



Leeds Safe Roads **Vision Zero** **2040**

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1. Introduction

The Leeds Safe Roads Partnership (LSRP) comprises Leeds City Council officers, key agencies and professionals with special interest and expertise in road safety. It coordinates activities associated with road casualty prevention and safer roads activities in Leeds. In 2020, the partnership committed to eliminating all deaths and serious injuries from roads in Leeds within 20 years. This ambition is called 'Leeds Vision Zero 2040'.

1.1 Consultation strategy

The consultation version of the Strategy was prepared by the Influencing Travel Behaviour team, in close consultation with other members of the partnership and other stakeholders, to show how the Leeds Vision Zero 2040 ambition would be achieved. Leeds City Council Executive Board approved the draft strategy on 9 February 2022 (the recording is at www.leeds.gov.uk/visionzero). You can:

- Read the consultation summary online or see Appendix 4
- Read the full document online.

The 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.

This is an account of the consultation process and findings.

1.2 Consultation aim

The Leeds Safe Roads Partnership knows that achieving Vision Zero will be a challenge. We (LSRP) also know that success depends on support and action from many different quarters, including residents, businesses, professionals, partners, politicians and organisations. 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.

The purpose of the consultation was to ensure that as many people as possible in Leeds know about Leeds Vision Zero 2040, understand what it means for them and tell us what they think about our suggestions.

1.3 Next steps

Now that the consultation is complete, the LSRP will:

- Work with the newly established Leeds Vision Zero Expert Panel to consider the feedback
- Produce the final strategy
- Submit that to Leeds City Council Executive Board in autumn 2022 with a recommendation that it be formally adopted.

2. Consultation activities

The public consultation was open from 28 February to 24 April 2022. It was widely promoted to residents, businesses and other organisations. People could share their views in the following ways.

2.1 Consultation survey

The survey was available both online and in paper, with identical questions (Appendix 1). The paper version of the survey, along with pre-paid envelopes, was printed and distributed to a number of locations, along with a paper version of the Executive Summary. Responses were then transferred to Commonplace (see section 2.2).

People also had the option to email visionzero@leeds.gov.uk or call 0113 378 7306 to request the material in a different format (e.g. large print, braille, audio or in another language).

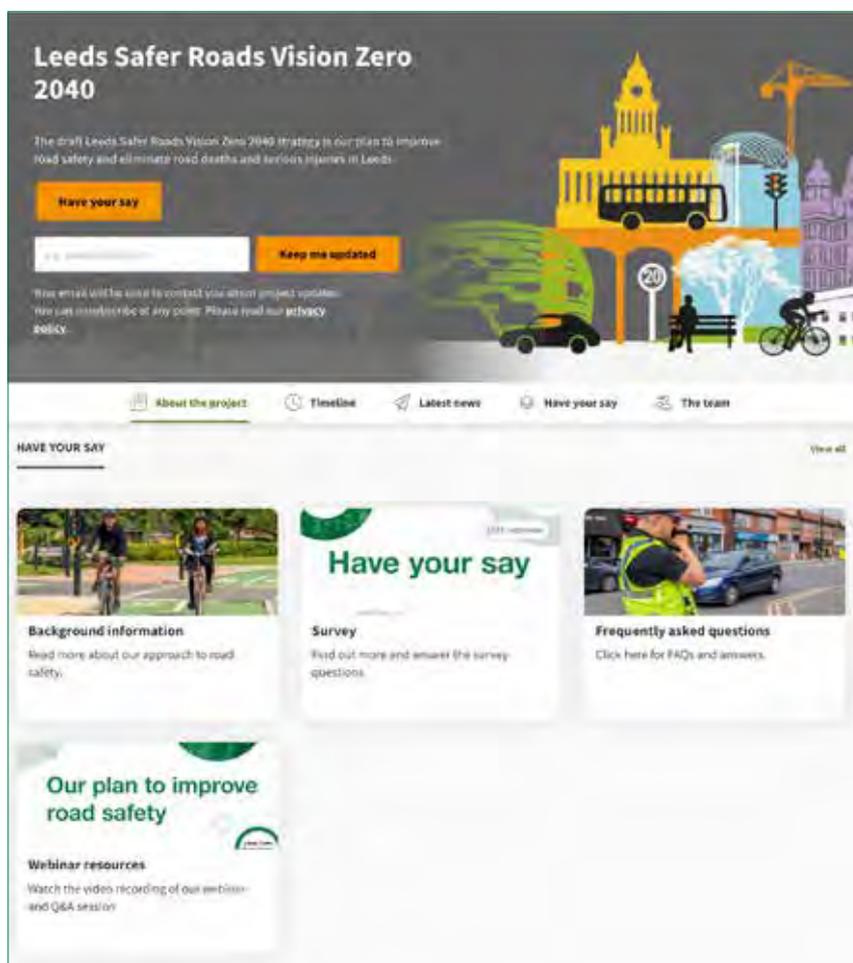
2.2 Online consultation platform

The online consultation was conducted using 'Commonplace', an independent survey platform. This platform offers a number of useful features, including the ability to access supporting materials, the option to sign up for updates and for respondents to choose to respond anonymously to the online survey or make their comments visible to others, and the facility to input paper responses.

All communications about the consultation such as posters, printed materials and the campaign webpage signposted people to the Commonplace website where the Vision Zero consultation survey and supplementary information was hosted.

The Leeds Vision Zero 2040 draft strategy and the executive summary are both available here: www.leeds.gov.uk/visionzero, though the consultation itself has closed.

Commonplace logged 11,030 visits (someone clicks the link). 907 of those were responses (the person filled in the survey). 484 were agreements (someone 'liked' someone else's comment). That is a total of 1,391 contributions (responses plus agreements). Most responses (890) included at least one written comment in a text box. 671 people signed up for updates.



2.3 Community groups and professional bodies

We reached out to stakeholders and special interest groups and organisations with expertise in road safety to promote the consultation and offered a short presentation. See Section 4.

2.4 Written responses

People and organisations could also write to us directly by email to visionzero@leeds.gov.uk or by post. See Section 5 for a summary of the written responses.

2.5 Kirkgate Market drop-in session

A drop-in session was held in the event space at Kirkgate Market, Leeds on Tuesday 22 March 2022 between noon and 5.30pm. It was promoted on posters, on Commonplace and through social media. The event was promoted on social media during the day on Twitter.

Six display boards, covering a summary of the strategy and each pillar, were displayed in the exhibition space (Appendix 2). Paper surveys that people filled in during the drop-in session were uploaded manually to the Commonplace site.

Three staff from the Influencing Travel Behaviour team, who were present all day, were joined by Gillian Macleod (Leeds City Council), Inspector Nick Berry (West Yorkshire Police) and Andrew Lee (West Yorkshire Fire and Rescue Service) for some of the time. About 100 people engaged with staff verbally, and about 20 people agreed to fill in the paper survey on the day. The team handed out leaflets and survey forms throughout the day and left these on the tables in the food hall for people to complete in their own time. See Section 6.

2.6 Webinar

A one-hour webinar, open to all, was held on Friday 25 March on Zoom from 12 until 1pm. This was to give a short presentation about the key elements of Vision Zero and the Safe System approach and offer members of the public the opportunity to ask questions directly.

The webinar was promoted on posters, leaflets, and on social media and Commonplace, signposting people to a sign-up through Eventbrite, with reminders sent to those who had signed up on the day.

Cllr Helen Hayden, Executive member for Infrastructure and Climate, chaired the event and the panel members were:

- Gary Bartlett - Chief Officer Highways and Transportation, Leeds City Council
- Gillian MacLeod - Chair of Leeds Safe Roads Partnership, Leeds City Council
- Nick Hunt - Traffic Engineering Manager, Leeds City Council
- Lynsey McGarvey - Principal Transport Planner, Leeds City Council
- Inspector Nick Berry - West Yorkshire Police
- Paul Jeffrey - Head of Department Prosecutions and Casualty Prevention Unit, West Yorkshire Police
- Daniel Burn - Health Improvement Principal, Leeds City Council
- Andrew Lee - West Yorkshire Fire and Rescue Service
- Ian Greenwood - Road Safety Campaigner

The webinar comprised:

- Introduction by Cllr Helen Hayden, providing the rationale for the Vision Zero / Safe System approach;
- Overview of the main elements of the strategy and a police viewpoint;
- A short input from road safety campaigner Ian Greenwood, whose daughter was killed in a crash;
- A 20-minute Q&A session, with questions asked directly or through the 'chat' function.

The webinar had 78 unique viewers. Viewers stayed for between 4 (without returning) and 65 mins. 61 attendees stayed on the webinar for more than 55 minutes.

The webinar is available to watch: Leeds Safer Roads Vision Zero 2040 strategy webinar - YouTube (<https://www.youtube.com/watch?v=M3vAnvCi9JE&t=1617s>)



2.7 Leeds City Council webpage

A campaign webpage was set up on the Leeds City Council website: leeds.gov.uk/visionzero. Content includes a short introduction to the strategy, a link to the Commonplace site, and contact email address.

Consultation timeline

The consultation progressed according to the following key dates.

Vision Zero 2040 Consultation timeline



9th FEBRUARY 2022:
Consultation draft approved



28th FEBRUARY 2022:
Consultation opens

25th MARCH 2022:
Webinar



22nd MARCH 2022:
Drop-in session at Kirkgate Market



24th APRIL 2022:
Consultation closes

JUNE - AUGUST 2022:
Strategy finalised following consultation findings



SEPTEMBER 2022:
Executive Board meeting to adopt final strategy

3. Consultation promotion

As well as the drop-in session at Kirkgate Market, the public webinar, and direct approaches to professional experts, the consultation was also promoted through the following channels. The following is not an exhaustive list.

3.1 Marketing and PR

- Press releases (see Appendix 3)
- Digital posters displayed at libraries and community hubs
- Paper posters (See Appendix 4)
- Organic social media (Connecting Leeds Twitter and Facebook)
- Targeted social media (Facebook ads)
- Blog pages on connecting-leeds.com and Leeds City Council website campaign page
- Articles in newsletters including Connecting Leeds, The Commuter, Leeds Climate, Leeds for Learning
- Email footer for emails sent by Leeds City Council staff and content on InSite (Leeds City Council internal website)

3.2 Stakeholder groups

As well as disseminating the consultation through the Leeds Safe Roads Partnership, we also contacted individuals and stakeholder groups (special interest community groups and organisations), some during the preparation of the draft strategy, others during the consultation period, encouraging them to share their views and/or respond to the survey, and with the offer to meet/present.

These included:

- Groups including Advanced Drivers and Riders, Access Committee Leeds, Association of Police and Crime Commissioners, Bike Mill, Bikes College, BRAKE, British Horse Society West Yorkshire, Clean Air Alliance, Coroner's Office, City Connect, Cycle North, Cycling UK, Deaf and Blind Forum, Guide Dogs for the Blind, Jamaica Society, Leeds Black Elders, Leeds Cycling Campaign, Leeds Cycle Consultation Forum, Leeds Older People's Forum, Living Streets, Motorcycle Action Group, National Police Chief's Council, National Federation for the Blind, Forum Central, PACTS, Peddlars Arms, RAC Foundation, Race and Equality Care, RNIB, RoadPeace, SCARD, Street Charter, Traffic Commissioners, Travel Plan Network, Women's Lives Leeds, West Yorkshire Advanced Motorcyclists, West Yorkshire RoSPA, University of Leeds Institute for Transport Studies, West Yorkshire Combined Authority, Yorkshire White Knights
- Internal contacts and groups including: Age Friendly Leeds, Child Friendly Leeds, Children and Young People's Physical Activity Group, Healthy Weight Declaration, Public Health Messages Group, staff networks
- Councillors and local MPs
- West Yorkshire Mayor (Tracy Brabin) and Deputy Mayor for Police and Crime at West Yorkshire Combined Authority (Alison Lowe)
- Colleges and universities
- Contacts via Leeds Safe Roads partners, West Yorkshire Safe Roads and other organisations

We will continue to identify and engage with stakeholders we were not able to reach during the consultation period.



A scannable QR code that linked directly to the Commonplace consultation site was included wherever possible.

3.3 Press releases

Two press releases promoted the consultation (see Appendix 3). The first was published on Wednesday 2 February 2022, announcing that Vision Zero would be discussed at a forthcoming Executive Board meeting. This gained coverage in the Yorkshire Evening Post, Highways News and Road Safety Great Britain (RSGB).

The second press release was published on 28 February 2022 to launch the public consultation. South Leeds Life, Yorkshire Evening Post, Highways News and West Leeds Dispatch all picked this up as stories, which are available to read online.



Road Safety GB In association with **THINK**

Home Road Safety GB Calendar Help & Advice Resources & Services Careers Media Centre

Leeds announces 'seismic change' in approach to road safety

12.35 | 3 February 2022 | General news | 2 comments



Leeds City Council has become the latest local authority to launch a new strategy to eliminate road deaths and serious injuries.

Date	Organisation	Link
02/02/22	Yorkshire Evening Post	New road safety strategy aims to eliminate deaths and serious injuries as over 1,000 injured on Leeds roads
03/02/22	Highways News	New road safety strategy aims to eliminate deaths and serious injuries on Leeds roads
07/02/22	RSGB news	Leeds announces 'seismic change' in approach to road safety
28/03/22	South Leeds Life	Have your say to help stop deaths on Leeds roads
01/03/22	Yorkshire Evening Post	Public consultation to be held as Leeds council lays out plans to ensure nobody is killed on city's roads
01/03/22	Highways News	Leeds City Council starts consultation on new road safety proposals
01/03/22	West Leeds Dispatch	Have your say to help eliminate deaths and serious injuries on West Leeds roads

3.4 Printed materials

To raise awareness further and allow those with no or limited access to computers, digital platforms and/or social media, the following print marketing materials were produced and distributed; see Appendix 4 for copies.

- A5 leaflet
- A4 poster
- Consultation summary

These were distributed to libraries, community hubs, Kirkgate Market, local Councillors and Leeds City Council offices and posted upon request.

3.4.1 Language and accessibility

We sought guidance from the Leeds City Council Interpreting and Translation Team about how best to meet the needs of people in Leeds who might want the information in a different language. The team supplied us with the 12 most requested languages for 2021. Rather than select some for translation, they suggested that we include a generic statement inviting people to contact us if they needed the survey form or any information in a different format or language. We acknowledge that this is not an ideal solution.

3.5 Digital resources

3.5.1 Digital poster

A digital version of the poster was sent to libraries and community hubs with the capability of displaying this.

Leeds Safer Roads Vision Zero 2040 strategy

We want to eliminate road deaths and serious injuries in Leeds by 2040

Please help us by sharing your views on our proposals around:

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

SCAN ME

Closing date: **Sunday 24th April 2022**

If you need the survey or any information in a different format or language, please contact us:
Phone: **0113 378 7306**
Email: **visionzero@leeds.gov.uk**
Web: **leeds.gov.uk/visionzero**

To learn more and have your say, please visit <https://leedssaferroadsvisionzero.commonplace.is/>

3.5.2 The Commuter newsletter

The March 2022 edition of the Leeds City Council publication, The Commuter newsletter, featured the Vision Zero consultation as its main story. The newsletter was sent to 1,088 recipients and opened by 254 people (open rate: 23%) a total of 1,350 times. 28 people clicked the Vision Zero link to the survey website.

3.5.3 Connecting Leeds newsletter

Vision Zero was included in the Connecting Leeds newsletter for March 2022. It was sent to 17,300 recipients and opened by 5,512 people (open rate: 32%) a total of 11,901 times. 33 people clicked the Vision Zero link to the survey website.

3.5.4 Leeds for Learning

A Leeds for Learning article was published to reach school staff, focusing on improving road safety for children travelling to schools and reducing traffic outside the school gates. The article received 67 views.

3.5.5 Connecting Leeds blog

Two blog posts were published to promote the consultation. The first blog post announced the consultation and received 4 views. The second blog post reminded people there was one week left to have their say and shared the webinar video and event photos. This also received 4 views.

3.5.6 Commonplace updates

People taking part in the online survey had the option of signing up to updates. These announced the following:

Commonplace update	Recipients	Opened	Clicked
New consultation	5,459	2,723	886
Webinar	385	226	53
Kirkgate Market Event	413	208	29
Webinar Video	551	303	66
Last chance to have your say	616	338	81

3.6 Social media

3.6.1 Organic social media

Between Monday 28 February and Sunday 24 April 2022, a total of 37 social media posts were shared on Connecting Leeds Facebook and Twitter. This resulted in 455 link clicks to Commonplace and a reach of 708,664. There were

51,160 impressions and an engagement rate of 1.52%. (Reach is the total number of people who see your content. Impressions are the number of times your content is displayed.)

Partners were asked to share Vision Zero on their own social media accounts, such as these posts by University of Leeds and West Yorkshire Police.

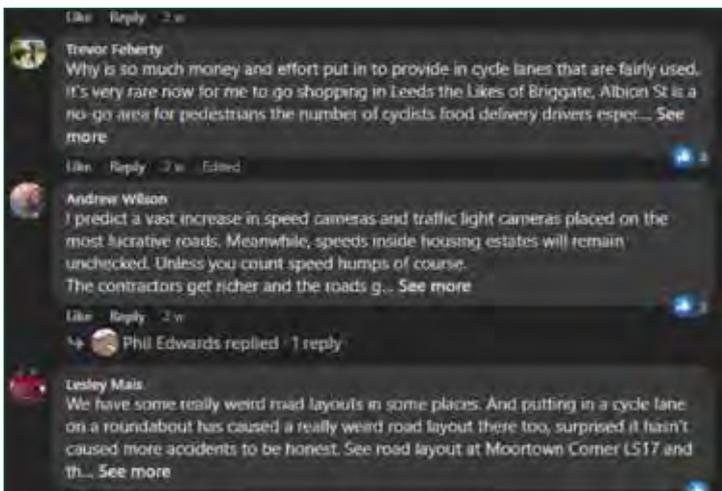
For full content, see Appendix 6.



Responses were monitored and positive feedback on social media retweeted/shared. Here are some examples:



Comments were monitored, and people were reminded to share their views officially using the consultation survey – examples below.



3.6.2 Targeted social media: Facebook advertisements

As the consultation progressed, the relevant demographic profiles of respondents – sex, age and those from diverse communities – were reviewed in order to adjust the focus of the engagement efforts if necessary to try to address any emerging biases.

The most effective approach was using paid Facebook ads. These are also automatically shared on Instagram. These ads initially used social media graphics, then switched to photos, which proved to be more successful. The total Facebook ad budget was £700.

The first Facebook ad targeted all Facebook users in Leeds. This resulted in 297 link clicks, 29,528 impressions, 37 comments, 17 likes, 8 shares and a cost per result of £0.34. The respondents were 71% male and 25% female. The likelihood of someone following the link to the survey increased with age.

After the first two weeks of the consultation, there were fewer survey responses from women, people aged 18-34 and diverse communities. Facebook ads were then targeted to women, 18-24 year-olds and to priority wards as defined in the Vision Zero strategy.

The targeted Facebook ads still indicated that males, and people over 65, were most interested in the consultation. When targeting females, those aged 65+ were the most likely to click the link. When targeting the 18-24 age group, males were most likely to click the link.

