

# City Region Sustainable Transport Settlement: Casualty Prevention Programme 2023/24

Date: 25<sup>th</sup> April 2023

Report of: Traffic Engineering Manager

Report to: Chief Officer (Highways & Transportation)

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

The City Region Sustainable Transport Settlement is a five year funding agreement between central Government and the West Yorkshire Combined Authority. As part of this agreement £8,000,000 has been allocated for engineering works to improve road safety and reduce casualties on roads within Leeds.

In 2022 Leeds City Council, in conjunction with West Yorkshire partners, adopted the Vision Zero approach aiming to eliminate deaths and serious injuries on roads in Leeds by 2040.

Highways & Transportation have successfully delivered many major and minor road safety schemes over the past 30 years, primarily identified through its Sites and Lengths for Concern processes. The proposals in this report continue this successful approach and aim to address collisions on the remaining major Lengths for Concern utilising the greater flexibility and scale offered by the five year settlement.

This work supports the three pillars of the Best City Ambition, directly improving Health and Wellbeing and offering benefits to Inclusive Growth and Zero Carbon.

The proposals in this report are valued at £3.201m and are fully funded from the five year CRSTS.

## Recommendations

### Chief Officer (Highways & Transportation)

- a) The Chief Officer is requested to:
  - i) Note the contents and recommendations of this report including the continued application of the innovative approach to road casualties looking beyond the traditional 'sites' and 'lengths' processes; and

- ii) Note the work undertaken over the 2022/23 financial year with respect to the previously approved casualty reduction programme; and
- iii) Review and approve the indicative five year programme of casualty prevention schemes and the detailed programme for 2023/24 and give authority to commence the detailed design, consultation and implementation of the schemes described in Appendix A to this report; and
- iv) Give authority to incur expenditure of £3.201m, (comprising of £2.377m of new funding and a carryover from the 2022/23 financial year of £824K) to deliver the programme of projects detailed in Appendix B as part of the five year £8.0m City Region Sustainable Transport Settlement; and
- v) Give authority to request the City Solicitor to draft and advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in Appendix A, and if no valid objections are received, to make, seal and implement the Orders as advertised; and
- vi) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that relevant lengths of footway proposed as cycle tracks (detailed in Appendix A) are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians; and
- vii) Give authority to request the City Solicitor to draft and advertise a Notice under the provision of Section 90C of the Highways Act 1980 for the implementation of traffic calming as necessary to facilitate the listed schemes; and
- viii) To receive such other and further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals; and
- ix) Note that reports will be submitted on an annual basis over the course of the CRSTS settlement to detail progress and expenditure.

## **What is this report about?**

- 1 Leeds City Council as Highway Authority for Leeds has statutory duties under the Road Traffic Act 1988 (RTA 1988) to prepare and carry out a programme of measures designed to promote road safety. These measures have generally been funded from various iterations of the Local Transport Plan which included annual provisions for road safety works. Projects have been designed based on recorded injury collisions as a way of both tackling known issues and as a way of demonstrating best use of funding. This approach, whilst enabling rational and robust decision making, does not lend itself to projects aimed at anticipating collisions and delivering preventative works as it can be difficult to accurately predict collisions.
- 2 In 2022 Leeds City Council's Executive Board, in conjunction with West Yorkshire partners, adopted the Vision Zero approach aiming to eliminate deaths and serious injuries on roads in Leeds by 2040. The work involved in Vision Zero is expected to require a greater emphasis on preventative work based on anticipated collisions rather than the wholly reactive approach based on demonstrable collision patterns.

- 3 The adoption of Vision Zero coincides with a revised method of funding, the City Region Sustainable Transport Settlement. This settlement covers a five year period with funding for road safety and other works allocated for the duration; this effectively enables a more flexible approach without limits on annual budgets.
- 4 These co-incident occurrences allow a new approach to identifying, designing and delivering road safety works across Leeds to be adopted. This creates a pipeline of project development allowing projects of greater scope to be designed and developed across multiple years with values exceeding the pro-rata limits previously imposed by the Local Transport Plan.
- 5 A limited version of this approach, covering two year design and delivery, has been used for works in recent years – it is proposed to extend this approach to the full five year CRSTS period with annual reviews of progress to date and future plans and projects developed across the period.
- 6 In addition to the reactive works based on collision histories the revised approach identifies a series of preventative projects designed to underpin the Vision Zero approach. These two strands enable a more cohesive approach to improving road safety.
- 7 This report details the first five year programme and the work done to date to develop projects ready for delivery. It sets out a set of projects that are expected to be delivered in 2023/24, and details some of the feasibility works that will take place to develop schemes for the remainder of the five year programme.

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

Current casualty figures for 2022

- 8 In 2020 there was a significant reduction in traffic volumes as a result of the various national lockdowns designed to reduce the impact of the Covid-19 pandemic. The reduction in travel led to a consequent reduction in casualty numbers although proportionally the severity increased.
- 9 In 2021 traffic volumes increased although remained lower than the 2019 pre-pandemic levels (12.1% decrease nationally). At the time of writing 2022 figures are not available although it is expected that an increase towards 2019 levels will continue.
- 10 Table 1 details annual casualty figures for the previous five years:

Table 1: Casualties of all severities by year

|      | All severities | KSI | Fatal | Serious | Slight |
|------|----------------|-----|-------|---------|--------|
| 2018 | 1994           | 337 | 26    | 311     | 1657   |
| 2019 | 1907           | 356 | 22    | 334     | 1551   |
| 2020 | 1243           | 231 | 11    | 220     | 1012   |
| 2021 | 1786           | 405 | 19    | 386     | 1381   |
| 2022 | 1933           | 535 | 26    | 509     | 1398   |

- 11 Appendix B details the collisions recorded at each of the identified reactive projects, and those preventative works with casualty histories, proposed for delivery in 2023/24.
- 12 Appendix C details the expected value of collision savings across the current programme.

