

Report to the Chief Officer (Highways and Transportation)

Date: 16th December 2015

Subject: 2015/ 16- 20mph schemes – New Sturton Lane, Garforth

Capital Scheme Number: 32347

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Garforth & Swillington	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- 1 The Best City ambition is to improve life for the people of Leeds and make our city a better place. The provision of twenty miles-per-hour (20 mph) speed limits contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities. They also help reduce traffic collisions to make a specific contribution to the Best City for Communities and a Child Friendly City.
- 2 As part of the ongoing 20mph schemes programme, following guidance and recommendation from the Department for Transport (Dft), approval to introduce a 20mph zone in the New Sturton Lane area of Garforth was granted in August and advertised to the within the public domain for comment, to which several objections were received.

Recommendations

- 2 The Chief Officer (Highways and Transportation) is requested to:
 - i) Note the content of this report and,
 - ii) Consider and over-rule the objections to (Traffic Regulation)(Speed Limit)(N°18)Order 2015, relating to the introduction of a 20mph zone covering the roads surrounding New Sturton Lane in East Garforth.

- iii) Instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation)(Speed Limit)(N°18)Order 2015 and,
- iv) Request the City Solicitor to write to the objectors informing the objectors of the Chief Officers (Highways & Transportation) decision.

1 Purpose of this report

- 1.1 To obtain authority to overrule the objections received to (Traffic Regulation)(Speed Limit)(N°18)Order 2015, relating to the introduction of a 20mph zone covering the roads surrounding New Sturton Lane in East Garforth.

2 Background information

- 2.1 As part of the ongoing introduction of 20 mph zones, part of the Leeds City Council's programme of road casualty reduction and sustainable travel in residential areas, approval was granted to design and implement a 20mph zone on the roads surrounding New Sturton Lane in East Garforth.
- 2.2 As part of these proposals traffic calming along the length of New Sturton Lane was proposed, as existing speeds of vehicles is in excess of 24mph, which following current DfT design guidelines means we should introduce traffic calming to bring speeds within the new speed limit.
- 2.3 As New Sturton Lane is a bus route WYCA's preferred traffic calming method along such a length is speed cushions, which allow buses to straddle them with little impact on the passenger comfort, whilst having a reduced noise level compared to full width road humps.
- 2.4 The Speed Limit Order was advertised in July/August with several objections have been received to the proposals from local residents, whose main concern centres around the use of traffic calming.

3 Main issues

3.1 Design Proposals and Full Scheme Description.

- 3.1.1 The area that is to be included within the 20mph zone is shown on drawing TM/13/2270/12/02b. The roads are residential estate roads to the north east of Garforth, surrounding New Sturton Lane. An existing 20mph zone is located to the south of the proposal, however New Sturton Lane will require additional traffic calming features, due to the mean speeds.
- 3.1.2 Speed limit terminal signs are proposed at all entrances to the zone, with repeater signs within the zone to highlight the proposed speed limit.

3.2 Programme

It is anticipated that the proposal will be implemented within the 2015/ 2016 financial year.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward Members: Ward Members were consulted by email on the 15th May 2015 and support the proposals. The Ward Members were consulted on the objections in December 2015 and the recommendation to overrule and were happy to proceed.
- 4.1.2 Emergency Services and Metro were consulted by letter and email on the 15th May 2015. WYCA (Metro) responded with no adverse comments towards the scheme and The West Yorkshire Police responded in favour of the scheme.
- 4.1.3 The general public were consulted via notices on street lighting columns during the public advertisement phase, along with an advert in the Yorkshire Post newspaper in August 2015, with a total of 5 objections being received from residents and 1 letter of support from a local police officer.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A full Equality, Diversity / Cohesion and Integration impact assessment has been carried out for 20mph schools schemes.

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

4.2.3 Negative Impact: Making 20mph the normal speed limit would:

- Have the potential to provide a slight increase in vehicle emissions due to lower speeds. It is expected there will be a reduction of between 1-2mph for the average speeds across the zone and that the potential air quality implications will be negligible and offset by more uniform driving behaviour and potential in increased modal shift to more sustainable travel choices.

