

Report of the Strategic Director (Regeneration) to the meeting of Environment and Waste Management Overview & Scrutiny Committee to be held on 29 November 2016

N**Subject:**

Transportation and Highways – Performance Report 2015/16

Summary statement:

This report provides information about the Council's performance against the Transport and Highways indicators and targets set out in the 2015/16 Corporate Indicator Set and supporting Transport and Highways performance management indicators.

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Portfolio:

Regeneration, Planning & Transport

Overview & Scrutiny Area:

Environment & Waste Management

1. SUMMARY

- 1.1 This report provides information about the Council's performance against the Transport and Highways indicators and targets set out in the 2015 / 16 Corporate Indicator Set and supporting Transportation and Highways performance management indicators.

2. BACKGROUND

- 2.1 In common with many areas of the Council's activities, in 2012/13 a revised smaller set of corporate indicators were established for Transport and Highways and data has been updated for 2015 / 16. These are as follows:

- CIS 029 Children killed or seriously injured in road traffic accidents
- CIS 030 The percentage of people accessing Bradford City Centre in the morning peak by sustainable modes of transport (e.g. Train, Bus, Cycling, Walking, Motorcycle and Multi-Car occupancy)
- CIS 031 The percentage of Working Population in Bradford able to access key employment centres using the core public transport network within 30 minutes (Access to Employment)

- 2.2 A number of other supporting Transportation and Highways performance management indicators are also monitored and these are:

- People killed or seriously injured in road traffic accidents;
- Percentage increase in peak period traffic flow across the Bradford Monitoring Cordon above the 2003/4 baseline;
- Percentage increase in weekday traffic flow at designated sites across the District above the 2003/4 baseline;
- The number of people travelling by car as the percentage of people travelling by all modes of transport across the Bradford Monitoring Cordon with the 2003/04 baseline;
- Principal roads where maintenance should be considered;
- Non-principal classified roads where maintenance should be considered;
- Unclassified roads where maintenance should be considered;
- Surfaced footways where maintenance should be considered.

Road Casualty Indicators (see Appendix 1)

CIS 029 Children killed or seriously injured (KSI) in road traffic accidents

- 2.3 The council and its partners have made renewed efforts to address the road casualty levels in Bradford. The Local Transport Plan funding for Safer Roads is now evidence based so finance is targeted towards the greatest need. In 2014, there were 28 child KSIs in the District, 4 less than in 2013 (32), 14 less than 2012 (42) and 16 below the 2005 - 09 baseline (44). The reduction in recorded

Child KSI casualties (28) recorded in 2014 is a significant improvement (-13%) over last year (32). This year's result has also increased the gap against the baseline and is now 37% below the 2005-09 baseline; this excellent performance has contributed to establishing the overall long-term downward trend. Collaborative working between Public Health partners, Council safer roads officers and engineers will continue to develop a stronger multi-agency and multi-disciplinary approach to reducing child casualties and hospital admissions. The incorporation of Public Health with the Council has continued to yield many benefits including financial support for Road Safety and other walking/cycling initiatives. These elements have many cross cutting themes such as the Local Transport Plan indicators and the Public Health Outcomes Framework. Appendix 1 Chart 1 provides details of recent child KSI performance in Bradford.

- 2.4 In 2015, there were 33 Child KSIs in Bradford, an increase of 5 from the 2014 total. This makes up 25% of all child KSIs in West Yorkshire. Looking at the absolute figure of 33 and comparing that against the three year rolling average, the figure is still on trajectory for the halving of child KSIs by 2026 from the 05/09 baseline (22). The figure is also 25% below the 05/09 baseline (44). This slight increase in child KSIs is representative across all five West Yorkshire districts in 2015. The road user group break down is 23 pedestrians, 4 cyclists, 1 motorcyclist (or pillion), 1 car driver and 4 car passengers. There were no child fatalities on the road network in 2015 (33 serious injuries, 0 fatalities).

People killed or seriously injured (KSI) in road traffic accidents

- 2.5 The Council has a Casualty Reduction supporting indicator in line with the Local Transport Plan's challenging target of 50% reduction in KSIs by 2026. For Bradford that equates to reducing the 248 KSIs (2005/09 baseline) to 124 KSIs by the end of the LTP3 (2026); a reduction of 8.3 KSIs per year. In 2013 Bradford recorded its lowest total ever (190 KSI casualties) putting the District 15% below the last three years' average (215) and 23% below the 2005-09 average (248). However, figures for 2014 have not been so positive with an overall increase of 7% being recorded on 2013 figures giving an outturn level of 204 KSIs. The increase is associated with more car occupants per incident (+33%), pedestrian injuries (+9%) and motorcycle accidents (+6%). Appendix 1 Chart 2 provides details of recent KSI performance in Bradford.
- 2.6 All KSIs in 2015 was 188 (7 fatalities, 181 serious injuries) in Bradford which is down by 8% from last years' figure of 205. This is on target to achieve the 50% reduction in KSIs by 2026 (248 - 124). The road user group break down is 71 pedestrians, 24 cyclists, 36 motorcyclists (or pillion), 28 car drivers, 18 car passengers, 1 goods vehicle occupant and 5 bus occupants. Bradford continues to use an evidence led programme for casualty reduction initiatives and more emphasis has been given to E,T&P initiatives. This year sees the formation of the new West Yorkshire Safer Roads Executive. This will bring about strategic oversight of Road Safety at the highest management level in each authority and partner organisation. It has been designed as such to allow grass roots information to be fed back to senior decision makers/commissioners. New information sharing with Partner organisations is assisting other road safety

initiatives that have been previously unexplored. For the first time, the council will be examining police data in order to determine what initiatives need to be developed. Bradford has the highest number of casualties relating to criminal activity in West Yorkshire and this remains a concern. New successful initiatives such as Operation Steerside, are combating illegal car use or cars that are used for criminal activity. This is a joint Partnership between Bradford's CCTV unit and the ANPR cameras operated by the Police. Next year will see the start of the 5 year Single Transport Plan which will also refresh how casualty reduction is delivered in West Yorkshire

