techniques including defibrillation.

The WYP's Major Collision Enquiry Team (MCET) will attend the scene if the incident is reported as a fatal or potentially fatal collision.

The West Yorkshire Fire and Rescue Service protect people from serious harm in road traffic collisions. All appliances are equipped to deal with road collisions and officers provide:

- scene safety including fire, fuel and chemical spills
- vehicle and casualty stabilisation
- hydraulic cutting equipment and extrication
- first-aid.

It is important that people responding to road traffic collisions receive training and support to ensure they can deal with the situations that they might have to face.

To develop post collision response we will:

- **share learning about responses times**
- **support and learn from those who respond traffic crashes**
- **articulate the link between car use, congestion and pressures on emergency services.**

See Delivery Plan for all short, medium and long term actions.

8.2 Post-collision investigation and learning

For the most serious and fatal collisions, the impact on victims, the bereaved and many others is devastating. For those who survive as well as for those who love and care for them, life may never be the same again. Fatal crashes trigger investigations by different bodies such as the police, the coroner and the council. These overlap to a degree, which may seem confusing. Their purposes, though, differ:

- The police, Crown Prosecution Service and criminal courts identify and punish wrongdoing and deter others from committing traffic offences.
- Coroners help families to understand what happened and highlight lessons to be learned from a crash.
- Safeguarding professionals consider how the crash affects other people (siblings, for example).
- The council may want to find out how to manage the road network and traffic more safely.

By investigating what happened in a collision, we can learn what we could do to stop the same thing happening again and work out whether someone has broken the law.

West Yorkshire Police and Major Collision Enquiry Team (MCET)

In Leeds, WYP are responsible for investigating collisions. The UK has investigation branches for rail, aviation and maritime casualties. There is, however, no equivalent for roads, even though they account for many more injuries and deaths. Brake, a road safety charity, calls for a Road Collision Investigation Branch to be established to:

- recommend effective measures to stop deaths and injuries;
- support the police to pursue excellence in their crash investigations;
- develop standards and expertise in collision investigation, data recording and analysis.

For potential fatal and fatal road traffic collisions, the West Yorkshire Police Major Collision Enquiry Team (MCET) will conduct the investigation. These officers prepare the evidence needed for any criminal investigation. These specially trained officers and staff will investigate the cause of the fatal collision, gather evidence and present the case to the CPS (Crown Prosecution Service), which ultimately decides on any prosecution through the criminal court process. The offence of causing 'death by dangerous driving' is a crime equivalent in law to manslaughter. Leeds City Council works with the MCET team to identify any defects on the highway that may have contributed to the collision. The council will also review and recommend other actions that could help to prevent future tragedies.

The Coroner for Leeds

Coroners have a statutory duty to investigate all violent or unnatural deaths and will therefore conduct inquests into all road traffic fatalities (which are usually both violent and unnatural). A coroner relies on evidence from the police and other emergency services, and so it is usual for them to open and adjourn an inquest while they wait for the outcome of any criminal prosecution. The purpose of a coroner's inquest is to establish 'how the deceased came by his/her death' (it is not about blame or compensation). The inquest will establish these issues on the 'balance of probability' (not by the more stringent standards of criminal courts.) Significantly, the bereaved family is at the centre of an inquest. Members of the family have a legal right to see documents and question witnesses, either themselves or through legal representatives.

A subsidiary role for the inquest is to extract lessons. If a coroner is concerned that another death may occur in similar circumstances, a 'Prevention of Future Deaths Report' (PFD, also known as a 'Regulation 28 report') can be made to any organisation or individual that has the power to take remedial action. The coroner cannot compel anyone to act, but rather draws attention to a situation that causes concern. PFD reports may relate to matters such as road design, lighting or signage, or features relating to the vehicles involved. Consultation with the Coroner for Leeds has identified potential ways for Leeds City Council to help reduce delays in the investigation (such as sharing collision data).

Child Death Overview Panel

If a crash kills a child under 18, the Sudden Unexpected Death in Childhood (SUDIC) team quickly responds to identify any immediate learning and support for the family. A police liaison officer and SUDIC paediatricians will often visit parents at home together to answer questions and give information about further support. Schools across Leeds can also help siblings and request further specialist support if needed.

