



Tracy Brabin
Mayor
of West Yorkshire



Alison Lowe
Deputy Mayor
for Policing and Crime

Item 5

Report to: Police and Crime Panel

Date: 21st April 2023

Subject: Road Safety

Report of: Alison Lowe, Deputy Mayor for Policing and Crime

Authors: Neil Hudson – Policy Manager, Vision Zero
Sunny Williams – Policy Assistant, Vision Zero



1. PURPOSE OF THE REPORT

- 1.1. The Road Safety paper is designed to give an overview of the current position in the county and the progress over the last period with an understanding of the key challenges that have emerged.
- 1.2. This links to the strategic priority of Safer Places and Thriving Communities. This priority focuses on the harmful and unacceptable behaviour that targets the different communities of West Yorkshire, through an ongoing commitment to Neighbourhood Policing and partnership working in localities. It will tackle the place-based crime that damages people's everyday lives, including serious violence, anti-social behaviour, and dangerous driving and speeding.
- 1.3. Under this priority Road Safety was one of the most frequently selected areas

of focus. The main objective will see us working towards eliminating all traffic fatalities and severe injuries while increasing safe, healthy, and equitable transport for all – partly through the leadership of the Vision Zero Strategic Board and by delivering an effective Vision Zero approach across all the districts of West Yorkshire.

1.4. The performance measures linked to this topic are as follows:

Severity	2019	2020	2021	2022	Trend over time
KSI (unadjusted)	741	583	1040	1264	↑
KSI (adjusted)	1004	791	1082	1264	
All injury collisions	3618	2757	3896	4371	

The above data relates to each calendar year. As can be seen from the above table, the overall trend for all collisions shows an increase of 20.8% from 2019 to 2022. The increase in the adjusted KSI figures shows an increase of 25.9% during the same period.

Of note, the figures for 2020 provide an anomaly due to the influence of the COVID pandemic where significantly fewer vehicles were being used.

In 2020 a new method for recording accidents called CRASH was adopted in West Yorkshire. This has led to a net increase in reported injury collisions, making comparisons to previous years difficult without applying an adjustment. The adjustments have been made to the above figures using the DfT algorithm to allow as close a comparison as possible.

2. INFORMATION

2.1. The commitment to the Vision Zero approach in West Yorkshire commenced at the Road Policing Convention in April 2019. Since this time, new arrangements have been put in place to ensure that there is appropriate pan-West Yorkshire leadership for the development of Vision Zero. It is widely recognised that it is essential to set out the vision and strategy to achieve greater momentum and pace.

2.2. The first meeting of the Vision Zero board took place in December 2021 and the concept of Vision Zero was described as follows: ‘We accept that 50 – 100 people will die on our roads in West Yorkshire. What we need in West Yorkshire is to look for a new chapter in our area where nobody needs to die.’

Vision Zero was originally set up in Sweden back in 1997 where they had a relatively low rate of fatalities compared to other countries on a global scale. Since the adoption of Vision Zero the rate of fatalities has more than halved.

2.3. In West Yorkshire Police, T/ACC Chesters is the Chief Officer Team lead for Roads Policing, with T/Superintendent Brown holding the role of Superintendent Partnerships and Chief Inspector Teal holding the role of Head of Roads Policing.

2.4. The West Yorkshire Roads Policy Strategy is currently in the process of being re-developed so the previous 2019-2022 document continues to be used in West Yorkshire, with a continued ambition to deliver 'Vision Zero' with the Strategic Roads Executive Partnership.

2.5. Collisions

2.5.1 2020 saw a large reduction in casualties of road traffic collisions compared to previous years. This was partly due to the reduction in traffic volumes caused by restrictions introduced to tackle the COVID19 pandemic. As traffic volumes have normalised, 2021 and 2022 have seen an increase in road traffic collisions in comparison to 2020.