Transport and Accessibility Indicators (see Appendix 2)

CIS 030 The percentage of people accessing Bradford City Centre in the morning peak by sustainable modes of transport

2.5 This indicator uses data from annual modal share traffic surveys undertaken on a cordon around Bradford City Centre between the Inner and Outer Ring Road. These surveys measure the number of people travelling into the City Centre by different forms of transport. Historical information for this indicator is provided in Appendix 2 but changes in methodology introduced in 2010 (extending the survey time period to pick up earlier travelling patterns of commuters and the introduction of automatic rail passenger counting) means that exact comparisons cannot be made.

2005	2006	2007	2008	2009	2010	2012	2013	2014	2015
56.1%	56.5%	58%	58%	57.6%	58.6%	58%	58.4%	59.3%	59.6%

Table 1: Percentage of people accessing the city centre sustainably

2.6 Data from 2015 indicates that 59.6% of those travelling across the Bradford cordon in the morning peak did so sustainably (walk, cycle, bus, rail, car share etc.). This is a slight improvement on 2014 when 59.3 % were recorded as travelling sustainably. Between 2014 and 2015 in the morning peak the numbers of people using all modes of transport except those travelling by train declined with a reduction of 883 people travelling in the morning peak. The biggest decreases by mode were Walking (-10.4%), Cycling (-5.8%) and Bus (-5.1%). Average car occupancy between 2014 and 2015 remained unchanged at 1.28 per vehicle.

Year		Walk	Cycle	M/bike	Car	Bus	Train	Total
2014	Number of people	2,568	212	165	39,278	10,024	4,094	56,341
	Mode Share (%)	4.6%	0.4%	0.3%	69.7%	17.8%	7.3%	
2015	Number of people	2,301	200	164	39,182	9,511	4,100	55,458
	Mode Share (%)	9.4%	0.4%	0.3%	66.2%	16.9%	6.9%	
Performance (against 2012 base year)		↓ 10.4%	↓ 5.8%	↓ -0.8%	↓ 0.2%	↓ 5.1%	↑ 0.1%	

Table 2: Percentage of People Accessing Bradford City Centre by Sustainable Modes (am peak)

Percentage increase in peak period traffic flow across the Bradford Monitoring Cordon above the 2003/4 baseline

2.7 As referred to earlier, data is collected at 25 sites on radial routes approaching Bradford City Centre. The information below is the total number of vehicles recorded entering the city centre between 7.00 am and 10.00 am. Since 2003 there has been a 4.0% reduction in the amount of traffic recorded entering the city centre in the morning peak period. Canal Road, Wakefield Road and Manchester Road carry the most traffic in the morning peak with in excess of 6,000 vehicles using each radial route, overall 43,694 vehicles entered the city centre cordon during the morning peak in 2015.

Year	2003	2009	2010	2011	2012	2013	2014	2015
Flow	45,501	43,854	43,930	43,608	42,678	42,972	42,780	43,694
Percentage Change (Year on Year)		↑ 1.1%	↑ 0.2%	↓ -0.7%	↓ -2.1%	↑ 0.7%	↓ -0.5%	↑ 2.1%
Percentage Change (against 2003 base year)		↓ -3.6%	↓ -3.5%	↓ -4.2%	↓ -6.2%	↓ -5.6%	↓ -6.0%	↓ -4.0%

Table 3: Percentage change in AM Peak Traffic Flow (City Centre)

2.8 Over 24 hours on a typical weekday 380,270 vehicles travel across the Bradford cordon (inbound and outbound). This has increased by 4,760 vehicles (1.23%) since 2003. The decline in peak period traffic flows compared to the slight increase over 24 hours could be accounted for by changes to working patterns e.g. flexible working leading to changing flow distributions across the day. Canal Road and Wakefield Road account for 12% of the total traffic flows each and Manchester Road accounts for 10% of flow.

District Wide Traffic Flows

2.9 The Department for Transport (DfT) monitors traffic flows at 109 sites across the district with a sample of points counted each year and the data collected used to provide estimates of traffic growth. The DfT estimate that Bradford has 710,995 motor vehicles per thousand vehicle miles in 2015. This is 2.3% up on 2014 and is the highest recorded since 2000. Nationally traffic flows increased by 2.2% between 2014 and 2015 and are at the highest level ever recorded. The upward trend in traffic volumes is as a result of growth in the UK economy and lower fuel prices (petrol was 16.3p per litre cheaper and diesel 18.5p cheaper in 2015 compared to the previous year).

2.10 The DfT traffic data is classified (by vehicle type) and the breakdown is indicated below. Whilst cars make up the majority of traffic on the districts roads there has been a significant increase in the number of Light Goods Vehicles (LGV) and a decrease in Heavy Goods vehicles recorded. This reflects changes nationally where LGV traffic is at the highest level ever.