For the final week of the Vision Zero consultation, the Facebook ad targeted the whole of Leeds city region to get as many people involved as possible before it closed. This was the most successful Facebook ad, resulting in 712 link clicks, 42,662 impressions, 186 comments, 36 likes and 6 shares. Instagram generated only one comment.

Without targeting any specific demographics, the results skewed strongly towards males (81%), especially those over 45.

Target audience	Image used	Link Clicks	Impressions	Comments	Likes	Shares
People in Leeds	Our plan to improve road safety graphic	297	29,528	37	17	8
People in Gipton & Harehills	Have your say graphic	158	29,286	1	1	0
Leeds females 18 – 34	Our plan to improve road safety graphic	133	40,791	1	0	0
Leeds females	Asian family (mother and 2 young children) crossing a road	184	9,444	4	5	0
Leeds 18-24	Teenager cycling	278	28,386	7	1	2
People in Burnmantofts & Richmond Hill	Asian family (mother and 2 young children) crossing a road	243	21,654	10	5	2
People in Leeds	Police officer and speeding cars	712	42,662	186	36	6

4. Responses from community and professional bodies

Some groups and professional organisations shared their views during the preparation of the draft strategy, others responded to the consultation, and the key points from the latter are paraphrased below.

The Leeds Safe Roads Partnership will take these into consideration, alongside the hundreds of responses gathered through other channels, to inform the final draft of Leeds Vision Zero 2040.

4.1 Clean Air Alliance webinar (CAA)

There was a presentation to the CAA meeting on 8 March 2022; attendees included representatives from Action Vision Zero, who:

- praised LCC for taking the leap forward and adopting Vision Zero
- noted a continuing weakness around speed limit setting policy: ‘what kills on the roads’ is a very useful starting point
- expressed concern that the strategy tends towards behavioural and educational interventions rather than infrastructure
- called for 20mph to be a default
- highlighted research from the United States about the impact that reducing motor vehicle traffic can have on achieving Vision Zero
- called for a joined-up approach eg with residential streets
- made a point about retrofitting working vehicles and getting accurate information
- highlighted the lack of long term or interim targets or KPIs.

4.2 British Horse Society

Following on from an earlier meeting in July 2021, Alan Hiscox from the British Horse Society (BHS) provided comments for consideration at the webinar with regards to road safety, riders and horses and actions to support the society to lobby government about national actions.

- Operation SNAP - the BHS supports the submission of footage to the police of incidents, but cannot in itself recommend that riders wear helmet cameras, as there is still no conclusive evidence that a helmet cam will not affect the integrity of the helmet in a fall. The BHS will gladly share details of Operation Snap with members.
- Close Pass operations involving West Yorkshire Police mounted horse unit are supported, and the BHS can work in partnership to develop this.
- The BHS can deliver education in schools to children about raising awareness of the increasing number of reported incidents involving horses and vehicles. A member of the safety team can attend and deliver training that includes acting out scenes while using hobby horses.
- There is also a driver training programme that can be delivered to organisations with fleet.
- Particular locations in Leeds are dangerous for riders. Additional work with LCC is required to make these areas safer by increasing awareness to drivers. Development of signs and wheelie bin stickers to support the ‘Dead Slow’ campaign would be welcomed.
- Regular meetings to discuss issues in Leeds are welcomed.

4.3 Leeds Older People's Forum

During a presentation on 14 April 2022, representatives of the forum raised the following points that they feel are relevant to Vision Zero.

- Buses sometimes set off before the customer (including those with a disability) has sat down.
- On buses, some people won't give up their seats, so older people have to stand.
- Concerns about access to bus bays have already been raised with traffic.
- Those who have disabilities need to be able to access buses (eg pavement facilities).
- Not all crossing facilities include an audio sound.
- There is sometimes not enough time to cross.
- Roads with a narrowed entrance / exit (such as Well House Road) are unsafe for pedestrians as cars drive on the pavement.
- Wheelchair users need safe routes away from the roads.
- Benches are needed along walking routes – some have been removed.
- Behaviour of cyclists need addressing, eg with education.
- Bus technology is great if it is working, but confusing if it doesn't work.
- Consider creating a dementia-friendly taxi company / service.
- People often don't know if they are eligible for a bus pass or how to get one or can't get to the city centre to apply – need to offer a phone number.
- Older people could be reached in other ways eg at supermarkets or via supermarket delivery companies.

4.4 Motorcycle Action Group

The Motorcycle Action Group (MAG) strongly feels that cycles and motorcycles have parity within transport infrastructure, planning and Vision Zero, as both sets of road users face very similar problems and are both classified as vulnerable road users. MAG would like the needs of motorcyclists to be better considered and raised the following points during a meeting on 10 May 2022 and also in an email.

- MAG is not particularly comfortable with the way VZ promotes equity rather than equality; if you agree with zero fatalities for all road user groups as the goal, then you have to place the evidently highest risk road user group at the top of the hierarchy, not halfway down it as they have done in the Highway Code re-issue. MAG has produced a working document called Welcoming Roads, which aims to create equality in transport planning.
- There is a lack of understanding of the design requirements of motorcyclists; all pre-scheme vehicle counts should include motorcycles as a separate form of transport.
- Compliance with TfL's Urban Motorcycle Design Handbook is called for.
- Motorcycles should be seen as a viable sustainable transport option – a removing 'vehicles' should not include removing motorcycles.
- Work with Trading Standards to ensure personal protective equipment sold in the shops and online meet the required safety standards is needed.
- Lobby government to remove VAT on personal protective equipment to enable affordability and encourage its usage.
- Establish partnerships with motorcycle equipment dealers to provide discounted safety equipment, in line with similar initiatives for pedal cycles.
- Include motorcyclists in awareness campaigns such as the 'Walk It, Ride It' campaign, 'Ride to Work Day' and Tyre Safety month.
- More awareness campaigns, such as around the correct clothing, vulnerability, needed.
- More interventions such as Operation Badge Land to prevent motorcycle theft needed.
- Put greater emphasis on disrupting motorcycle theft in areas where innocent bystanders have been injured by riders on stolen bikes.

- There should be better signposting to training and advanced training.
- More partner engagement and promotion with groups such as accredited training bodies, the National Young Riders Hub and the Motorcycle Industry Association, is called for.
- There needs to be a way to report diesel spills (online and a telephone number).
- Add a QR code on all bus stops so that people can record defaults close to the location.
- Review pothole-filling criteria based on all road users.
- Why should advance stop lines at junctions be just for cycles?
- Offer a fast-track process for repairing road defects that place the safety of PTWs and pedal cycles in peril.
- Unnecessary road furniture that could cause injury when struck, such as damaged bollards and road signs, needs to be removed.
- Risk assessments for cycle lanes should include assessments for PTWs.
- Improve motorcycle parking so that it can be accessed without coming into conflict with moving traffic.
- Safety awareness campaigns for other road users, again in line with similar initiatives for pedal cycles, needed – maybe a ‘Think Bike’ poster that includes both types of vehicle.
- Work on the presumption that all new bus lanes will include motorcycle access, in line with WYCA policy.
- Promote courses such as Biker Down and advanced riding qualifications.
- Possibly develop training for young riders in conjunction with an organization such as Bumpy.
- Add motorcycles to Connecting Leeds’ ‘Walk It, Ride It’ social media campaign.
- Council officers on motorcycles to test new road schemes on motorcycles, in line with good practice for pedal cycles.
- Consult PTW interest groups such as MAG and the Yorkshire White Knights much earlier than just when required when TROs are published and publicise widely.

4.5 Leeds Cycle Forum

A presentation was delivered to the Leeds Main Cycle Forum on 27 April 2022. The forum recognises that modal shift towards active travel will be important to realise Vision Zero. The following points capture questions from the chat and responses to these. ·

- On the question of why the date is 2040. The Vision Zero partnership hopes to see an end to people being killed or seriously injured on the roads as soon as possible. The 2040 target reflects the scale of ambition and realistic level of funding.
- Concern over the capacity for police to enforce was acknowledged. This is why partnership working with the police and other organisations is so important.
- It was confirmed that e-scooters and motorcycling would be given extra consideration.
- The phrase ‘Fatal Four’ was clarified (the four most common road traffic offences resulting in injury – inappropriate speed, using a mobile phone, not wearing a seatbelt, and drink / drug driving.)
- In response to a question about whether areas with lowered or no street lighting had higher levels of collisions, the presenter will check to see if this information is available and feedback at the next meeting.
- The presenter confirmed that targets would be SMART, where possible.
- The Chair noted that the Infrastructure, Investment and Inclusive Growth Scrutiny Board routinely considers the city’s work on road safety; reports from that board are public and are a good way to read more on the issue in the future.
- The presenter confirmed that the Vision Zero team hopes to attend the next meeting to give an update on the results of the consultation.

5. Written responses

We are grateful to those who emailed in their responses. The Leeds Safe Roads Partnership will take these into consideration, alongside the hundreds of responses gathered through Commonplace and other methods, to inform the final draft of Leeds Vision Zero. In the meantime, the main points from written submissions from key stakeholders are paraphrased below.

5.1 Action for Yorkshire Transport

The aim of Action for Yorkshire Transport is for everyone to have access to high quality sustainable public and active transport that meets their needs, improves their quality of life and protects the environment.

- People need to take responsibility for their actions.
- High speeds are not only more dangerous but also have a negative impact on the community, increasing air and noise pollution and creating a barrier along the road, across which pedestrians fear to tread.
- The use of public transport and active travel helps to reduce the probability of collisions.
- We have concerns about the high casualty rate of scooter riders, these are not proving to be safe.

5.2 Action Vision Zero

Action Vision Zero (AVZ) is a national organisation that helps communities campaign for safe roads and streets where people want to walk, cycle and spend time. It supports the use of the Safe Systems approach and the ambition that by 2040 there will be no fatal and serious injuries on roads in Leeds.

In relation to the strategy, AVZ says:

- The Leeds proposed strategy to eliminate road deaths and serious injuries is aligned with the council's wider aims and existing strategies on climate emergency and air pollution. This is good to hear.
- This strategy is not strong enough in terms of its actions compared to, for example, the New York and London Vision Zero strategies to achieve what is an extremely demanding goal.
- Much of the plan is devoted to messaging and 'awareness campaigns', for which there is little evidence of effectiveness unless they are in support of significant substantive actions. The word 'encourage' appears 35 times in the document. The strategy should rely less on awareness raising and behavioural change and more on substantive actions.
- The actions need strengthening, and indicators need to be clarified in order to deliver this vision. This includes tackling danger at source, rather than the victim focused approach in the draft.
- Leeds Council needs to set interim targets towards the overall 2040 goal of zero fatal and serious road casualties.
- In addition to the overall KPI of reducing the number of people killed or seriously injured in road traffic collisions, other measures should be included such as reduced motor vehicle travel/trips, increased active and sustainable travel (walking, cycling and public transport), and improved perception of safety whilst cycling and walking.
- The Leeds Safe Roads Partnership should also work more closely with active travel campaigners.
- Missing is a plan to reduce danger by removing motor vehicle journeys by developing a sustainable freight framework. In a recent PACTS report, it was identified that "...vans and light goods vehicles, have the highest rate of deaths of other road users of any mode of transport on our roads". Leeds should develop a framework to reduce motor vehicle usage for freight using delivery consolidation, retiming and last-mile sustainable delivery, for example with (e-)cargo bikes.
- We hope that Leeds can learn from the lessons in London on lorry and bus safety, as much has been invested in designing out danger.

In relation to the pillars, AVZ would like to see the following added to the document.

- Safe Behaviours and People
 - Create the 'Fatal Five' by adding 'Careless Driving' to the 'Fatal Four'.
- Safe Speeds
 - Leeds should adopt 20mph as the default speed limit.
 - Leeds should have a target for enforcement on lower speed roads (20/30mph limit) as these are the ones most used by people walking and cycling.
- Safe Roads
 - Targets should be set and annual measurements made of lengths of protected cycle track, controlled parking zones, school streets, [residential streets] coverage
 - Leeds should develop a programme to identify and tackle dangerous junctions.
- Safe Vehicles
 - Leeds Council should use its procurement contracts to influence the safety of organisations working for the council eg requiring mandatory ISA (speed limiters) on their vehicles.
 - Leeds should develop a framework to reduce motor vehicle usage for freight using delivery consolidation, retiming and last-mile sustainable delivery.
- Post-collision Learning and Care

The strategy should include:

 - Committing to training more police officers in collision investigation.
 - Determining and applying quality assurance procedures with injury investigations.
 - Surveying crash victims as to their satisfaction with the investigation.

5.3 Leeds Civic Trust

Leeds Civic trust strongly supports the notion of the safe systems approach. We also support the 5 pillars as being appropriate. We note too that this policy will build on the recent adopted Transport Strategy and would support a clear emphasis on modal shift away from car dependency as an important strand in this strategy too.

The Trust asks for the following to be considered:

- Use interim targets to monitor progress and include a broader set of KPIs.
- Include risk-management as a core element.
- Seek data from NHS A&E departments.
- Use data from insurance companies.
- Add information about the number of collisions the police are involved in.
- Clarify the 'driver health conditions' paragraph.
- Comment on the need for drivers' competence to be re-tested, even after they have passed their driving test (drivers may have passed their test several decades ago with no updated training).
- Driving courses could be provided on a self-funded basis, and employers could be encouraged to offer them to their drivers. Driver-update courses could also be offered online at a minimal cost.
- Explain clearly how speed limits are set.
- A goal to move to default 20 mph speed limits on residential roads and built-up areas.
- Mention the EU initiative to fit speed limits to new cars in the EU. We presume this will also apply to all the UK.
- Mention impact of increased car ownership, pavement parking and parking in cycle lanes.
- The Trust welcomes the review into crossing infrastructure and the types of signs used, with the possibility of a time-check countdown.

- Re-phrase the introduction to safe vehicles.
- Learn from all collisions, not just those where someone has been killed or seriously injured; descriptions used by insurance companies may be of use, and this section should be broadened to include this.
- We support the use of fixed cameras, average speed cameras, mobile speed cameras and SIDs. However, we question how cost-effective mobile speed cameras are.
- Strengthen the section on 'Rider-pedestrian conflict'; mention bells on bikes and what can be done to encourage their use; add more information around hazardous driving by motorbike riders.
- Edit the wording around funding for schemes to address past traffic collisions.
- The proposed governance structure seems very bureaucratic and we speculate that this could be quite costly to operate; we also question how effective it will be.
- We note the intention to establish an expert panel; we feel that this could be a stronger representation and involve members of the public to sense-check and provide alternative perspectives.
- We strongly support enforcement powers for councils regarding moving traffic offences; outline how Leeds City Council intends to use these powers.
- The Trust raised a number of other issues, such as the dangers of self-driving vehicles, e-scooters ridden at speed on pavements, and poor cyclist behaviour.

5.4 Sustrans

Travel behaviour is complex; the approach requires a joined-up, cross-sector collaborative approach to result in substantial increases in walking and cycling, starting with infrastructure schemes that place pedestrians and cyclists first and underpinned by brave and bold policy decisions that reduce car dependency.

The main reason most people do not cycle in the UK is because they think it is dangerous. Main roads lack protected space for cycling, and levels of traffic have increased on quieter, residential roads: Reducing average speeds decreases the risk of collisions and injury and encourages a wider take-up of active travel. There is evidence that speed limits in rural areas are effective. In order to meet 2030 UK targets on decarbonisation in line with the above, traffic reduction of between 20-50% will be required by 2030, compared to 2020 levels.

The response includes the following points:

- Place pedestrian and cyclist experience at the heart of designs especially at junctions.
- Re-allocate road space to vulnerable users.
- Implement brave and bold car use reduction policies to provide a viable means of active travel.
- Understand that cycling infrastructure protected at the kerb reduces injury odds by 40% compared to no infrastructure and 'stepped' infrastructure, i.e., a raised level protected by a kerb reduces injury odds by 65%).
- Improve conditions on roads that have low traffic volumes but high average traffic speeds.
- Do not compromise roads, they need to allow for safe passing distance for vehicles.
- Embed active travel principles in cross sector policy to achieve modal shift and gains in wider health, and environmental outcomes.

5.5 West Yorkshire Combined Authority

The Combined Authority is in the process of ensuring there is the right resource, governance and funding in place to develop and deliver a partnership Vision Zero strategy for the whole of West Yorkshire. The Combined Authority would like to work with Leeds officers to understand the lessons learnt through the consultation process.

In particular, it asks the Leeds Safe Roads Partnership to address the following:

- The Leeds Vision Zero draft strategy is comprehensive and represents real headway for the region towards adopting the holistic Vision Zero approach to road safety across West Yorkshire.

- Ensure that the text ‘Working in partnership’ (Chapter 2) reflects the development of a Vision Zero strategy for West Yorkshire.
- Strengthen the strategy with regards to addressing inequalities and the social, economic, and spatial challenges that result in some areas and/or groups being disproportionately affected by road safety issues.
- Explore in more detail the other aspects of inequalities, including further understanding the links between road safety and socio-demographics as well as road user types, especially as groups that are often most affected by cars are those least likely to use/own them.
- Strengthen the Safe Roads pillar (Chapter 6) to make this a stronger theme throughout the strategy.
- Most of the crashes that result in road deaths are caused by car drivers. The opportunity to control and limit the excess use of cars and reduce the risk of road danger at source could be strengthened throughout the document.
- The document does not refer to any risk-management strategy, and so needs to strengthen this.
- The focus on the use of data is welcomed; however the strategy is currently limited on detail in terms of how the actions/interventions will be monitored and evaluated for future improvements.

5.6 Zero Carbon Headingley

Zero Carbon Headingley welcomes the vision of no one dying or suffering serious injury from using roads in Leeds. It welcomes partnership working led by the Leeds Safe Roads Partnership and would welcome a stronger role for local communities in achieving the vision.

It would like to see the following actions:

- Reduce the timescale by 10 years to 2030: the document shows little sense of urgency.
- Include SMART (specific, measurable, achievable, realistic and time-bound) action and delivery plans.
- Add meaningful monitoring and evaluation, and implement lessons learnt for each goal in a timely manner.
- Use an independent external body to monitor progress and keep progress on track.
- Reduce car ownership and journeys.
- Provide better public transport facilities.
- Put a greater emphasis on Active Travel Neighbourhoods.
- Ensure there is the political support to drive the vision forward.
- Improve how statutory authorities work alongside organisations, both nationally and locally.
- Enforce current speed limits, including 20pmh.
- Increase police resource to enable better enforcement.
- Increase the use of cameras, dedicated officers and other technology to encourage behaviour change.
- Use penalties for motoring infringements to fund council civil enforcement staff.
- Record minor injuries and ‘near misses’.
- Ensure that Vision Zero is complemented by other measures in the Leeds Transport Strategy, such as more and better pedestrian crossing points, workplace parking levies on employers, improved public transport, and additional Active Travel Neighbourhoods.
- Note that fewer cars and fewer vehicle journeys are a key part of cutting fatalities and injuries on our roads.

6. Webinar and drop-in session

6.1 Feedback from Kirkgate Market drop-in session

As nearly always happens at public events relating to road danger, some people volunteered stories about their own experiences of road tragedy and bereavement, sometimes from decades ago.

Some young people shared their view that Vision Zero is not relevant to them as they do not drive.