2.5.2 The below table shows the number of all injury and fatal RTCs in West Yorkshire in 2019, 2020, 2021 and 2022.

Month	2019	2020	2021	2022	Volume change 2019 to 2022	Percentage change 2019 to 2022
Jan	293	321	174	382	89	30.4
Feb	270	270	142	332	62	23.0
Mar	319	216	211	356	37	11.6
Apr	264	107	312	304	40	15.2
May	288	169	367	406	118	41.0
Jun	289	210	384	364	75	26.0
Jul	328	251	381	365	37	11.3
Aug	304	265	331	310	6	2.0
Sep	308	265	399	364	56	18.2
Oct	302	244	377	369	67	22.2
Nov	368	216	434	419	51	13.9
Dec	285	223	384	400	115	40.4
	3618	2757	3896	4371	753	20.8

As can be seen from the above table, overall yearly figures have increased over time, with particularly high increases in both May and December.

Whilst the figures appear to show increasing levels of injury collisions over time, it should be noted that the comparison between 2021 and 2022 taking out the lockdown months does show a slightly more positive picture. Lockdown affected January to March primarily in 2021, so taking April to December figures to allow direct comparison does show a decrease in the overall numbers:

April to December 2021	April to December 2022
3369	3301

2.7.4 When considering the overall injury related collisions, the proportion of people shown to have serious injuries over time appears to have increased. Part of the reason for this is due to the recording system that West Yorkshire Police are using for collision data. CRASH automatically assigns a severity classification to each casualty according to the injuries recorded by the reporting police officer; the previous system allowed officers to specify the severity directly. The reporting threshold for “serious injury” is lower than previously by virtue of the CRASH reporting system which does contribute to raised numbers, but this will balance further over time.

2.8 Vision Zero

2.8.1 West Yorkshire Police has reflected its commitment to achieving safe roads through a systems-based approach by redrafting the Safe Roads Strategic Plan to mirror the five safe system ‘pillars’ central to Vision Zero.

2.8.2 This strategic plan states that West Yorkshire Police will:

- Work in partnership to tackle joint problems in a more integrated way, making our communities and roads safer.
- Reduce road-related crime and Anti-Social Behaviour and people’s perceptions of Anti-Social Behaviour.
- Encourage and unify all partners of the Safer Roads Executive to adopt the principles of Vision Zero to deliver a safe system of travel within West Yorkshire.

2.8.3 The premise of the ‘Safe System’ is that every road death or serious injury is preventable. This approach centres on human beings and accepts the

following assumptions:

- People make mistakes and will make mistakes when on the road.
- People risk being killed or seriously injured if they are involved in a collision.

2.8.4 The 'Safe System' comprises several elements:

- Safe Speeds: Street design to encourage lower speeds, improving compliance with speed limits, optimising the use of speed cameras.
- Safe Roads: Safer junctions, optimising conditions for walking, cycling and public transport use.
- Safe Vehicles: Reducing the dominance of motor vehicles on our street – reducing use and reducing the danger they pose (e.g., LGVs, buses, taxis, and private hire).
- Safe Road Users: Tackling high risk behaviour – inappropriate speed, risky manoeuvres, distractions, drink/drug driving, and failing to wear seatbelts.
- Post collision response: Learning, preparing, and adapting for a changing future.

2.8.5 The Safe System is a design-based approach. It seeks to draw all the elements of the road system together in such a way that:

- People make fewer mistakes on the road and so there is less chance of collisions happening in the first place.
- If collisions do occur, they will be more survivable, and people will not be killed or seriously injured as a result.

In a Safe System:

- The system's safety is the responsibility of policy makers, planners, engineers, vehicle manufacturers, fleet managers, enforcement officers, road safety educators, health agencies and the media.
- Road users are accountable for complying with the system's rules.

2.8.6 The degree of progress toward the adoption of Vision Zero across the five district local authorities varies significantly. Operational Support and District Road Policing leads have worked closely through the local District Safer Roads Partnership arrangement to support and encourage the development of Vision Zero based delivery plans.

2.8.7 Leeds District has achieved significant progress in this regard and the Leeds

Vision Zero Strategy was completed in September 2022 for public launch in October 2022. It is anticipated that the collaborative work undertaken in Leeds will support the development of similar workstreams in other districts. WYP Operational Support Department has worked with Leeds District to support development of their Vision Zero strategy.