4.3 Council Policies and City Priorities

4.3.1 The proposals contained in the report have no implications for the council constitution.

4.3.2 By providing a safer road environment where needed and justified, the ongoing 20mph zone programme is helping to achieve Leeds' ambition to become the Best City by reducing the number of pedestrians killed or seriously injured on the city's roads, by fostering links between the communities and local facilities, especially where the highway forms a considerable barrier, and by enabling more

sustainable travel choices for local journeys, including for new developments within the city.

4.3.3 Environmental Policy: The reduction in speed limit to 20mph will not have any significant impact on carbon emissions; air pollutants should remain similar to that of 30mph.

4.3.4 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.

4.3.5 Transport Policy Approval: The design instruction for this scheme was received in April 2015 and the proposed scheme is approved in principle by Transport Policy.

4.4 Resources and Value for Money

4.4.1 The estimated total cost to implement this scheme is £23,000 which comprises of £17,000 works costs, £5,000 staff fees, and £1,000 legal fees, all to be funded from the LTP Transport Policy Capital Programme.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The scheme is in the Annual Programme and subject to resolving any objections received it is anticipated to be completed within the 2015/2016 financial year.

4.6 Risk Management

4.6.1 If no action was taken then access to the schools for pedestrians and cyclists will not improve and the potential of injury to pedestrians and cyclists will not be addressed.

4.7 Conclusions

4.7.1 The provision of this 20mph scheme will contribute to the Councils ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities. It will also provide a safer environment around the school and residential areas thus encouraging more sustainable travel behaviours for all users.

6 Recommendations

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

- i) Note the content of this report and;

- ii) Consider and over-rule the objections to (Traffic Regulation)(Speed Limit)(N°18)Order 2015, relating to the introduction of a 20mph zone covering the roads surrounding New Sturton Lane in East Garforth;
- iii) Instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation)(Speed Limit)(N°18)Order 2015; and
- iv) Request the City Solicitor to write to the objectors informing the objectors of the Chief Officers (Highways & Transportation) decision.

6 Background documents ¹

6.1 None.

¹ 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.
U:HWT/Admin/Wordproc/Comm/2015/ New Sturton Lane - Garforth 20mph schemes

Appendix A

Summary of background information:

Following the announced changes to the 20mph regulations in conjunction with the established programme for 20mph zones in the city, a pilot programme for 20 mph Limits around 6 schools was undertaken in September 2011 with minimal features, thus at a reduced cost. These six sites had contained a total of 35 slight and 5 serious recorded injury accidents.

In September 2012 a further 10 sites were selected as part of Phase 2 which benefited 14 schools and 2 colleges. These 10 sites included 78 slight and 11 serious recorded injury accidents. Again this used minimal features in favour of repeater signs, which reduced the costs.

In the previous 2013/2014, the scheme was expanded as a further 24 sites were identified for implementation, to the direct benefit of 40 schools, 3 colleges, 2 nurseries and 1 children's centre. The areas included within this phase had a recorded 353 injury accidents over a five year period prior to implementation.

Appendix B

LIST OF OBJECTORS TO (2015/ 16- 20mph schemes – New Sturton Lane, Garforth)

Details of the Objection	How many people objected	Highways Response.
<p>The introduction of 20mph speed limits in Garforth started last year and the proposals for that scheme promised that no further speed humps would be introduced. The limits would just be sign posted. Why is this scheme different?</p>	<p>4</p>	<p>No promises were made as part of the previously introduced 20mph zone throughout Garforth, which actually introduced additional traffic calming; Main Street now has a series of humped zebra crossings to reduce traffic speeds, whereas the other main access roads either already had traffic calming measures (for example Ninelands Lane/Lidgett Lane) or already had average speeds at 24mph and thus did not require the introduction of additional calming features, for example Church Lane, where the parked cars form an informal chicane.</p>
<p>The council have been unable to demonstrate that there are any particularly high levels of accidents in this area that warrant the need to change national speed limits. Examinations of the council's own accident statistics show that there are no statistically significant trends that would warrant action of this kind.</p>	<p>2</p>	<p>Within the zone there have been 3 injury accidents over the past 5 years of which 1 was a serious incident on Sturton Lane involving a pedestrian crossing the road that was struck by a vehicle, with speed being a factor and another in Firthfields where a child was struck by a vehicle that did not stop. □</p> <p>a) Sturton Lane, immediately east of the junction of Sturton Avenue. Mean speed 27mph Speed 85% 31.5mph</p> <p>b) New Sturton Lane immediately east of the community centre and before Bodiham Hill. Mean Speed 29.2mph Speed 85% 34.1mph</p> <p>c) New Sturton Lane, west of Dunrobin Ave Mean Speed 25.2mph Speed 85% 29.5mph</p> <p>d) New Sturton Lane, south of Caernarvon Avenue</p>

