

Report of the Strategic Director of Place to the meeting of Environment and Waste Management Overview & Scrutiny Committee to be held on 21 November 2017

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Subject:

Transportation & Highways – Performance Report 2016/17

Summary Statement:

This report provides information about the Council's performance against the Transport & Highways indicators and targets set out in the 2016/17 Corporate Indicator set and supporting Transport & Highways Performance management indicators.

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Portfolio:
Regeneration, Planning & Transport

Overview & Scrutiny Area:
Environment & Waste Management
Health & Social Care

1. SUMMARY

- 1.1 This report provides information about the Council's performance against the Transport & Highways indicators and targets set out in the 2016/17 Corporate Indicator set and supporting Transport & 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:
- a) CIS 029 Children killed or seriously injured in road traffic accidents
 - b) 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)
 - c) 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:
- a) People killed or seriously injured in road traffic accidents;
 - b) Percentage increase in peak period traffic flow across the Bradford Monitoring Cordon above the 2003/4 baseline;
 - c) Percentage increase in weekday traffic flow at designated sites across the District above the 2003/4 baseline;
 - d) 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;
 - e) Principal roads where maintenance should be considered;
 - f) Non-principal classified roads where maintenance should be considered;
 - g) Unclassified roads where maintenance should be considered;
 - h) 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. There were 33 Child KSIs in the Bradford district in 2016, level with the previous year; however the overall long-term trend remains downward. Collaborative working between the Council's Road Safety and Public Health Officers and engineers along with key external partners such as the Police and Fire & Rescue, 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 2016, there were 33 Child KSIs in Bradford, this makes up 27% 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 (i.e. a reduction from 44 to 22); the figure is also 25% below the 05/09 baseline. The road user group break down is 18 pedestrians, 7 cyclists and 4 car passengers.

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. There were 178 KSIs in 2016, achieving a 5.3% reduction from the previous year and, with the exception of 2014, continuing the year on year reductions since 2012. This is on target to achieve the 50% reduction in KSIs by 2026 (248 - 124). Appendix 1 Chart 2 provides details of recent KSI performance in Bradford.
- 2.6 The road user group break down is 62 pedestrians, 18 cyclists, 42 motorcyclists (or pillion), 26 car drivers, 30 car passengers, and 4 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 has seen the formation of the new West Yorkshire Safer Roads Executive. This new Executive brings 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.

- 2.7 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. This year has also seen the start of the 5 year Single Transport Plan which will also refresh how casualty reduction is delivered in West Yorkshire.

Transport 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 Baseline	2007	2008	2009	2010	2011
56.1%	58%	58%	57.6%	58.6%	NIA
	2012	2013	2014	2015	2016
	58%	58.4%	59.3%	59.6%	58.8%

Table 1: Percentage of people accessing the city centre sustainably

- 2.6 Data from 2016 indicates that 58.8% of those travelling across the Bradford cordon in the morning peak did so sustainably (walk, cycle, bus, rail, car share etc.). This is a reduction on 2015 when 59.6 % were recorded as travelling sustainably. Between 2015 and 2016 in the morning peak the numbers of people travelling across the cordon increased by 731 which is a 1.3% increase on the previous year. By mode the following percentage changes were recorded Walking (-5.0%), Cycling (1.5%), Motorbike (-20.2%), Car (1.1%), Bus (3.2%) and Train (3.9%). Average car occupancy between 2015 and 2016 remained unchanged at 1.28 per vehicle.

Transport Mode	2015		2016		Yearly Variation	Performance Against 2012 Base
	No. of People	Mode Share	No. of People	Mode Share		
Walking	2,301	4.1%	2,186	3.9%	-0.2%	-13.9%
Bicycle	200	0.4%	203	0.4%	0%	-4.2%
Motorcycle	164	0.3%	131	0.2%	-0.1%	-20.6%
Car	39,182	70.7%	39,603	70.5%	-0.2%	+1.3%
Bus	9,511	17.2	9,811	17.5%	0.3%	-1.9%
Train	4,100	7.4	4,258	7.6%	0.2%	+4.0%
Total	55,458		56,192			

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

- 2.8 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 2.6% 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 44,302 vehicles entered the city centre cordon during the morning peak in 2016.