Themes emerging from conversations included:

- questions about motorbikes in bus lanes
- speed limits (particularly 20mph limits)
- (from young males), the thrill of driving fast in a powerful vehicle
- issues around cycling infrastructure
- 'rat-running' in residential areas close to major roadworks.

A retired statistician queried the value of focusing on rarer serious injuries rather than 'near misses' as a reliable indicator of the true risk of any given stretch of road. People suggested moving speed indicator devices frequently, more transparency around data sharing, supporting workplace safe-driving initiatives, improving road conditions and working with Cycling UK.

One man told us about how a driver killed his cousin and girlfriend on a pedestrian crossing several decades ago, just a short distance from where we were in Kirkgate Market.

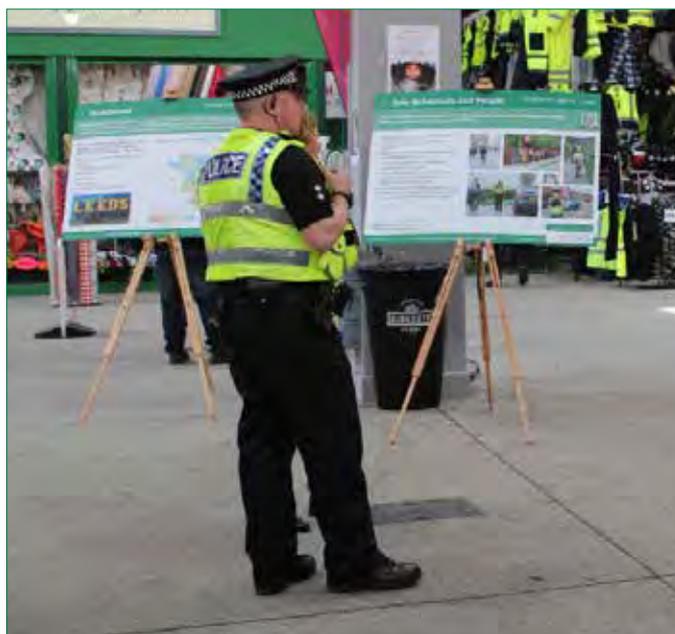
6.2 Feedback from webinar

An active Q&A and chat took place during the webinar. Themes emerging during the session were:

- including 'careless driving' as a Fatal Five
- reporting issues
- close passes
- vehicle size (SUVs)
- Highway Code changes
- speed limits and camera enforcement
- the scope of the strategy and community involvement.

A summary of the questions and answers was uploaded to Commonplace following the webinar. Some of these were answered during the webinar and transcribed. Other answers were developed following the webinar session and added to Commonplace.

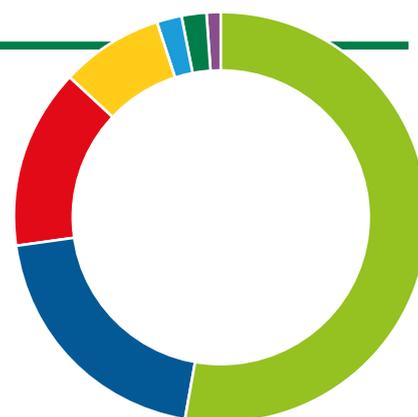
A recording of the webinar can be viewed on Leeds City Council's YouTube channel and the Commonplace website. As of July 2022, there have been 133 views of the webinar.



7.3 Connection to Leeds

Respondents were able to provide multiple responses regarding their connection to Leeds. All but one respondent had connection(s) to Leeds. In total, there were 2,209 connections recorded.

- 53% visit Leeds
- 20% live in Leeds
- 14% work in Leeds
- 8% travel through Leeds
- 2% are a local business or organisation
- 2% study in Leeds
- 1% charity/campaign groups.



7.4 Age

Traffic danger presents a greater risk to younger people and older people. Child and youth pedestrians (2–20 years) are at particular risk because they are less able to perceive road and traffic threats. Children are also vulnerable to severe injury and fatalities because of their small stature. ¹Older pedestrians suffer age-related sensory, cognitive, physical and self-perception changes that increase their risk². People of different ages may have different experiences of, views about and interests in road safety. The consultation received responses from all 13+ age groups, though a significant number (416) of respondents chose not to answer. Of those who gave their age, the 45 to 74-year-olds were over-represented: these people represent 31% of the population of Leeds, but 38% of those who responded to the survey. Younger adults were under-represented: people aged 18-34 comprise around 25% of the population of Leeds, but around only 7% of respondents (these are estimates as the age categories on the survey platform do not exactly match national data categories). Only 24 respondents told us that they were under 24. Our face-to-face discussions with young people (including students living in Leeds temporarily) suggest that some associate issues around traffic and roads with car-ownership, and they may not consider the issue to be relevant or of interest to them, or the Leeds Vision Zero strategy as something that they are able to influence. The existing Commonplace platform does not offer guideline population numbers for different age groups in Leeds; that information had to be sourced from the most recent data from the Office of National Statistics.

Declined to answer	13 - 17	18-24	25-34	35-44	45-54	55-64	65-74	75-84	85 or over
416	2	22	41	79	117	117	107	3	3

7.5 Sex

Some elements of road safety affect men and women in different ways. For example, young male drivers account for 80% of young driver fatalities³, the design of vehicles for ‘default male’ bodies puts women at greater risk⁴, injury risk differs (women are more likely to suffer pelvic fractures⁵), male motorbike riders pose 10 times as much threat to other road users as female riders per km travelled⁶. There are population level differences in travel patterns and mode use (relating for example to school journeys, commute patterns, propensity to cycle and bus patronage) that may affect how people feel about and experience road danger. Sex disaggregated data is, however, often not available. For the consultation, many respondents chose not to answer 31% (280) or said they preferred not to 3% (28). Though the number of male respondents 39% (358) who answered exceeded the number of female respondents 27% (241), the survey captured comments and opinions from a good sample size of both. The existing Commonplace platform conflates ‘sex’ (a protected characteristic under the Equality Act 2010) with gender (a social construct); this was revised in line with the privacy statement, WYSRP’s commitment to clear, unambiguous language and to avoid compromising the quality of data.

¹ Preventing child and youth pedestrian motor vehicle collisions | Injury Prevention (bmj.com)

² Review of safety and mobility issues among older pedestrians - ScienceDirect

³ Young and novice drivers (parliament.uk)

⁴ The average male as a norm in vehicle occupant crash safety assessment (tandfonline.com)

⁵ Sex-disaggregated analysis of the injury patterns, outcome data and trapped status of major trauma patients injured in motor vehicle collisions, BMJ Open

⁶ Men pose more risk to other road users than women, BMJ

7.6 Disability

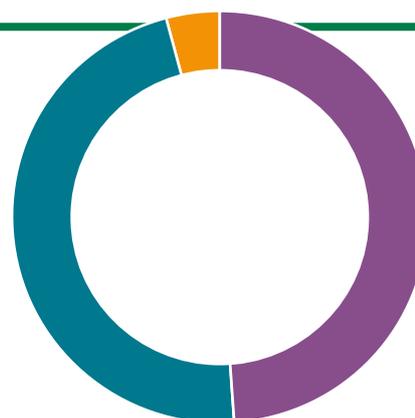
Many respondents (452, 51%) declined to answer the question about disability, and 380 (42%) told us that they do not consider themselves disabled, and 69 (8%) that they do. Comments strongly urged the strategy to interpret 'ability' and 'inclusion' much more broadly. While some people can drive and qualify for Blue Badges, many more may be unable to drive or have access to a car, for any number of reasons. Respondents took the opportunity throughout the survey to remind us about the need carefully to consider factors that affect people's experience of, and risk of, road danger. For example, age (being old, being young), health, pregnancy, financial status, location, employment demands, wheelchair and buggy use, access to digital tools, language etc, impact people's ability to take advantage of public transport, cycling and walking. Respondents talked about how issues such as pavement parking, erratic bus services and practical realities (eg heavy shopping bags, walking with several children, shift-work, personal safety) affect people's willingness and/or ability to walk or cycle. The weather and topography of Leeds were cited as factors that amplify some existing disadvantages.



- 51% declined to answer
- 42% do not consider themselves disabled
- 8% have a disability

7.7 Ethnic group

Most respondents (444, or 49%) chose not to answer the question about ethnicity. Of those that did, 426 (47%) told us they were white (English/Welsh/Scottish/Northern Irish/British or 'other'; the population in Leeds is 81%). The remainder (37, or 4%) were from other ethnic groups. This data is inconclusive, because of the high number of those who chose not to answer, though it is not unreasonable to think that the majority of those were also likely white. Research this year shows that deprivation plays a significant role in the likelihood of a pedestrian being injured in a collision, and that being from an ethnic minority plays an additional part.⁷ In Leeds, the current strategy is able only to note a data correlation between the risk to pedestrians and wards. The existing Commonplace platform offers helpful guideline population numbers for diverse communities in Leeds; this could usefully be compared to actual survey results.



- 49% chose not to answer
- 47% told us they were White (English/Welsh/Scottish/Northern Irish/British)
- 4% other ethnic group

7.8 Travel habits

There were 2,032 responses in total, and people could select multiple answers. The most common mode of travel was car or van (as a driver or passenger) at 29% (595), closely followed by walking (539, or 27%) of all responses. Bus travel accounted for 16% (333) of responses, cycling for 12% (242), 6% (113) by taxi and train for 7% (132). Travel by motorcycle or powered scooter accounted for 2% (132) and mobility scooter or wheelchair less than 1% (7) of total responses. 25 people did not respond to this question.



- 29% driver or passenger
- 27% walking
- 16% bus
- 12% cycling
- 7% train
- 6% taxi
- 2% motorcycle or powered scooter
- 0% mobility scooter or wheelchair

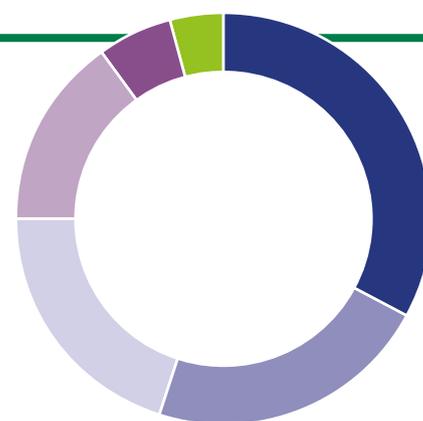
⁷ Road-Traffic-Injury-Risk-amongst-GB-black-and-ethnic-minority-populations.pdf

How do you travel around Leeds?	Number	%
Walk	539	26.6
Mobility scooter or wheelchair	7	0.3
Cycle	242	12.0
Motorcycle or powered scooter	37	1.8
Bus	333	16.5
Train	132	6.5
Car or van (as a driver or a passenger)	595	29.4
Taxi	113	5.6
No response made	25	1.2

7.9 How safe people feel

Respondents were asked how safe/unsafe they feel using the roads in Leeds. Around a third (33%, 299) said they felt neutral about this. Just over a quarter stated that they feel safe (20%, 180) or very safe (6%, 55). Around one-fifth reported that they feel unsafe (15%, 136) or very unsafe (4%, 40). More than one-fifth (22%) did not provide a response.

How safe/unsafe do you feel using the roads in Leeds?	Number	%
very safe	55	6.1
safe	180	19.8
Neutral	299	33.0
unsafe	136	15.0
Very unsafe	40	4.4
No answer provided	197	21.7



- 6% feel very safe
- 20% feel safe
- 33% feel neutral
- 15% feel unsafe
- 4% feel very unsafe
- 22% did not respond

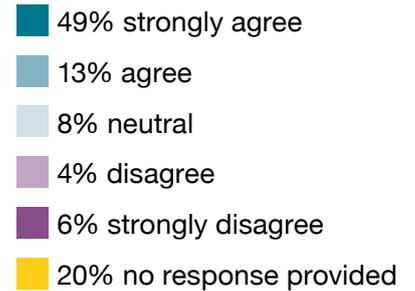
Respondents added that how safe they felt varies depending on their mode of travel – they feel safe when they’re driving, less so when on a bike, for example. Location was mentioned as a factor, with some roads feeling safer than others.

- o **I feel very safe when I’m in my car; very unsafe when I’m cycling or walking, especially outside the city centre.**
- o **This should be asked for different modes of use: I feel mostly safe as a car user, but far less so as a pedestrian. Also, there is a difference between where I live and where I work, one is more rural, the other urban.**

7.10 Agreement with the 2040 ambition

20% of respondents (186) did not answer this question. 62% (562) either agreed or strongly agreed with the strategy. 10% of respondents either disagreed or strongly disagreed (91) and 8% (68) were neutral. Some respondents pointed out that the question should have separated out support for the sentiment from support for the strategy.

- **I'd be foolish not to agree with Q.13 and support its aim. Having any optimism that it can be done should be the question.**
- **With regard to point 13 above, I think this is an amazing ambition, but I really don't think it is achievable.**
- **How could anyone disagree with the principle behind Q13, even though it is unrealistic/unachievable?**



8. Survey responses

The themes that most people mentioned as important in each pillar soon became clear, thanks to the sheer volume of responses. They proved to be remarkably consistent, with several reflected across different pillars. They included: the need for enforcement and resources; pleas for vastly improved public transport and active travel infrastructure to make it possible for more people to reduce the need to use cars; doubt about whether Vision Zero is realistic and/or achievable; reminders that many people are unable to walk or cycle; challenges over the effectiveness of interventions such as speed limits, campaigns and education, and the need to overhaul road space design and allocation.

People also shared a range of other experiences, thoughts and ideas. All comments have been read and saved, and many – though they may not have contributed to a frequently mentioned theme – will help the Leeds Safe Roads Partnership greatly as it firms up the actions for the next step in Leeds Vision Zero. If you do not see your specific point mentioned here, rest assured that it has been noted.

Safe Behaviours and People Pillar

Overarching aims of this pillar

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

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

Key actions

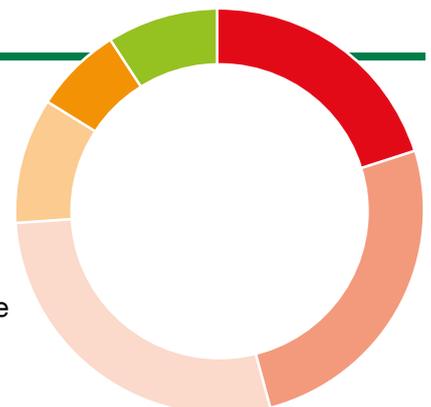
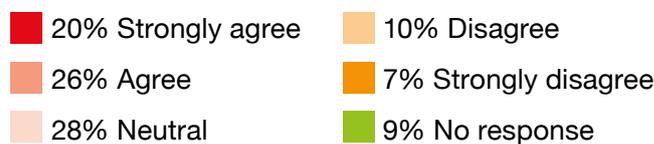
We will:

To help to keep all road users safe, we will:

- o focus on preventing the most dangerous driver behaviours: speeding, drink and drug driving, distraction and seatbelt offences;
- o ensure that those who can do the greatest harm know that they have the greatest responsibility to reduce the danger they may pose to others;
- o continue to develop education, training and campaigns about dangerous driving;
- o work with partners to find new ways to address underlying issues;
- o encourage people to report dangerous driving to the Safer Roads Media Submissions Portal (‘Operation SNAP’) for the police to review.

8.1 Overall support for this pillar

46% (420) of respondents agree or strongly agree with the proposals in the Safe Behaviours and People pillar. 17% (156) disagreed or strongly disagreed. 28% (255) were neutral, and 9% (76) did not respond.



8.2 Feedback and comments

Most of the comments in relation to Safe Behaviours and People refer to the need for greater enforcement and express doubt in relation to the effectiveness of education and campaigns.

Theme	Frequency of mention
Enforcement and resources	141
Education and campaigns ineffective	108
Fatal Five	92
Infrastructure, design and maintenance	80
Generic comments with support	78
Doubtful	70
Fatal Four	65
Education required	63
Include all road-users	60
Cautious support	53
Reporting dangerous behaviours	21

8.2.1 Enforcement and resources

People raised a range of points, including the need for more police resources and a greater police presence, with many calling for greater penalties, stricter sentences and more drastic punishments for those caught driving dangerously. Random checks, confiscations, tougher sentences from magistrates, and more resources for police were all called for.

- **Improving awareness when driving, and tackling poor behaviour, such as mobile phone use when driving, drink and drugs etc all require active policing by police officers.**
- **Without robust punishment for dangerous driving, many people will simply keep driving in a way that endangers others if it suits them.**
- **Unless there is some active enforcement, grand sentiments will have no effect.**
- **While some respondents feel that enforcement is critical, others aren't convinced that it would have much impact on the most dangerous drivers.**
- **Most of the bad driving practices are with people who don't care, won't be told, and don't fear any consequences.**
- **There'll always be people who choose to ignore the rules.**
- **Conditions will be made more and more difficult for law-abiding and careful motorists while the minority (who even now get away with reckless driving) will still not get caught.**

8.2.2 Fatal Four / Fatal Five

The so-called 'Fatal Four' most dangerous driving behaviours – speeding, distraction, drink and drug driving and failure to wear seatbelts – were referenced many times.

- **Speeding is a massive issue everywhere.**
- **Clamping down on things like mobile phone use will help.**
- **Those who break the law by drink driving etc are totally irresponsible.**

The survey also revealed however that many people are deeply concerned about inconsiderate, unthinking driver behaviours and attitudes, from jumping red lights and driving around cyclists to the impacts of fatigue. It communicated pleas for the Leeds Safe Roads Partnership to include what we might broadly refer to as 'careless' driving to create a 'Fatal Five'.

- **There are many other examples of poor driving that causes accidents... the more mundane things such as cars ignoring prohibitions on turns, driving the wrong way up one-way roads, driving too close, failure to indicate... the corrosive everyday hazards.**
- **There is such a strongly reinforced culture of driving aggression and carelessness.**
- **Careless driving and selfish parking create serious dangers for pedestrians and cyclists.**
- **What about driver attitudes? In particular: sense of entitlement to go before cyclists/ pedestrians, lack of patience when driving behind a cyclist (absent when in a traffic jam), anger + lack of understanding at cyclists riding in primary position.**

8.2.3 Doubtful

Many respondents expressed doubt about whether Vision Zero can be achieved and a lack of confidence in those charged with delivering it, often because of a perceived lack of concrete actions, lack of resources and sense that the strategy is too vague.

- **Very woolly. No actual proposals, just aspirations.**
- **There is no detail about how you are going to prevent any of these behaviours.**
- **There are no concrete proposals on what you propose to do, it's all waffle, there is no indication on how you intend to prosecute or indeed catch offenders.**

8.2.4 Education and campaigns ineffective

The effectiveness of education and campaigns emerged as an area of particular concern. Many respondents questioned whether these approaches deliver any tangible outcomes. Others suggested that education works only for those who do not pose the greatest danger to others in the first place, and express concern that education might be seen as a stand-in for other interventions.

- **The drivers that have dangerous behaviours are the least likely to listen to educational resources.**
- **Entrenched attitudes will not be altered by education or appeals to better nature.**
- **Instead of pandering to the driver with 'education', their ability to maim and kill should be taken away from them through good road design and heavy sanctions.**

8.2.5 Education required

Education is, though, also welcomed, and respondents had suggestions about what this might include and whom to target.

