

# City Region Sustainable Transport Settlement: Integrated Vision Zero Programme 2024/27

Date: 3<sup>rd</sup> April 2024

Report of: Head of Transport Planning

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

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 £8,600,000 has been allocated for works and intervention projects to improve road safety and reduce casualties on roads within Leeds.

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

Successful interventions to improve road safety are broadly split into three categories: engineering, education and enforcement. Engineering has historically formed the bulk of the casualty reduction programme but recent advances in assessment and new delegated enforcement powers offer greater scope for a wider role in non-engineering solutions.

Highways & Transportation have successfully delivered many major and minor engineering road safety schemes over the past 30 years, primarily identified through its Sites and Lengths for Concern processes. The success in this area means that most known locations with an engineering solution have either had a project delivered or are sufficiently complex to require substantial investment. This is leading to an increased focus on education and enforcement to achieve behaviour change.

This report sets out the work that has been completed under the five year CRSTS package in years 1 and 2 and the remaining projects that will form the rest of the five year programme. The proposals in this report detail the full allocation of the £8.6m, with some slight over programming included to ensure CRSTS Casualty Prevention Programme allocation is fully spent from the five year CRSTS.

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.

## Brief summary

## 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 increased focus on education and enforcement to support the traditional engineering programme; and
- iii) Note the work undertaken over the 2023/24 financial year with respect to the previously approved casualty prevention programme; and
- iv) Review and approve the updated five year programme of casualty prevention schemes (Appendix A) and give authority to commence any detailed design, consultation and implementation of the schemes described in Appendices B, C and E to this report; and
- v) Give authority to incur expenditure of £5,587m for the remaining 3 year works programme of the 5 year CRSTS funding, comprising of £3,952m of new funding for 2024/45 financial year; and
- vi) Note that spend to date for years 1 and 2 of this CRSTS programme (March 2024) is estimated at £3.013m. The remaining £5,587m funds will enable the delivery of the remaining 3 year programme of projects detailed in Appendix B, to conclude the five year £8.6m City Region Sustainable Transport Settlement; and
- vii) 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
- viii) 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
- ix) 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
- x) Give authority to display notices on site under the provision of Section 23 of the Road Traffic Regulation Act 1984 to inform the public of the proposed formal pedestrian crossings and respond to any communications received in this regard as appropriate; and
- xi) 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
- xii) Note that reports will be submitted on an annual basis over the course of the CRSTS settlement to detail progress made against the five year programme and any proposed amendments to the list of approved projects.

## 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 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 allows projects and programmes of greater scope to be designed and developed across multiple years and a pipeline of engineering projects to be established.
- 5 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.
- 6 This report updates the work done across the initial two years of the CRSTS package and sets out the remaining engineering, education and enforcement projects for the final three years. The report details the funding allocation which will enable Leeds City Council to deliver its statutory requirement to improve road safety as well as to deliver the capital spend and ambitions of the CRSTS.

## What impact will this proposal have?

- 7 Table 1 details annual casualty figures by severity for the previous five years:

	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
2023	<i>Figures being finalised – to be reported to the decision maker</i>				

- 8 Appendix B details the collisions recorded at each of the identified reactive projects, and those preventative works with casualty histories, proposed for delivery in 2024/27.
- 9 Appendix C details the expected value of collision savings and rate of return across the current programme based on Department for Transport information.

#### Identification of road safety projects

- 10 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.
- 11 A new analysis process has been developed by the Accident Studies team which enables all roads in Leeds to be evaluated on an annual basis. This enables direct comparison across the city based on recorded injury collisions and for specific causation factors to be identified and analysed. The analysis is linked to the new national CRASH database used by the police and others – the collation and review of causation factors will help colleagues/ partners undertaking Education and Enforcement programmes and this work and new opportunities will be presented in a later report.

