

# Leeds Safe Roads Vision Zero 2040 Strategy and Action Plan (2022-25)

Date: 21 September 2022

Report of: Director of City Development

Report to: Executive Board

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

The Leeds Safe Roads Vision Zero 2040 Strategy (the “Strategy”) sets out our ambition that by 2040 no one is killed or seriously injured on the roads in Leeds.

This report presents the Strategy for adoption following an extensive consultation and engagement exercise between March and April 2022.

An Action Plan has been developed which details the specific actions, policy, and infrastructure we are going to develop to ensure we work towards the overarching objectives to achieve our ambition.

This report seeks the adoption of the Leeds Safe Roads Vision Zero 2040 Strategy and associated Action Plan 2022-25.

## Recommendations

- a) Agree to the adoption and publication of the Leeds Safe Roads Vision Zero 2040 Strategy and first Action Plan 2022-25.
- b) To note that an Annual progress report will be presented.
- c) Agree that the Director of City Development alongside the Chief Officer Highways and Transportation will lead on implementing the delivery of the Leeds Safe Roads Vision Zero 2040 Strategy and Action Plan.
- d) Note that future funding required to achieve our Vision Zero ambition in Leeds will be identified through work on delivery plans.

## What is this report about?

- 1 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.**
- 2 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.
- 3 Between 2017 and 2021, road crashes in Leeds killed 93 people and seriously injured another 1,562 (1,655 in total). Behind each statistic, there is a personal tragedy, someone whose health has been impacted or life cut short, families and loved ones traumatised and bereaved and other impacts on those who have witnessed and/or been involved in dealing with the incident on site, particularly amongst the emergency services.
- 4 Recognising that if we continue on the current trajectory the target of achieving Vision Zero will take many years to achieve and if we wish to achieve our stated ambition, an entirely new and different approach is needed. 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.
- 5 In response, the Leeds Safe Roads Partnership (LSRP) developed the Draft Leeds Safe Roads Vision Zero 2040 Strategy outlining the new approach. The Partnership works with teams, departments and agencies associated with road casualty prevention and safe roads activities in Leeds and includes representatives from West Yorkshire Police (WYP), West Yorkshire Fire and Rescue Service, Yorkshire Ambulance Service, National Highways and 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.
- 6 The 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.

### Public consultation

- 7 Following endorsement by Executive Board in February 2022 the Draft Strategy was published and has been subject to an extensive public consultation and engagement exercise. The Consultation Report is contained within Appendix 1 and summarises the consultation activity and communications, survey responses and feedback, stakeholder submissions and a 'you said, we did' chapter.
- 8 Common themes in the consultation feedback were identified and the Vision Zero Expert Panel was consulted about how best to address this to ensure confidence in the Strategy and Actions.

Feedback	Leeds Safe Roads Partnership response
<p><b>The ambition of 'zero' is unattainable</b></p>	<ul style="list-style-type: none"> <li>• People may regard the vision set by Leeds as an ambitious target, but this is about protecting life and is necessary.</li> <li>• Death and serious injury is still considered by some, incorrectly, to be one of the costs of mobility. The sentiment around 'are road deaths acceptable' demonstrates that a culture shift is needed.</li> <li>• The target of zero is the right target.</li> </ul>
<p><b>It will be difficult to achieve this ambition</b></p>	<ul style="list-style-type: none"> <li>• The ambition cannot be achieved solely by the Leeds Safe Roads Partnership (LSRP); it's crucial to work with others, too.</li> <li>• An early priority will be to focus on the cross-agency coordination/ cooperation and the completion of projects at a district level.</li> </ul>