Year	Cyclists	M/cycles	Cars	Bus &	Light Goods	Heavy Goods
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				Coach	Vehicle	Vehicle
2003	0.2%	0.8%	82.0%	0.9%	11.9%	4.4%
2015	0.3%	0.6%	80.7%	1.0%	14.0%	3.8%
Percentage Change (against 2003 base year)	 0.1%	 -0.2%	 -1.3%	 0.1%	 +2.1%	 -0.6%

Table 4: Percentage change in District Traffic Flow Composition

- 2.11 The increase in the number of motor vehicles has not yet resulted in increased congestion on the district’s roads utilising data provided by the DfT. Average speeds in the morning peak in 2015 were 19.69 mph as opposed to 20.45 mph in 2014 (a reduction of 3.73%). Despite traffic volumes being at their highest recorded level congestion is still below that recorded in 2008 when average speeds fell to 18.9 mph (historical information is provided in appendix 2).

CIS 031 The percentage of Working Age Population in Bradford able to access key employment centres using the core public transport network within 30 minutes

- 2.9 The West Yorkshire Local Transport Plan 2011 – 2026 set a target for the percentage of working age population being able to access key employment sites at 75% by 2026. . In 2011 in Bradford 81.4% of the population was within 30 minutes of key employment centres, this has fallen to 75.5% by 2014. The reduction in core service bus provision is a major factor behind this decline

Highway Asset Maintenance Indicators (See Appendix 3)

Principal and Non-Principal classified roads where maintenance should be considered

- 2.10 The Principal and Non-Principal Classified road network, with a few exceptions, is currently in a relatively good condition, this is primarily due to a particular emphasis on this type of road in recent years. However after several years of steady state the road condition indicator is now showing a decline in overall condition, this is a cause for concern and will need to be monitored as it is a clear signal that the A, B and C Classified roads may be in a phase of decline due to a lack of available funding.

Unclassified Roads where maintenance should be considered

- 2.11 The Unclassified road network has a larger proportion requiring maintenance than the Principal and Non-Principal Classified roads as demonstrated by the indicator scores. Following a period of fairly consistent condition, the last few years have shown a steady decline in overall condition, this is of particular concern as the Unclassified roads make up some 80% of the maintainable network within the Bradford District. Further decline of these local roads is highly likely unless there is significant support for this type of road in the form of additional revenue funding.

Surfaced footways where maintenance should be considered.

- 2.12 The Unclassified road network has a larger proportion requiring maintenance than the Principal and Non-Principal Classified roads as demonstrated by the indicator scores. Following a period of fairly consistent condition, the last few years have shown a steady decline in overall condition, this is of particular concern as the Unclassified roads make up some 80% of the maintainable network within the Bradford District. Further decline of these local roads is highly likely unless there is significant support for this type of road in the form of additional revenue funding.

Conclusion

- 2.13 The Classified road network has shown relatively consistent condition over recent years, achieved through a focus on suitable treatments on the strategic network. However the decline in condition of this type of road together with the significant decline of the Unclassified local roads is a particular cause for concern. The data reflects the continuing challenging financial conditions that are a part of the context of highway asset management work. As well as the capital allocations that deliver improvement schemes on the network, it is important that the revenue budget is not further reduced as it is vital in maintaining the fabric of the asset via the day to day maintenance activities that also provides for a robust defence of highway claims through a suitable and demonstrable inspection and repair regime.
- 2.14 The recent decline of all Classification of roads within the district should be noted carefully as the indications are that we are moving into a phase of managed decline unless additional funding can be made available.

OTHER CONSIDERATIONS

- 3.1 As well as Bradford's Corporate Indicators, the West Yorkshire Local Transport Plan 2011 – 2026 contains a range of targets and indicators. Since the Local Transport Plan was published in 2011 a number of developments have changed the strategic context in which it exists. These include the development of the West Yorkshire Plus Transport Fund and the Leeds City Region Strategic Economic Plan and increasing concerns about poor air quality in some parts of West Yorkshire.
- 3.2 The current indicators are:
- Journey Time Reliability
 - Access to Employment
 - Mode Share
 - CO₂ emissions
 - Road Casualties – All Killed and Seriously Injured (KSI)
 - Satisfaction with Transport

Appendix 4 contains further details of the indicators, the targets for 2026 and the

current position based on the latest data for each indicator.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 All the actions related to the monitoring of the indicators and delivery of projects intended to assist in meeting the targets are managed within the Council and its partners existing financial and other resource availability.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 There is a robust management system associated with the monitoring of indicators within the Council which allows early identification of issues.

6. LEGAL APPRAISAL

- 6.1 The monitoring of the indicators and delivery of projects intended to assist in meeting the targets are undertaken within the Council's role as Highway and Traffic Regulation Authority.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

- 7.1.1 There is national evidence that shows children in more deprived areas are twenty times more likely to be killed or seriously injured on the road network than children from an affluent area. Programme delivery across Bradford needs to reflect this statistic.

- 7.1.2 Access to employment by public transport is particularly important for more deprived communities and it is important that this is improved wherever possible within the constraints of the funding available.

7.2 SUSTAINABILITY IMPLICATIONS

- 7.2.1 The Corporate Indicators used for Transportation and Highways contribute to an understanding of the sustainability of the District particularly in relation to the safety of communities, economic activity, and environmental conditions.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.3.1 The Corporate Indicators relating to modal share and access to employment contribute to the understanding of the impact of transport on Greenhouse Gas Emissions.

7.4 COMMUNITY SAFETY IMPLICATIONS

- 7.4.1 Implementation Plan 2 of the Local Transport Plan has increased the focus of the Safer Roads element of the LTP on evidence based activity to further target safety improvements to those locations in West Yorkshire where they are

needed most.

7.4.2 The maintenance of the public highway in as safe a condition as possible within resources is essential and hence the continued monitoring of road and footway condition is a valuable tool.

7.5 HUMAN RIGHTS ACT

There are no human rights implications.