Year	Flow	Percentage Change (year on year)	Percentage Change (against 2003 base year)
2003	45,501		
2010	43,930	-0.2%	-3.5%
2011	43,608	-0.7%	-4.2%
2012	42,678	-2.1%	-6.2%
2013	42,972	+0.7%	-5.6%
2014	42,780	-0.5%	-6.0%
2015	43,694	+2.1%	-4.0%
2016	44,302	+1.1%	-2.6%

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

- 2.9 Over 24 hours on a typical weekday 393,400 vehicles travel across the Bradford cordon (inbound and outbound). This has increased by 17,890 vehicles (10%) since 2003 and is the highest recorded flow since data collection started in 1993. 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 carries 13% of all traffic into/out of Bradford,

Wakefield Road accounts for 12% and Manchester Road accounts for 10% of traffic flow.

District Wide Traffic Flows

- 2.10 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 705,713 motor vehicles per thousand vehicle miles in 2016 which is a slight reduction (-0.74%) on the previous year. Nationally traffic flows increased by 1.4% between 2015 and 2016 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).
- 2.11 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.

Mode	2003	2016	Percentage Change (against 2003 base year)
Bicycle	1,605	1,978	23.2%
Motorcycle	5,564	4,217	-24.2%
Cars	576,141	572,658	-0.6%
Bus & Coach	7,079	6,170	-12.8%
Light Goods Vehicles	82,341	96,368	17.0%
Heavy Goods Vehicles	30,453	26,301	-13.6%

Table 4: Percentage change in District Traffic Flow Composition

- 2.12 The increase in the number of motor vehicles has resulted in a slight increase in congestion on the district's roads utilising data provided by the DfT. Average speeds in the morning peak in 2016 were 20.4 mph as opposed to 20.8 mph in 2015 (a reduction of 1.9%). 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.

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

- 2.13 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 81.3% of the population was within 30 minutes of key employment centres, this has fallen to 80.3% by 2015. 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

- 2.14 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.

Unclassified Roads where maintenance should be considered

- 2.15 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 been showing 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 in the future.

Surfaced footways where maintenance should be considered

- 2.16 The footway network indicators were showing a steady decline in condition. However our assessments only covered more heavily used footways and so were not really representative of the network as a whole. As there is no specific funding for footway maintenance the footway condition survey was discontinued. Therefore footways are now treated on a reactive needs basis only.

Funding for Highways Maintenance

- 2.17 The following tables show the levels of funding allocated to highways maintenance from both capital and revenue sources during the past 5 years.

	2017/18 (£'000s)	2016/17 (£'000s)	2015/16 (£'000s)	2014/15 (£'000s)	2013/14 (£'000s)
Local Transport Plan	4,959	4,949	4,564	2,870	3,144
Extra Highways Maintenance Funding	0	0	0	540	1,040
Flood Funding	0	0	0	211	0
Pot Hold Fund	428	299	0	0	0
NPIF	836	0	0	0	0
Total	6,223	5,248	4,564	3,621	4,184

Table 5: Highway Maintenance Capital Funding Allocations (2013/14-2017/18)

	2017/18 (£'000s)	2016/17 (£'000s)	2015/16 (£'000s)	2014/15 (£'000s)	2013/14 (£'000s)
Highways Delivery Unit	1,621	1,806	1,770	1,935	2,348
De-Trunk Road Maintenance	725	714	790	864	847
Area Committees	99	250	259	283	278
Gateways & Subways	64	127	140	133	131
Total	2,509	2,897	2,959	3,215	3,604

Table 6: Highway Maintenance Revenue Funding Allocation (2013/14-2017/18)

	2017/18 (£'000s)	2016/17 (£'000s)	2015/16 (£'000s)	2014/15 (£'000s)	2013/14 (£'000s)
Principal Roads		3%	3%	2%	2%
Non-principal roads		5%	4%	3%	3%
Unclassified roads		9%	12%	10%	10%

Table 7: Percentage of Roads Requiring Maintenance

Conclusion

- 2.18 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 decline of the Un-classified local roads is a particular cause for concern. The data reflects the continuing challenging conditions that are a part of the context of highway asset management work.
- 2.19 As well as the capital allocations that deliver improvement schemes on the network, revenue budgets are used for 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.
- 2.20 The recent overall 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 which potentially could lead to increased numbers of highways claims being received.