		<p>Mean Speed 26.3mph Speed 85% 31.2mph e) New Sturton Lane, south of Dover St Mean Speed 24.2mph Speed 85% 30.6mph f) New Sturton Lane, south of Conisborough Lane Mean Speed 24.2mph Speed 85% 29.5mph</p> <p>*The 85% Percentile Speed is the speeds at or below 85% of all vehicles is observed to travel under free flowing conditions. This is a nationally recognised method of assessing traffic speeds.</p> <p>From the speed results above you can see that the existing speeds along New Sturton Lane are already in excess of 24mph and thus would require the introduction of traffic calming as per the guidelines set out by the department for transport on the introduction of 20mph zones.</p> <p>It should also be noted that the full speed surveys (summarised above) reveal that on average 10% of vehicles exceed 40mph along the length, in the region of 400 vehicular movements per day.</p>
<p>The road is a busy bus route. Speed humps would be unpleasant for passengers on the already uncomfortable buses</p>	<p>4</p>	<p>The type of traffic calming chosen (speed cushions) conforms with Department For Transport guidance for traffic calming along a bus route and is the preferred traffic calming type of The West Yorkshire Combined Authority (formerly Metro), as they offer little to no noticeable effect to the comfort of bus passengers.</p>
<p>I would like to point out there are not many signs on lamp posts on New Sturton Lane advertising this scheme. There seem to be more in the Ninelands Lane area, yet New Sturton Lane is the only road in the scheme to have traffic</p>	<p>2</p>	<p>On street notices in the area were concentrated on the side streets by resident's homes, where they were more likely to be on foot and noticed. That said there still were a number of notices placed on New Sturton Lane, congregated around</p>

calming measures. I wonder if this is to reduce the number of objections to the traffic calming scheme?		communal areas such as bus stops and the community centre.
Speed cushions do not catch those vehicles with wider wheelbases including buses, large delivery vehicles, white vans and 4 x 4 saloon cars. However, small cars with narrow wheelbases are badly affected. They are ineffective against motor-cyclists.	2	Speed cushions can have a lack of effectiveness on larger wheel base vehicles such as vans and 4x4's etc. as they are able to straddle the features more effectively than smaller wheelbase vehicles, however police enforcement action would catch those who exceed the new 20mph limit.
Speed cushions will not stop a small minority group of residents who habitually flout and deliberately abuse any speed limit. They will tend to drive at excessive speeds whatever the road conditions, and not just in Garforth, and without due regard for safety of other road users.	1	Unfortunately we have to deal with the vast majority of motorists and members of the public and as such design schemes accordingly, whilst leaving those who habitually break the law to the police to undertake enforcement action. Currently the local police teams within Garforth regularly undertake enforcement action in the existing 20mph zones, and have given their support for these proposals, with most recently them specifically requesting traffic calming features on New Sturton Lane specifically to deal with the high level of complaints they receive over anti-social driving.
The use of speed cushions over a very long and significant length of New Sturton Lane will cause a very long frustrating arduous journey in and out the estate for me.	1	Traffic calming introduced along New Sturton Lane would in no way affect the length of the journey, and if a driver negotiates the cushions correctly and at an appropriate speed there should be little impact on their journey at all.
Although emergency vehicles such as fire appliances, ambulances and police appear to have 'no adverse comment' they may be reluctant to reach an incident at an above average speed to save lives.	1	This scheme will not prevent any of the emergency services carrying out their statutory duty. As with all schemes the emergency services are heavily consulted at an early stage, where they have an opportunity to express concerns, certainly with this scheme they were consulted some months ago and passed on their support for the proposals and made no representations with regards to speed cushion width and have certainly never indicated a reluctance to use routes with them on. Leeds City Council currently use a standard size cushion introduced at the behest of the then metro and supported by the emergency services based on DfT guidelines, which takes into account the wheelbases of emergency service vehicles -