7.6 TRADE UNION

There are no trade union implications

7.7 WARD IMPLICATIONS

There are no specific ward implications arising from this report.

8.0 NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 The Committee can consider all the following options:

- note the current position in regard to the Council's Corporate Indicators and Targets and Supporting Indicators related to Transportation and Highways issues;

10. RECOMMENDATIONS

10.1 That this Committee note the current position in regard to the Council's Corporate and Supporting Indicators and Targets related to Transportation and Highways issues;

11. APPENDICES

11.1 Appendix 1 – Road Casualty Indicator Data

11.2 Appendix 2 – Transport and Access Indicator Data

11.3 Appendix 3 – Highway Asset Maintenance Indicator Data

11.4 Appendix 4 – Local Transport Plan Indicators

12. BACKGROUND DOCUMENTS

12.1 Report to Executive 22 June 2012 - Corporate performance framework - annual

performance outturn report (2011/12) and new set of corporate measures (2012/13)

12.2 West Yorkshire Local Transport Plan 2011 - 2026

CHART 1 - ROAD CASUALTIES – CHILDREN KILLED AND SERIOUSLY INJURED

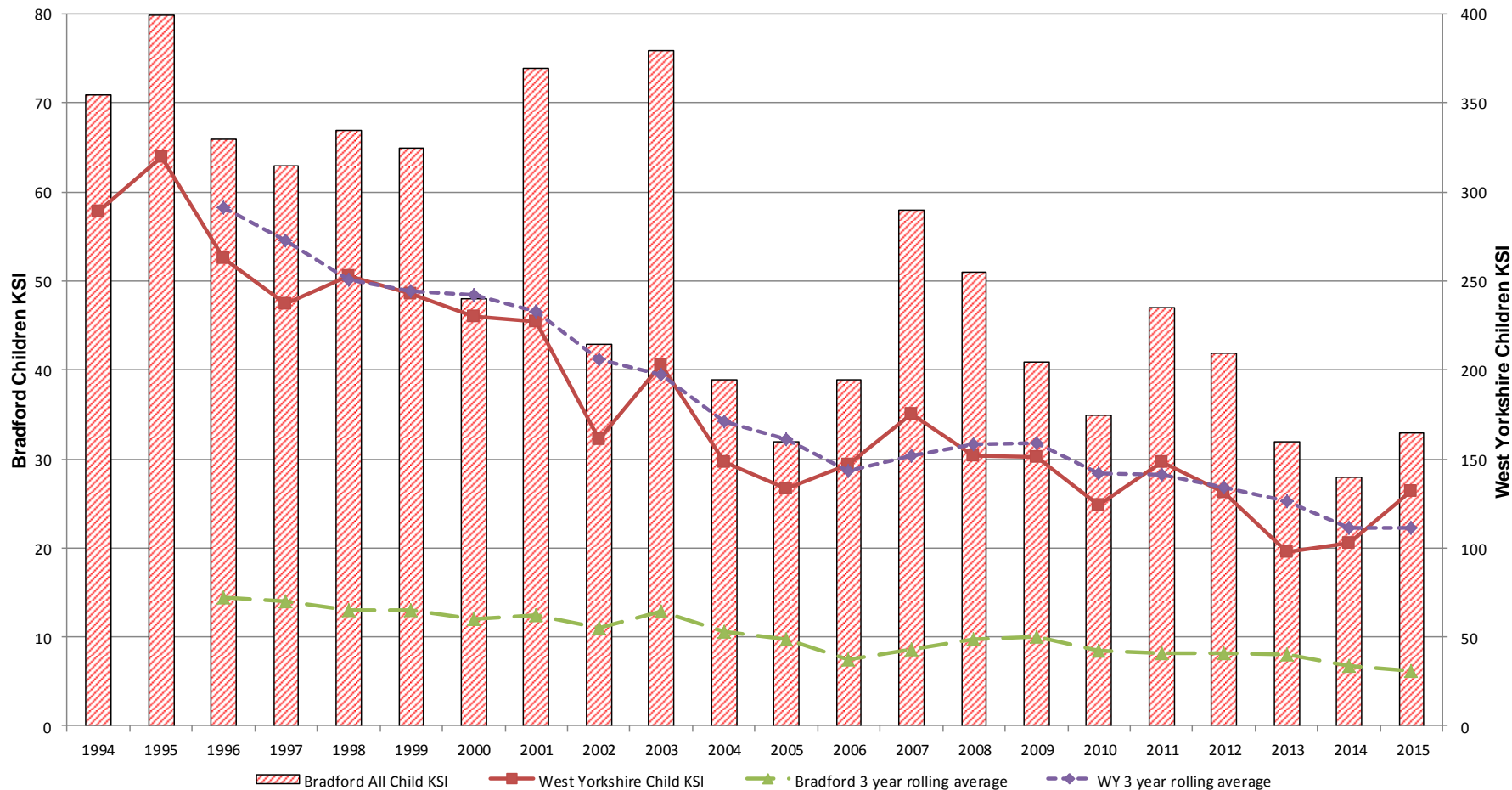
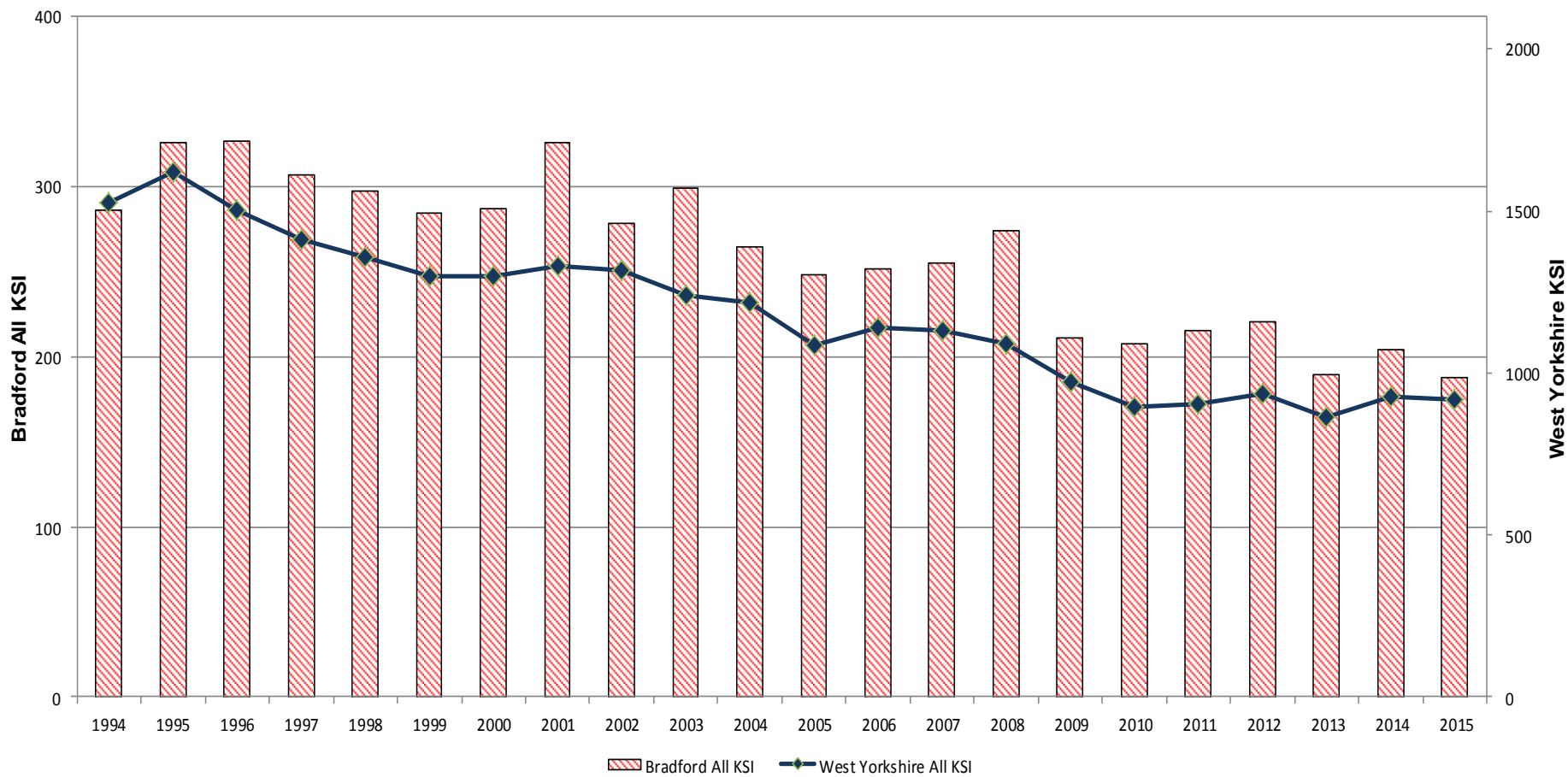
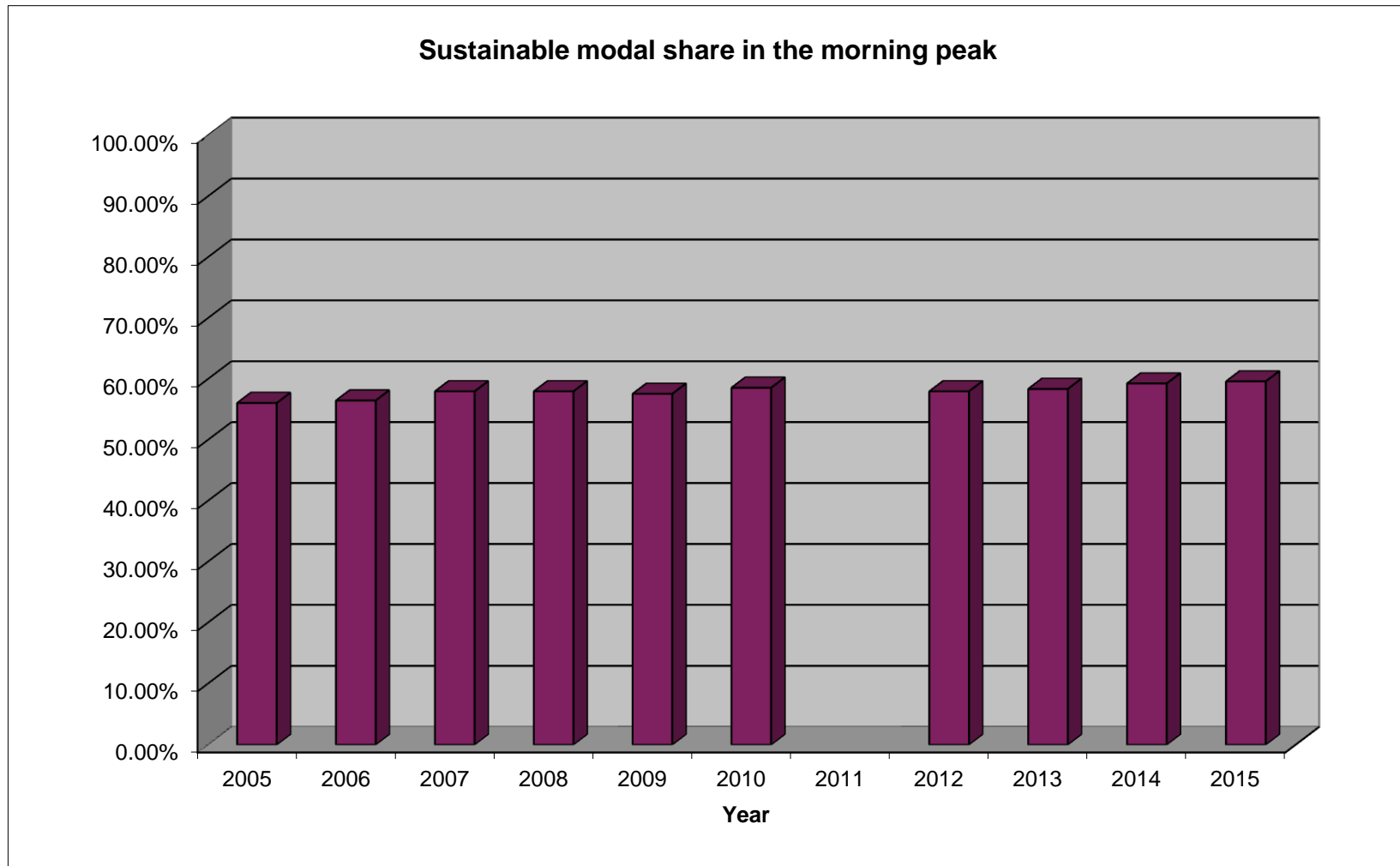