The outcome of this meeting is then presented to the Child Death Overview Panel (CDOP). This is a panel of key professionals from the local authority and other organisations. It includes the Leeds Clinical Commissioning Group, West Yorkshire Police, Leeds Teaching Hospitals Trust, Social Care, Leeds Community Health Care Trust and Public Health. Council officers from Highways and Transportation will be invited to help the panel develop any recommendations for the city.

The panel will use all the other information available, along with any other relevant information it has requested, to:

- establish what happened in the lead up to the fatality
- identify any local patterns
- work out what can be learned to prevent further deaths
- identify appropriate actions, interventions or recommendations
- ensure that families are appropriately supported.

The CDOP produces an annual report of all child deaths it has reviewed. This is available online.

Listening to victims and bereaved people

At Scrutiny Board in October 2021, three parents whose children were killed by road crashes shared powerful testimony. We will explore how to best to work alongside bereaved families to achieve change, guided by them as well as by bereavement and trauma specialists where appropriate.

To develop our post collision learning we will:

- **consider how post-crash professionals and processes could work more closely**
- **identify areas for improvement**
- **work with bereavement and trauma specialists to consider how families might be able to help us to develop and achieve Vision Zero**

See Delivery Plan for all short, medium and long term actions.

8.3 Raising awareness of support

The impact of a life-changing or fatal road traffic collision is profound and extensive, generating a raft of practical, procedural and emotional challenges for those affected. Raising awareness of appropriate services to provide support is critical to address immediate, short term and long-term challenges. The ripple effects of a life-changing or fatal collision may be felt by:

- the victim/s
- parents and carers, siblings, other relatives – grandparents, aunts and uncles, cousins etc
- close friends and wider friendship/social groups of all those affected
- neighbours and local residents
- faith communities, clubs, sports etc with connections
- nursery / school / college / university community – children, students, teachers, other staff
- work / professional community – colleagues, teams, workplace friends
- all the other people involved in the collision, those who saw what happened, witnessed the aftermath or tried to help
- people who work for the emergency services – police officers, fire and rescue officers
- the medical and health care professionals involved, at every stage and level, providing physical, mental and emotional care and support
- the professionals involved providing other kinds of support – financial, charities, legal services, investigative teams, local authority officers
- and more.

Family liaison officers

In the event of a sudden, unexpected death, the family or next of kin are likely to receive the initial notification from a uniformed police officer, who will then arrange for early contact with a WYP family liaison officer. These specially trained officers volunteer for this hugely important role. Their involvement with a family may last for months or even years, and the contribution they can make to post-collision care cannot be overstated. Officers can refer people to the National Road Victims Service for additional support.

National Road Victims Service

BRAKE, a national road safety charity, produces bereavement and serious injury guides for families. These are distributed by family liaison officers or professionals (such as those in Major Trauma Centres), who have first contact with road victims. Brake's accredited, trauma-informed National Road Victim Service (NRVS), funded in part by central government, is free and confidential. Upon referral (people can also self-refer), trained professionals conduct a triage to address any immediate safeguarding needs, working with other organisations as necessary to help victims get appropriate help at this worst possible time. A caseworker then provides support, advocate on behalf of the victim and their family and coordinate care for as long as is needed.

In North Yorkshire, a local National Road Victims Service support worker offers face-to-face support to victims, including help navigating the justice system (see below). Since implementation, demand for this service has grown by more than 500%, and so the service is reaching and supporting more people.

The LSRP will look at how to fund a support worker in Leeds or in West Yorkshire. This service could also offer support to schools, workplaces and communities that are hard to reach.

Support and Care After Road Death (SCARD)

Support and Care After Road Death and Injury (SCARD), based in West Yorkshire, is a national charity offering a huge variety of services to those bereaved or affected by a road death or serious injury. It is funded solely by donations and fund-raising activities. Trained volunteers run a free helpline and offers free professional counselling either in-person or online. The charity can also provide access to appropriate professional legal advice and offer support with statements and at inquests. There is a support pack with information covering issues such as counselling support, inquests and police and legal procedures. All staff and volunteers have experience of dealing with the trauma of a road death. The charity offers presentations to schools and businesses about the impact of road death. Every year, it holds an annual Oakleaf Service of Remembrance at Leeds Minster in November for anyone affected by road death or serious injury. In 2021 SCARD was awarded the Queen's Award for Voluntary Service.



