

# City Region Sustainable Transport Settlement: Casualty Reduction Programme 2022/23

Date: 04 May 2022

Report of: Traffic Engineering Manager

Report to: Chief Officer (Highways & Transportation)

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## What is this report about?

### Including how it contributes to the city's and council's ambitions

- This report details a programme of engineering works designed to reduce the number of casualties on the public highway, in line with the Council (as local Highway Authority)'s statutory duties under the Road Traffic Act 1988 to prepare and implement such measures.
- This supports the Best City Priorities of the Best Council Plan, primarily Sustainable Infrastructure, Child-Friendly City and Safe, Strong Communities.
- In 2021, a two-year programme of road safety works was identified and approved and this report details the progress of this programme and provides a further update. The report sets out a further two year programme of engineering works and feasibility studies identified through road safety studies and analyses conducted in the last year. This is an efficient and cost effective approach to delivering these road safety projects.

## Recommendations

The Chief Officer is requested to:

- i) Note the contents and recommendations of this report including the continued application of the innovative approach to road casualties looking beyond the traditional 'sites' and 'lengths' processes;
- ii) Note the work undertaken over the 2021/22 financial year with respect to the previously approved casualty reduction programme;
- iii) Review and approve the prioritised list of targeted KSI casualty reduction programme and give authority to commence the detailed design, consultation and implementation of the schemes described in Appendix A to this report;
- iv) Give authority to incur expenditure of £650,000 to deliver 5 schemes identified in this year's KSI reduction programme as detailed in Appendix A and the feasibility, initial design and costings of further schemes for the 2022/23 KSI works programme;

- v) Give authority to request the City Solicitor to draft and advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in Appendix A, and if no valid objections are received, to make, seal and implement the Orders as advertised;
- vi) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that relevant lengths of footway proposed as cycle tracks (detailed in Appendix A) are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians: and
- vii) To receive such other and further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals.

### **Why is the proposal being put forward?**

- 1 Leeds City Council as the Highway Authority for Leeds has statutory duties under the Road Traffic Act 1988 (RTA 1988) to prepare and carry out a programme of measures designed to promote road safety.
- 2 The RTA 1988 (section 39) states that local authorities must undertake studies into accidents arising out of the use of vehicles on the roads or parts of roads for which they are responsible, and take such measures as appear appropriate to prevent such accidents, including the improvement, and / or maintenance and repair of these roads.
- 3 Historically these programmes of works have been considered on an annual basis, however in recent years a new approach has introduced a rolling two-year programme of feasibility, design and construction.
- 4 From April 2022, casualty reduction funding in Leeds will be provided from the City Region Sustainable Transport Settlement, which replaces the Local Transport Plan settlement.

### **Current Casualty Figures for 2021**

- 5 As noted in the 2021 report, traffic volumes on roads in Leeds and elsewhere in the UK were significantly reduced in 2020 due to national Covid-19 lockdowns and other restrictions and recommendations about travelling and meeting. This led to a significant downturn in the numbers of casualties on the highway network in Leeds. This also reflected a wider, national trend).
- 6 Regular travel on the highway resumed in 2021 following the relaxing and alteration of Covid-19 restrictions, with traffic volumes increasing back towards pre-pandemic levels (current data for Feb 2022 indicates traffic at around 85% of 2019 levels). As a likely function of this increase in traffic volumes, casualty numbers on roads in Leeds have returned to levels comparative to the pre-pandemic period.

## Fatal Casualties

- 7 In 2021 19 road users were killed in Leeds. The comparative totals for recent years are shown below:

Table 1: Fatal casualties by year

2018	26
2019	22
2020	11
2021	19

- 8 As noted in the previous report and above, the 2020 reduction should be treated with caution as it very likely reflects the significant reduction in traffic volumes and not an inherent trend in the data. Comparison with the 2018 and 2019 figures is more appropriate.

## Killed or Seriously Injured (KSI) casualties

- 9 The combined number of people killed and seriously injured (KSI) has risen to 405 from 231 in 2020. The 2021 total is higher than 2019 and 2018 totals which were 356 and 337 respectively.
- 10 The rise in KSI casualties against 2019 (the last normal year) is almost entirely due to an increase in KSI collisions among car occupants with a 40% increase in 2021. By the same comparison, pedestrians are up 5%, cyclists are down 24% and motorcyclists down 13%.

## Casualties of all severities

- 11 In 2021, there were 1,786 casualties in collisions on roads in Leeds, an increase on last year (1,243) though still lower than 2019 and 2018 (1,907 and 1,994). The number of slight injuries rose from 1012 to 1381, though again, this is still lower than 2019 and 2018 (1551 and 1657).