2.8.8 At a West Yorkshire level, the police have continued to work across all stakeholders to support the formation of the Vision Zero Board. This Board was inaugurated in December 2021 and has then met quarterly since. This Board is chaired by the Deputy Mayor for Policing and Crime and provides political oversight and accountability for the West Yorkshire Safe Roads Executive (WYSRE) for its responsibility to deliver Vision Zero across the county. The Board has considered and agreed a range of initial milestones to support our Vision Zero ambitions. Progress against these initial milestones is summarised as follows:

- **Establish Governance structures with Vision Zero Board providing oversight of the West Yorkshire Safer Roads Executive**
 - The Safer Roads Executive has agreed a revised terms of reference reflecting Vision Zero ambitions and the Vision Zero Board
- **WYSRE to provide project co-ordination and operational accountability for Vision Zero delivery**
 - The Combined Authority have received funding through the Camera Safety Partnership to host a Policy Manager for Vision Zero and a Policy Assistant dedicated to the development and co-ordination of Vision Zero plans across the county. Both roles have been recruited and further development of activity is progressing.
- **WYSRE to undertake baseline review of district Safer Roads activity/structures**
 - West Yorkshire Police completed a baseline assessment of its operational activity across all five policing districts and Operational Support Department, identifying strengths, challenges, opportunities, and threats. This assessment template has been used by all five districts in conjunction with other local stakeholders, to establish an understanding as to the current position against the five 'safe system' Vision Zero pillars.
- **WYSRE draft and agree a WY strategic Vision Zero Action Plan for West Yorkshire with short, medium and long term aims aligned to WY transport strategy**
 - This work will commence now that the Policy Manager and

Policy Assistant have completed the baseline audit which has incorporated learning and best practice.

2.8.9 Alongside the completion of these milestones the following actions will be developed with support from the dedicated resources:

- Districts to deliver and sustain internal stakeholder engagement strategies – ‘win Hearts and Minds’ promote a ‘systems approach’ at a district level by hosting Vision Zero workshops
- Districts to identify and engage relevant external stakeholders – promote collaboration
- Districts to develop a local operational strategy and SMART delivery plan around Vision Zero pillars

2.9 This links to the Safe Roads work in West Yorkshire Combined Authority.

2.10 **West Yorkshire Combined Authority Safe Roads work**

2.10.1 West Yorkshire Combined Authority Transport Strategy prioritises work through our Safe Roads Partnership to reduce casualty numbers on our roads. We have a decade of good progress, but every serious injury or fatality is a cause of concern and regret.

2.10.2 During the COVID-19 pandemic we have seen increased take-up of cycling and walking. This mode shift is welcomed and has been sustained by interventions supported by Active Travel funding, but injuries to pedestrians and cyclists have increased in the most recent annual figures and a business-as-usual approach with existing levels of funding will not be adequate. Of note however, the number of injuries to cyclists remains lower than the pre-pandemic average annual figures.

2.10.3 We will embed road safety into our design and interventions (alongside education, training, and publicity programmes) and strengthen relationships with key stakeholders such as West Yorkshire Police. Vision Zero, a holistic, multi-disciplinary approach to safety, will become the focus for delivery of interventions.

2.11 The following looks at other initiatives looking at safety on roads.

2.12 **Safety of Women and Girls: Bus Safety Feedback Tool**

2.12.1 In November 2021, the Combined Authority was successful in a bid to the Home Office for the Safety of Women at Night Fund. This is funding projects to support women and girls’ safety on the West Yorkshire transport system,

with a particular focus on the night-time economy.

- 2.12.2 The first project, launched in June 2022, is a web-based safety feedback tool on the MCard Mobile App, to allow customers to feedback their bus journey experiences. Data is then used as an insight to inform future investments and interventions.
- 2.12.3 As the first project has progressed, it has been highlighted that a mechanism to feed further intelligence to West Yorkshire Police needs to be present in order to aid a swift response where necessary.
- 2.12.4 A new mini site for passengers to access sources of information has been developed such as bus tracking and other travel tools to help reduce the need for unnecessary waiting at West Yorkshire bus stops, which is a known concern for people travelling alone in the evening.