RoadPeace

RoadPeace is a national charity for road crash victims, offers support to those affected by road crashes through their helpline, befriending service, trauma support programme, local group network and remembrance activities. It has an extensive range of post-crash legal guides that can help families navigate the criminal justice system, and its legal panel provides advice on civil compensation and offers pro bono inquest support. RoadPeace also campaign to improve victims' rights and the response of the criminal justice system to road danger, and for greater priority to be given to reducing the number of future victims. The North Yorkshire Police and Crime Commissioner recently funded RoadPeace to deliver local support services for victims. These include support groups for bereaved and injured victims, which meet every two months, and a 10-week trauma support programme for bereaved families.

Coroner Support Services

Volunteers from the Coroner Support Service support bereaved families and witnesses attending an inquest. They guide people through the coronial process, explain the role and remit of the coroner and signpost callers to local support agencies. As well as specific services for victims of road collisions, there are also other services. These include:

- Victim Support¹³
- Restorative Justice¹⁴

To raise awareness of support for road victims and those affected We will:

- **strengthen partnerships with road crash charities and organisations**
- **raise their profile so that eliminating road tragedy remains front and centre of Vision Zero.**

See Delivery Plan for all short, medium and long term actions.

8.4 Advocating justice for victims

No one expects their lives, or the lives of those they love, to be devastated by sudden, violent bodily harm sustained on a road in Leeds. When this does happen, victims and their families must receive timely professional support and advice covering a bewildering number of needs: medical, psychological, social, financial, legal and more.

Navigating the justice system

Those who suffer that fate or receive the news must often navigate the justice system quickly. This can be confusing and traumatic. (Bereaved families may, for example, struggle to understand why a fatal crash may not necessarily be a recordable crime.)

Voluntary support organisations fill this gap and help victims by providing information on the justice system, such as:

- post-collision procedures with police and the coroner
- victims' rights (as set out in the Victims' Code, 11.4.5)
- help with victim impact statements
- Coroners Court or Criminal Court attendances
- help seeking compensation for post-traumatic stress, loss of income and hardship.

To ensure this support is available to victims, a financial commitment to post-collision services for victims and all those affected in West Yorkshire is crucial.

'Victims' code'

Victims and close relatives are entitled to a number of protections and rights under the 'Victims' Code'.¹⁵ This is the right to be provided with information and support services, and applies, for example, to the NHS and the police. This code is about to become a Victims' Law putting the rights of victims into primary legislation. Services for victims of road crashes are, however, seriously underfunded compared to other victim support services.

There is a Victims' Commissioner for England and Wales covering all victims. We need to consider whether it would be appropriate to campaign for a West Yorkshire Victims' Commissioner with a specific

¹³ [Home - Victim Support](#)

¹⁴ [Restorative Justice Council | Promoting quality restorative practice for everyone](#)

¹⁵ [The Code of Practice for Victims of Crime in England and Wales and supporting public information materials - GOV.UK \(www.gov.uk\)](#)

focus on roads victims, as in London and West Midlands, with the remit to identify gaps in funding and support.

Using technology for justice

The Safe Vehicles and Safe Behaviours / People pillars advocate for the introduction of in-vehicle technology such as 'black box' devices that record and monitor driving behaviour to reduce the risk and severity of collisions. Operation SNAP also uses video and photographic evidence submitted by members of the public to report driving offences, so that the police establish if an offence has been committed. For victims, this footage or data can be used to assist with determining if a road crime has been committed. The MCET team can obtain this data as part of their investigation and help bring justice.

