

**Report to the Chief Officer (Highways and Transportation)**

**Date: February 2015**

**Subject: CityConnect Project – Proposed 20mph Zones – Section B, C, D & E  
Objection Report**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Armely, Bramley & Stanningley, Calverley & Farsley, Pudsey		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

**Summary of main issues**

- 1 One of the four key objectives of the Best Council Plan is to 'promote sustainable and economic growth' through delivering key infrastructure projects. Leeds City Council, along with its local partners, were successful in securing funding through the Department for Transport's Cycle City Ambition Grant and is currently progressing a programme of cycle infrastructure improvements within the city. The project is called CityConnect.
- 2 Fundamental to the success of the scheme and this package of work is the implementation of 20mph zones on the majority of streets adjacent to, and giving access to, the Cycle Superhighway.
- 3 This report seeks approval of the Chief Officer (Highways and Transportation) to consider and over-rule the reported objections associated to three of the proposed 20 mph Speed Limit Orders, Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014, (No.05) Order 2014, (No.06) Order 2014 and the associated traffic calming.

**Recommendations**

- 4 The Chief Officer (Highways and Transportation) is requested to:
  - i) note the contents of this report;

- ii) consider and over-rule the objections to Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014, (No.05) Order 2014 & (No.06) Order 2014 and the 90c Notices;
- iii) instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014, (No.05) Order 2014 & (No.06) Order 2014;
- iv) instruct the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

## **1 Purpose of this report**

- 1.1 This report details the objections received against the proposed Speed Limit Orders and the associated traffic calming that form part of the CityConnect programme, and requests the Chief Officer (Highways and Transportation) considers these objections and the recommendations.
- 1.2 The purpose of the report is to obtain authority to over-rule the objections received and seeks approval to implement and seal the speed limit and traffic calming features as per the advertisement.

## **2 Background information**

- 2.3 In February 2013 the Department for Transport announced the Cycle City Ambition Grant, a new source of funding. Bids were open to cities in the first and second wave of the City Deal process, in addition to the National Parks. A bid was submitted by the Integrated Transport Authority on behalf of West Yorkshire on 30 April 2013.
- 2.4 On August 12th 2013 the Prime Minister announced that West Yorkshire had been successful in its submission and granted the full amount from the application of £18.052m. The granted works must be completed by September 2015 with all works to be completed by March 2016.
- 2.5 The key element of the project is a Cycle Superhighway from Seacroft, across the Leeds district into Bradford city centre. In addition, key city centre linkages are to be provided, along with cycle parking, the improvement of the Leeds Liverpool Canal Towpath, 20mph schemes adjacent to the route, and funding directed towards promoting the facilities created.
- 2.6 The introduction of 20mph zones forms part of the Leeds City Council's commitment to improving road safety for all road user in local neighbourhoods. They provide a better environment for vulnerable road users, such as pedestrians and cyclists, which in turn supports the promotion of healthier and more active lifestyles.
- 2.7 The provision of 20mph zones adjacent to the route is an essential element of the CityConnect project to enable safe cycle access to the cycle network, particularly the Cycle Superhighway and ensure effective linkages with the surroundings communities and neighbourhoods.

- 2.8 In March 2014 a report was approved by the Chief Officer (Highways & Transportation) giving authority to advertise Speed Limit Orders and 90c Notices for the proposed 20mph zones and traffic calming associated to the CityConnect programme. Following this approval it was decided there would be a total of five Speed Limit Orders for the length of the cycle superhighway, one Order for each sections of the route.
- 2.9 This report refers to the objections received when advertising the Orders associated to sections B, C, E.
- 2.10 Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014 refers to Section B and starts at Gain Lane and finishes at Dawson's Corner. There is a total of three zones within this length. This Speed Limit Order and associated 90c notices were advertised between 2 May 2014 and 2 June 2014. A total of five objections have been received during this time period, two have subsequently been withdrawn with three remaining unresolved.
- 2.11 Leeds City Council (Traffic Regulation) (Speed Limit) (No.05) Order 2014 relates to Section C, which encompasses Stanningley Bottom (Section D). It starts at Dawson's Corner and finishes at Bramley Town Street and includes a total of ten zones. This Speed Limit Order and associated 90c notices were advertised between 12 May 2014 and 13 June 2014. A total of four objections have been received during this time period.
- 2.12 Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2014 pertains to section E. This starts at Bramly Town Street and finishes at Wellington Road, it makes provision for a total of eight zones. This Speed Limit Order and associated 90c notices were advertised between 23 May 2014 and 23 June 2014. Two objections were received, one of which has subsequently been withdrawn.