#### Identification of Pedestrian Crossing programme.

- 12 Each year, many requests for the provision of new pedestrian crossings are received from members of the public, stakeholders, MPs, ward members and colleagues. To select from the requests and to allow the preparation of a suitable programme of works for installing new crossings, all such requests are investigated, and the results collated and analysed.
- 13 The annual Pedestrian Crossing Review is developed and assessed in accordance with the approved Pedestrian Crossing Assessment Framework (Appendix D). Each request is assessed and a priority score assigned in line with the PCAF which considers the specific circumstances at the location including:
  - The ease with which a pedestrian can currently cross the road.
  - Whether a crossing site is on a pedestrian desire line and would be used regularly.
  - Potential benefits to the local community and businesses.
  - Potential impacts on road safety and traffic speeds; and
  - Other relevant factors such as presence of bus stops, frontages, parking, junctions and other highway features.
- 14 An annual review of road traffic collision data at existing formal and informal crossing sites is also conducted, to understand whether the existing infrastructure require changes or enhancements to prevent future collisions taking place.
- 15 This work has identified 7 formal crossings to be delivered in the 2024/25 financial year and a further 9 to be considered in the 2025/27 financial years (Appendix E). As other requests will be received in the remaining two years of the CRSTS the remaining pedestrian crossing programme for 2025/27 (years 4 and 5 of the CRSTS funding envelope) is provisional and may change should assessments with a higher overall score be identified. Any changes to this provisional 2025/27 programme will be reported in future editions of this report.

- 16 Other formal pedestrian crossings which are linked to developments and are therefore developer-funded are considered as part of the planning process and do not follow this assessment process. Formal pedestrian crossing locations identified as part of other specific funding packages, such as Active Travel Fund, Transforming Cities Fund, or the Levelling Up Fund are also excluded from this assessment process.

### **The “Three Es” approach**

- 17 The new analysis approach referenced above has drawn out some new sites for engineering feasibility but also a significant number of patterns which can be addressed through enforcement and education. These locations are developed using casualty data so that these activities can be targeted at evidenced locations supporting the wider Vision Zero package.
- 18 Examples of patterns include hit and run collisions, driving under the influence of drink or drugs or aggressive driving. These types of collision patterns are extremely difficult to address using engineering measures but targeted enforcement and/or education are likely to prove effective strategies to further reduce the collisions on Leeds roads. Where sites are identified that require police enforcement these are passed directly to West Yorkshire Police; educational sites are referred to the Influencing Travel Behaviour team. The effects of these can be reviewed and reported on an annual basis and this is discussed in greater detail below.

### Engineering

- 19 Each engineering scheme within the CRSTS package has been considered in terms of a deliverable project and the expected levels of investment to ensure that practical affordable solutions can be achieved. As noted above and in previous reports, under CRSTS’s flexible five year settlement more ambitious road safety projects can now be realised which address some of the outstanding Sites and Lengths for Concern; under the previous LTP settlement with fixed annual budgets a number of larger interventions were not feasible and sites and lengths remained untreated. The CRSTS approach has already lent itself to four major road safety projects which would otherwise have been unachievable.
- 20 There are also a number of feasibility studies proposed for the remainder of the programme, based on locations identified through the analysis techniques described above. These feasibility studies will be developed in parallel with the CRSTS package as additional schemes; whilst any developed projects will be unfunded from the current CRSTS package these will be ‘shelf ready’ for delivery should alternative funding be identified in future years.
- 21 In addition to the reactive road safety schemes which address identified collision patterns this programme includes preventative schemes including enforcement cameras and the annual Pedestrian Crossing Review package which is reported above.

### Education

- 22 Influencing Travel Behaviour (ITB) team will work in a collaborative approach to support the new CRSTS infrastructure programme detailed in this report. Their supporting interventions include road safety training targeting pedestrians, cyclists and other active travel like scooting. This work will be designed for each specific circumstance and may include assemblies / classroom activities in all participating primary, secondary, and special schools as well as working with targeted vulnerable road user groups.
- 23 Supporting this programme of works through enhanced targeted and public communication offers greater benefits for road safety than engineering interventions alone. Bespoke provisions delivered through publicity campaigns, engaging with schools and the wider community as part of the wider promotion of 20mph initiatives, new crossings and other road safety initiatives enable

a wider reach than the location of the intervention itself and plays a key role in changing driver behaviour to further reduce collisions and the potential for collisions. This supportive work is in addition to ITB's other workloads, such as community SID initiatives, school travel planning and Safe Routes to School reviews and audits.

24 The ITB team are also progressing a pilot for focussed Vision Zero messages / road safety through new Variable Message signs within the City and further targeted travel plan interventions around some schools, working in partnership with the Active Leeds (BHR) team, to maximise value from the Vision Zero partnership.

### Enforcement

25 Enforcement takes one of two forms:

- i. enforcement through fixed cameras with powers enabled through the West Yorkshire Camera Partnership or through the Traffic Management Act Part 6 powers
- ii. enforcement by West Yorkshire Police using their existing discretionary powers

26 Referrals will be made to one of these paths depending on the nature of the identified offences as powers to enforce vary. As an example, certain moving traffic offences can be enforced by Leeds City Council under Part 6 powers, but speed limits are enforced by the police either directly or through the Camera Partnership where set criteria are met.