To advocate for justice for victims we will:

- **promote technology as a tool for post-collision justice**
- **advocate for financial commitment to post-collision services for victims**
- **consider the need for a West Yorkshire Victims' Commissioner**

See Delivery Plan for all short, medium and long term actions

Appendix: Examples of partnership organisations

Group	Example
Victims & families	Victims and families and families with 'lived experience' of the consequences of road crashes
Collision inquiry professionals	Professionals involved in collision investigation such as the Coroner for Leeds and the Major Collision Enquiry team
Support organisations	Charities and other organisations that support victims and their families such as Brake, SCARD (Support and Care After Road Death and Injury) and RoadPeace
Accessibility, equality and inclusion groups	Accessibility groups such as the Access User Ability Group (AUAG), which includes representatives from organisations such as the local branch of National Federation of the Blind of the UK and the Access Committee for Leeds
Vulnerable road user groups	Groups representing people who are more vulnerable to road traffic injury, such as the Motorcycle Action Group (MAG), the British Horse Society and the Leeds Cycling Consultation Forum
Professional bodies	Professional bodies including Road Safety GB and The Parliamentary Advisory Council for Transport Safety, Royal Society for the Prevention of Accidents (RoSPA)
Educational institutions	Leeds Children and Families Directorate and educational settings from nurseries to universities such as Leeds Institute of Transport Studies (ITS)
Transport operators and education	Transport and fleet operators, driving schools
Transport organisation	Organisations with a remit to promote active and sustainable travel, such as the West Yorkshire Combined Authority, Leeds Cycling Forum, Bikeability Trust, Living Streets, Modeshift and Sustrans
Employers	Employers through the Travel Plan Network and the Chamber of Commerce
Media	Local and regional newspapers, radio stations, television broadcasters, social media influencers

Action and Delivery Plan

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
VZ1	Publish an annual report to the Chief Officer, Highways and Transportation to record progress against the actions and measures to Chief Officer of Highways and Transportation.	Annually	Circa January (to allow full dataset for previous year)	LCC	Number of meetings Action/delivery plan progress
VZ2	Report on our progress to the council's Infrastructure, Investment and Inclusive Growth Scrutiny Board.	Annually	Date set by Board	LCC	Action/delivery plan progress
VZ3	Hold meetings of the Leeds Safer Roads Partnership and regularly review membership.	Every 6 weeks	Ongoing	LCC	Number of meetings
VZ5	Set up a Vision Zero expert panel to share information, guide the development of the strategy and action plan.	Meetings held as required	Commence 2022	LSRP	Number of meetings
VZ6	Update the Vision Zero 2040 Action/Delivery Plan biennially with a short, medium, long term prioritised programme of actions and works.	Every 2 years	2024	LSRP	Delivery of updated plan
VZ7	Develop Vision Zero kitemark or programme to recognise best practice in safe behaviours and design.	n/a	2023	LSRP	Delivery of programme
VZ8	Identify local and regional organisations to engage with, including road users who are more vulnerable to traffic	Ongoing	Commence 2022	LSRP	Number of new partnerships

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
	injury, drivers and people, ensuring diversity and equality in our approach.				
VZ9	Launch a Leeds Safer Roads website to outline responsibilities for addressing road danger in Leeds, share headline CRaSH data and provide a facility for people to suggest road safety improvements.	n/a	Commence 2022 Deliver 2023	LCC	Delivery of website Number of visits
DAT1	Revise casualty data in line with the DfT's adjustments and use full adjusted 5-year data set when available.	As available	Ongoing	LCC	Quarterly crash data report
DAT2	Carry out in-depth analysis of data to understand who is causing the harm, the factors contributing to KSI collisions and to identify emerging issues that cause death and serious injury on our roads.	Quarterly	Commence 2022 Deliver 2023	LCC	Quarterly report
DAT3	Monitor emergence of casualties on different types of bike (including e-bikes), e-scooters, quad bikes etc	As available	Commence 2022	LCC	Quarterly report
DAT4	Compile list of potential sources of further data and review as they emerge.	Ongoing	Short-term	LSRP	Delivery of programme
COM1	Develop a workshop for media professionals on how to best communicate about collisions.	Annually	Commence 2022	LSRP	Delivery of programme
COM2	Provide communications outlining important updates to the Highway Code.	As required	Ongoing	LSTP	Proportion of updates communicated