### **3 Main issues**

- 3.1 The CityConnect programme is broken into different projects that will provide significant improvements to both cycling and walking infrastructure from the east of Leeds to Bradford. There are two highway elements to the project, the Cycle Superhighway and 20mph zones.
- 3.2 The proposals within this report refers to the 20mph Zone project, specifically the introduction of 20mph zones and associated traffic calming features within the west Leeds side of the Cycle Superhighway. See drawings for full scheme details.
- 3.3 Please see the attached objection summary table detailing the objections and Highways' response.

### **4 Corporate Considerations**

#### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members: All members affected by the proposals were contacted by email dated 21 February 2014. Two Ward Members have been in regular contact regarding the proposal. These members have expressed their support for the introduction of 20mph zones but objected to the type of traffic calming features

being used. Both members have withdrawn their objection following a meeting that confirmed the preferred traffic calming features being used, subject to site conditions, are as per Leeds City Council's Standard Details SD/11/92c (road humps) and SD/11/93d (speed table).

- 4.1.2 Emergency Services and West Yorkshire Combined Authority (WYCA): An email dated Tuesday 25 February 2014 along with supporting drawings were sent to all Emergency Services and WYCA. The Police have reiterated that the zones must be self-enforcing. WYCA have confirmed their support of the proposals.
- 4.1.3 Residents and businesses directly affected by the proposal were contacted by letter that provided information about the whole works package and a plan detailing the proposed zone that affect them. This process was carried out by the CityConnect project Communications Team. In total, for the western section of Leeds, approximately 15,000 properties were consulted. This is in addition to the interactive website comments and drop in sessions.
- 4.1.4 From the consultation, a total of eleven written comments were received. The majority of the feedback is in favour of the implementation of 20mph zones on residential streets. Many of the comments also recommended alterations to the design. Two of these recommendations have been incorporated into the scheme. One comment was against the scheme stating their concern with the limited timescales between the consultation and the advertisement of the restrictions. This comment has been treated as an objection and is reported in this document.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 A full Equality, Diversity / Cohesion and Integration impact assessment has been carried out as part of ongoing 20 mph speed limit's programme.
- 4.2.2 Positive Impact: Making 20mph the normal speed limit would:
- Provide safer passage whilst crossing the road to all pedestrians, especially those with mobility issues, disabled people, parents supporting pushchairs and young and old people.
  - Greater independence and choice for children travelling to school.
  - Dramatically increases chances of survival if hit by a car to 97%.
  - Make it more pleasant to walk or cycle, encouraging a more healthy lifestyle.
  - Reduce pollution and noise.
  - Improve quality of life for the local community.
  - Promotes healthier travel choices
- 4.2.3 Negative Impact: Making 20mph the normal speed limit would:
- Slight reduction in air quality is possible due to lower speeds but this is unlikely to be significant and could be mitigated/offset due to a more uniform and less erratic driving.