Feedback	Leeds Safe Roads Partnership response
	<ul style="list-style-type: none"> <li>The Council needs to maximise the benefit of our collective knowledge and expertise. The expert panel will help to shape the final Strategy and interventions in a meaningful way and provide feedback.</li> </ul>
<b>Responsibility for road safety is unclear</b>	<ul style="list-style-type: none"> <li>The LSRP needs to be clear about responsibilities for delivery of the actions and interventions.</li> </ul>
<b>Need to focus on issues around deprivation and identify who is causing road harm</b>	<ul style="list-style-type: none"> <li>Further data gathering and analysis is required to identify who is causing harm. This includes working in partnership with West Yorkshire Combined Authority and West Yorkshire Police to develop datasets and asking for changes at national level to ensure the data we need is recorded.</li> </ul>
<b>Consultation</b>	<ul style="list-style-type: none"> <li>LSRP needs to build activities to reach people/groups that did not come forward during the consultation, who are harder to reach, particularly those who have been affected by road death.</li> </ul>
<b>Communication</b>	<ul style="list-style-type: none"> <li>Communications must be stronger; this will be central to a successful Strategy and is a powerful tool to shape future behaviours.</li> <li>LSRP need to keep people informed about the work, interventions, progress and outcomes to build trust and show our commitment.</li> <li>Collaborate with other authorities to lobby at the highest level for change together and the combined power of the authorities.</li> <li>Use national campaigns to do this – more effective than local campaigns.</li> </ul>
<b>Commitment</b>	<ul style="list-style-type: none"> <li>The Expert Panel stressed that senior executive staff at Leeds need to give this Strategy the prominence it needs.</li> <li>Leeds City Council must lead by example and adopt collision prevention technology and advanced driver training.</li> <li>Vision Zero must filter through Council programmes</li> </ul>
<b>Actions and timelines</b>	<ul style="list-style-type: none"> <li>The Strategy timelines need to be clearer. Targets should be set for achieving actions rather than KSI reduction.</li> <li>There is the danger that 2040 suggests there is no immediate responsibility, so there is a need for targets for certain actions.</li> </ul>

### Changes to the Strategy following consultation

- 9 To achieve the ambition and demonstrate commitment to the ambition, the Strategy (Appendix 2) contains 'big moves' that we will focus on in the next three years (2022-2025) and this will lay the foundations for our future work. The key areas of change resulting from the consultation:
- a) **Adopt 'Fatal Five' (rather than Fatal Four):** add 'careless and dangerous driving', arguably the riskiest of driving behaviours.
  - b) **Investigate a maximum speed limit of 50mph on faster roads:** higher speeds lead to sharp increases in the total number of crashes of all severities (this includes minor injuries). The LSRP will investigate if a maximum speed limit would be beneficial on identified roads.
- 10 The Action Plan (Appendix 3) has been further developed to incorporate SMART goals/actions, funding and status. Advice from the Expert Panel confirmed that we should measure delivery of the actions, rather than set targets for a reduction of people killed and seriously injured.

- 11 The Action Plan will be overseen by the Leeds Safe Roads Partnership and led by Council's Highways and Transportation service and bring together a series of new and existing workstreams into a single programme.
- 12 This report seeks to formally adopt the Strategy and Action Plan as Council policy. (Note: The documents in Appendices 2 and 3 will be graphically designed prior to publication).

### **What impact will this proposal have?**

- 13 Leeds City Council has had significant success in recent decades in reducing the total number of casualties in road traffic collisions. Improvements in vehicle manufacture and safety, police enforcement, education, training and implementation of road safety schemes and projects have all played their part in reducing the numbers. The interventions and new approach should collectively result in a shift towards achieving our ambition that by 2040 no one will be killed or suffer serious injuries on roads in Leeds.
- 14 Early in 2022, changes to the Highway Code saw the introduction of a new hierarchy of road users. The hierarchy prioritises people most at risk of harm in the event of a collision. This means that someone driving will have greater responsibility to look out for people cycling, walking or riding a horse. This is a huge change and step forward for road safety in the UK. The Strategy mirrors this hierarchy.
- 15 The Department for Transport evaluate the cost of collisions and casualties as below, taking into account a number of factors including disruption to the road network from collisions and the emergency response to them incur significant economic costs. Every fatality prevented could have saved over £2 million. Every serious injury that is averted saves over £245,000.
- 16 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.