- **Try to centre the Road User's Hierarchy for current and future drivers; approaching the challenge holistically, rather than challenging one behaviour at a time.**
- **Greater focus on considerate and safe driving for learner drivers and newly qualified drivers and ongoing education for experienced drivers is essential. Providing information when people renew their road tax or buy a new car could be one way of doing this.**
- **All road users must develop empathy and respect to each other, and this needs to be built into the education aspect.**

8.2.6 Infrastructure, design and maintenance

Many respondents highlighted the role that road design plays in influencing behaviour. People commented on how issues including layout, signage, infrastructure (especially segregated cycle lanes), junction design, parking, traffic management, pavements, pedestrian crossings and maintenance all influence behaviour.

- **It's important that we provide safe infrastructure, too, so that people can do the right thing. This is more expensive but leads to greater change.**
- **'Education' is part of the long-term solution, but short term we need better road design, more speed cameras and lots more pedestrian crossings. Infrastructure needs to make roads safer.**
- **Roads and road safety are a complex sociotechnical system comprising infrastructural, institutional, and individual human parts. Behaviours are influenced by a web of all of these parts... it is important 'to treat the fatal five behaviours as consequences [of a complex road system] rather than causes' (Salmon et al, 2015).**
- **More systemic changes will be necessary to reduce the most serious injuries e.g. rather than focus on individual behaviours... [we] must focus on how road design and use can reduce injuries.**

8.2.7 Generic comments with support

Many respondents added a generic statement of support without further comment.

- **Without behaviour change we can't make our streets safer.**

8.2.8 Cautious support

Others expressed cautious support, followed by a caveat.

- **It sounds fine as a set of principles, but it's very vague.**
- **All sounds good, but actually how much will be actually implemented, and enforced?**

8.2.9 Include all road-users

Some respondents feel that the strategy focuses too heavily on drivers and not enough on other road-users (such as people on bikes, e-scooters and children).

- **Penalising the motorist is not the way to make our roads safer.**
- **Pedestrians need to be taught road safety again.**
- **What about cyclists who cause accidents due to poor or no lights, dark clothing, weaving in and out of traffic, running red lights, coming straight out at junctions, no protective headgear etc? Electric scooters are a menace and driven by people with no regard for others.**
- **All road users have a responsibility for their own safety and that of others. The above concentrates solely on drivers and driver behaviour. There is no mention of encouraging pedestrians, particularly young ones, to cross the roads safely (remember the Green Cross Code anyone?!)**

8.2.10 Reporting dangerous driving

Some people asked for it to be easier to report dangerous driving.

- **A way to report behaviours is also a step forward as people aren't always obviously doing something worth ringing the police for, but aren't abiding by safe practice.**

Safe Speeds Pillar

Overarching aims

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

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

Key actions

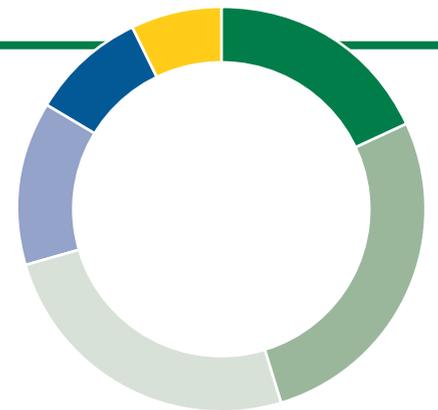
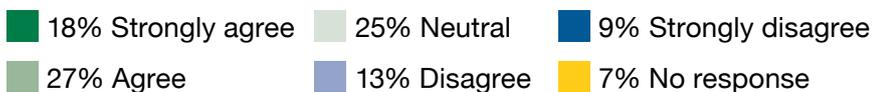
We will:

To address speed, we will:

- o identify and deliver existing and new police operations to tackle speeding
- o raise awareness of police work around speeding and communicate the outcomes of police operations
- o develop the use of safety cameras (mobile, fixed and average-speed) to prevent speed-related collisions
- o work more closely with communities (through neighbourhood policing teams and local councillors, for example) to understand and address the issues, and clarify the process for SID requests
- o complete the review of 20mph limits and take further action if required
- o support national speed awareness campaigns and create evidence-based targeted local campaigns to improve traffic culture around speeding
- o work with partnership fleet operators to introduce technology to improve speed compliance
- o work with other bodies, such as insurance companies and driving instructors to obtain data and influence driver attitudes.

8.3 Overall support for this pillar

45% (422) agree or strongly agree with the proposals in the Safe Speeds pillar. 22% (195) disagreed or strongly disagreed. 25% (226) were neutral. 7% (64) did not respond.



8.4 Feedback and comments

Respondents were asked to indicate the extent to which they agree that these proposals will make the roads safer. They were also invited to share their comments.

Most of the comments in relation to Safe Speeds refer to the need for greater enforcement, with mixed opinions about the effectiveness of existing speed reduction measures.

Theme	Frequency of mention
Existing speed reduction measures don't work	198
Enforcement and resources	129
More speed reduction measures	100
Doubtful	71
Infrastructure, design and maintenance	51
Education and campaigns	43
Biased	15
Community partnership	13
Culture change	9

8.4.1 Existing speed reduction measures don't work

The survey generated many comments questioning the effectiveness of existing speed reduction measures, from speed limits and traffic-calming to the impacts on individual behaviour and wider driving culture.

- o Past measures on voluntary reduction of driver speeds have proved useless.
- o These proposals will make no difference to habitual speeders who have no regard for the law.
- o Sadly, the 20mph just doesn't work in my area, I live on a one-way street close to a school and drivers just ignore the 20 signs, road markings and smiley face speed sign.
- o I don't believe that creating more cameras to catch people doing slightly over the limit is the answer.
- o The usual pious talk. Most important is good road layout, safe crossing places and proper policing (NOT speed cameras).
- o Speed cameras seem to be set up to gain revenue rather than reduce antisocial driving.

8.4.2 More speed reduction measures

Other respondents, by contrast, were keen to see many more speed reduction measures, particularly speed cameras, and easier processes to request these.

- o More 20mph zones are essential.
- o It's absurd that you have to campaign for speed cameras and serious injuries and deaths are needed to have them installed. Campaigning also has a class bias as to who has time and money to do it.
- o A network of average speed cameras across the city would go a long way towards eliminating dangerous speeds, which are often found on streets where no fixed camera would be appropriate (e.g. rat-runs). It also would reduce vehicles travelling at high speeds slowing for fixed sites then resuming high speed thereafter.

- **Being able to quickly and efficiently fix broken speed cameras will also be critical for this.**
- **More static speed cameras outside schools where they are needed and not in place in North Leeds.**

8.4.3 Enforcement and resources

A common theme raised in this pillar – as in the broader ‘Safe Behaviours and People’ – was around enforcement and its effectiveness. Most respondents assert that the most effective way to reduce dangerous speeds in Leeds is through a greater police presence and resourcing, along with stricter penalties and harsher punishments that genuinely ‘fit the crime’ rather than a ‘slap on the wrist’. There is strong feeling that the lack of enforcement leads to drivers believing that they can break the speed limit with little fear of repercussion.

- **Raising awareness by speeders being caught and punished and this being publicised would be better than a vague statement about raising awareness.**
- **Enforcement needs to be widespread and comprehensive, not just targeted at some areas at the expense of others.**
- **Needs police enforcement – particularly for low-speed limits in residential areas.**
- **There has to be enforcement, education hasn’t worked. A 20mph limit has to be the enforced standard in all side streets.**

A few respondents questioned whether enforcement works and point out that the need for enforcement is, in itself, evidence that other elements of Safe System measures have failed, and that relying on it risks losing the goodwill of drivers.

- **Speed limits already exist and are fine, enforcing them is time-consuming and generally not worth it. I think changing roads to have more speed bumps, be more narrow, less straight and with obstacles such as bollards keeps drivers focused, causing them to drive more safely.**
- **The problem is much more sophisticated than limits, points and fines. Enforcement can sometimes be a crude device which causes resentment and irritation when applied illogically and inconsistently.**

8.4.4 Doubtful

As in other pillars, many respondents expressed doubt about whether Vision Zero can be achieved and a lack of confidence in those charged with delivering it, often because of a perceived lack of concrete action, a sense that the strategy is too vague, that resources would better spend elsewhere, or that the Partnership needs to be braver to achieve its aims.

- **There is not enough concrete action here – while there may be some activity that will generate safer roads, it does not go anywhere near enough to deliver on Vision Zero.**
- **We have an issue with speeding in our neighbourhood for years and have been told that nothing can be done, because A-roads can’t have x, y and z... These reasons clearly put car users above people who live here. If your measures can change something here, you have a success story.**
- **Words like ‘consider’ are not specific enough, and measuring the success of the objective is not possible.**
- **I don’t think the proposals are bold enough to achieve the ambition of Zero Harm.**

8.4.5 Biased

Some respondents feel that the strategy is 'anti-driver'.

- **Deaths and injuries on roads are not significant enough to warrant extreme measures with sanctioning effect on motorists. They're a violation of freedoms and rights.**
- **Why do you continually target drivers? The money wasted on some of these schemes which just add to congestion and emissions would be better spent educating school children about how to act near roads.**

8.4.6 Infrastructure, design and maintenance

Here, as in other pillars, many respondents refer to the impact that they believe the wider road design has on this specific issue (in this case, Safe Speeds). Comments point out that many elements of the road environment, from design, sightlines and signage to road-space allocation and layout, conspire to enable speeding, and highlight the untapped potential for road design to lower speeds.

- **Decreasing the speed limit does nothing if the road design isn't fundamentally changed to limit the speed of drivers. People will unconsciously drive faster than 20mph if they feel safe enough to do so.**
- **Drivers choose their speeds according to the road characteristics. Where possible, re-engineering the roads is the most effective way of moderating driver speeds. The role of traffic calming (humps, narrowing's, planters, parking etc) should be part of speed policy.**
- **By designing (and maintaining) roads to a consistent design for the intended speed, the speed of most of the traffic will be at an acceptably safe level... Looking to reduce speeds without reference to the design of the road will be much less effective.**

8.4.7 Education and campaigns

Among those who mentioned speed-awareness education and campaigns, responses were mixed, with about one third of comments expressing doubt that such approaches work at all, with the remainder saying that it needs to play a part.

- **Motor vehicle drivers see speeding as something which one tries not to get caught for, but tend to believe that they know best what speed is safe.**
- **I think more action and less education is called for. Every driver already knows the laws and some still make the choice to ignore them.**
- **Speed awareness courses do not work, why do people attend more than one course if they are said to work?**
- **If someone is speeding because of criminal activity, or through intoxication of drink/drugs, campaigns... will not be the solution.**
- **A holistic approach stands the best chance of working – removing the opportunity to speed supported by education + penalties for those who don't comply.**
- **Education should also focus on the fact that slower speeds improve traffic flow and improve journey times. Humans act differently when there is a benefit to them directly.**
- **Traffic education should start at school.**
- **It is important to change people's behaviour rather than punish them after the event.**

8.4.8 Community partnership

Residents and local communities need to be more closely involved in addressing speeding, respondents told us. People know what the local issues are, and Vision Zero should pay attention to this local knowledge.

- **Existing hotspots identified by residents “don’t qualify unless there has been a fatality”. The process for measurement/qualification needs to be amended.**
- **Speeding in particular is a huge concern to local residents. Addressing this requires a sustained and multi-faceted approach.**
- **Speaking to residents in the areas that are mainly being targeted would gather better results. They may know hotspots or the reasons.**

8.4.9 Culture change

Some comments pointed out that speeding is not just about individual behaviour, but a reflection of the fact that speeding is often socially tolerated.

- **A massive change in perspective and culture shift is required.**
- **[Speeding is] normalised... Drivers don’t believe speeding is a problem, a national approach to change road culture... [is needed].**
- **We need to make speeding something that is morally wrong, like the drink-driving campaigns, and build this into our social culture.**

Safe Roads Pillar

Overarching aims

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

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

Key actions

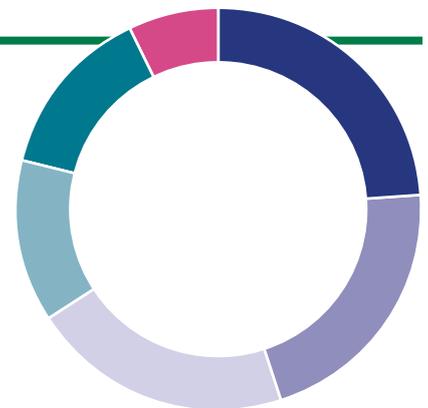
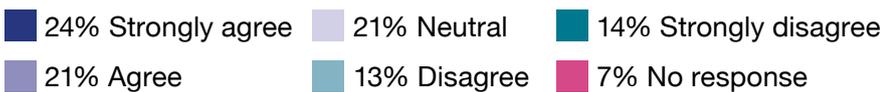
We will:

To make local streets safer for all road-users, we will:

- o continue to expand our walking and cycling network and filling in gaps;
- o continue and consider new ways to introduce holistic packages of measures to support safe and active travel to support mode shift, such as school streets, pedestrian-only areas and residential streets;
- o continue annual pedestrian crossing review and introduction of technology to keep road users safe;
- o continue to deliver treatments to reduce speed and collisions on our road through the annual Casualty Prevention Programme (sites and lengths for concern / cluster analysis) and the road safety audit process;
- o make it easier for people to request improvements to the network.

8.5 Overall support

45% (411) agreed or strongly agreed with the proposals in the Safe Roads pillar. 27% (247) disagreed or strongly disagreed. 21% (188) were neutral. 7% (61) did not respond.



8.6 Feedback and comments

Respondents were asked to indicate the extent to which they agree that these proposals will make the roads safer. They were also invited to share their comments.

Most of the comments in relation to Safe Roads appeal for a recognition of the role that infrastructure, design and planning – along with high quality public transport – could play in reducing car use and addressing road danger.

Theme	Frequency of mention
Infrastructure, design and planning	268
Public transport	172
Equality and accessibility	157
Doubtful	83
Traffic removal	68
Too much focus on drivers	34
Be more ambitious	18

8.6.1 Infrastructure, design and planning

Comments in the Safe Roads pillar made it abundantly clear that people feel that infrastructure – underpinned by a planning process that people feel they can influence and trust – has a critical role to play in creating a Safe System. Respondents welcomed the improvements they already see across Leeds and pointed out areas where this could be improved. They referred to a huge range of issues that would help to make roads in Leeds safer, including segregated cycle lanes and wider pavements, more and improved pedestrian crossings and infrastructure that reflects the road-user hierarchy and re-allocating road space.

- **The focus on segregated lanes is important, given that this kind of infrastructure will encourage inexperienced cyclists particularly to take to the roads.**
- **Walking and cycling routes need to enable people to take the shortest and quickest lines.**
- **Segregated cycle lanes are a key part of this, but disconnected infrastructure and lanes where cyclists must stop often at traffic lights or interact with cars will result in limited success.**

The survey also highlighted people’s need for safer, joined-up infrastructure networks between – as well as within – neighbourhoods and towns.

- **We can’t just focus on it being city centre-centric. We need cross city connections as well.**
- **Severance needs to be overcome in key locations, especially in linking the city centre to nearby socio-economically deprived areas.**

People also highlighted the need for infrastructure that makes the roads safer for drivers.

- **This addresses pedestrians and cyclists but ignores the infrastructure safety improvements that can reduce or mitigate crashes involving motor vehicles, which account for the most KSIs.**
- **There is nothing here about changing road layouts to slow down traffic, e.g. removing wide curves into side roads that enable traffic to enter them at high speeds. Good examples are on Street Lane in Roundhay, at the junctions of Old Park Road and Park Lane.**
- **Multiple examples of poorly thought-out roundabouts and junctions in north Leeds.**

Respondents referred to the need for existing infrastructure to be clean, well maintained and attractive.

- **Potholes and poorly designed roads can be uncomfortable in a car but are potentially lethal for all forms of two-wheeled transport.**
- **Maintain existing cycle lanes and roads ie sweep grit, debris including leaves and plant growth where it encroaches to reduce the safe space available to cyclists. Also gritting roads to avoid accidents for cyclists and pedestrians.**
- **More pleasant green spaces connecting areas of the city would also encourage pedestrians to walk if they can escape the noise of the cars.**

The survey picked up the need for 'infrastructure' to include the 'top and tail' of journeys, particularly secure storage to encourage cycling.

People highlighted the need to give due regard to high-quality planning process, with calls for greater commitment to local expertise and involvement.

- **There is no demonstrable commitment to doing community-based transport planning, with a poor level of real conversations between professionals and residents and over-reliance on on-line survey platforms.**
- **Design teams are rarely hands-on involved in the actual delivery of led walking/cycling... This leads to a chasm between local authority community engagement and hence a backlash.**
- **Local cycling clubs and groups must be involved in consultation and design phases of new schemes in future. That way we might hope to eliminate cycle 'super-highways' that cede priority at every junction and pass through bus shelters!**

8.6.2 Public transport

Cheaper, more reliable, cleaner, quicker, more frequent, sensibly routed, affordably ticketed and better connected... the pleas for a radical overhaul of public transport in Leeds couldn't be louder in this pillar (as in all the others). Many respondents believe that more people would choose not to drive if only public transport offered a genuine alternative. At the moment, many people tell us, driving is cheaper, quicker and more convenient. The public transport carrot simply isn't tasty enough.

- **The key is that routes have to be where people want to go! This means a network of [residential streets] linked by affordable, reliable, and accessible public transport... We need more 'circular' and on-demand bus routes.**
- **Public transport needs to be demonstrably more efficient and cheaper – preferably free – to provide a genuine choice to not use a car. Currently many rural and cross city bus routes are under threat. Private bus and train providers are NOT meeting the needs of current and potential passengers. Public transport should be bought back into public ownership or at a minimum regulated effectively by public bodies.**
- **Bus routes must be independent of private cars – putting a bus in a traffic jam is no way to foster use of public transport.**
- **Improvements to public transport systems is at the heart of this issue; Leeds needs a good, affordable mass transit system, eg Nottingham and Manchester, this will ensure that it is easier to take public transport than to drive their cars.**

Respondents called for people who walk, cycle or scoot to take greater responsibility for reducing road danger.

- **Too many cyclists and scooterists are inconsiderate of pedestrians and give no notice of their presence. This is frightening when one is hearing-impaired.**
- **The majority of cyclists and scooter-users do not have any respect for the Highway Code and only use these cycle lanes when it is to their benefit, the rest of the time they run red lights, use pavements, travel the wrong way up one-way streets and the now reduced road space if they think it will save them time.**
- **The same rules should apply to cyclists and those using scooters: i.e. high vis, lights, obeying traffic signals and also being insured in case of injury to other road users. I still see cyclists riding at night with no lights or high vis.**

8.6.3 Equality and accessibility

Respondents wanted reassurance that the strategy would properly consider the needs of those who cannot, for whatever reason, opt out of car-use.

- **Pensioners cannot walk, scoot or cycle and should not have to wait in the cold for 45 mins for a bus.**
- **...some cannot [cycle or walk] because of age or health-related mobility issues.**
- **This is a very ableist plan. In a hilly area with appalling public transport, cars are the only option for many.**
- **Buses do not take you door to door with heavy shopping bags.**
- **It totally ignores the needs of those of us who find it difficult or indeed impossible to walk due to old age or disability, in addition to the younger people who suffer a disability and are wheelchair bound – it is not easy to carry or manoeuvre a wheelchair/mobility scooter on a bicycle/bus!**
- **Attention needs to be paid for the need to vastly enhance the number of accessible car parking for disabled people at key cultural and shopping area in the city.**

Some respondents cited geography and weather in Leeds as barriers to active travel.