2.13 **Mayor's Safer Communities Fund**

- 2.13.1 Awards under grant round 3 for the Mayor's Safer Communities Fund were confirmed in February 2023. Of note, the number of confirmed grants related to Road Safety related projects was significantly higher in this grant round when compared to previous grant rounds.
- 2.13.2 8 projects were supported in grant round 3 which equated to just over £50k of support. Of note, in grant rounds 1 and 2 combined there were a total of 3 supported projects related to road safety for a total of £18k.
- 2.13.3 5 of the 8 Road Safety related projects supported were specifically in Bradford District. There was also a project in Leeds, one in Kirklees and one which was a West Yorkshire wide project operated by West Yorkshire Fire and Rescue Service. There were no projects supported in Wakefield or Calderdale at this time.
- 2.13.4 Whilst West Yorkshire Police did get support for a total of 5 projects in grant round 3, none were in the area of Road Safety.

2.14 **Operation SNAP – Dashcam submissions portal**

- 2.14.1 In 2020 West Yorkshire Police launched Operation SNAP which provides a dedicated online portal for the public to submit footage of driving offences via the Force website. Between April 2022 and 23rd March 2023 6,615 submissions were received compared to 4,600 for previous 12-month period. Submissions are typically around 18 per day and continue to be promoted via social media and local radio advertising.

2.14.2 The following represents a breakdown of 2022/23 submissions. Of total submissions 70% result in further actions being taken following the initial assessment of the available evidence. Vehicle drivers and cyclists aged 25-54 are responsible for the majority of submissions. Leeds and Bradford districts provide the most submissions (21% and 43% respectively).

2.14.3 Cyclists continue to demonstrate a high level of uptake to Operation SNAP with 39% (2,563) of all submissions originating from cyclists. During the course of the year there has been a steady increase in submissions from horse riders with 3% (191) of total submissions coming from this group and reflecting focussed promotion of the facility to this vulnerable road user group.

2.14.4 The following data provides a breakdown of Operation SNAP activity:

DISPOSALS		
NFA	1975	30%
Op SNAP INVESTIGATION	7	0%
RPU INVESTIGATION	4	0%
Educational course	3610	55%
Fixed penalty	922	14%
Court	97	1%

AGE OF SUBMITTERS		
UNDER 18	84	1%
18-24	461	7%
25-34	935	14%
35-44	1280	19%
45-54	2065	31%
55-64	1292	20%
65-74	442	7%
75-84	49	1%
over 85	7	0%

SUBMITTERS TRANSPORT TYPE		
Vehicle Driver	3191	48%
Vehicle Passenger	184	3%
Motorcyclist	15	0%
Cyclist	2563	39%
Horse Rider	191	3%
Pedestrian	403	6%
Unknown	68	1%

SUBMISSIONS BY DISTRICT		
CD	561	8%
BD	1400	21%
KD	926	14%
LD	2851	43%
WD	737	11%
Unknown	140	2%

2.15 Central Prosecutions Investigations

2.15.1 The Central Prosecutions and Investigations Unit focusses on the disruption and prosecution of those who seek to evade prosecution for traffic offences though fraud or false representation. Such attempts to pervert the course of justice in respect of traffic offence prosecutions have been linked to organised criminality. The Unit robustly investigate those who seek to avoid prosecution or pay others to pervert the course of justice.

2.15.2 During 2022/23 this team has secured convictions resulting in prison sentences totalling 345 weeks custody, 621 weeks suspended prison sentences, 560 weeks of driving disqualification, 42 curfew days, £27,066 in

finer, 680 days unpaid work, 135 rehabilitation days and 197 license penalty points.

A further 74 suspects are currently pending court hearings.

2.16 Automatic Number Plate Recognition (ANPR)

2.16.1 The ANPR Operations unit continues to provide a service to all districts within West Yorkshire and specialist functions alike. For the first three months of 2023, 216 arrests are directly attributable to the ANPR Unit and 368 vehicles have also been recovered/seized. During 2022 the unit was directly involved in 1,034 arrests and 1,560 vehicles being recovered/seized. 2022 also saw the ANPR Operations unit direct assisting in the locating of 45 missing persons.

2.16.2 Since the development of the additional research function focusing on Roads Policing related intelligence, there has been a greater focus on aspects such as disqualified drivers, drivers over the prescribed limit (OPL) and serial speeders. This focus has seen a larger number of positive outcomes recorded based on the intel picture present – over 80% of recent stops have provided a positive result which is consistent with 2022 figures.