3. 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 indicator. As reported to this committee last year since the Local Transport Plan was published in 2011 a number of developments have changed the strategic context within which the plan exists. The changes 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 within the West Yorkshire Local Transport Plan are:

- a) Journey time reliability
- b) Access to Employment
- c) Mode Share
- d) CO₂ emissions
- e) Road Casualties – All Killed and Seriously Injured (KSI)
- f) 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. FINANCE & 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

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.

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

The Corporate Indicators used for Transport 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

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

Implementation Plan 3 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.

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 Act implications arising in connection with the contents of this report.

7.6 Trade Union

There are no trade union implications associated with this report.

7.7 Ward Implications

There are no specific ward implications arising as a consequence of this report.

7. NOT FOR PUBLICATION DOCUMENTS

7.1 None.

8. OPTIONS

8.1 The Committee can consider all the following options:

- a) Note the current position in regard to the Council's Corporate Indicators and Targets and Supporting Indicators related to Transportation and Highways issues; or
- b) Make recommendations related to the report of Corporate and Supporting Indicators and achievement of targets.

9. RECOMMENDATIONS

9.1 That this committee note the current position in regard to the Council's Corporate and Supporting Indicators and Targets related to Transport and Highways issues.

10. APPENDICES

10.1 Appendix A – Road Casualty Indicator Data.

- 10.2 Appendix 2 – Transport and Access Indicator Data
- 10.3 Appendix 3 – Highways Asset Maintenance Indicator Data.
- 10.4 Appendix 4 – Local Transport Plan Indicators.