- **Leeds is hilly, and wet and windy for most of the year. What if your fitness isn't good?**

8.6.4 Doubtful

The consultation generated comments that express doubt about the likelihood of success.

- **Expensive tick-box exercises that will politically look good but little will be achieved.**
- **Very woolly. No actual proposals just aspirations. How much funding will it get?**
- **Cuckooland idealistic thinking. This part will never gain traction or find support from those it affects.**
- **How long has Leeds been encouraging people to walk, bike and get the bus? And how successful has it been? Instead of doing it all again maybe consider why people are not doing as you ask – is it because the infrastructure you have constructed up to now has been unsafe, poor quality, indirect and gives priority to cars? Please don't just do what you have been doing for the past 20 years and then in 2040 someone else has to do it properly.**

8.6.5 Traffic removal

People told us they want to see specific efforts made to reduce or remove traffic from roads altogether and reduce auto-dominance, for example through bans and restrictions on parking.

- **This is the most important one – we might need to actively ban cars from certain routes.**
- **Reducing traffic makes the city a way more appealing place to live, a less contaminated place, and sees its pedestrianised streets thriving with people.**
- **It will be essential to reduce the number of people who use a car in the city centre as without a reduction in traffic many road users will continue to feel unsafe.**
- **Why is there no mention of eliminating car priority on our roads?... You will not be able to develop proper cycling or public transport infrastructure without sacrificing something else (case study = Kirkstall Road).**
- **Just close some roads to private motor vehicles like Paris. Show you actually have vision.**
- **Increase parking charges enforcing a minimum charge in private car parks.**
- **No new employers/office users should be able to include car parking in their applications.**
- **The real problem is pavement driving and pavement parking. Nobody can walk in my area as cars have taken the pavements.**

8.6.6 Too much focus on drivers

Some comments shared the sentiment that drivers were being unfairly singled out.

- **People exercising their rights and freedoms is also the other thing that is being impacted by these absurd measures.**
- **I should be able to choose to drive if I want to. The whole document reads like an attack on car ownership and use.**
- **Stop demonising the car and forcing lots of people to become isolated.**

8.6.7 Be more ambitious

While a number of respondents suggested various ways to support the Safe Roads pillar, some explicitly called on the Leeds Safe Road Partnership to have the confidence to be much bolder.

- **You need to ensure that the city really is safe and welcoming to walk or cycle. This means being brave when confronting the overwhelming favour our city gives to motorists.**
- **We have to be brave... It is time this was tackled head on.**
- **Really significant investment in public transport infrastructure is needed... along with radical urban redesign measures.**
- **Network infrastructure needs to not be afraid to inconvenience drivers if it is going to be useful.**
- **This needs some real innovation and out-of-the-box thinking; by removing the fit and healthy individuals from the highways and onto cycle paths / footpaths, we may just focus the highway users onto those disabled, elderly, etc, motorists who may be least fit to use the alternatives.**

Safe Vehicles Pillar

Overarching aims

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

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

Key actions

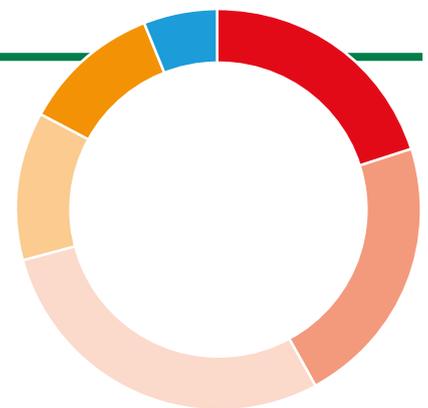
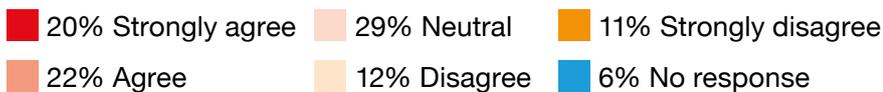
We will:

In order to raise awareness of the importance of safe vehicle standards and to remove danger from our roads, we will:

- o as a partnership, run national, regional and local events and campaigns about vehicle safety
- o engage with professional drivers, fleet operators and public service vehicle operators about safe vehicles and safety standards
- o carry out partnership enforcement activity, targeting evidence-led issues e.g. goods vehicles, taxi & private hire vehicles
- o look for opportunities to work in partnership to trial new equipment/technology to identify defective vehicles
- o respond to and share consultations relating to vehicle safety.

8.7 Overall support

42% (382) agreed or strongly agreed with the proposals in the Safe Vehicles pillar. 23% (210) disagreed or strongly disagreed. 29% (263) were neutral and 6% (52) did not respond.



8.8 Feedback and comments

Respondents were asked to indicate the extent to which they agree that these proposals will make the roads safer. They were also invited to share their comments.

Most of the comments in relation to Safe Vehicles focused on enforcement or questioned whether it is up to the Leeds Safe Roads Partnership to address this.

Theme	Frequency of mention
Enforcement and resources	197
Not appropriate	135
Behaviour and attitude	71
Finance	39
Education	34
Vehicle size	10

8.8.1 Enforcement and resources

Respondents expressed doubt that, without adequate police resources, powers and appropriate penalties, people will continue to choose to drive dangerous vehicles on the streets of Leeds.

- **Courts and society are too lenient on dangerous vehicles and drivers – e.g. non-enforcement of driving bans, lenient excuses for exceptional hardship, tens of thousands of drivers with no ban despite having 12 or more points.**
- **It is no good raising awareness unless you enforce.**
- **Really need to put more enforcement into unsafe, untaxed and uninsured vehicles.**
- **Obviously the police are too under-resourced to ever do more than scratch the surface. Automated methods of getting the uninsured, etc off the street are needed.**

Respondents also want to see more concrete commitments and actions.

- **Again with the cheap and easy ‘raise awareness’ option... What vehicle technology that prevents crashes are you going to ‘promote’ and how? What improvements to vehicle standards are you going to ‘support’ and how? Funding for residents to buy safer cars or add technology to their existing car? Details!**

8.8.2 Not appropriate

Some comments questioned whether ‘Safe Vehicles’ is even an appropriate area of focus for the Leeds Safe Roads Partnership, and that this is the responsibility of other bodies such as garages, MOT checks, manufacturers and retailers, and national bodies such as DVLA and the government, and that most vehicles are already safe.

- **This has nothing to do with Leeds City Council; car safety comes from the car manufacturers.**
- **These are mostly beyond a local council’s remit. Stick to what you can actually have a real impact on.**
- **Safety in vehicles is mandated by the government. Why would the council waste precious resources on this?**
- **We already have MOTs for this purpose, and our cars must be some of the safest in the world.**

8.8.3 Behaviour and attitude

As in other pillars, people feel that negative behaviours and attitudes are strong forces.

- **Bad drivers can still crash good cars.**
- **Safer vehicles won't help pedestrians and cyclists hit by reckless drivers.**
- **If a person doesn't care about their vehicle enough to keep it roadworthy, they certainly won't care about the rules of the road, other road users' safety, speed limits, insurance, or anything else. Targeting uninsured drivers and poorly maintained vehicles must be a central strategy for any organisation truly interested in road safety.**
- **Driver attitudes are much more important. Your proposals simply give a false sense of security to drivers who then take more risks.**

8.8.4 Finance

Some respondents mentioned the potential costs associated with this pillar.

- **We need to remove 'death traps' from the road, but I feel this may penalise those who struggle to afford newer cars.**
- **With the current state of the economy and all of the rising costs, the last thing people need is to incur additional costs by needing to make adjustments to their car to make it safer. Can there be something to offer support to those who are perhaps struggling with costs?**
- **There is a huge economic cost to improving vehicles... Better to invest in improved public transport.**

8.8.5 Education

Of those who mentioned education, about a third questioned its effectiveness. The rest called for drivers to learn more about how to keep their vehicles safe.

- **How many people already have no insurance or tax and do you think 'raising awareness' will make any difference?**
- **I'm sure people neglect their car like they do other things they own, not realising the consequences can be so high, and education in this area is welcome.**
- **New drivers these days do not understand their own vehicles and how they work, many cannot even change a headlight bulb or even top up the screen wash.**

8.8.6 Vehicle size

A few comments specifically reference larger vehicles such as SUVs and other 4x4s.

- **A 4x4 is only 'safe' for those inside. For those who are hit by the disastrously high number of 4x4s/SUVs now driving around the city they will be totalled far more effectively than a normal sized car. We need ban these cars from our cities, even if they are electric. Their size is not appropriate for city living and takes up too much space on our already small roads.**

Post-collision Learning and Care Pillar

Overarching aims

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

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

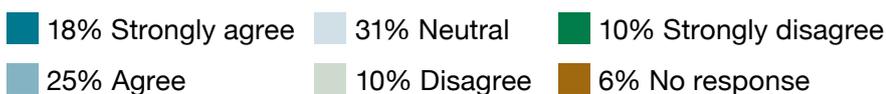
Key actions

We will:

- o consider how post-crash professionals and processes could work more closely, supporting and learning from those who respond to traffic crashes
- o strengthen partnerships with road crash charities and organisations and support them to raise their profile
- o articulate the link between car use, congestion and pressures on emergency services.
- o work with bereavement and trauma specialists to consider how families might be able to help us to develop and achieve Vision Zero
- o promote technology as a tool for post-collision justice
- o advocate for financial commitment to post-collision services for victims
- o ensure that eliminating road tragedy remains front and centre of our work.

8.9 Overall support for this pillar

43% (197) agreed or strongly agreed with the proposals in the Post-collision Learning and Response pillar. 20% disagreed or strongly disagreed (178). 31% (277) were neutral and 6% (55) did not respond.



8.10 Feedback and comments

Respondents were asked to indicate the extent to which they agree that these proposals will make the roads safer. They were also invited to share their comments.

While people support the Post-collision Learning and Care pillar, most of the comments question whether actions after the event will have much effect.

Theme	Frequency of mention
Doubtful	219
Supportive	115
Education and campaigns	75
Infrastructure	34
Lack of impact of education	17

8.10.1 Doubtful

While people strongly support efforts to improve support for crash victims and their families, they are not sure how this pillar can have a material impact on the number of serious injuries and deaths.

- **This is after the accident. Too late for the victim(s).**
- **If you get the rest of the strategy right, there'll be no need for this pillar.**
- **Surely the importance of the study would be to analyse the cause of the collision and learn how to remove those risks.**
- **Admirable, but I'm not sure what concrete safety improvements come out of talking to bereaved families or studying emergency services response times. I like the idea of studying what caused accidents and learning from them, but do we really not already do this?!**
- **Whilst these are excellent ideas, I am not sure they will make the roads safer. They don't change the behaviour of the people who drive dangerously.**

In particular, people commented on a lack of concrete actions, wondered why these steps were not already being taken and expressed reservations about the likelihood of achieving outcomes, particularly due to funding of emergency services.

- **All of the above seems very light touch: we will consider / think about / highlight. These are not actions.**
- **If ambulance crews are busy elsewhere because they're understaffed, there's not a lot you can do about that without increasing NHS funding.**
- **Sounds like a lot of public sector speak with very few outcomes or just marginal effects around the edge. Rather meaningless.**

8.10.2 Supportive

Other respondents recognise a role for post-collision learning.

- **Sounds brilliant – if we know when, why and how problems occur then a pre-emptive response will hopefully stop them occurring or lessen the consequences.**
- **Too often designers/planners do not learn from collisions and keep repeating the same dangerous designs used previously.**

8.10.3 Education and campaigns

There were a number of references to the importance of education as part of this pillar, so that road-users learn from crashes they are involved in. Suggestions include continuing driver training, first aid, practical bystander actions, involving schools and drawing on the expertise of powered-two-wheeler riders.

- **Awareness/education is always preferable to reactive strategies. First Aid awareness for serious injury might be good too, like the FAST advert for strokes etc.**
- **More needs to be done to educate those people causing the collisions. Mandatory road safety courses, experience riding a bike in city traffic etc.**
- **Is restorative practice included here, where [those who cause crashes] are supported to see the impact of what they have caused?**
- **I would like to see mandatory frequent refresher driving test for everyone.**

8.10.4 Lack of impact of education

Some, though, reserve judgement about the impact of education.

- **This will educate those [for] whom education has an influence, but raising awareness and education will not reach all and likely those repeat offenders will not be reached.**
- **Again, you are talking about education. People know the effects of an accident but perhaps choose to ignore it.**

8.10.5 Infrastructure

Some contributors expressed concern that infrastructure designed to slow or remove traffic negatively impacts emergency vehicles.

- **The link between congestion and response times is often adversely impacted by the narrowing of highways and installation of barriers/curbs etc.**
- **Ambulances are slowed down by speed bumps.**
- **The restricted roads and blocked off roads will make emergency response time much longer leading to possibly loss of life.**

General feedback and comments from survey respondents

General feedback and comments

At the end of the survey, respondents had the opportunity to share any other observations and thoughts. Public transport and active travel came up far more frequently than any other topic.



8.10.1 Public transport and active travel to cut road danger

As in other pillars, people call our attention over and over again to the feedback loop between the presence of cars on the road and the existence (or otherwise) of alternatives: public transport and active travel.

- **Build an incredible public transport infrastructure, without it there will be cars.**
- **A commitment to sustained funding of public transport and safer routes for walking and cycling that won't be subject to budget cuts. A commitment to making it safe for women, children and people with disabilities to use public transport and safe routes at all times of the day and seasons.**
- **More ambitious strategies for public transport usage increases and new cycle and pedestrian routes connecting suburbs, reducing the reliance on private vehicles.**
- **Provide all major towns in the Leeds Metropolitan area with decent public transport.**
- **More emphasis on reduction of volumes of cars rather than sticking plasters about making them safer – better and more reliable public transport and safer cycling mainly.**
- **Develop more green walking spaces away from busy roads, but that connect popular routes into town.**
- **Reference to both ACTIVE and SUSTAINABLE travel alternatives. Barely mentioned alternative to car and no reference to health benefits of walking/cycling.**
- **Embarrassing that we haven't got a tram after all these years.**

The lack of cycle infrastructure such as parking and lockers was highlighted.

- **Build an incredible public transport infrastructure, without it there will be cars.**
- **There appears nothing in the strategy referring to secure cycle parking/storage in the city centre (or elsewhere for that matter). Perhaps pressure can be put on car park proprietors to install lockable cycle cabinets.**
- **Facilities are lacking to support our (cycle parks, showers, change rooms, etc).**

People suggested other ways to reduce or eliminate vehicular traffic.

- **Initiatives and targets to reduce the number of under-2-mile journeys by motor vehicles.**
- **Need to stigmatise pavement parking. Need more awareness around disabilities and that active travel and LTNs can assist people with disabilities and reduce inequality, especially for those who aren't able to drive or who can't afford a car.**
- **Incentives to remove cars (cheap local short term car hire, improved safer taxis... Mapping of school placements to walking distance and safe cycle routes (with secure cycle storage on site) the removal of close-to school parking to encourage safe travel to schools.**

8.10.2 Doubtful

In each of the individual pillars in Vision Zero consultation, people told us that while they agreed with the ambition (and as some pointed out, how could anyone not?), they were not sure whether it is realistic or whether the Leeds Safe Roads Partnership is, in fact, serious about this ambition. This final section brought this sentiment strongly to the fore. People shared a range of reasons for withholding their trust.

- **I strongly agree with the ambition but I'm not sure it's achievable.**
- **When you include a question like this you like people to give a positive answer and then say ooh look 99% of people agree with exactly what we are doing and then just implement your original plan.**
- **I agree with the ambition but question its realism and the availability of funding and human resources to make it happen. Good luck!**

Some people think that 'accidents will always happen'.

- **Other than banning cars or having a 0 mph speed limit, achieving a zero strategy is impossible. There is always risk.**

Others are not convinced that partners (including the council) are truly prepared to position traffic danger as a central issue, both internally (across the council, for example), across partnerships, or as a prominent thread in all other areas of activity, that the resources to make it happen really exist.

- **A massive change in perspective and culture shift is required.**
- **VZ needs to be everyone's responsibility and the council could look internally first at "that's transport's job" mentality.**

- **[what we need is] ... a change of attitude at Leeds City Council to put vulnerable pedestrians first and to consider the needs of everyone (families, older people and those of us with a disability) to have equal access to facilities around the whole city.**
- **When people know that 5 people are killed each day, they are shocked - we need to talk about it much much more...**
- **Every strategy Leeds Council develops is overly ambitious and way beyond what a local authority has the power to do... Pick one thing to fix and work on it relentlessly.**
- **It's PR guff without action.**
- **I would like to see more money spent on actual physical infrastructure than advertising and education campaigns. I know the former is expensive and the latter seems cheap, but the effectiveness is worlds apart.**
- **LCC will never be able to achieve the Vision Zero strategy unless it has the authority and the money to do so.**

Some called for a wider re-think of the approach.

- **If we take an approach of trying to police our way out of a current system which is designed to allow crashes at the expense of total efficiency, we will never see meaningful results. A redesign of the 5 pillars, with a much greater focus on how to design a safe system instead of policing the current one, is needed.**

The timescale and rate of action was also called into question.

- **You should aim to eliminate all fatal and serious injuries well before 2040.**
- **This should be brought forward to 2023. I can't cope with any more years of dangerous driving being seen as normal in Leeds.**
- **Make sure what Leeds does fits with the rest of West Yorkshire's VZ, but please don't slow down to wait for them to catch up. Pace, pace, pace and lots of energy.**
- **People need to realise that we don't have a choice, we have to reduce vehicle use because of the climate emergency, everybody is going to have to cut back on car use.**

8.10.3 Design and maintenance

Respondents shared their view that good infrastructure is essential if people are to consider using cars less.

- **Quality is everything – cycling infrastructure should be safe for a competent 8-year-old on a 'normal' bike, even in the dark evenings or rain.**
- **Design streets for people not cars.**
- **There are still a lot of streets in the suburbs of Leeds that would benefit from being one-way, residents only or pedestrianised to help keep children safe on the school run and encourage more people to walk or cycle.**
- **New dedicated walking and cycle routes. Removal of on-pavement parking.**
- **Cities that have successfully moved to safer streets (Helsinki, Oslo, Copenhagen, Amsterdam) have done so by physically changing their roads.**
- **Unexpected joined up policy goals such as increasing nature in the city may contribute to drivers' wellbeing, decreasing their stress and likelihood of fatigue-based crashes.**

Maintenance and traffic management were also singled out.

- **Engage ergonomics experts when designing layouts and signs, especially with the bus gates and restrictions in the city centre. The present signage is too complicated leading to driver confusion and error.**
- **Roads should be seriously improved. Surfaces should be level, not all bumpy, full of potholes, sunken manholes, sunken drain grills, speed bump after speed bump, repairs so poorly done that they might as well not have been done.**

8.10.4 Enforcement

Enforcement also came up again here.