## **4.3 Resource and value for money**

- 4.4 Funding associated with the introduction of the 20mph zone project is fully reimbursable from the West Yorkshire Combined Authority (the City Connect project budget holder).. **Council Policies and City Priorities**

- 4.4.1 The scheme meets many of the key objectives in the Best Council Plan particularly to 'promote sustainable and economic growth' by encouraging healthier and more sustainable travel choices through delivering this key infrastructure project.
- 4.4.2 The proposals contained in the report have no implications for the council constitution. This is a report covering multiple zones grouped together for efficiency in managing, implementing and cost benefit (reduction in advertising costs).
- 4.4.3 Environmental Policy: The reduction in speed limit to 20mph will not have any significant impact on carbon emissions and air quality should remain similar to existing levels, however, there may be reduced levels of traffic noise.
- 4.4.4 Safety Audit: A Stage 1/2 Safety Audit was carried in June 2014 on all the zones with within sections B, C, D & E that have traffic calming features proposed. No specific safety related problems were reported and no formal recommendations have been made.
- 4.6.4 Local Transport Plan 3: **Strategic Approaches:**  
**Travel Choices:** P10. Promote the benefits of active travel.  
**Connectivity:** P18. Improve safety and security  
P22. Develop networks and facilities to encourage cycling and walking.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The scheme is in the Highways and Transportation Annual Programme and subject to resolving any objections received it is anticipated to be completed in autumn 2015.
- 4.5.2 The proposal is not eligible for Call In.

#### **4.6 Risk Management**

- 4.6.1 If the 20mph zones are not introduced there is a risk that the accessibility and full benefits of the proposed CityConnect Cycle Superhighway may not be realised.
- 4.6.2 If no action is taken there is a risk that key milestones within the scheme to meet Department for Transport funding and Local Transport Plan delivery may not be achieved.

### **5 Conclusions**

- 5.1 New 20mph zones are being proposed to run either side of the CityConnect Cycle Superhighway route and will encompass all residential roads and key local amenities such as schools, parks, business and employment hubs. These changes are considered fundamental to the scheme and will provide a safer environment for cycling to flourish and support the accessibility to and from the Cycle Superhighway.

## **6 Recommendations**

6.1 The Chief Officer (Highways and Transportation) is requested to:

- i) note the contents of this report;
- ii) consider and over-rule the objections to Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014, (No.05) Order 2014 & (No.06) Order 2014 and the associated 90c Notices;
- iii) instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014, (No.05) Order 2014 & (No.06) Order 2014;
- iv) instruct the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

## **7 Background documents<sup>1</sup>**

7.1 Speed Table Standard Detail - SD/11/93d

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

**SUMMARY OF OBJECTION TO CITYCONNECT SECTION B 20MPH ZONES AND ASSOCIATED TRAFFIC CALMING**

**Leeds City Council (Traffic Regulation) (Speed Limit) (No.04) Order 2014**

SUMMARY OF OBJECTION	HIGHWAYS RESPONSE
<p><b>Objection No.1 (Zone 1)</b></p> <ul style="list-style-type: none"> <li>• No knowledge of any accidents in the area. Speed humps cause severe and expensive damage to vehicles, particularly suspension.</li> <li>• Speed humps are a safety concern causing drivers to swerve and mount the footway to avoid them and are awkward to negotiate when parking is present.</li> </ul>	<ul style="list-style-type: none"> <li>• The total number of recorded injury accidents that have occurred within this zone in the past five years equates to six. These all had a severity rating of slight.</li> </ul> <p>National guidance states, Vehicles travelling over road humps at appropriate speeds should not suffer damage, provided the humps conform to the Highways (Road Hump) Regulations. Results of a study investigating the effect of repeatedly traversing road humps on vehicles surmised no damage to any of the vehicles was seen, despite repeated passes at speeds up to 40 mph.</p> <ul style="list-style-type: none"> <li>• A full width speed hump is the type of feature being proposed for this zone, as per standard detail SD/11/93d. This specification meets current regulations and should not have a negative impact on existing parking demands. A full width hump allows vehicles to negotiate them without having to straddle them. In addition, this zone and the proposed features will be subject to several safety audits during the design and post implementation.</li> </ul>
<p><b>Objection No.2 (Zone 1)</b></p> <ul style="list-style-type: none"> <li>• No knowledge of any accidents in the area, therefore, speed humps are not necessary.</li> <li>• Speed humps encourage accidents, cause acceleration between features and make it difficult for pedestrians to judge vehicle speeds when crossing.</li> <li>• Speed humps complicate the situation and make it unsafe.</li> <li>• Negotiating speed humps can be awkward, particularly at schools times, when parking is present.</li> </ul>	<ul style="list-style-type: none"> <li>• The total number of recorded injury accidents that have occurred within this zone in the past five years equates to six. These all had a severity rating of slight.</li> <li>• In order to introduce a successful zone that is self-enforcing traffic calming features need to be installed where existing mean speeds have been recorded to be above the enforceable limit. Road characteristics and the presence of, for example, schools are also taking into account.</li> <li>• A full width speed hump is the type of feature being proposed for</li> </ul>