2.16.2 The delivery of the National ANPR Service continues to slide in terms of timeframe and capabilities, with many of the initially promised tools on the system not having been developed. Delays have been for a number of reasons including overrunning commercial negotiations, defects and performance issues. The delays have led to increased costs as the existing National ANPR Data Centre (NADC) was extended into 2024. Previous issues with the infrastructure provider have been resolved, but ongoing delays to fixes continue to frustrate the aims of the project with the Home Office being unable to progress the system into a fully viable function.

2.16.3 From the West Yorkshire Police perspective, the system still does not meet our current capability and as such the decision has been taken to continue using our current software alongside the National ANPR Service (NAS) in a hybrid approach which has been adopted by a number of other forces. There is no operational effect due to WYP's current systems being well in excess of the NAS capability; WYP intends to maintain the Cleartone system to continue to develop and enhance our advanced and unique capabilities, but this is for limited users due to licensing costs.

2.16.4 There has been a dramatic increase in the costs associated with the NADC

and NAS. The projected costs continue to rise with costs currently expected to be in the excess of £500k. This figure can be broken down as approximately £120k for the NADC and over £400k for NAS, with expected rises due to issues with the previous NAS hosting provider and also work required on the NADC due to the contract extension. From the costings perspective, the current figures are not set in stone and are highly likely to rise further (these costs are set and charged directly to the force by the Home Office).

2.16.5 The daily maintenance and continuous improvement and development of West Yorkshire Police ANPR systems, cameras and infrastructure is currently managed in-house by the ANPR Specialist Technical Manager who has in the last year, working in partnership with another force, developed and deployed a mobile ANPR app. This enables all officers across the force to respond to ANPR alerts in their areas of operation via their mobile device. This enhances the force's responses to ANPR alerts and enables officers to have a significant impact in their local areas of responsibility.

2.17 **Safety Camera Enforcement**

2.17.1 West Yorkshire Police Camera Enforcement Unit enforces speed limits and red-light violations using fixed and mobile safety cameras on behalf of the West Yorkshire Safety Camera Partnership.

In 2022, a total of 198,360 offences were detected and processed with eligible drivers undertaking retraining courses, receive points and a fine or appearing in court.

2.17.2 On 20th February 2023, the Safety Camera Partnership officially launched a new deployment strategy aimed at promoting safe speed across the road network and not just in the vicinity of enforcement cameras.

2.17.3 Camera enforcement is now being used at locations where there is evidence of speeding but, significantly, before a tragedy has occurred. Community concerns are taken into account as a form of evidence for siting decisions now made. Under this new approach providing mandatory speed limits signage (where this is legally required) is in place there may be no additional signage warning of enforcement activity.

Members of the Vision Zero Board led a high profile communications plan to highlight the change in policy which included lived experience from one of our Vision Zero Board members.

The Partnership is continuing to deploy cameras to ‘high risk’ core sites where there is a history of low levels of speed limit compliance and collisions resulting in injury.

2.17.4 During 2021 a further 25 digital safety cameras were commissioned at a cost of £1.3M and procurement is underway for a further 25 cameras to upgrade obsolete ‘wet film’ installations.

The Partnership is also upgrading a number of red-light camera installations across the county.

2.17.5 Work is proceeding with local highways teams to design and implement new average speed camera schemes on key arterial routes across West Yorkshire where data indicates high or inappropriate speed as a risk to road users.

2.17.6 The below table is a breakdown of the 154,059 speed related offences detected on the urban road network by safety cameras (mobile and static). A further 44,301 offences were detected on the motorway network:

	Bradford	Calderdale	Kirklees	Leeds	Wakefield	Grand Total
January	4,178	608	1,473	6,182	1,399	13,840
February	3,041	694	1,489	4,841	1,428	11,493
March	4,088	836	1,762	6,114	979	13,779
April	4,149	1,031	1,708	8,256	1,182	16,326
May	4,165	1,059	2,070	4,574	1,374	13,242
June	3,435	1,085	2,233	4,176	1,203	12,132
July	3,596	1,302	1,585	4,253	1,254	11,990
August	4,828	1,578	1,879	4,802	1,466	14,553
September	3,667	1,075	1,506	3,848	1,300	11,396
October	4,479	1,080	1,874	4,155	1,371	12,959
November	3,532	1,024	2,034	3,673	1,129	11,392
December	3,390	661	2,299	3,669	938	10,957
Grand Total	46,548	12,033	21,912	58,543	15,023	154,059

2.18 Other developments of note

2.18.1 Fatal Five Tasking

The tasking of Roads Policing officers has been reviewed and new processes are now in place to support more effective Roads Policing officer deployment.