- **Catch the serious law breakers and hit them hard. Those breaking the law know they have very little chance of being caught, except the man in the street doing 35 in a 30 zone!**
- **Enforcement to stop traffic light 'amber gambling' and red light jumping.**
- **Stop the CPS giving repeat offenders meaningless 'punishments'. If someone has displayed a blatant lack of care for life on repeated occasions, they need punishing not educating.**
- **More surveillance and stronger penalties for drivers who break the rules. I have never seen as many drivers jump red traffic lights as I see every day in Leeds!**
- **[We] already [have] the laws, just needs somebody to carry it out.**

8.10.5 Education

While many people questioned the effectiveness of direct road safety education, the value of interventions around other topics emerged here, with a range of related topics and avenues suggested.

- **Focus on dispelling myths such as [the myth that] motor vehicles pay 'road tax' and pedestrians, cyclists and horse riders don't.**
- **The driving test pass rate for Leeds ranks us about 300th in the country (out of 315). That must serve as strong existing KPI before accidents occur and insight into what the problems actually are and where the focus should be.**
- **Why wait until someone has been caught breaking the law before making driver awareness courses available?**
- **[Include]... other environmental effects of cars such as pollution. How does this affect morbidity? Can we improve city living? How can we use this campaign to reach environmental commitments, such as using environmental traffic calming measures (eg trees instead of bollards)?**
- **There is education required for the public about the need for evidence-based strategies and decisions. Too many residents believe that their often-faulty perception of speed and risk should take priority over the view of experienced professionals. There is also a complete lack of understanding of both legal restrictions, and the need to prioritise areas of greatest risk because of budgetary constraints.**

8.10.6 Other road-users

Some comments called for other road-users to take responsibility for reducing road danger, particularly those who travel by bike.

- **Enforce traffic regulations on cyclists who regularly undertake in queues, ignore red lights, ride dangerously and seem to think that their safety is down to drivers of cars rather than themselves.**
- **[Cyclists and pedestrians] might not cause a serious accident but could become the victim of one due to their behaviour.**

8.10.7 Costs

People also questioned whether how Vision Zero will allocate tax-payers' money.

- **Stop using council tax money for draft buzz words documents.**
- **Waste of money – mass transport is the only answer.**

8.10.8 Equality

Comments called for more consideration of those who are disabled, older people or vulnerable (eg still shielding).

- **Less making those who cannot walk far or cycle feel guilty because they have disabilities.**
- **Please stop forgetting about disabled people. We can't necessarily use public transport because it is hostile and inaccessible. There is an endless drive to pedestrianise the city centre, which leaves us trapped outside it.**
- **Segregated cycle lanes wide enough for bikes, electric scooters, foot scooters, mobility devices and wheelchairs to co-habit would make massive steps to letting people utilise these modes of transport.**

9. Leeds Vision Zero Expert Panel feedback

9.1 Background

In action VZ5 of the draft strategy, we committed to setting up a panel of external experts to share information, guide the development of the strategy and action plan and to steer the Leeds Safe Roads Partnership's work.

9.1.1 Inaugural meeting

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.

9.1.2 Panel members

The panel includes a broad range of stakeholders with personal, academic and/or professional expertise and interest in road danger.

- Nigel Foster, Fore Consulting (Chair)
- John Dales, Urban Movement
- Prof. Sam Jamson, Leeds University
- Ian Greenwood, Road Safety campaigner
- Nick Hunt, Leeds City Council
- Paul Jeffrey, West Yorkshire Police
- Gillian Macleod, Leeds City Council
- Lynsey McGarvey, Leeds City Council

The following panel members could not attend the meeting:

- John Scruby, Support and Care After Road Death and Injury (SCARD)
- Rosslyn Colderley, Sustrans

9.2 Summary of key discussions

Feedback Theme	Notes
Ambition	People may regard the vision set by Leeds as an ambitious target, but this is about protecting life and is necessary. We need to remember this.
Partnership	It will be difficult to achieve this ambition. It cannot be done solely by Leeds Safe Roads Partnership (LSRP); it's crucial to work with others, too. We need 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. One early priority should be to focus on the cross-agency coordination/cooperation and the completion of projects at a district level. The LSRP needs to be clear about responsibilities for delivery of the actions and interventions.

Continued ▶

Feedback Theme	Notes
Gaps in the strategy	<p>Needs analysis and actions to tackle rural road KSI collisions, for example setting a maximum speed limit of 50mph for roads such as rural roads.</p> <p>Focus more on issues around deprivation and identify who is causing road harm in these communities.</p> <p>The strategy timelines need to be clearer.</p> <p>Communication and consultation (see below)</p>
Consultation	<p>Connect with the people of Leeds, particularly those who have been affected by road deaths.</p> <p>LSRP needs to build activities to reach people/groups that did not come forward during the consultation, who are harder to reach.</p>
Communications	<p>The communications side should be stronger; this will be central to a successful strategy and could be a powerful tool to shape future behaviours.</p> <p>Keep people informed about the work, interventions, progress and outcomes.</p> <p>Learn from examples of successful communication strategies; use media organisations for a different approach.</p> <p>Senior executive staff at Leeds to give this the prominence it needs.</p>
Attitudes / culture	<p>Death and serious injury is still considered by some, incorrectly, to be one of the costs of mobility.</p> <p>The target of zero is the right target. The sentiment around 'are road deaths acceptable' demonstrates that a culture shift is needed.</p>
Targets and timelines	<p>There is the danger that 2040 suggests there is no responsibility, so there is a need for targets for certain actions.</p> <p>Targets should be set for achieving actions rather than KSI reduction.</p> <p>Add actions into a timeline – what we will have done by when.</p> <p>Make sure the trajectories for the transport strategy are in tandem – the 'city where you don't need a car' for example and how they are tightly linked with the VZ strategy.</p>
National change	<p>Collaborate with other authorities to lobby at the highest level for change together and the combined power of the authorities.</p> <p>Use national campaigns to do this – more effective than local campaigns.</p>
'Fatal Five'	<p>Adopt 'Fatal Five' (rather than Fatal Four): add 'careless and dangerous driving', arguably the riskiest of driving behaviours.</p>

10. Conclusions and Next Steps

Safe Behaviours and People

%



Safe Speeds

%



Safe Roads

%



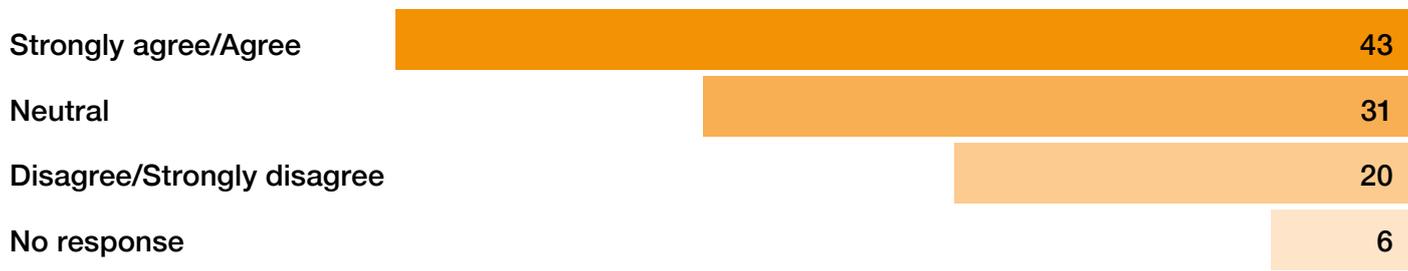
Safe Vehicles

%



Post-collision Learning and Care

%



Agreement with the vision

%

Strongly agree/Agree	62
Neutral	8
Disagree/Strongly disagree	10
No response	20

The Leeds Safe Roads Partnership (LSRP) feels that the consultation generated a healthy number of responses.

It recognises though that the consultation did not reach a representative number of women, disabled residents, people from diverse communities and younger citizens. The findings should therefore be considered in the context that (though many respondents chose not to answer the demographic questions), there is a likely bias towards the attitudes, opinions and needs of white, able-bodied men aged 45-74.

The LSRP will, with the support of the Vision Zero expert panel and colleagues within Leeds City Council (for example Connecting Leeds, the Voice, Influence and Consultation team and youth workers), put in place a plan to address this as Vision Zero develops. This may for example include focus groups at schools, colleges and universities, recruiting support from those who work in non-formal education, and regular events in shopping centres, community locations and places of worship and a presence at events (eg festivals).

The LSRP recognises that some people may not consider themselves to be in a position to comment on road safety, or feel they have the power to influence Vision Zero. This sentiment was expressed for example by some students, young people and people who do not drive. Overall, the LSRP is satisfied that the consultation generated ample insight and feedback, and thanks all those who gave their time and energy to help move Vision Zero to the next stage.

Now that the consultation is complete, the LSRP will:

- **work with the newly established Leeds Vision Zero Expert Panel to consider the feedback**
- **produce the final strategy**
- **submit that to Leeds City Council Executive Board on 21 September 2022 with a recommendation that it be formally adopted.**

Leeds Safe Roads Partnership

The partnership includes representatives from the following:

West Yorkshire Police (WYP), West Yorkshire Fire and Rescue Service (WYFRS), Yorkshire Ambulance Service (YAS), National Highways. It also includes 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.



(West Yorkshire Fire and Rescue Service Logo)

(Yorkshire Ambulance Service Logo)

(National Highways Logo)



11. You said we did

11.1 General comments

This section offered people the chance to make any further points about Vision Zero. Some used the opportunity to reiterate points made in earlier pillars, and so those were considered separately. The remaining comments fell into a few key themes: public transport, active travel, resourcing, doubt and calls to be bolder. The notes below indicate the main points and our responses.

You said	We did
Public transport (including mass transit) and active travel improvements are required to reduce traffic volumes and casualties.	Clarified the link between this strategy and the Leeds Transport Strategy, which outlines the city's plans for improving public transport. Reviewed the wording in the Safe Roads section to include more detail about active travel, public transport, infrastructure and measures to reduce traffic. Clarified the role of WYCA regarding regional transport.
Is this realistic and achievable? There's always a risk of collisions and casualties.	Raised this with the Expert Panel who agree that it is an ambitious target and reiterated that Vision Zero is about protecting life and the ambition is necessary; zero deaths or serious injuries is the only acceptable target. Serious injuries are indicators of a system that is not safe; by contrast, a system that is truly safe eliminates the risk of collisions and casualties.
It's everyone's responsibility.	A key principle of the Safe Systems approach is indeed that everyone has responsibility, with those who have the greatest potential to harm others bearing the most responsibility (as stated in the Highway Code). We've emphasised this 'hierarchy of road-user' and how our partnership approach will adhere to this throughout the document.
2040 is too far away, it needs action sooner.	2040 does seem far away, but in order to change we need time to develop, fund and deliver/construct our actions. Individual authorities throughout the UK and more widely across the world, a target of 2040 has been set and this collective action should have a much greater impact. The action plan will be reviewed regularly to make sure we are focused on the right mix of interventions and the strategy will be updated circa 2028-2030.
Cost – how will this be funded?	We clarified how the work covered in the strategy will be funded. The responsibility for some of the actions lie with others, for example vehicle manufacturers developing and introducing technology.
Actions are too vague and need to be SMARTer.	Reviewed the actions to make them SMARTer.

11.2 Safe Behaviours and People

For most people, the most visible and frightening manifestation of road danger is when they see or hear about dangerous behaviour. There were calls for a 'careless driving' to be given much more prominence. People also wanted more enforcement and/or resources, and education, though others questioned the value of education.

Continued 

You said	We did
Careless driving needs to be recognised as being as dangerous as speeding, drink/drug driving, mobile phone use and not using seatbelts.	Investigated the possibility of updating the ‘Fatal Four’ to ‘Fatal Five’ to include careless driving and agreed to implement this change across the Leeds Safe Roads Partnership and Vision Zero.
Enforcement is crucial.	Clarified details of current enforcement activities and explained how we will review these annually and improve how we communicate the outcomes of enforcement operations.
Education and campaigns don’t work.	The strategy emphasises our commitment to using education and campaigns that are based on evidence.
Training for groups such as young riders (motorbike / PTW) is needed.	Reviewed this with West Yorkshire Police and confirmed the need for practical training for young riders.
Bus journeys can be difficult or dangerous for older users if buses set off before passengers have sat down or if accessible seats are occupied.	Considered this feedback and strengthened the section with reference to bus users.

11.3 Safe Speeds

Speeding was raised as a serious concern throughout the consultation. People differed however in their views about the most effective way to address the problem. Some people called for more to be done to catch and penalise offenders (safety cameras, enforcement, punishments and so on) and for more resources and/or police presence to do so. Others want measures that prevent speeding in the first place (road design, mode shift, education and so on.)

You said	We did
Speeding is the biggest concern.	Committed to investigating and piloting a 50mph upper speed limit on faster rural roads in Leeds.
Speed limits change and seem to make no sense.	Explained the existing process for setting and reviewing speed limits, following DfT guidance; clarified the action to review speed limits to ensure they meet current guidelines.
There’s a lack of resources.	We clarified how the work covered in the strategy will be funded.
More community involvement in identifying and addressing speeding and an easy way to report speeding is needed.	Amended the ‘Community Partnership’ section and actions to include community involvement and reporting.
Speeding is intimidating and stops people from walking or cycling.	Reworded this section to get this sentiment across more clearly; created further actions to involve communities and to help make low, safe speeds socially desirable and encourage active travel.

Continued 

You said	We did
People ignore the speed limits.	Included actions that reflect the need for road design that physically constrains speeds, as well as community action and campaigns to increase compliance.
Speed cameras don't work.	The report explains the process for identifying appropriate camera locations and the use of offender data to ensure that cameras are effective. We've reviewed the content about how additional measures (design interventions, police operations and campaigns) also contribute to a safe system and will communicate the outcomes of these measures.
More speed cameras are needed.	We explained the process for requesting safety cameras and how these requests are assessed. We are committed to making both the request and evaluation processes clearer. The strategy refers to the potential for using average speed cameras in the future.
20mph should be the default limit in residential and built-up areas.	Our 20mph programme covers most residential streets and areas around schools in Leeds. A blanket 20mph limit would require legislation from central government. We can lobby for this and will monitor the outcomes of the 20mph default limit in Wales and other areas to learn from their experience.

11.4 Safe Roads

This section in particular needed strengthening, with a clearer emphasis on the potential for road design to influence how road-users interact with each other and reduce road danger.

Feedback here (as elsewhere) showed that many people understand the relationship between Vision Zero and the Transport Strategy. Some of the points related to other areas of the strategy and are therefore addressed in the appropriate sections.

You said	We did
Mention the impact of increased car ownership, pavement parking and parking in cycle lanes on safety and active travel.	Explained why nuisance and obstructive parking and parking in cycle lanes is of concern in the 'Behaviours and People' section.
Infrastructure for walking and cycling needs to be connected and cross-city.	Confirmed the need to prioritise cycling, walking and public transport infrastructure and referenced the Cycling and Walking Infrastructure Plan.
Reallocate road space to those who use sustainable transport and active travel and who are more vulnerable.	Referenced the Streetspace Space Allocation policy.
Need to include design improvements / junction design / road layouts and have a programme in place to reduce or mitigate crashes involving motor vehicles.	Highlighted the work undertaken as part of the Casualty Prevention Programme to address dangerous junctions and casualty hotspots.

Continued 

You said	We did
Existing infrastructure (roads, cycle lanes and footways) needs to be properly maintained.	Amended the content about highways maintenance to make our actions clearer.
Local communities need to be closely involved in planning changes to road design and infrastructure.	Explained how we will develop a new approach to community-based transport planning.
More consideration of equality and accessibility should be covered.	Explained that Vision Zero programmes will be subject to Equality, Diversity, Cohesion and Inclusion screening and assessments.
Reduce or remove traffic from roads altogether.	One of the aims of the Transport Strategy is to reduce traffic and prioritise the needs of road users who are most at risk from road danger. We added a reference to the Streetscape Space Allocation policy and strengthened the section on 'Liveable neighbourhoods' to emphasise commitment to this.
Public transport needs to be improved.	Links between Vision Zero, the Transport Strategy and the Streetscape Space Allocation policy emphasised.

11.5 Safe Vehicles

Given that concerns about perceived lack of enforcement and/or resources were raised for other pillars, it was no surprise that this issue came up again in relation to vehicles. There were also questions about whether it was as important to Vision Zero as other areas of work. The notes below indicate the main points and our responses.

You said	We did
Those who drive dangerous vehicles need to face stricter penalties.	We considered this point and included an action to respond to consultations about vehicle safety and lobby government as a partnership for stricter penalties.
More enforcement of unsafe, untaxed and uninsured vehicles is needed.	We will investigate options for further enforcement activities run by and alongside other agencies, such as DVSA, as well as further funding for initiatives such as Operation SPARC.
This isn't a local responsibility / within the remit of Leeds Safe Roads Partnership – it should be the responsibility of car manufacturers, government and other bodies such as DVSA.	We agree, this will need to be a collective effort, involving all partners. We amended the wording around our actions for safer vehicles to include lobbying for safer vehicle standards. We'll start with monitoring safety standards on partnership fleet vehicles.
Those with unroadworthy or uninsured / untaxed vehicles are also likely to display other unsafe driving behaviours.	The Safe Behaviours and People pillar addresses behaviour change strategies. In this section, we've reviewed the wording around Operation SPARC to include the work being carried out to address unroadworthy, uninsured and untaxed vehicles.

Continued 

You said	We did
Be more specific about technology and vehicle standards that you are going to promote.	We will propose Leeds as an area to participate in trials and pilot schemes for vehicle safety standards and will report on the technology and standards that these pilots cover as they develop.
This could penalise those on lower incomes and in areas of deprivation.	All Vision Zero programmes will be subject to Equality, Diversity, Cohesion and Inclusion screening and assessments, and will consider economic impacts for different groups.

11.6 Post-collision Learning and Care

While people agreed that lessons can and should be learned from crashes, people were uncertain about how much of an impact this would have on Vision Zero compared to other areas of focus such as behaviour.

You said	We did
This is too late and after the event; if the other pillars work, this pillar won't be needed.	We acknowledge the point, and this is the purpose of the 'safe system' approach. As we work towards our aim of zero road deaths and serious injuries, crashes may still occur. We need this pillar so that we can support victims and learn from what has happened to eliminate further crashes and reach Vision Zero as soon as possible. We've clarified this.
This won't make the roads safer, you need to address issues with the roads and education / behaviours.	We'll use what we learn to keep our other work under constant review.
The infrastructure you're putting in (restricted access to some roads, speed humps, allocating space for active travel) has an impact on the response times for emergency services	Included a section explaining how measures to create safer, quieter streets should help to clear the roads of congestion, which typically causes the greatest delays, and a statement about partnership working between Leeds City Council and the emergency services. The emergency services are consulted on designs and the emergency services have regular contact through the Leeds Safe Roads partnership.
Those with unroadworthy or uninsured / untaxed vehicles are also likely to display other unsafe driving behaviours.	The Safe Behaviours and People pillar addresses behaviour change strategies. In this section, we've reviewed the wording around Operation SPARC to include the work being carried out to address unroadworthy, uninsured and untaxed vehicles.

Appendix 1: Consultation survey

About you

Knowing a bit more about you will help us to better understand why you are contributing. This information is optional and can only be seen by the project team. It won't be public (see Privacy notice).

What is the first part of your postcode? (e.g. LS1)

What is your connection to Leeds? Select all that apply.