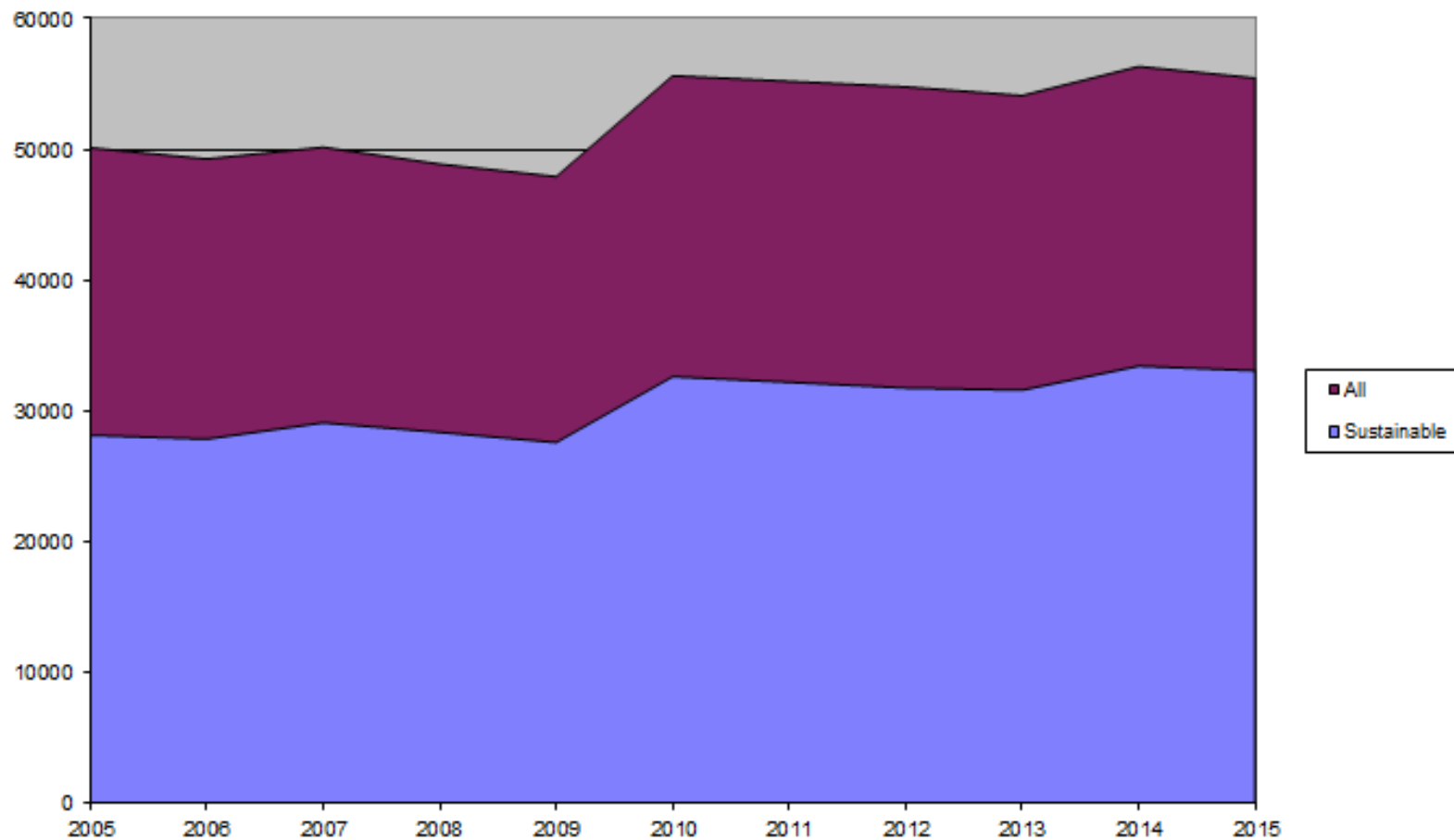
CHART2 - ROAD CASUALTIES – ALL KILLED AND SERIOUSLY INJURED