Table 2: Casualties of all severities by year

	severities	KSI	Fatal	s	Slight
2018	1994	337	26	311	1657
2019	1907	356	22	334	1551
2020	1243	231	11	220	1012
2021	1786	405	19	386	1381

## Casualty data for the selected programme

- 12 The programme detailed in this report covers 5 projects with 5 year collision data set out below:

Table 3: Casualty data for 2022/23 programme

	Slight	Serious	Fatal	<b>Total</b>
Chapelton Road	49	12	1	<b>62</b>
Regent Street	32	8	0	<b>40</b>
Meanwood	12	2	0	<b>14</b>
Harehills Road	47	6	0	<b>53</b>
20s programme (locations to be confirmed)	0	0	0	<b>0</b>
<b>Total</b>	140	28	1	<b>169</b>

### Development of the annual programme

- 13 Historically the annual Casualty Reduction programme was based primarily on the Sites and Lengths for Concern reports, which were produced on an annual basis and detailed those locations with the greatest road safety issues.
- 14 The success of Leeds City Council as the Highway Authority in addressing these Sites and Lengths has resulted in new evaluation methods being employed, in order to identify other areas where casualties are occurring. Recent years have seen Leeds City Council using a more holistic review of 'lower order' sites and lengths using a lower intervention criteria, and supplementing this with a thorough collision cluster analysis to identify and address underlying causes of road casualties through small to medium scale intervention.
- 15 For the 2021/22 programme a full and comprehensive injury collision analysis was conducted for the following criteria:-
- Sites for Concern (15+ recorded injury collisions within a 5 year period).
  - Lengths for Concern (10+ recorded injury collisions within a 5 year period plus a casualty road rate above 100% of the expected rate for a road of that class).
  - 'Low Order' Sites for Concern (between 10 and 14 recorded injury collisions within a 5 year period).
  - 'Low Order' Lengths for Concern (between 10 to 14 recorded injury collisions within a 5 year period).
  - KSI cluster site (3 or more KSI collisions within a 100m radius).
  - KSI cluster site (3 or more pedestrian collisions within a 30m radius).
  - KSI cluster site (3 or more pedal cycle collision within a 30m radius)
  - KSI cluster site (3 or more collisions within 100m of a bend)
  - KSI cluster site (3 or more child collisions within 50m)
  - KSI cluster site (4 or more collisions in the dark within 30m)
  - KSI cluster site (3 or more KSI involving vulnerable road users within 30m radius)
- 16 Each identified location has been assessed for its deliverability and for their general value for money in terms of being able to deliver realistic casualty reduction improvement. The schemes were also compared against the general aims of the overarching LTP transport themes in order to enable comparison to be made of the range of benefits of each scheme. (These themes are Road Safety, Economic Growth, Sustainable Travel Choices, Congestion Issues and Equality of Accessibility).

- 17 The outcome of supporting this report is a justifiable and evidence based approach to the identification and listing of a casualty reduction programme that is aimed at reducing recorded injury collisions into the future within Leeds.

### Previous 2 year programme and work to date

- 18 The outcomes of the approved 2 year programme of projects for 2021/22 is detailed in Table 1 in Appendix B.

### What impact will this proposal have?

**Wards Affected: Chapel Allerton, Gipton & Harehills, Little London & Woodhouse, Moortown, Weetwood**

Have ward members been consulted?  Yes  No

- 19 This report is seeking authority to take forward an agreed programme of City Region Sustainable Transport Settlement – Casualty Reduction schemes as part of a further two-year programme. This programme will include a package of schemes for delivery in 2022/23, and further feasibility studies in 2022/23 which will aim to develop further schemes for delivery as part of the 2023/24 programme.
- 20 This approach has been adopted for recent Casualty Reduction programme and has generally proved successful – albeit with some difficulties in recent years noted above. In general terms the approach allows a short term ‘pipeline’ of casualty reduction projects and maintains flexibility in design and delivery.
- 21 Expected casualty reduction is set out below:

Table 4: Expected casualty reduction

	Existing 5 year collision record	Expected 5 year collision saving	Value of collision savings (5 year)
Chapelton Road	62 (1 fatal, 12 serious, 49 slight)	33 (8 serious, 25 slight)	£2,592,872
Regent Street	40 (8 serious, 32 slight)	23 (5 serious, 17 slight)	£1,654,865
Meanwood	14 (2 serious, 12 slight)	5 (1 serious, 4 slight)	£354,949
Harehills Road	53 (6 serious, 47 slight)	30 (5 serious, 25 slight)	£1,854,545
<b>Totals</b>	<b>169 (1 fatal, 28 serious, 140 slight)</b>	<b>91 (19 serious, 71 slight)</b>	<b>£6,448,231</b>

Collision values based on *Department for Transport RAS60001: Average value of prevention per reported casualty and per reported road accident* (Fatal £2,120,669; Serious £246,109; Slight £24,960)

- 22 Initial cost estimates have been prepared for the 2022/23 programme of schemes and a recommended prioritised list (Appendix A) has been developed to enable schemes to be moved forward through design and consultation to implementation.
- 23 The prioritisation assessment has identified that 5 schemes can be delivered, either in full or as part of a two-year delivery, against the current £650,000 allocation for the 2022/23 budget year. Additional feasibility studies will be developed throughout the year as resources allow.