This area of the report is specific to tasking of Roads Policing officers in relation to their activity targeting the Fatal Five offences. The Fatal Five offences are:

- Speeding
- Mobile devices
- Seatbelts
- Drink / drug driving (Over prescribed limit)
- Careless driving

The fifth offence of careless driving is not recorded in the below as it is harder to quantify due to it incorporating several different offences.

The number of the other fatal five offences that have been dealt with in West Yorkshire has risen by 10.8% compared to the previous figures. This data is the data recorded up to the end of December 2022.

This data can be broken down further as follows:

- Speeding offences were slightly down by 3%
- Seatbelt offences increased by 6.2 %
- Over the prescribed limit arrests increased by 8.8%
- Mobile device offences increased by 92.6%

Of note, the large increase in mobile device offences coincides with the change in law which now makes it an offence to activate any function of a handheld mobile device.

2.18.2 Operation Tramline

This utilises an unmarked HGV cab supplied by National Highways to specifically look at fatal five offences committed by HGV and LGV vehicles on the motorway network and has deployed several times throughout the year.

The deployments can be specific to West Yorkshire or part of a coordinated national operation which has previously included the M62 Liverpool to Hull and the M1 London to Leeds. The national operations are accompanied by a media campaign and static points of education at service stations.

The last week of action from West Yorkshire Police (20th – 24th March) resulted in the identification of 37 seatbelt offences, 21 mobile phone offences and 8 offences of the driver not being in control of the vehicle. There were also 14 safety specific offences such as insecure loads, unsafe vehicles and drivers

over their permitted hours.

2.18.3 Operation Limit

Operation Limit was a part of the National Police Chief Council calendar of targeted enforcement targeting drink/drug driving offences. This started with a media campaign which ran alongside the World Cup.

The operation lasted for a month. Throughout this month there were 238 drivers stopped who provided a positive roadside breath sample for alcohol. In addition to this there were 156 drivers who were required to provide a drugs wipe of which there were 145 positive samples.

Of note, previously reported issues around the purchase of drugs wipes and the processing of samples have been resolved.

3. **EQUALITY, DIVERSITY AND INCLUSION BENEFITS AND IMPLICATIONS**

- 3.1. The document sets out the implications from the new Police and Crime plan and the work to make Women and Girls feel safer on the streets of West Yorkshire.
- 3.2. In addition, the work of the West Yorkshire Safe Roads Partnership intends to address the disproportionate harms suffered by vulnerable groups in West Yorkshire and beyond. Evidence suggests KSI collisions are more likely to occur in more deprived areas, with people less likely to be able to afford a car subject to harms caused by cars. Young road users, older road users, and disabled road users also are affected by a road system which does not suit the needs of all users. Analysis of which groups are likely to cause harm and who is being harmed is named in the interim actions for Vision Zero which have been adopted by the Partnership.

4. **IMPLICATIONS FOR YOUNG PEOPLE IN WEST YORKSHIRE**

- 4.1 Where possible the paper looks at the implications for young people and the data split into age groups where appropriate.

- 4.2 The data for children involved in collisions is clearly set out as a separate data set and will be included going forward.

5. FINANCIAL IMPLICATIONS

- 5.1 The case for the new Vision Zero board has been set out and any monies required for initiatives going forward will be part of the scrutiny arrangements for the board.

6. LEGAL IMPLICATIONS

- 6.1 None.

7. EXTERNAL CONSULTATION

- 7.1 Where external consultation has taken place, this has been included in the paper and where possible the priorities of the public have driven much of the ongoing work.

8. RECOMMENDATIONS

- 8.1 That the panel note this report.

BACKGROUND PAPERS AND APPENDICES

None.

CONTACT INFORMATION

Contact Officer:	Neil Hudson
E-mail:	neil.hudson@westyorks-ca.gov.uk