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
COM3	Deliver local, regional and national events and campaigns throughout the year.	As they occur	Ongoing	LSRP	No of people reached
COM4	Work closely with West Yorkshire Police to communicate any changes to mobile phone legislation and support their commitment to enforcing this.	As required	Ongoing	LCC WYP	No of people reached
COM5	Communicate the outcomes of police operations to raise awareness and deter dangerous driving behaviours.	As they occur	Ongoing	LSRP	Number of people reached
COM6	Encourage all road users to make use of Operation SNAP to report dangerous driving.	Ongoing	Commence 2022	LCC WYP	Number of reports Number of prosecutions
COM7	Promote awareness of consultations and changes to regulations or standards to partners and relevant organisations within Leeds.	As they occur	Ongoing	LSRP	Number of partners / organisations shared with and response rate
COM8	Explore and use new ways to reach road users to engage with and communicate safe and sustainable travel messaging	Ongoing	Commence 2022	LCC	Number of people reached
BEH1	Develop data-led interventions, education, communications and campaigns aimed at changing dangerous road user behaviours and supporting vulnerable road users	Quarterly	Ongoing	LCC	Quarterly reports
BEH2	Develop and deliver data-led police operations to tackle speeding, dangerous driving behaviour, anti-social vehicle behaviour and stolen vehicle offences.	As required	Short-medium term	LSRP	Operations delivered Number of prosecutions

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
BEH3	Work with partners such as Public Health, to support groups most at risk from dangerous driving offences, for example – drug and alcohol addiction services.	Every 6 months	Short-medium term	LSRP	Number of people reached
BEH4	Promote alternatives to driving, such as taxis, rideshare services, designated drivers, and public transport and explore new ways to spread the message.	Ongoing	Ongoing	LCC	No of people reached
BEH5	Carry out research and identify ways to support safe and active travel for all vulnerable road users in Leeds	Annually	Commence 2023	LCC	
BEH6	Deliver 'Close Pass' initiatives with WYP targeting drivers passing horses and cyclists.	As available	Spring/summer	WYP	No of operations delivered
BEH7	Work with partners in health, schools, nurseries, children's centres to educate staff and communities about child car seat legislation (including car-seat fitting sessions).	Annually	2022	LSRP	Number of sessions delivered Number of people reached
BEH8	Identify health professionals and support organisations to prevent deaths and injuries on our roads from self-harm.	Annually	Short-medium term	LCC	No of people reached
BEH9	West Yorkshire Police will continue to address the issue of road death and injury resulting from people driving stolen vehicles and hit and run crashes through coordinated efforts, with the support where appropriate of other partners.	Ongoing	Ongoing	WYP	TBC

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
BEH10	Apply for and use powers under Part 6 of the Traffic Management Act 2004 to enforce moving traffic offences once the powers are available.	As available	Expected 2022	LCC	Number of prosecutions
BEH11	Meet regularly with the British Horse Society and other rider organisations to identify ways to reduce risks and hazards, expand delivery of education, interventions and campaigns.	Every 6 months	Commence 2022	LSRP	Number of meetings
BEH12	Meet regularly with the Motorcycle Action Group other rider organisations to identify ways to reduce risks and hazards, deliver education and awareness-raising activities.	Every 6 months	Commence 2022	LSRP	Number of meetings
EDU1	Regularly review and coordinate delivery of road safety education and training for delivery to a range of audiences and settings.	Every 2 years	2022	LSRP	Number of sessions delivered Number of people reached
EDU2	Work in partnership with Leeds Children and Families directorate to identify ways to integrate safe and sustainable travel training into the curriculum.	Every 6 months	Commence 2022	LSRP	Number of meetings
SPD1	Continue to assess sites and submit locations for new safety cameras to the West Yorkshire Casualty Prevention Partnership.	Ongoing	Ongoing	LCC WYCPP	Number of requests Number of new sites approved for installation
SPD2	Identify and assess new locations for mobile speed cameras for approval by the West Yorkshire Casualty Prevention Partnership.	Ongoing	Ongoing	LCC WYCPP	Number of requests