	<p>this zone, as per standard detail SD/11/93d. This specification meets current regulations and should not have a negative impact on existing parking demands. A full width hump allows vehicles to negotiate them without having to straddle them. In addition, this zone and the proposed features will be subject to several safety audits during the design and post implementation.</p> <ul style="list-style-type: none"> <li>• Road safety is one of the biggest barriers that prevent people for choosing more sustainable travel choices. Reducing speeds has a direct correlation to improving road safety because it lessens the frequency and severity of accidents. This has got to be viewed as an improvement. It is also expected that through this improved road safety and speed reduction, people and parents will be encourage to use more sustainable travel choices and could see a reduction in the parking issues experienced at school times.</li> </ul>
<p><b>Objection No.3 (Zone 1)</b></p> <ul style="list-style-type: none"> <li>• Does not want speed humps due to the discomfort experienced when travelling over them.</li> </ul>	<ul style="list-style-type: none"> <li>• Road humps are effective because they cause discomfort to the driver when they are crossed at high speeds. Unfortunately for some vehicle occupants, for example those with back injuries, discomfort can also be experienced when negotiating them at the appropriate speeds. This is why it is vitally important that the humps are carefully designed and built in a way that minimises the discomfort experienced.</li> </ul> <p>In order to mitigate this issue Leeds City Council have produced standard details that reflect the regulations associated to speed humps. These regulations have been derived from extensive research trials and specify tolerances and design criteria that ensure discomfort is minimised and the effectiveness of the speed humps is not compromised.</p> <p>A research project was commissioned to examine the discomfort experienced by vehicle occupants and the possibility of injury to the lower spine arising from repeated traversing of road humps. It was concluded (Kennedy <i>et al.</i>, 2004e) that the levels of discomfort were generally acceptable if (75 mm) humps were traversed at appropriate speeds, i.e. not exceeding 15–20 mph.</p>



**SUMMARY OF OBJECTION TO CITYCONNECT SECTION C&D 20MPH ZONES AND ASSOCIATED TRAFFIC CALMING**

**Leeds City Council (Traffic Regulation) (Speed Limit) (No.05) Order 2014**

SUMMARY OF OBJECTION	HIGHWAYS RESPONSE
<p><b>Objection No.1 (Zone 11)</b></p> <ul style="list-style-type: none"> <li>Does not agree with the inclusion of Ross Grove within the proposed Zone 11. Pedestrian Traffic has decreased by over 75% since the relocation of the high school.</li> </ul>	<ul style="list-style-type: none"> <li>Leeds City Council have an aspiration to promote 20mph speed limits on the majority of residential roads as a method of improving road safety and promoting a better environment for all so that walking and cycling can flourish. Knowing the layout of Ross Grove and the fact it is a cul-de-sac it is highly unlikely that road safety is an issue and that motorists aren't traveling anywhere near the proposed 20mph limit. However, it is known that this is a well used link that provides access for pedestrians and cyclists going to the canal tow path and other parts of Bramley and Rodley. The introduction of the 20mph improves confidence to these vulnerable road users and gives a clear perception to all that they are entering a residential environment.</li> </ul>
<p><b>Objection No.2 (Zone 12)*</b></p> <ul style="list-style-type: none"> <li>In agreement that the 20mph zone but feels it does not go far enough. The advertised scheme proposes to introduce traffic calming on Calverley Lane and will displace through traffic onto Calverley Drive. Therefore, traffic calming features should be introduced on Calverley Drive.</li> </ul> <p><i>*After being updated of the results from the additional survey the objector does not wish to pursue the objection, however, they have not formally withdrawn it. They also welcome the scheme being monitored post implementation.</i></p>	<ul style="list-style-type: none"> <li>The location of traffic calming features has been decided following an evidence based approach. Any decision to propose traffic calming has taken into account recorded injury accident information and existing speeds. Traffic calming features are not being introduced to deter motorists from using a particular route and there is no evidence to suggest speeds on Calverley Drive will increase.</li> </ul> <p>If the mean speed was above the enforcement limit of 24mph or there has been a history of speed related accidents then consideration was given to the introduction of traffic calming features. This methodology meant any decisions taken were consistent and that unpopular speed cushions/humps were not introduced unnecessarily.</p>