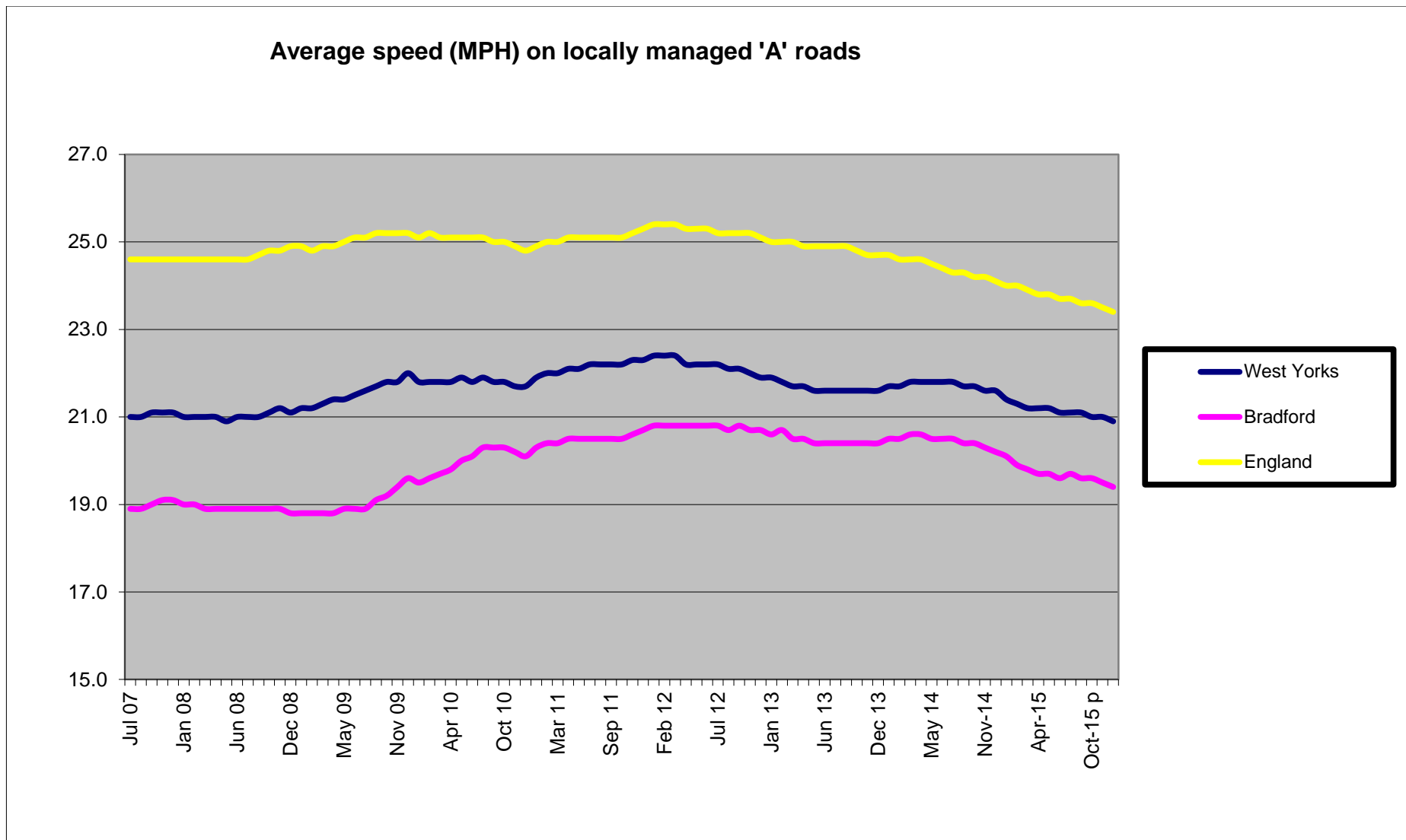


TRANSPORT & ACCESSIBILITY



Number of people recorded crossing the Bradford Cordon

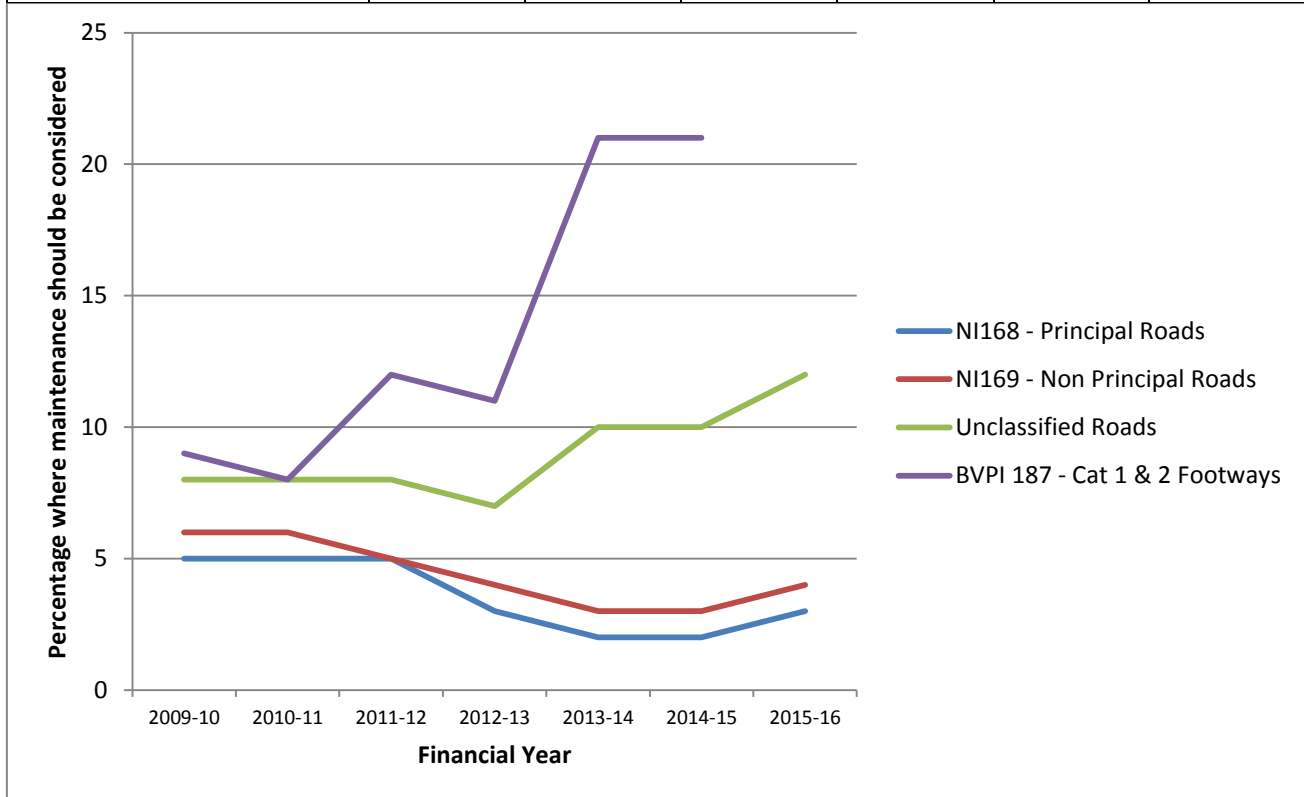





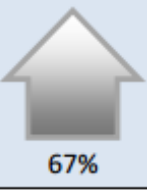



HIGHWAYS ASSET MANAGEMENT

PERCENTAGE OF ROADS AND FOOTWAYS WHERE MAINTENANCE SHOULD BE CONSIDERED

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
NI 168 Principal Roads	5%	5%	5%	3%	2%	2%
NI 169 Non Principal Roads	6%	6%	5%	4%	3%	3%
BVPI 224b Unclassified Roads	8%	8%	8%	7%	10%	10%
BVPI 187 Cat 1 & 2 F/W's	9%	8%	12%	11%	21%	21%



LTP3 INDICATORS AND TARGETS

Key Indicator	Why is it important?	What are we measuring?	Baseline	Target
JOURNEY TIME RELIABILITY	The time taken to make a journey can vary significantly throughout the day and from day to day according to traffic conditions. This makes it hard to plan journeys and can add costs to businesses in terms of time and resource required to deliver goods and services.	Proportion (length) of the WY core bus / core highway network where journey time variability in the weekday morning peak period is equivalent to inter-peak conditions. Bus: From bus AVL data on LTP3 dark green bus network Car: From Traffic Master data on LTP3 dark orange network	Core bus Network 33% Core highway Network Not yet available	To increase the proportion of the network where peak journey time variability is equivalent to the inter peak. Bus: from 33% to 50% Car: Approach developed by March 2013 
ACCESS TO EMPLOYMENT	A majority of people travel to work by car. If we are to reduce congestion we need to provide a good public transport alternative that gets people to work within a reasonable time.	% of working population able to access key employment centres across West Yorkshire within 30 minutes using the core public transport network. From Accession modelling of access to Super Output Areas with 1000+ jobs using 4+/hr bus services and stations with 2+/hr rail services.	67%	To increase the proportion from the baseline figure of 67% to 75% 