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
SPD3	Work with West Yorkshire Casualty Prevention Partnership to consider installing average speed cameras.	Ongoing	Ongoing	LCC WYCPP	Number of new sites approved for installation
SPD4	Continue to respond to requests for reviews of speed limits and signpost people to the process.	Ongoing	Ongoing	LCC	Number of requests received and responded to
SPD5	Respond to DfT consultation or updates to the criteria for camera placement and work with the West Yorkshire Casualty Prevention Partnership accordingly.	As required	As required	LSRP	Changes to national policy
SPD6	Continue to progress with works to reduce mean speeds at 20mph sites.	Ongoing	Ongoing	LCC	Proportion of programme delivered
SPD7	Update the citywide review of speed limits every five years.	Every 5 years	2023	LCC	Updated programme
SPD8	Respond to requests to install/maintain speed limit repeater signs to remind drivers about the speed limit in accordance with DfT guidance.	Ongoing	Ongoing	LCC	Delivery of programme
SPD9	Identify, consider and implement new solutions to speed compliance and build partnerships with experts in this field.	As available	Ongoing	LSRP	Delivery of programme
SPD10	Review and relaunch the community speed awareness scheme and prepare a community guide about how to deal with local speed problems and information about SID machines.	Every 2 years	2022	LSRP	Delivery of programme Number of people reached

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
SPD11	Identify ways to work closely with the community through neighbourhood police teams and local councillors to understand where speeding occurs.	Ongoing	Commence 2022	LSRP	Delivery of programme
SPD12	Consider the introduction of technology in partnership fleets to encourage greater speed compliance.	Annually	2023	LSRP	Proportion of fleet with speed limiting technology
SPD13	Use automatic count data to measure impact of speed reduction measures on our roads.	Quarterly	Commence 2022	LCC	Speed compliance on local roads
SPD14	Promote speed awareness courses to organisations and key target groups.	As available	2023	LCC	No of people reached
RDS1	Continue to deliver and develop the annual Casualty Prevention Programme.	Annually	Ongoing	LCC	Number of sites
RDS2	Continue to develop and deliver the annual pedestrian crossing programme and signpost people about how to make requests.	Annually	Ongoing	LCC	Number of sites
RDS3	Install technology at signalised crossings to support pedestrians.	Ongoing	Ongoing	LCC	Number of sites
RDS4	Research and trial technology/new methods of predicting and preventing collisions on our roads and feed outcomes into relevant programmes for casualty prevention.	As available	Ongoing	LSRP	Number of programmes/trials participated in

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
RDS5	Develop the network of VMS signs and display messages about road safety.	Annually	Ongoing	LCC	Number of sites
RDS6	Identify locations for School Streets, active travel neighbourhoods and other interventions to engender safe and sustainable travel and mode shift	Ongoing	Ongoing	LCC	Number of sites
VEH1	Identify effective ways to communicate safe vehicle messages to professional drivers and fleet operators.	Annually	Ongoing	LSRP	No of people reached
VEH2	Hold events as part of national awareness campaigns to remind drivers to check the roadworthiness of vehicles and encourage organisations with fleet to hold regular events to promote safe vehicles.	Annually	Ongoing	LSRP	No of people reached
VEH3	Develop links with DVSA to work in partnership to improve safety standards for goods vehicles.	Annually	2022	LSRP	Partnership set up
VEH4	National Highways will develop data-led vehicle safety enforcement and compliance checks.	Ongoing	Ongoing	NH WYP	No of operations
VEH5	Include vehicle specifications/trial technology that promotes safe driving, protects occupants inside the vehicle and reduces the severity of impact on road users outside the vehicle.	Ongoing	2023	LSRP	Proportion of vehicles with safety technology
VEH6	Request that WYCA consider the introduction of a bus safety standard to ensure that the safest buses are driven throughout the district and to reduce casualties on PSVs.	2022	2023	LSRP	Meetings held

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
VEH7	Work in partnership taxi and private hire drivers to trial technology in vehicles that protects drivers and other road users.	As available	2024	LSRP	Proportion of vehicles with safety technology
VEH8	Work with driving instructors and insurance companies to help spread the word among younger drivers about technology such as 'black boxes'.	Annually	2023	LSRP	Delivery of programme
VEH9	Respond to consultations relating to improvements in vehicle standards and legislation either individually or as a partnership.	As published	Ongoing	LSRP	Number of consultations Proportion responded to
PCR1	Emergency services continually to identify ways to improve the response time to road collisions to minimise the time between the collision and the provision of care.	As required by governing bodies	Ongoing	WYP, WYFS, YAS	Average response times
PCR2	Signpost support services for post-collision care to victims and their families and raise awareness of support services available to emergency services staff who respond to road collisions.	Ongoing	2022	LSRP	Estimated number of people reached
PCR3	Review our approach to collision investigation to incorporate best practice and to understand the causes and contributing factors better.	Every 2 years	2023	LCC, WYP	Proportion of recommendations implemented
PCR4	Work with the Coroner for Leeds to identify ways to share data quickly to reduce delays in the investigation.	Ongoing	Immediately	LSRP, Coroner	Proportion of recommendations implemented