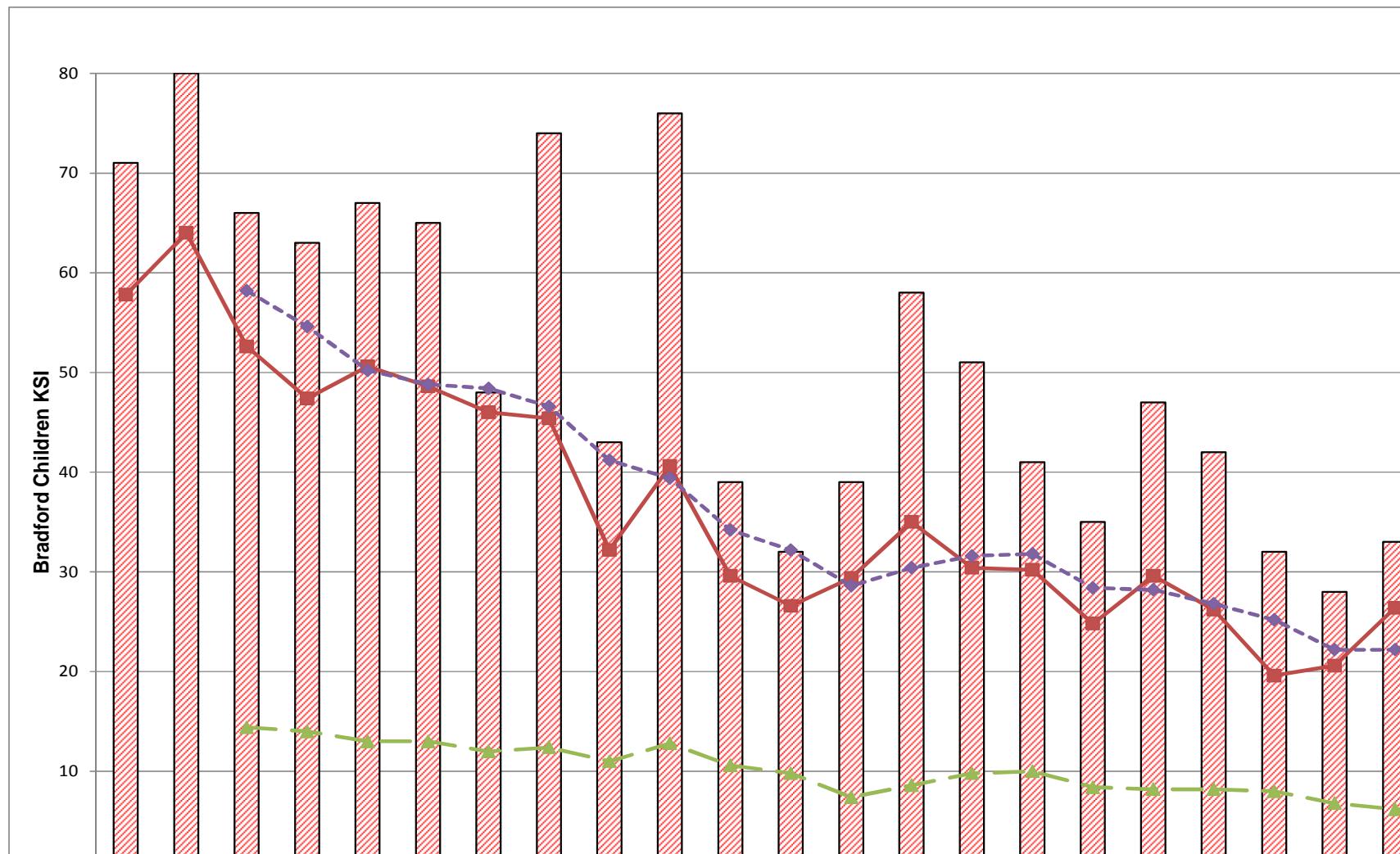
11. BACKGROUND DOCUMENTS

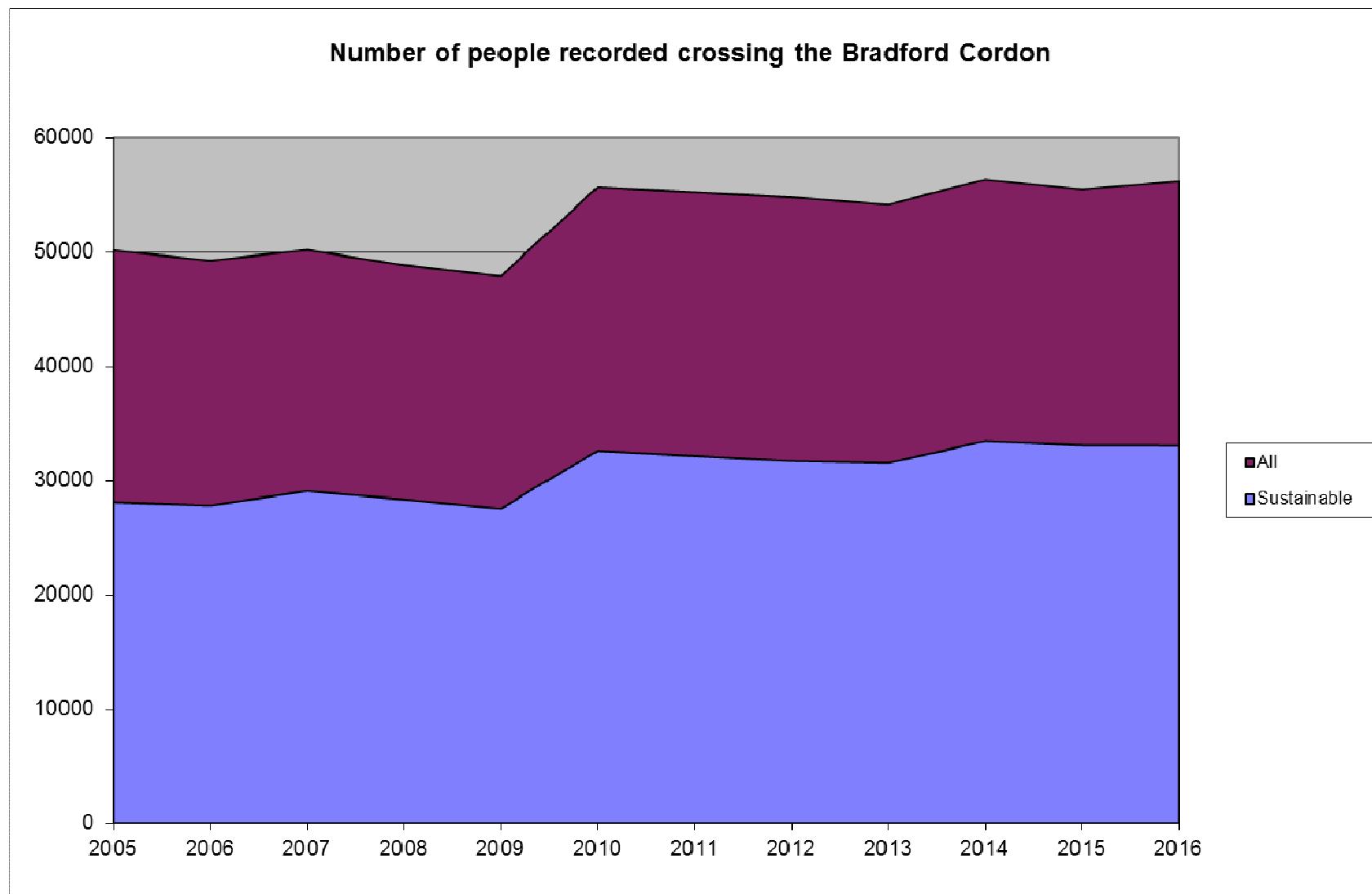
- 11.1 Report to Executive 22 June 2012 - Corporate performance framework - annual performance outturn report (2011/12) and new set of corporate measures (2012/13)
- 11.2 West Yorkshire Local Transport Plan 2011-2026.