### **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 17 Our vision is aligned to three key objectives which are also the Council's pillars:
  - Tackling Climate Change
  - Delivering Inclusive growth
  - Improving health and wellbeing
- 18 By preventing road death and serious injury and promoting increased active travel this will positively impact on access to jobs and services and inclusive growth. Active travel is an achievable way of increasing levels of activity which promotes health and wellbeing; and reductions in traffic levels and increases in active travel will reduce carbon emissions from transport.  
Inclusive Growth
- 19 The Inclusive Growth Strategy acknowledges the role of Transport in supporting and delivering inclusive growth in the city. Transport can help develop and regenerate places supporting the economy with the efficient movement of goods and people. The Strategy aims to improve road safety for all communities and improved infrastructure will enable walking and cycling, the cheapest modes of travel, and will expand opportunities in the most deprived localities.  
Health and Wellbeing
- 20 The Strategy objectives eliminate road danger through adoption of a vision zero approach. Healthy streets provide everyone with better access to education, services and employment opportunities as well as creating an environment where businesses can thrive. A healthy street

environment will have far reaching benefits across all our daily lives. In essence streets provide an enormous opportunity for transport to improve everyone's quality of life and broader experience of our city

### Climate emergency

- 21 In March 2019 the Council declared a "Climate Emergency". The Strategy is aligned with our Air Quality Strategy 2021-2030 and its action plan. We regularly hear from people during engagement that they do not cycle or walk because they are concerned about safety. Increasing cycling and walking would help Leeds achieve the emission reduction targets and safe active travel must be supported. The measures within this Strategy will support an increase in active travel trips by improving the safety of these modes.

### **What consultation and engagement has taken place?**

Wards affected:

Have ward members been consulted?       Yes       No

- 22 The Draft Strategy was published on 28 February 2022, and this signalled the launch of a city-wide consultation to find out what people think about the Strategy and learn how it could be improved. The Consultation Report is attached in Appendix 1 and explains the approach taken, a summary of the feedback and a 'you said, we did' chapter to outline the key amendments to the final Strategy.

### Public and stakeholder consultation

- 23 Extensive consultation was carried out during the preparation of the Strategy. Following approval of the Strategy at the February meeting of this Board, extensive public consultation was carried out between 28 February and 24 April 2022. This included a survey, webinar, drop-in session at Kirkgate Market, meetings with key stakeholder groups, an online consultation platform 'Commonplace', social media, posters and leaflets. Over 800 survey responses were received as well as written feedback from key stakeholders.
- 24 Further discussions with West Yorkshire Police and Leeds City Council officers has taken place to clarify additional content in response to the feedback received during the consultation and the document has been updated accordingly.

### Scrutiny Board

- 25 Recommendations from the Infrastructure, Investment and Inclusive Growth Scrutiny Board (July 2022), which had set out an ambition to carry out an inquiry to look in more detail where people have been killed or seriously injured in road traffic collisions (RTCs) in Leeds have also been considered and incorporated into the Strategy.

### Vision Zero Expert Panel

- 26 In action VZ5 of the draft Strategy, we committed to setting up a panel of experts to share information, guide the development of the Strategy and action plan and to steer the Leeds Safe Roads Partnership's work. The inaugural meeting of the Vision Zero Expert panel took place on Tuesday 10 May 2022. Members were presented with an overview of the feedback form. The panel includes a broad range of stakeholders with personal, academic and/or professional expertise and interest in road danger. The Panel advised how these should be addressed in the final version of the Strategy.
- 27 We will continue to approach and actively engage with partners, stakeholders and community groups as we deliver the Action Plan.

## Equality, Diversity, Cohesion and Inclusion

- 28 An overarching Equality, Diversity, Cohesion and Inclusion screening form has been completed (Appendix 4). This concludes there are no negative consequences for protected characteristics, community, wider or climate change impacts as a result of implementing Vision Zero. Any programmes or infrastructure resulting from the Strategy will be consulted on individually as required.