27 The engineering programme detailed above includes a number of locations where camera enforcement is being delivered at identified sites.

28 In addition to these engineering works any location which is identified for enforcement will be passed to the appropriate party.

### Costs and rate of return

29 This report sets out £5,587m of spend for the remaining three years of CRSTS (2024 – 2027). £3.013m has been incurred across approved programmes to date including reactive and preventative works. This totals the overall five year CRSTS Casualty Prevention allocation of £8.6m

30 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 engineering 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

31 The package of casualty prevention measures detailed in this report 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.

32 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 Zero Carbon pillar and the wider Climate Emergency.

33 During the construction phases of these schemes there will be some unavoidable negative effects, such as embedded carbon involved with the procurement and use of construction materials, site and diversion traffic and other construction related matters. Leeds City Council will

continue to work with our contractors to explore opportunities such as effective management of waste, more local transport of plant and goods, and through recycling of on-site materials to reduce carbon emissions in line with the Council's climate emergency targets.

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

Wards affected: City wide (all wards)

Have ward members been consulted?

Yes

No

- 34 The Executive Member for Sustainable Development and Infrastructure has been consulted on and supports the programmes detailed in this report.
- 35 Local ward members, the emergency services and WYCA will be consulted on the individual schemes during development. Any adverse comments that cannot be resolved will be reported to the Chief Officer for his consideration.
- 36 Residents and businesses directly affected by individual projects will be consulted directly during scheme development. Individual projects will also be subject to statutory consultation related to traffic regulation orders and other statutory processes and objections will be reported to the Chief Officer for consideration.

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

- 37 The programme detailed in this report is estimated at £5,587m. This programme, together with the existing spend to date of £3,013m, accounts for the £8.6m allocation under CRSTS.
- 38 The engineering projects detailed in Appendix B will be delivered by Traffic Engineering as part of their annual programmes across the five year CRSTS period.
- 39 The education programme will be delivered by the Influencing Travel Behaviour team as part of their annual programme.
- 40 As noted above this report allocates all the remaining CRSTS road safety funding to a three year programme. This provides assurance that Highways & Transportation have the ability to deliver both the identified road safety improvements and also the capital spend.

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

- 41 Feasibility design and assessment work has taken place on the engineering projects detailed in Appendix B and delivery risks have been minimised through this process.
- 42 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. As detailed elsewhere in this report delivering the projects over the remaining three years of the CRSTS reduces this risk by providing an extended period for objections to be resolved provided those works with legal or consultation liabilities are accelerated.
- 43 The projects comprising the appended programme are expected to be delivered within the next three financial years (years 3, 4 & 5 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?**

- 44 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.
- 45 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?**

- 46 Design of the schemes in this programme has included feasibility work to assess and test alternatives to those presented. For advanced designs options have been presented during consultation to determine optimum solutions for casualty prevention whilst balancing the needs of other road users including business access and bus operators.

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

- 47 Annual assessment of the individual locations listed in Appendix B will take place and is expected to show demonstrable reductions in the number and severity of casualties following delivery of the interventions in this programme.
- 48 For the requested investment of £5,587m it is cautiously estimated using the Department for Transport casualty costs data that there will be a collision/casualty saving costs in excess of £19.5m, as detailed in Appendix C. This saving covers demonstrable casualties only and there will be wider benefits related to preventative works.
- 49 This will support the wider reduction in casualty numbers discussed above and will influence long term trends across the city.
- 50 The work in this programme supports Executive Board's Vision Zero ambition.

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

- 51 The proposals in this report form part of a 5 year programme of casualty prevention works fully funded from the CRSTS. The works detailed in this programme will be completed by the end of the 2026/27 financial year and further reporting of progress will take place on an annual basis. A slight over programming has been included, so that any schemes which may be delayed due to design, consultation and implementation complexities, does not hinder full 5 year programme spend.
- 52 The Traffic Engineering and Influencing Travel Behaviour services, reporting to the Chief Officer (Highways & Transportation), will be responsible for implementation.

## **Appendices**

- Appendix A: Detailed list of 5 year CRSTS projects
- Appendix B: 2024/27 – 3 year CRSTS road safety programme
- Appendix C: Collision data and expected rate of return
- Appendix D: Approved Pedestrian Crossing Assessment Framework
- Appendix E: Pedestrian Crossing Assessment
- Appendix F: EDCI



## Background papers

- None