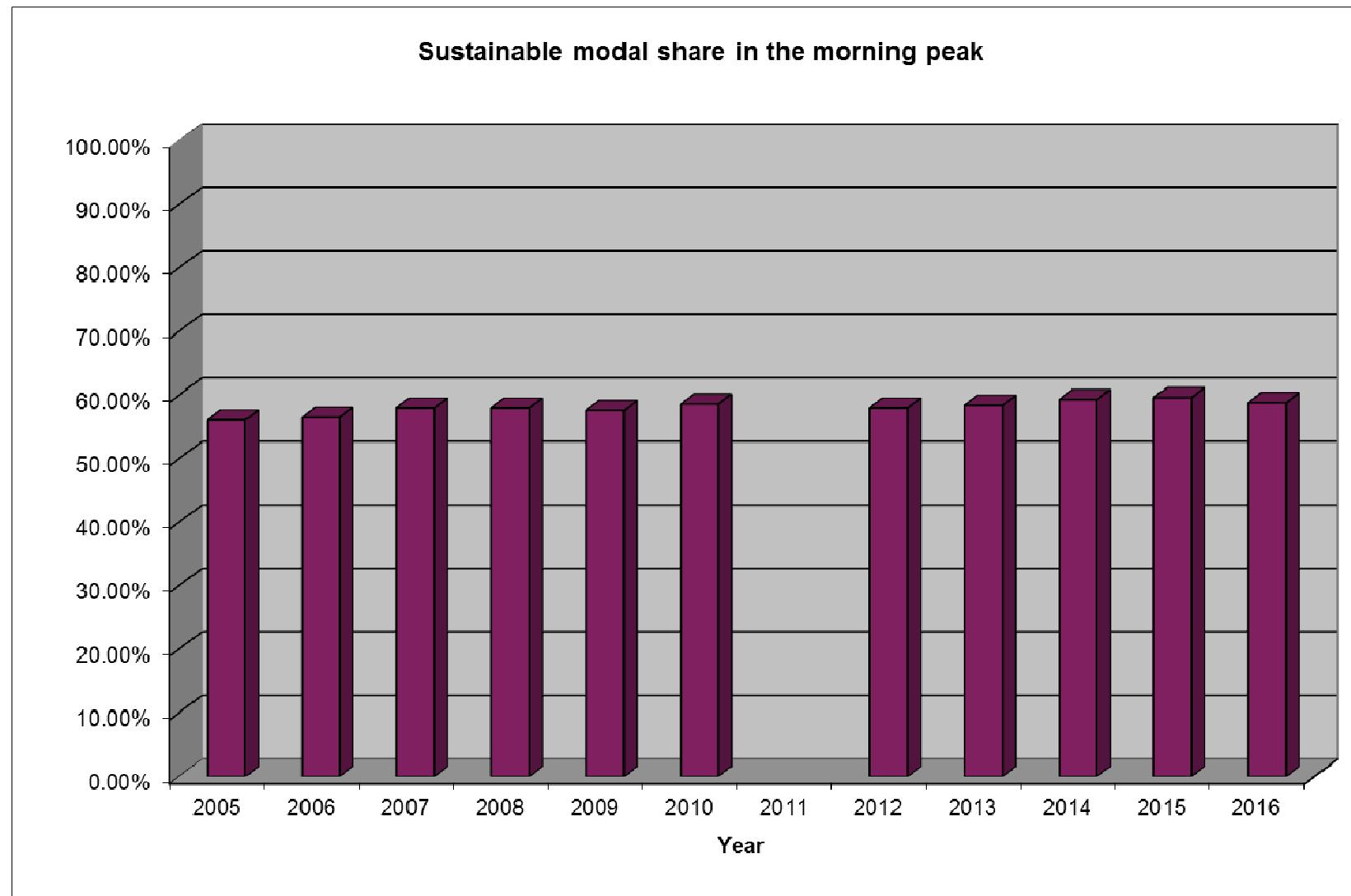
CHART 1 – ROAD CASUALTIES – CHILDREN KILLED AND SERIOUSLY INJURED



CHART 2 – ROAD CASUALTIES – ALL KILLED AND SERIOUSLY INJURED

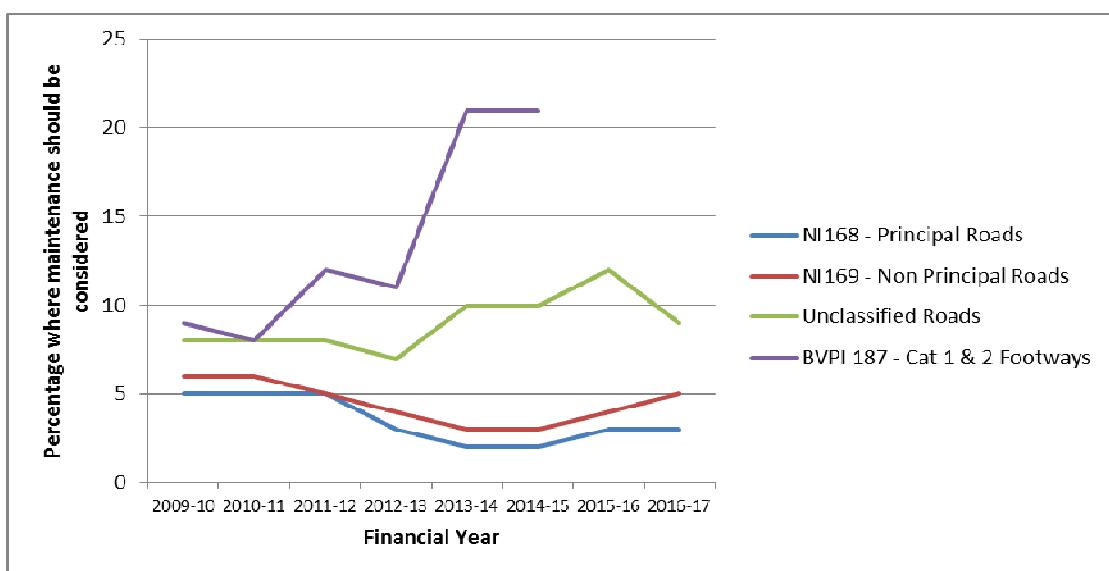






HIGHWAYS ASSET MANAGEMENT
PERCENTAGE OF ROADS AND FOOTWAYS
WHERE MAINTENANCE SHOULD BE CONSIDERED

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
NI 168								
Principal Roads	5%	5%	5%	3%	2%	2%	3%	3%
NI 169								
Non Principal Roads	6%	6%	5%	4%	3%	3%	4%	5%
BVPI 224b								
Unclassified Roads	8%	8%	8%	7%	10%	10%	12%	9%
BVPI 187								
Cat 1 & 2 F/W's	9%	8%	12%	11%	21%	21%	Data no longer gathered	



APPENDIX 4

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 33%
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 CO ₂ 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 CO ₂ 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.