### Identification of projects

- 13 The projects contained in this programme have been developed through a number of studies. These include the major Sites for Concern and Lengths for Concern, which have been produced annually since 1990 and have led to the design and delivery of the most successful road safety projects to date. These are supported through cluster analyses across a number of categories which draw out specific collisions involving vulnerable road users and circumstances.
- 14 Each location in the 2023/24 programme has been considered in terms of deliverable projects and expected levels of investment to ensure that practical affordable solutions can be achieved. As noted above, under CRSTS more ambitious road safety projects can now be realised which address some of the major outstanding Sites and Lengths for Concern.
- 15 Significant design and consultation has been undertaken on the four major projects in this programme and these are now ready for delivery. These are detailed in Appendix A.
- 16 Appendices A and B also detail a number of smaller scale projects identified through cluster site analysis. These range from the provision of pedestrian guardrail through to small junction redesigns and address specific patterns of collisions often amongst vulnerable road users.
- 17 There are also a number of feasibility studies proposed for 2023/24, primarily based on identified Sites and Lengths which will be used to develop further projects for the CRSTS programme which can be delivered during the settlement period.

### Costs and rate of return

- 18 The proposals in this report total £3.201m across reactive and preventative works. This sits within the overall five year CRSTS settlement of £8.0m
- 19 The Department for Transport publishes data regarding the cost of collisions on the public highway. This has been used to determine a 'rate of return' for road safety projects based on the expected injury savings across a fixed period. The savings expected from this year's reactive (and preventative where demonstrable) projects are detailed in Appendix C.

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

Health and Wellbeing

Inclusive Growth

Zero Carbon

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

## What consultation and engagement has taken place?

Wards affected:

Have ward members been consulted?       Yes       No

22 Ward members have been consulted on the major projects detailed in this report and are in support of the works. Further consultation relating to the minor works and feasibility studies will take place throughout 2023/24 and will be used to support the development of these works; any significant concerns will be reported to the Chief Officer for consideration.

## What are the resource implications?

23 The programme detailed in this report is estimated at £3.201m, comprising of £2.377m of new funding and a carryover from the 2022/23 financial year of £824K. This will be funded from the five year CRSTS valued at £8.0m

24 Appendix B details the 2023/24 programme and the remaining five year CRSTS road safety budget as well as work done to date. This will be subject to annual review.

25 Traffic Engineering will deliver the projects as part of their annual programmes across the five year CRSTS period.

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

26 Feasibility design has taken place on the major projects detailed in Appendix A and delivery risks have been minimised through this process.

27 There remains a risk that objections are received to the proposed designs, either at consultation or legal advertisement stages, which could delay scheme delivery whilst resolution discussions are undertaken.

28 The major projects comprising the 2023/24 programme are expected to be delivered within the financial year (year 2 of CRSTS). The five year settlement alleviates the financial risks and this will be further managed through tailored specialist financial support.

## What are the legal implications?

29 As noted above, the Highway Authority for Leeds has statutory duties under the Road Traffic Act 1988 to prepare and carry out a programme of measures designed to promote road safety. The proposals detailed in this report fulfil that statutory duty.

30 There will be some Traffic Regulation Orders required to deliver these projects and these are detailed in Appendix A. These will be introduced using the powers contained within the Road Traffic Regulation Act 1984, the Highways Act 1980 and the Local Government Miscellaneous Provisions Act 1976. Further, the procedural steps undertaken will comply fully with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

## Options, timescales and measuring success

### What other options were considered?

31 Design of the schemes in this programme has included feasibility work to assess and test alternatives to those presented. Options have been presented during consultation to determine

optimum solutions for casualty reduction whilst balancing the needs of other road users including business access and bus operators.

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

- 32 Annual assessment of the individual locations listed in Appendix A will take place and is expected to show demonstrable reductions in the number and severity of casualties following the engineering works as set out in Appendix C.
- 33 For the requested investment of £3.201m it is cautiously estimated using the Department for Transport casualty costs data, that there will be a collision/casualty saving costs in excess of £41m, as detailed in Appendix C.
- 34 This will support the wider reduction in casualty numbers discussed above and will influence long term trends across the city.
- 35 The work in this programme is expected to support Executive Board's Vision Zero ambition.

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

- 36 The proposals in this report form part of a 5 year programme of casualty reduction works fully funded from the CRSTS. The works detailed in this programme will mainly be completed within the 2023/24 financial year and further reporting of progress will take place at the start of the 2024/25 financial year.
- 37 The Traffic Engineering service, reporting to the Chief Officer (Highways & Transportation), will be responsible for implementation.

### **Appendices**

- Appendix A: Detailed list of CRSTS projects and required approvals
- Appendix B: Initial five year CRSTS road safety programme
- Appendix C: Collision data and expected rate of return
- Appendix D: EDCI

### **Background papers**

- None