MODE SHARE	West Yorkshire's population is forecast to rise by 11% by 2026. If we are to contribute towards reducing carbon we need to ensure that a greater % of journeys are made in sustainable ways. This will also help to reduce congestion and improve journey time reliability.	The total number of car journeys by WY people per year From National Travel Survey West Yorkshire data: 3 year sample	1458.2 million person car trips Non-car mode share 36%	To keep the total number of car trips at current (2011) levels To increase the proportion of trips made by sustainable modes from 36% to 42% 
EMISSION OF CO₂ FROM TRANSPORT	Increasing the use of sustainable modes will help towards reducing carbon emissions, however, changes in vehicle efficiency and engine design will also have a significant impact.	Annual road traffic emissions of CO₂ across the WY local highway network (excludes Motorways). From DECC emissions data: CO ₂ emissions within the scope of influence of Local Authorities.	2611 kT CO ₂	To achieve a reduction of 30% between base year and 2026 in line with the national target. 
ALL ROAD CASUALTIES – PEOPLE KILLED OR SERIOUSLY INJURED	Significant enhancements in road safety have been achieved in West Yorkshire. We need to ensure that this trend is maintained and that the highway environment is safe for all users.	Number of WY road user casualties: Killed or Seriously Injured (KSI) From WY Police injury accident records	1084	To cut the number of KSI by 50% between the 2005-09 baseline and 2026 
SATISFACTION WITH TRANSPORT	Customer satisfaction surveys tell us what people think of different aspects of West Yorkshire's transport network. They are a key measure of the quality of services being provided and can help identify areas where improvement is needed.	Satisfaction scores across a range of transport modes and facilities. From Metro's Tracker survey. The indicator combines satisfaction scores across modes (car, bus, rail, cycle, walk) and assets (bus stops, stations, rail stations, pavements, road conditions). Scored out of 10.	6.6	To increase the combined satisfaction score from 6.6 to 7.0 by 2017 To review thereafter. 