Due to the scale of the scheme only main routes within zones had speed surveys conducted on them. It was assumed these streets would have the highest recorded speeds. Calverley Drive was not surveyed, however, a speed & volume survey was arranged and the results shown below.

Direction of Travel	Mean Speed (mph)
Northbound	18.1
Southbound	20.0

The Annual Average Daily Traffic for Calverley Drive was recorded to be 470 vehicles.

In light of these results, and taking into account the Police agreement and the design strategy, traffic calming features are not required at this time. Monitoring of Calverley Drive will take place post implementation of the scheme to determine if traffic volumes have increased and what the impacts are on speeds.

**Objection No.3 (Zone 11)**

- Traffic calming is not necessary on Intake Lane. Traffic calming measures are not effective and this could be further compromised on Intake Lane due to the parking associated to the park.
- If traffic calming is required then we suggest a part time 20 m.p.h speed limit outside the schools, residents should not be penalised for the rest of the day because of over protective parents.

- In order to introduce a successful zone that is self-enforcing traffic calming features need to be installed where existing mean speeds have been recorded to be above the enforceable limit. Road characteristics and the presence of, for example, schools are also taking into account.

The introduction of 20mph zones forms part of the Leeds City Council's duty to improve road safety for all road users in local communities, especially for vulnerable road users such as pedestrians and cyclists. Intake Lane already has traffic calming features on it, this includes two sets of speed cushions, a priority give-way and a junction plateau.

Intake Lane as a whole provides access to three schools, including Stanningley Primary School, and adjacent to it, on the western side, there is Stanningley Park. These local amenities create a large amount of daily traffic and the network surrounding them should be improved to support growth of vulnerable road users such as pedestrian and cyclists visiting them.

	<ul style="list-style-type: none"> <li>• The scheme on Intake Lane has been amended following this objection. The number of features has been reduced from three locations to one. The type of features used has been changed from speed cushions to a full width speed hump. This means the functionality of the calming will not be affected by the parking and it will improve pedestrian accessibility to the park.</li> <li>• Introducing a part time 20mph zones is not being considered as part of this scheme. The benefits expected to be realised by the introduction of the proposed changes apply all hours of the day and are not specific to schools and the hours in which they operate.</li> </ul>
<p><b>Objection No.4 (Zone 9)</b></p> <ul style="list-style-type: none"> <li>• Objecting against the introduction of speed humps. This type of traffic calming is ineffective, poorly designed and poorly constructed.</li> <li>• Physical measures are not working. Most vehicles are not built for this type of road structure.</li> </ul>	<ul style="list-style-type: none"> <li>• Leeds City Council is committed to providing 20mph zones on residential streets within the City. This is a well-established element of Leeds City Council's programme of casualty reduction and sustainable travel in residential areas. The introduction of 20mph zones forms part of the Leeds City Council's obligation to improve road safety for all road users in local neighbourhoods, especially for vulnerable road users such as pedestrians and cyclists.</li> </ul> <p>The type of speed hump being promoted has been extensively researched by the Department for Transport and meets current regulations. National guidance states, vehicles travelling over road humps at appropriate speeds should not suffer damage, provided the humps conform to the Highways (Road Hump) Regulations. Results of a study investigating the effect of repeatedly traversing road humps on vehicles surmised no damage to any of the vehicles was seen, despite repeated passes at speeds up to 40 mph.</p> <ul style="list-style-type: none"> <li>• The design strategy for the 20mph zones has been focused on only providing features on streets that require them because experience has shown they can be unpopular with local residents.</li> </ul> <p>Further speed surveys on Swinnow Drive and Swinnow Avenue have shown they are not essential. Therefore, the features on these particular streets have been removed from the scheme.</p>