## City Region Sustainable Transport Settlement 2020/21 budget

24 The 2022/23 new financial year budget is shown below.

- 2020/21 funding from City Region Sustainable Transport Settlement £ 650,000

Total Casualty Reduction budget for 2022/23 **£ 650,000**  
(Excluding Annual Pedestrian Crossing programme,  
which has a separate approval).

### Scheme authorisation and reporting procedure

- 25 Subject to the approval of this report, all schemes in the programme will be reviewed with the Chief Officer (Highways and Transportation) on a monthly basis via the TRANSTAT reporting system. The reporting and review of any contentious issues which may arise as part of the consultation and design process will be reported back to the Chief Officer (Highways and Transportation) via the Highway Board process for consideration. Where any scheme results in objections (namely Traffic calming schemes and Traffic Regulation Orders (Movement or Speed Limit)) these will be reported back with recommendations to the Chief Officer (Highways and Transportation) for a formal decision via the normal objection reporting process.
- 26 **Programme** – Subject to approval being granted, it is proposed to design and consult on the schemes, advertise any related draft Traffic Regulation Orders and implement the works across the 2022/23 and 2023/24 financial years.

### What consultation and engagement has taken place?

- 27 The Executive Member for Infrastructure and Climate was briefed on the programme on 15<sup>th</sup> March 2022.
- 28 Individual ward members, emergency services, local residents and the West Yorkshire Combined Authority will be consulted as part of the development and implementation of each individual project.
- 29 The progress of the overall programme and each individual scheme will be monitored by the Chief Officer (Highways and Transportation) and Heads of Service via a regular presentation/ update on a monthly basis via the TRANSTAT meeting. This process covers scheme design, consultation, statutory process and project delivery.
- 30 Safety Audits will be conducted for all schemes and where any road safety concerns are identified and which cannot be resolved to a satisfactory outcome prior to the commencement on site, these will be submitted to mini- SMT to review

### What are the resource implications?

- 31 The casualty reduction budget for 2022/23 comprises £650,000. This will facilitate the delivery of the four schemes detailed in this report.
- 32 Traffic Engineering will deliver the projects as part of their annual programmes for 2022/23 and 2023/24

## **What are the legal implications?**

- 33 As noted above, the Highway Authority for Leeds has statutory duties under the Road Traffic Act 1988 to prepare and carry out a programme of measures designed to promote road safety. The proposals detailed in this report fulfil that statutory duty.
- 34 There will be some Traffic Regulation Orders required to deliver these projects and these are detailed in Appendix A. These will be introduced using the powers contained within the Road Traffic Regulation Act 1984, the Highways Act 1980 and the Local Government Miscellaneous Provisions Act 1976. Further, the procedural steps undertaken will comply fully with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

## **What are the key risks and how are they being managed?**

- 35 Feasibility design has taken place on the projects detailed in Appendix A and delivery risks have been minimised through this process.
- 36 There remains a risk that objections are received to the proposed designs, either at consultation or legal advertisement stages, which could delay scheme delivery whilst resolution discussions are undertaken.

## **Does this proposal support the council's 3 Key Pillars?**

Inclusive Growth                       Health and Wellbeing                       Climate Emergency

- 37 The package of casualty reduction measures detailed in this report (noting its place in a successful ongoing programme of annual works) will further reduce the number and severity of collisions on the public highway in Leeds. This will make the highway safer and more accessible to all users supporting the 3 Key Pillars identified by the council.
- 38 More specifically, the package supports Inclusive Growth by reducing the impact road safety concerns have on vulnerable road users. It supports Health and Wellbeing by directly reducing the number and severity of collisions and in the wider context by providing a road environment more conducive to active travel choices (and hence to healthier lifestyles). This improvement for active travel choices also reduces the dependence on the private car and supports the Climate Emergency.

## **Options, timescales and measuring success**

### **a) What other options were considered?**

- 39 None.

### **b) How will success be measured?**

- 40 Annual assessment of the individual locations listed in Appendix A will take place and is expected to show demonstrable reductions in the number and severity of casualties following the engineering works.
- 41 This will support the wider reduction in casualty numbers discussed above and will influence long term trends across the city.

### **c) What is the timetable for implementation?**

- 42 The works detailed in this report will be delivered across two years, 2022/23 – 2023/24, with the majority of works expected in the 2022/23 financial year.

## **Appendices**

- 43 Appendix A: 2022/23 Casualty Reduction Programme
- 44 Appendix B: Review of 2021/22 Casualty Reduction Programme
- 45 Appendix C: EDCI Screening

## **Background papers**

- 46 N/A