### **What are the resource implications?**

- 29 To achieve the vision set out in this report, a wide range of interventions across a broad range of areas at a local, regional and national level are required. Some of these interventions are no/low cost e.g. encouragement/ education to change behaviour; other infrastructure and operational actions could be high cost.
- 30 The programme will be delivered using existing staff within Council's Highways and Transportation team with support in the form of expertise from key partners and the Vision Zero Expert Panel.
- 31 Our current and future funding position remains uncertain with a high reliance on variable government and other grants. 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 how services and teams will respond to this important new agenda will be vital, as will a potential review of budgets.
- 32 Local authority funding for road safety initiatives is included as part of the City Region Sustainable Transport Settlement (CRSTS) funding settlement. This covers funding for schemes to address past road traffic collisions and unmet demand for pedestrian crossing provision, etc. Funding for behaviour change programmes tends to be revenue funding and often relies on grants and bids.
- 33 A number of programmes will be funded and delivered by the West Yorkshire Safe Roads partnership via the West Yorkshire Casualty Prevention (Safety Camera) Partnership. Revenue funding is generated from driver retraining courses delivered as an alternative to prosecution and is used to sustain and develop the scope of safety camera operations and deliver additional road danger related preventative initiatives.
- 34 It is expected that significant investment by partners, businesses, local and central government will be required, certainly beyond the levels provided to date.

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

- 35 Council cannot achieve this level of change on its own and alongside the publication of the Strategy and the following consultation we will also be asking for commitment from other businesses, organisations and individuals to help us achieve our objectives in the Strategy. Delivery through partnership is required along with recognition that Leeds City Council cannot be solely responsible for eliminating fatal and serious injury, one of the key Vision Zero concepts is that we all must accept responsibility.
- 36 A commitment from Council officers to adopt Leeds Safer Roads Vision Zero 2040 is needed to help us achieve our objectives in the Strategy and this will require a change in our thinking, our plans, operational decisions and funding strategies.
- 37 Funding and staff resources to deliver the actions is required and must be considered as part of the annual budget review. Our current and future funding position remains uncertain.

38 Ongoing work on the City Region Sustainable Transport Settlement (CRSTS) with WYCA has identified a funding stream for Safer Roads of approximately £1.7m pa over the next 5 years. However, this is capital fund and covers a wide range of safety measures and as such will only partly cover requirements within the Vision Zero Action Plan.

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

39 The 1988 Road Traffic Act, Section 39 - puts a statutory duty on the local authority to undertake studies into road traffic collisions, and to take steps both to reduce and prevent them. The publication of this Strategy sets out the actions we intend taking that will help to reduce road traffic collisions and thereby discharge that statutory duty.

40 The proposals in this report update the Council's Road Safety Strategy and meet the requirements of this duty. There are no significant legal issues relating to the recommendations in this report.

41 This report is eligible for Call-In.

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

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

42 A general update to the existing Leeds Safer Roads Action Plan was not considered to meet the vision for no road death and serious injury on our roads by 2040. A Vision Zero Strategy for Leeds is therefore the only option considered.

43 A Vision Zero Strategy for West Yorkshire is also proposed and is likely to be delivered in approximately 12-18 months, but the issues raised in the Strategy are aimed at addressing Leeds specific issues assessed from road casualty data pertaining to Leeds. Whilst there will no doubt be areas which address common issues the West Yorkshire Strategy will need to address regional issues of concern and national lobbying.

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

44 The success of this Strategy will not only be determined by what we do, but also how we can work with key partners, such as West Yorkshire Police, the Department for Transport, Public Health and Education colleagues, and organisations within Leeds. As a Council, we need to lead by example and makes changes to adopt the safe system approach.

45 Success will be reported against the Strategy's objectives and measures. The Action Plan sets out a series of measures which will be used to monitor progress against our objectives and targets. An annual progress report will be provided to the Chief Officer Highways and Transportation and KPI's reported on an annual basis to Executive Board.

#### **What is the timetable and who will be responsible for implementation?**

46 The Strategy sets out our approach until 2030 and provides short, medium and long term measures along with regular review to monitor progress to achieve the vision of eliminating collisions where people are killed or seriously injured.

47 Refreshing the Action Plan regularly will ensure that emerging approaches and technologies can be incorporated, funded and implemented.

### **Appendices**

48 Appendix 1 Leeds Safe Roads Vision Zero Consultation Report

49 Appendix 2 Leeds Safe Roads Vision Zero 2040 Strategy

50 Appendix 3 Leeds Safe Roads Vision Zero 2040 Action Plan (2022-25)

51 Appendix 4 Equality, Diversity, Cohesion and Integration screening form

**Background papers**

52 None