- I study in Leeds
 I work in Leeds
 I visit Leeds
 I live in Leeds
 I travel through Leeds
 Local business/organisation
 Charity/campaign group
 Other

What is your age group?

- 17 or younger
 18-24
 25-34
 34-44
 45-54
 55-64
 65-74
 75-84
 85 or older

What is your sex?

- Female
 Male
 Prefer not to answer

Do you consider yourself to have a disability?

- No
 Yes
 Prefer not to answer

What is your ethnic group?

- White – English/Welsh/Scottish/Northern Irish/British
 White – Irish
 White – Gypsy or Irish Traveller
 Other White
 Mixed/multiple ethnic groups – White and Black Caribbean
 Mixed/multiple ethnic groups – White and Black African
 Mixed/multiple ethnic groups – White and Asian
 Other mixed/multiple
 Asian/Asian British – Indian
 Asian/Asian British – Pakistani
 Asian/Asian British – Bangladeshi
 Asian/Asian British – Chinese
 Other Asian/Asian British
 Black/African/Caribbean/Black British – African
 Black/African/Caribbean/Black British – Caribbean
 Other Black/African/Caribbean/Black British
 Other ethnic group – Arab
 Other ethnic group

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. The final version will be published in summer 2022.

Privacy notice

* Any personal information that you provide as part of this survey will only be used to inform the Leeds Vision Zero consultation. Leeds City Council is the Data Controller of this information, and it is being held only through your explicit consent. The Council uses our survey partner, Commonplace, as a data processor to undertake and analyse the information provided. You can request that we delete this data at any time by contacting visionzero@leeds.gov.uk. The Council's corporate privacy notice, which includes details of the authority's Data Protection Officer and your Information Rights, is available at: <https://www.leeds.gov.uk/privacy-statement/privacy-notice>

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Having your say on Leeds Safer Roads Vision Zero 2040

The draft Leeds Safer Roads Vision Zero 2040 strategy is open for public consultation from **28 February until 24 April 2022**.

We want to eliminate road deaths and serious injuries in Leeds by 2040. The strategy is made up of five pillars and sets out our proposals to address road danger. Please help us by sharing your views on our proposals:

- Safe Behaviours and People**
 We will focus on preventing the most dangerous driver behaviours such as speeding, seatbelt offences, drink and drug driving, and distraction.
- Safe Speeds**
 We will use enforcement and education to encourage people to drive at speeds that are legal, safe and appropriate.
- Safe Roads**
 We will design streets that put the needs of people above those of vehicles: streets that are safer for people to walk and cycle.
- Safe Vehicles**
 We will raise awareness about roadworthy vehicles, enforcing offences and considering technology and design to prevent crashes.
- Post-collision Learning and Care**
 We will raise awareness of support services and advocate for justice for victims of road collisions.

How to take part in this consultation

Please hand your completed paper survey to a member of staff or use the pre-paid envelope. You can also learn more and complete the survey online: <https://leedsaferroadsvisionzero.commonplace.is/>



Accessibility

If you need the survey or any information in a different format or language, please contact us:

Phone: 0113 378 7306

Email: visionzero@leeds.gov.uk

Web: leeds.gov.uk/visionzero

Q1. Thinking about the Safe People and Behaviours pillar, to what extent do you agree that these proposals will make the roads safer?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q2. Why do you think this?

Q3. Thinking about the Safe Speeds pillar, to what extent do you agree that these proposals will make the roads safer?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q4. Why do you think this?

Q5. Thinking about the Safe Roads pillar, to what extent do you agree that these proposals will make the roads safer?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q6. Why do you think this?

Q7. Thinking about the Safe Vehicles pillar, to what extent do you agree that these proposals will make the roads safer?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q8. Why do you think this?

Q9. Thinking about the Post-collision Learning and Care pillar, to what extent do you agree that these proposals will make the roads safer?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q10. Why do you think this?

Q11. How do you mostly travel around Leeds? Select all that apply.

- Walk
 Cycle
 Bus
 Car or van (as driver or passenger)
 Mobility scooter or wheelchair
 Motorcycle or powered scooter
 Train
 Taxi

Q12. How safe/unsafe do you feel using the roads in Leeds?

- 1
 2
 3
 4
 5

Very unsafe Unsafe Neutral Safe Very Safe

Q13. We want to eliminate all fatal and serious injuries on roads in Leeds by 2040. To what extent do you agree with this ambition?

- 1
 2
 3
 4
 5

Strongly disagree Disagree Neutral Agree Strongly agree

Q14. Is there anything further you would like to add or see included in the draft Vision Zero strategy?

Continued...

Appendix 2: Drop in session display boards

1. Background

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

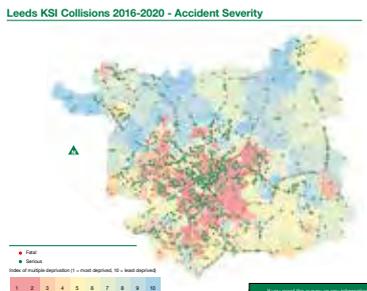
Between 2016 and 2020, crashes on roads in Leeds killed 83 people and seriously injured 1,498 people. A further 8,317 people suffered minor injuries. Road crashes typically involve motor vehicles, but most of these victims were on foot, on a bike, or riding a motorbike.



The Leeds Safer Roads Vision Zero 2040 strategy is our plan to eliminate road deaths and serious injuries from our city.

The actions we suggest come under five pillars:

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



Leeds KSI Collisions 2016-2020 - Accident Severity

1 2 3 4 5 6 7 8 9 10

1 = most deprived, 10 = least deprived

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Web: leeds.gov.uk/leedsvisionzero

Complete the survey form online: <https://leedssaferroadsvisionzero.commonplace.is/> Closing date: Sunday 24th April

2. Safe Behaviours and People

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

Driver behaviours associated with the most serious injuries include: speeding, not wearing seatbelts, drink and drug driving, and distraction.



To help to keep all road users safe, we will:

- focus on the most dangerous driver behaviours
- develop education, training and campaigns about dangerous driving
- work with partners to find new ways to address underlying issues
- ensure that those who can do the greatest harm know that they should reduce the danger they may pose to others
- encourage people to report dangerous driving to the Safer Roads Media Submissions Portal ("Operation SNAP") for the police to review



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3. Safe Speeds

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

The risk of crashing, and the likelihood of that crash resulting in death or serious injury, increases significantly with speed. We will stop people driving at illegal, dangerous and inappropriate speeds, through targeted enforcement, education and working with partners.



To address speed, we will:

- raise awareness of police work around speeding
- develop the use of safety cameras to prevent speed-related collisions
- work more closely with communities (through neighbourhood policing teams and local councillors, for example) to understand and address the issues
- support national speed awareness campaigns and create targeted local campaigns
- develop work to improve traffic culture around speeding



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4. Safe Roads

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

Leeds City Council's Transport Strategy sets out our ambition to 'be a city where you don't need a car'. People need to feel that it is safe to walk or cycle. Segregated cycle lanes, wider pavements and other infrastructure investments are helping to achieve this. The more people walk or cycle, the fewer cars there will be on the road.



To make local streets safer for all road-users, we will:

- develop a network of safe routes to connect people and places
- encourage people to walk, cycle, scoot or use the bus or train
- create roads that cut risky driving and crash frequency
- reduce the dominance of motor vehicles
- take a holistic approach to improving safety at the most dangerous areas



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5. Safe Vehicles

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

We want people to travel in vehicles that are safe, to reduce the likelihood and severity of crashes.



To make sure vehicles are safe, we will:

- raise awareness about making sure vehicles are roadworthy
- enforce vehicle safety and illegal vehicle offences
- promote vehicle technology and design to prevent crashes and reduce severity
- support improvements to vehicle standards



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6. Post-collision Learning and Care

Connecting Leeds TRANSFORMING TRAVEL Leeds POLICE

What happens after a collision can mean the difference between life and death. By finding out what happened, we can learn how to stop the same thing from happening again.



We will:

- learn from crash investigation
- raise awareness of support services for victims
- advocate for justice for victims of road collisions where appropriate
- consider how charities and post-crash professionals could work more closely
- consider how families might be able to help us to achieve Vision Zero
- ensure that eliminating road tragedy remains front and centre of our work



The following organisations offer support to the families and friends of those bereaved or seriously injured in road crashes.

SCARD (Support and Care After Road Death)	0345 123 5542
RoadPeace	0845 4500 355
Brake	0800 8000 401

If you need this survey or any information in a different format or language, please contact us.
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Web: leeds.gov.uk/leedsvisionzero

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Appendix 3: Press releases

Press release 1: New road safety strategy aims to eliminate deaths and serious injuries on Leeds roads

Published 2nd Feb 2022

A new strategy to eliminate road deaths and serious injuries in Leeds by 2040 will be discussed by senior councillors next week.

The Leeds Safer Roads Vision Zero 2040 strategy will be considered at the meeting of the executive board at Civic Hall on Wednesday 9 February. At the meeting, the councillors will be asked to endorse the approach and approve a public consultation.

The strategy has been developed by the Leeds Safer Roads Partnership, led by Leeds City Council, with partners including West Yorkshire Police, Yorkshire Ambulance Service, West Yorkshire Fire and Rescue Service, National Highways, and charities. It recognises that responsibility lies with everyone who uses the public highway each day, whether as drivers, pedestrians, or cyclists, as well as those who plan and manage the transport system.

Significant progress has been made in reducing casualties on Leeds's roads since 2000, but in recent years the decline has started to plateau.

Between 2016 and 2020, there were 1,455 crashes on roads in Leeds, which killed 83 people and seriously injured 1,498 people. Road crashes typically involve motor vehicles, but most of the victims who were killed or seriously injured were on foot, on a bicycle, or riding a motorbike.

The Leeds Safer Roads Vision Zero 2040 strategy aims to improve road safety for everyone. It comprises five 'Safe System pillars' to comprehensively address road danger:

- Safer Behaviours and People – Reducing the likelihood of road users making mistakes or taking risks through targeted enforcement, education programmes and safety training.
- Safer Speeds – Implementing a range of initiatives encouraging people to drive at an appropriate speed.
- Safer Roads – Designing safer roads and junctions to reduce the likelihood and severity of collisions.
- Safer Vehicles - Supporting changes to vehicle standards to improve safety for all road users.
- Post-collision Learning and Care – Learning from road crashes and raising awareness of support available for victims and their families.

Should the executive board give its approval, a public consultation will launch on Monday 28 February for Leeds residents to give their views.

Councillor Helen Hayden, Leeds City Council executive member for infrastructure and climate said:

"This new strategy represents a seismic change in our approach to road safety. Behind the statistics, every time a person is killed or seriously injured on our roads is a tragedy. Someone's life has been cut short, leaving behind a devastated family, or their health has been affected.

"Leeds is the first city in West Yorkshire to adopt the 'Vision Zero' approach to road danger, and the Leeds Safer Roads Vision Zero 2040 strategy is our ambition to eliminate fatal and the most serious road injuries from our city within the next 18 years.

"It will require all partners, businesses, local, regional and national governments and individuals to play their part and will require additional significant funding across a wide range of areas.

"Improving road safety will encourage people to walk or cycle instead of driving for their short journeys, helping us achieve the Connecting Leeds Transport Strategy's aim to be a city where you don't need a car.

"Vision Zero will also contribute to the council's ambitions of improving air quality and achieving carbon neutral status by 2030."

Press release 2: Have your say to help eliminate deaths and serious injuries on Leeds roads

Published 28 February

People are being asked to have their say on the new strategy to eliminate road deaths and serious injuries in Leeds.

Leeds City Council is proposing a fundamental change in its approach to tackling road danger. A public consultation starts today (Monday 28 February) for people who visit, live and work in Leeds to shape the proposals.

The draft Leeds Safer Roads Vision Zero 2040 strategy sets out an ambitious plan to transform road safety. Vision Zero is a ground-breaking approach to reducing road danger, based on the ethical position that nobody should die or suffer serious injury when walking, cycling, riding, or driving on the roads.

To find out more and have your say, visit leedssaferroadsvisionzero.commonplace.is/.

The strategy, developed by the Leeds Safer Roads Partnership, is made up of five 'Safe System pillars' to comprehensively address road danger. These are:

- Safe Behaviours and People – encouraging behaviours that help to keep all road-users safe, focusing on preventing speeding, seatbelt offences, drink and drug driving, and distraction.
- Safe Speeds – stopping people driving at illegal, dangerous and inappropriate speeds through street design, targeted enforcement, reviewing speed limits and education campaigns.
- Safe Roads – designing streets that put the needs of people above those of vehicles. That means creating streets that are safer for active travel, such as walking and cycling, and reduce the likelihood and severity of collisions.
- Safe Vehicles – 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 – raising awareness of support services, improving understanding of road danger and advocating for justice for road-crash victims.

The Safe System model considers the broader context of road safety and advocates for systemic change. It requires everyone to play their part. While all road users will be encouraged to behave safely and legally, responsibility will also sit with those who plan and manage the transport system.

Commitments in the new strategy include data-led enforcement, working with communities and our partners, and promoting a culture of traffic safety. Existing initiatives such as Operation SPARC, Operation SNAP, speed compliance activities and targeted road safety training will be further developed.

The strategy reflects the Highway Code's hierarchy of road users, which prioritises pedestrians and cyclists, and states that road users who can do the greatest harm to others have a greater responsibility to behave safely.

Significant progress has been made in reducing casualties on Leeds's roads since 2000, but in recent years the decline has levelled off.

Between 2016 and 2020, crashes on roads in Leeds killed 83 people and seriously injured 1,498 people. A further 8,317 people suffered minor injuries, bringing the total number of injuries and deaths to 9,898. Road crashes usually involve motor vehicles, but most of the victims who were killed or seriously injured were walking, cycling, or riding a motorbike.

Councillor Helen Hayden, Leeds City Council executive member for infrastructure and climate said:

"This new strategy will transform our approach to road safety. We need to remember that behind every statistic a person is killed or seriously injured on our roads. Someone's life has been cut short, leaving behind a devastated family, or their health has been adversely affected.

“Our vision is that by 2040 no one will be killed or suffer serious injuries on roads in Leeds. The strategy sets out our plan to achieve this and make the roads safer for people to walk and cycle. I am very proud that Leeds is the first city in West Yorkshire to adopt the ‘Vision Zero’ approach.

“This is a great opportunity to give your feedback and help shape our ambitious proposals. I would encourage everybody to take part in the consultation and have your say.”

Chief Superintendent Ed Chesters, West Yorkshire Police said:

“Despite significant improvement over recent years, people are still dying or suffering serious injury on roads in Leeds. That’s why safer roads are a Policing and Crime Plan priority, and we are committed to working with Leeds City Council to reduce road danger.

“We welcome the adoption of the Vision Zero strategy in Leeds, which represents a real opportunity to bring about significant changes to the way that we work together to make the roads safer for everyone. The strategy will help us to cut the risk of collisions, increase community confidence and promote safer, more active and sustainable travel.

“I hope the public get involved with this consultation so the strategy can be developed in collaboration with the residents of Leeds.”

Two public consultation events are taking place for people to ask questions and learn more:

- **Drop-in event: Tuesday 22 March, 12pm – 5pm at Leeds Kirkgate Market, Vicar Lane, Ls2 7HY**
- **Online webinar: Friday 25 March, 12pm – 1pm**

To learn more and have your say, visit leedssaferroadsvisionzero.commonplace.is/. The consultation closes on Sunday 24 April.

Appendix 4: Printed materials

A5 Leaflet

Leeds Safer Roads Vision Zero 2040 strategy

Connecting Leeds
TRANSFORMING TRAVEL

Leeds
CITY COUNCIL

WEST YORKSHIRE
POLICE

We want to eliminate road deaths and serious injuries in Leeds by 2040. The strategy is made up of five pillars and sets out our proposals to address road danger. Please help us by sharing your views on our proposals:

- **Safe Behaviours and People**
We will focus on preventing the most dangerous driver behaviours such as speeding, seatbelt offences, drink and drug driving, and distraction.
- **Safe Speeds**
We will use enforcement and education to encourage people to drive at speeds that are legal, safe and appropriate.
- **Safe Roads**
We will design streets that put the needs of people above those of vehicles: streets that are safer for people to walk and cycle.
- **Safe Vehicles**
We will raise awareness about roadworthy vehicles, enforcing offences and considering technology and design to prevent crashes.
- **Post-collision Learning and Care**
We will raise awareness of support services and advocate for justice for victims of road collisions.

To learn more and have your say, please visit <https://leedssaferroadsvisionzero.commonplace.is/> or see overleaf for other ways share your views.



SCAN ME

Having your say on Leeds Safer Roads Vision Zero 2040

The draft Leeds Safer Roads Vision Zero 2040 strategy is open for public consultation from **28 February until 24 April 2022**.

Here is how you can take part in this consultation:

Online: Complete the survey form online: leedstransport.commonplace.is

Email: Email your survey form to: visionzero@leeds.gov.uk

Post: Send your survey form to us using the prepaid envelope provided, or post to:
Influencing Travel Behaviour, Highways and Transportation
8th Floor East, Merriam House, Merriam Way, Leeds, LS2 8BB

Public drop-in session:
Visit us to discuss the Leeds Safer Roads Vision Zero 2040 strategy, ask questions and give your feedback in person.
Date: **Tuesday 22 March**, Time: **12noon - 5.30pm**, Location: **Kirkgate Market**

Online Webinar:
Join our online webinar for a presentation of the strategy and a Q&A session.
Date: **Friday 25 March** Time: **12noon - 1pm**

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. The final version will be published in summer 2022.

Accessibility

If you need the survey form or any information in a different format or language, please contact using the email address above or by phone on 0113 3787306.

A4 Poster

We want to eliminate road deaths and serious injuries in Leeds by 2040

Leeds Safer Roads Vision Zero 2040 strategy

Please help us by sharing your views on our proposals around:

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

Closing date: **Sunday 24th April 2022**

If you need the survey or any information in a different format or language, please contact us:
Phone: **0113 378 7306**
Email: visionzero@leeds.gov.uk
Web: leeds.gov.uk/visionzero

To learn more and have your say, please visit <https://leedssaferroadsvisionzero.commonplace.is/>



SCAN ME

Connecting Leeds
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WEST YORKSHIRE
POLICE

Consultation summary

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WEST YORKSHIRE
POLICE

Leeds Safer Roads Vision Zero 2040



Consultation summary

Consultation 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

Safe 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. Safe 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

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 safe 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 safe 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.



Our journey to Vision Zero

9th FEBRUARY:
Consultation draft approved

28th FEBRUARY:
Consultation opens

24th APRIL:
Consultation closes

APRIL - MAY:
Review consultation and engagement feedback

SUMMER 2022:
Final Strategy adoption and publication of first action plan

ANNUAL:
Monitoring and evaluation report

BIENNIALY:
Review and update
action plan

CIRCA 2030:
Revise Vision
Zero Strategy

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Public drop-in session:

Visit us to discuss the Leeds Safer Roads Vision Zero 2040 strategy, ask questions and give your feedback in person.