## SUMMARY OF OBJECTION TO CITYCONNECT SECTION E 20MPH ZONES AND ASSOCIATED TRAFFIC CALMING

### Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2014

SUMMARY OF OBJECTION	HIGHWAYS RESPONSE
<p><b>Objection No.1 (Zone 19)</b></p> <ul style="list-style-type: none"><li>• Objector believes the proposed zone is misguided, unnecessary, constitutes a further unwanted aesthetic assault on our streets, and is a complete a waste of the money.</li><li>• Never witnessed speeding or accidents in this area and believes it is already safe enough.</li><li>• Armley Ridge Road, Moorfield Road, Hill Top Road, Whingate and Town Street is not included indicating a complete lack of understanding of the actual locality and where everyday danger exists. If 20mph zones are to be imposed, these routes should be considered first.</li><li>• There is already far too much ugly signage in the area. Adding to this cacophony of visual distractions can only have a negative effect on our environment.</li><li>• Speed cameras are the best way to slow down traffic. The idea of 'self-enforcing' zones is laughable.</li></ul>	<ul style="list-style-type: none"><li>• Leeds City Council is committed, through the '20s Plenty' road safety campaign, to introduce a reduced 20mph speed limit on all residential roads.</li><li>• It is agreed that on many of the roads within 20mph zones it may not be practical to reach speeds exceeding the prescribed speed limits, however the concept of a zonal treatment ensures that drivers appreciate and understand that all the roads within this area are subject to lower speed limits. This in turn creates a safer road environment for all road users, particular are more vulnerable road users, and hopefully will encourage more active modes of transport such as walking and cycling.</li></ul> <p>When designing a particular zone consideration is given to the existing speeds and the recorded injury accidents in the last five years. Zone 19 has had a total of four recorded injury accidents in the past five years, with a severity rating of slight. Two of these accidents involved pedestrians. Speed surveys are used to determine if traffic calming features is required or whether signing alone will be sufficient. No traffic calming is proposed for zone 19, therefore, the surveyed roads have a mean speed of 24mph or less.</p> <ul style="list-style-type: none"><li>• The roads specifically referred in the objeciton form part of this strategic network. For these roads, speed limits and road safety concerns are assessed differently. Some of these routes have had traffic calming features introduced to reduce the anti-social speeding and subsequent injury accidents, but it was considered that a 30 mph limit was more appropriate than a 20mph limit. These measures have seen the accident record and severity rating reduced.</li></ul>

- Previously when introducing such initiatives there was a requirement to introduce some form of speed reducing feature every 100m. This was excessive and often unnecessary. More recently, these rules have been relaxed and we now are only required to introduced physical features on roads where the mean speed exceeds 24mph. In areas where speeds are already low, we now are permitted to erect small 20mph repeater signs which are placed on lighting columns to remind drivers within the zones of the speed limit. Signing will be kept to an absolute minimum and features will only be implemented on roads that exceed the threshold level for intervention.
- Speed Cameras do offer a road safety benefit to address excessive speeding which is the causation factor within serious or fatal road collisions. However, Leeds City Council do not introduce these features. These are assessed, prioritised and implemented by the West Yorkshire Casualty Reduction Partnership in conjunction with the Police.