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
PCR5	Collate, implement and action the recommendations of the post-collision investigation reports from the police, coroner and Child Death Overview Panel.	Ongoing	Immediately	LCC	Proportion of recommendations implemented
PCR6	In a trauma-informed way, draw on the experiences of victims and their families and all others affected to support behaviour change and post-collision learning and consider how these might support wider communications plan and education.	Every 2 years	2022	LSRP	Estimated number of people reached
PCR7	Meet regularly with road crash charities organisations that help victims and those affected.	Every 6 months	2022	LSRP	Estimated number of people reached
PCR8	Explore funding opportunities to make a financial commitment to support post-collision care for victims and all those affected in West Yorkshire including grant-funding opportunities to carry out research.	Ongoing	2022	LCC, WYSR	Amount of funding made available Number of applications
PCR9	Consider whether to lobby either for a National Road Victims' Commissioner with a focus on road danger or an increase in the powers of the current Victims' Commissioner.	As required	Ongoing	LSRP	Change to national policy
PCR10	Advocate for the inclusion of in-vehicle and other technology, better drug-testing and stricter drink-driving laws to help bring justice for victims of road collisions	As required	Ongoing	LSRP	Preparation of a response

Acronyms

ANPR	Automatic number plate recognition
ASB	Anti-social behaviour
ATN	Active-travel neighbourhood
AUAG	Access User Ability Group
BASICS	British Association for Immediate Care
CBT	Compulsory basic training (for PTW riders)
CDOP	Child Death Overview Panel
CEL	Civic Enterprise Leeds
CLOCS	Construction Logistics and Community Safety
CPS	Crown Prosecution Service
CRaSH	Collision Reporting and Sharing System
CRSTS	City Region Sustainable Transport Settlement
DfT	Department for Transport
DVSA	Driver and Vehicle Standards Agency
FORS	Fleet Operator Recognition Scheme
GDPR	General Data Protection Regulation
HART	Hazardous Area Response Team
HGV	Heavy goods vehicle – goods vehicle with a gross vehicle weight of over 3.5 tonnes
ITB	Influencing Travel Behaviour

ITS	Leeds Institute of Transport Studies
KSI	Killed or seriously injured
LASBT	Leeds Anti-social Behaviour Team
LCC	Leeds City Council
LCWIP	Local Cycling and Walking Infrastructure Plan
LGV	Light goods vehicle – a commercial motor vehicle with a gross weight of 3.5 tonnes or less
LPTIP	Leeds Public Transport Investment Programme
LTN	Low-traffic neighbourhood
LTP	Local Transport Plan
LSRP	Leeds Safer Roads Partnership
MAG	Motorcycle Action Group
MCET	Major Collisions Enquiry Team
NDORS	National Driver Offender Retraining Scheme
NPCC	National Police Chiefs Council
NPTs	Neighbourhood policing teams
NRVS	National Road Victims Service
NYSRP	North Yorkshire Safer Roads Partnership
PACTS	Parliamentary Advisory Council for Transport Safety
PCSO	Police community support officer
PFD	Preventing Future Death (report)
PSV	Public service vehicle

PTW	Powered two-wheelers
RoSPA	Royal Society for the Prevention of Accidents
RPU	Roads Policing Unit
RTC	Road traffic collision
SCARD	Support and Care After Road Death and Injury
SCP	School-crossing patrol
SID	Speed indicator device
SPARC	Supporting Police Action to Reduce Road Casualties
SRN	Strategic road network
STORM	System for Tasking and Operational Resource Management
SUDIC	Sudden unexpected death in childhood
TCF	Transforming Cities Fund
TPHL	Taxi and private hire licensing
VMS	Variable message sign
VRU	Vulnerable road user
WYCA	West Yorkshire Combined Authority
WYFRS	West Yorkshire Fire and Rescue Service
WYP	West Yorkshire Police
WYSR/P	West Yorkshire Safer Roads / Partnership
YAS	Yorkshire Ambulance Service NHS Trust