Date: **Tuesday 22 March** Time: **12noon - 5.30pm** Location: **Kirkgate Market**

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To learn more and have your say, please visit
<https://leedssaferroadsvisionzero.commonplace.is/>

Appendix 5: Poster and leaflet distribution

The e-poster was distributed to the following hubs: Armley, Beeston, Bramley, Burmantofts, City Centre, Compton Centre, Dewsbury Road, Farsley, Garforth, Hawksworth, Headingley, Holt Park, Horsforth, Hunslet, Kippax, Moor Allerton, Morley, Otley, Pudsey, Reginald Centre, Rothwell, Seacroft, St George's Centre, Wetherby, Yeadon.

Paper posters were distributed to council buildings: Civic Hall, Merrion House, Seacroft Ring Road depot, Westland Road, Hunslet Hall Area Office, John Charles Centre for Sport, Kernel House, Knowsthorpe Gate, Knowsthorpe Way, Leeds Apex Centre, Shire View, Technorth Family Learning Centre, Killingbeck Court, Albion House, Adel Beck Secure Children's Home, Henshaw Depot, Fleet Services, Dewsbury Road Jobshop, Assisted Living Leeds, Seacroft Depot (Highways), Tribeca House, Pottery Fields, Recovery Hub @ East Leeds. Paper copies were provided to libraries in west Leeds without digital screens.

We did not deliver printed material to: Adams Court, Hough Lane Offices, Farnley Hall Park, Leeds Town Hall, Landmark Court, Millshaw House. This was due to either the offices being closed or there being limited staff who were office-based.

Appendix 6: Social media

Date	Channel	Copy
28/02/22 [image of cyclist]	Connecting Leeds Twitter and Facebook Leeds City Council Twitter, Facebook and LinkedIn. AD	Have your say to transform road safety in Leeds. The draft Leeds Safer Roads Vision Zero 2040 strategy sets out a plan to eliminate deaths and serious injuries on our roads. Learn more and share your views [link to press release] #VisionZero
02/03/22 [graphic]	Connecting Leeds Twitter and Facebook	We're planning to eliminate road deaths and serious injuries in Leeds. To have your say on our new road safety strategy, visit [link to commonplace]. #VisionZero
04/03/22 [garforth]	Connecting Leeds Twitter and Facebook Leeds City Council	Do you want to prevent dangerous and anti-social driving? Our new road safety strategy sets out a plan for safe roads, safe behaviours, safe speeds, safe vehicles and improved post-collision learning and care. To have your say, visit [link to commonplace]. #VisionZero
07/03/22	Connecting Leeds Facebook Twitter	We want to make the roads safer for people walking, driving and cycling in Leeds. The Leeds Safer Roads Vision Zero 2040 strategy sets out our plan to eliminate deaths and serious injuries on our roads. To share your views, visit https://orlo.uk/Survey_pqUJ3 #VisionZero
08/03/22	Connecting Leeds Twitter	Transport policy is often biased to men's needs and fails women because of gaps in the data. That's why we need to know what women think about our plans to transform road safety. To share your views, visit https://orlo.uk/Consultation_PIC7q #InternationalWomensDay #BreakTheBias #IWD2022
11/03/22 [graphic]	Connecting Leeds Twitter and Facebook	The Leeds Safer Roads Vision Zero 2040 strategy aims to eliminate road deaths and serious injuries. Find out more at one of our events <ul style="list-style-type: none"> • Date, Kirkgate Market • Date, Webinar Have your say online [link to commonplace]. #VisionZero
15/03/22 [image of ruth gorse school]	Connecting Leeds Twitter and Facebook	We want to make the roads safer for people walking, driving and cycling in Leeds. The Leeds Safer Roads Vision Zero 2040 strategy sets out our plan to eliminate deaths and serious injuries on our roads. To have your say, visit [link to commonplace]. #VisionZero

19/03/22 [image of police doing breath test]	Connecting Leeds Twitter and Facebook Leeds City Council	Do you want to prevent dangerous and anti-social driving? The Leeds Safer Roads Vision Zero 2040 strategy sets out our plan to transform road safety in Leeds. To learn more and have your say, visit https://bit.ly/VisionZeroLeedsSurvey
Event week	Connecting Leeds Twitter and Facebook AD	The Leeds Safer Roads Vision Zero 2040 strategy aims to eliminate road deaths and serious injuries. Visit us at Kirkgate Market on [DATE] to learn more and ask questions. To have your say, visit [link to commonplace]. #VisionZero
Event day	Connecting Leeds Twitter and Facebook	We're planning to improve road safety for people driving, cycling and walking in Leeds. Visit us at Kirkgate Market to learn more and ask questions. Have your say at [link to commonplace]. [Image of event] #VisionZero
Event day	Connecting Leeds Twitter and Facebook	We're at Kirkgate Market until 5pm today to talk about our new road safety strategy. How are we planning to achieve safer roads, safer behaviours, safer speeds, safer vehicles and improved post-collision learning and care? Find out here: [link to commonplace]. [short video of somebody at event speaking]. #VisionZero

Appendix 7: Leeds Safe Roads Vision Zero 2040 Strategy - Consultation Draft

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 from Leeds City Council



Councillor Helen Hayden.
Executive Member for Infrastructure and Climate

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.

Foreword from West Yorkshire Police



Chief Superintendent Damien Miller
(Leeds District Commander)

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



Chief Superintendent Ed Chesters
(Operational Support Roads Policing)

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.

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 24 April 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 survey form.

Online:

Complete the survey form online: leedstransport.commonplace.is

You can access the page quickly by scanning this code with your mobile device



Email:

Email your survey form to: visionzero@leeds.gov.uk

Post:

Contact us on 0113 378 3706 to request a paper copy of the survey form and a reply paid envelope or post to:
Influencing Travel Behaviour
Highways and Transportation
8th Floor East
Merrion House
Merrion Way
Leeds
LS2 8BB

Drop in session:

Talk to one of our project team. You may prefer to talk about the draft strategy so that you can provide feedback in person. If so, please join our event on Tuesday 22 March between 12 noon and 4.30pm at Kirkgate Market.

Webinar:

Join our webinar on Friday 24 March between 12 noon and 1pm for a presentation of the strategy and to ask our panel a question:

To participate in the webinar, register on Eventbrite

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 24 April 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

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.

Our journey to Vision Zero



1. Our journey to Vision Zero

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.

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.

Principles
A safe system approach
Road death and serious injury are not acceptable
Humans make errors and are vulnerable to injury
Everyone is responsible
Core elements
Data-driven
Partnership
Enforcement, law and justice
Mode shift
Monitoring, evaluation and learning
Pillars
Safe behaviours and people
Safe speeds
Safe roads
Safe vehicles
Post collision learning and care

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.

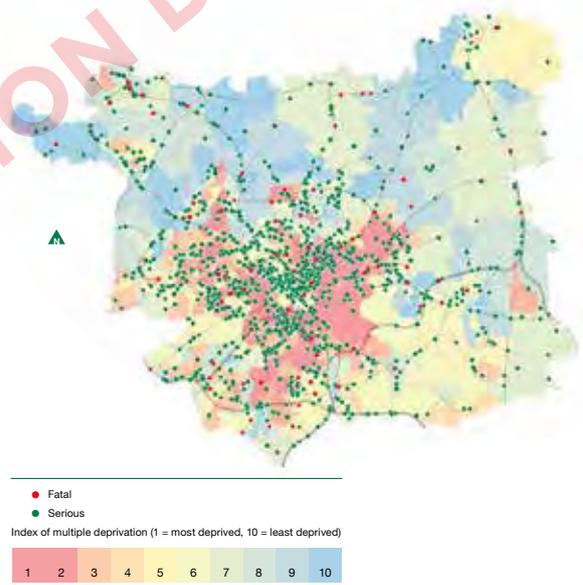
There is, for instance, a correlation between the risk of being killed or seriously injured in a collision while walking, and where someone lives. Many factors may influence this fact, including population density, traffic volumes and how people mostly travel (whether they mostly walk or mostly drive, 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.

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

Inclusive growth	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.
Health and wellbeing	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.
Climate emergency	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. 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.

¹ Agilys and Living Streets 2021 Road traffic and injury risk in ethnic minority populations

Leeds KSI Collisions 2016-2020 - Accident Severity



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.



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.



WY Vision Zero Board

- Deputy Mayor Policing and Crime (Chair)
- WYCA as the Local Transport Authority
- Leaders nominees and relevant Cabinet Portfolio Holders
- Chair of the West Yorkshire Safer Roads Executive (WYSRE)
- Director of Public Health nominated by the five DPHs
- The Chief Constable
- A senior representative of National Highways

Executive

- Chief officers from the five West Yorkshire councils attend this group, along with partners from National Highways, West Yorkshire Police (WYP) and BRAKE
- The group provides a governance function. It offers guidance to the steering group and the West Yorkshire Casualty Prevention Partnership

Steering

- Two officers from each of the five West Yorkshire councils, along with partners including the WYP and National Highways, attend this group
- The group provides information to the executive and steers the delivery group

Delivery

- Officers from all five councils, West Yorkshire Police and West Yorkshire Fire and Rescue Service
- The group provides county-level road safety education, training and publicity, funded by the Casualty Prevention Partnership

Casualty Prevention Partnership

- Provides safety cameras and speed enforcement services for West Yorkshire local authorities and Highways England
- Oversees fixed and mobile speed cameras in high-risk locations across West Yorkshire

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

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.

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.

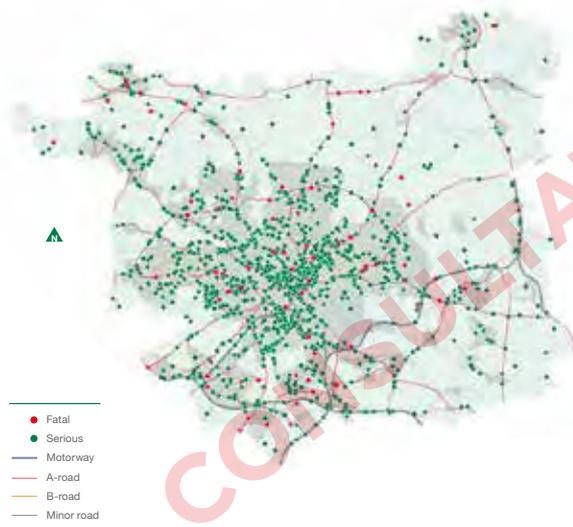
Between 2016 and 2020, there were 1,455 collisions on roads in Leeds that resulted in 83 fatalities and 1,498 serious injuries to drivers, passengers, pedestrians and riders

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

Leeds KSI Collisions 2016-2020 - Accident Severity



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

Road user	2016		2017		2018		2019		2020		Total		KSI
	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	Serious	Fatal	
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

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	1,561

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 Humber.

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

Contributory factors in Leeds

When a crash occurs, the reporting police officer records up to six 'contributory factors' within the current Stats19 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%
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	n/a	19.8%	28.4%	20.2%

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

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 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.

² (Leeds Observatory).

³ (ONS: 2019 Mid-Year Estimates).

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.

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.

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).

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.

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 legal 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.

⁴ West Yorkshire Police Performance Analyst team

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

⁵ Think! (DIT campaign)
⁶ FACTS (March 2020)

Some people are less likely to choose to wear seatbelts than others. They include under-35s and people who live in areas of deprivation.⁷ 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

Distraction 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

⁷ FACTS (March 2020)

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.



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 Tramlane'. 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.



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 alone.⁸

⁸ BRAKE Road Safety charity

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 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 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.

Promote 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.



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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.

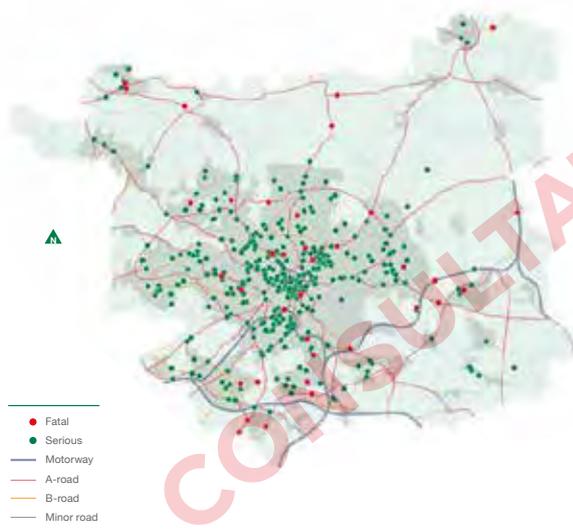
Pedestrians

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.

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Leeds KSI Collisions 2016-2020 - Pedestrian Accident Severity



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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.

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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

⁹ cycling casualties in Leeds from 2012 to 2019
¹⁰ narrative / confidential reports

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 signals.¹¹ Most involved a motor vehicle.¹² 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 overtaking.¹³

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.

¹¹ From police narratives

Leeds KSI Collisions 2016-2020 - Cyclist Accident Severity



'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.

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-wheelers 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.

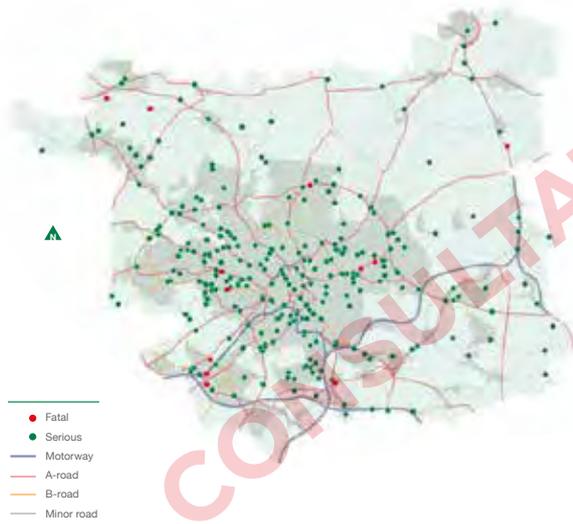
PTWs are a unique road user group with distinct needs when it comes to staying safe on the road and they ride vehicles that range vastly in size, weight, power and potential speed and so require specialist handling skills. Most motorcycles are very manoeuvrable, but their distinctive grip and balance 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.



Leeds KSI Collisions 2016-2020 - Motorcyclist/Pillion Accident Severity



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.

Case Study

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:

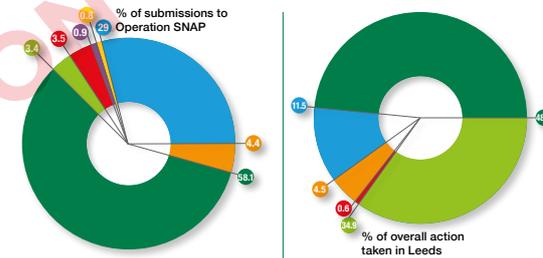
- a driver education course;
- a conditional offer - three points on their licence and a fixed penalty notice;
- a summons to attend court.

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:
- Cyclist
 - Horse rider
 - Motorcyclist
 - Pedestrian
 - Unknow
 - Driver
 - Passenger

- Action taken:
- Educational course
 - Court
 - No further action
 - Conditional offer
 - Further investigation



Our commitment to Operation Snap

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

Case Study

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.

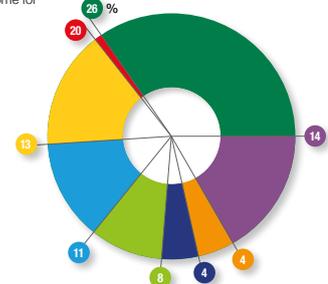
“Our partnership with West Yorkshire Police is improving road safety across Leeds. The project makes our roads safer for local communities, including children and vulnerable people, by targeting dangerous and anti-social driving.”

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.



Outcome/offence:	
Driving without a seatbelt	Speeding
Using a mobile phone	Vehicle defects
Other offences	Vehicle seizure
Dangerous driving	No formal action taken

Our commitment to Operation SPARC

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.

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.

These 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.

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

¹² DfT Circular 1/2007 (see Appendix 2)

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.

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

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.

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:

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



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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.

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.



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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.



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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.

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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.

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 KSLs. 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.

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.

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



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, safety 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 swap 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.

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.

Safer 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

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.

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 is 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 breathalysers/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.

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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.

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

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- 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.

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

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 LSPP 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.

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

¹³ Home - Victim Support

¹⁴ Restorative Justice Council | Promoting quality restorative practice for everyone

- 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 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

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



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)

Group	Example
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 injury, drivers and people, ensuring diversity and equality in our approach.	Ongoing	Commence 2022	LSRP	Number of new partnerships
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

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Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
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
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

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Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
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
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

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Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
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
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

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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 works to reduce mean speeds at 20mph sites.	Ongoing	Ongoing	LCC	Proportion of programme delivered
SPD7	Update the city wide 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
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

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
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
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
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

Ref	Action	Frequency	Timeframe	Lead organisation	Metrics
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	GDPR	General Data Protection Regulation	MAG	Motorcycle Action Group	SCP	School crossing patrol
ASB	Anti-social Behaviour	HART	Hazardous Area Response Team	MCET	Major Collisions Enquiry Team	SID	Speed Indicator Device
ATN	Active-travel Neighbourhoods	HGV	Heavy Goods Vehicle – goods vehicle with a gross vehicle weight of over 3.5 tonnes	NDORS	National Driver Offender Retraining Scheme	SPARC	Supporting Police Action to Reduce Road Casualties
AUAG	Access User Ability Group	ITB	Influencing Travel Behaviour	NPCC	National Police Chiefs Council	SRN	Strategic Road Network
BASICS	British Association for Immediate Care	ITS	Leeds Institute of Transport Studies	NPTs	Neighbourhood Policing Teams	STORM	System for Tasking and Operational Resource Management
CBT	Compulsory Basic Training (for PTW riders)	KSI	Killed or Seriously Injured	NRVS	National Road Victims Service	SUDIC	Sudden Unexpected Death in Childhood
CDOP	Child Death Overview Panel	LASBT	Leeds Anti-Social Behaviour Team	NYSRP	North Yorkshire Safer Roads Partnership	TCF	Transforming Cities Fund
CEL	Civic Enterprise Leeds	LCC	Leeds City Council	PACTS	Parliamentary Advisory Council for Transport Safety	TPHL	Taxi and Private Hire Licensing
CLOCS	Construction Logistics and Community Safety	LCWIP	Local Cycling and Walking Infrastructure Plan	PCSO	Police Community Support Officer	VMS	Variable Message Sign
CPS	Crown Prosecution Service	LGV	Light Goods Vehicle – a commercial motor vehicle with a gross weight of 3.5 tonnes or less	PFD	Preventing Future Death (report)	VRU	Vulnerable road user
CRaSH	Collision Reporting and Sharing System	LPTIP	Leeds Public Transport Investment Programme	PSV	Public service vehicle	WYCA	West Yorkshire Combined Authority
CRSTS	City Region Sustainable Transport Settlement	LTN	Low Traffic Neighbourhoods	PTW	Powered Two Wheelers	WYFRS	West Yorkshire Fire and Rescue Service
DFT	Department for Transport	LTP	Local Transport Plan	RoSPA	Royal Society for the Prevention of Accidents	WYP	West Yorkshire Police
DVSA	Driver and Vehicle Standards Agency	LSRP	Leeds Safer Roads Partnership	RPU	Roads Policing Unit	WYSR/P	West Yorkshire Safer Roads / Partnership
FORS	Fleet Operator Recognition Scheme			RTC	Road Traffic Collision	YAS	Yorkshire Ambulance Service NHS Trust

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