		this has been in place for quite a number of years.
There may be problems for low wheel base funeral hearses grounding or catching their undercarriages	1	Typical Hearses are not low ground clearance vehicles with considerably more ground clearance than the 75mm high cushion introduced on the highway in the Leeds District, as such we have never received any complaints from funeral operators regarding traffic calming.
<p>There will likely be a higher level of fuel consumption causing greater pollution due to sudden braking approaching and acceleration of the vehicles between cushions, and increased level of noise. However, the Report's para 4.2.3 does clearly states that there will be a 'slight reduction in air quality due to the lower speeds'</p> <p>Vehicles travelling along on tick over at 20mph emit 50% more pollution/noxious fumes than vehicles travelling on tick over at 30mph. This is not an assertion but a fact since the engine is running for 50% longer at identical rpm and throttle</p>	2	<p>Standard emission factors indicate that a vehicle travelling at an average speed of 20 mph would have higher emissions than a vehicle travelling at an average speed of 30 mph. However, this is because the emission factors assume that slower average speeds are as a result of more interrupted traffic flow. However, 20 mph speed limits are introduced in urban streets where it is difficult to maintain a constant speed of 30 mph due to junctions, parked and manoeuvring vehicles, pedestrians crossing the road etc.</p> <p>As most pollution is produced during acceleration (when the engine is under more load) rather than at constant speeds, it is quite probable that vehicles accelerating from a stop to 30 mph could produce higher total emissions than those that only accelerate up to 20 mph. In that sense, a lower speed limit would potentially have a beneficial effect on air quality by smoothing out the traffic flow, more so if there is any modal shift as the result. In any case, any worsening in air quality/ pollution levels within residential streets would be marginal, with cold start emissions from locally based vehicles likely to be more influential.</p> <p>A study done in Bristol before 20 mph speed limits were introduced showed an average increasing in journey time on some key corridors, both in the peak and off peak, to be in the range of 15-30 seconds. There is a video footage demonstrating the difference in driving at 20 mph and 30 mph http://www.bristol20mph.co.uk/your-journey</p>

<p>There will be a likely increase in vehicle wear and tear on the clutch, damage to road wheels and wheel alignments resulting in higher maintenance costs</p>	<p>1</p>	<p>The subject of potential damage caused by traffic calming to vehicles is subject to much debate, as such various bodies have undertaken research into the effects of traffic calming on vehicles at varying speeds over various traffic calming types.</p> <p>A study by Kennedy in 2004 investigated the effect of repeatedly traversing road humps on vehicles. No damage to any of the vehicles was seen, despite repeated passes at speeds up to 40 mph. However, suspension geometry checks revealed some minor changes in the suspension systems of the taxi, minibus and ambulance tested. Further testing showed there was no continuing trend for the suspension to move further out of specification; instead, it drifted in and out of the manufacturer's tolerance. This indicates looseness in the suspension system rather than an indication of accelerated wear. It was seen that the forces generated when traversing road humps were comparable to those likely to be sometimes experienced during normal driving activities, such as driving over a very irregular surface or pothole, or mounting a kerb.</p> <p>As such National guidance by the DfT (Department for Transport) states, Vehicles travelling over road humps at appropriate speeds should not suffer damage, provided the humps conform to the Highways (Road Hump) Regulations, therefore residents should not need to find alternate routes to avoid the traffic calming features if they are travelling over them at the speed limit.</p>
<p>Parked vehicles at or near cushions do cause obstructions for vehicles passing. This invariably involves the passing vehicle placing the nearside wheels over the central raised portion of the cushion, instead of straddling them. This becomes very uncomfortable to ride over them. To avoid the above happening there is a tendency to use the whole of the opposing lane to straddle the opposing</p>	<p>1</p>	<p>Drivers overtaking parked vehicles should give way to oncoming vehicles and not try to pass when traffic is approaching in the opposite direction, whilst I appreciate this can occur it is not a problem that is isolated to traffic calming and occurs on any road where parking takes place. However from monitoring New Sturton Lane, the vast majority of homes along its length have their frontages and driveways on side</p>

<p>cushion, much to the annoyance of oncoming drivers who either have to wait or think too much space is being used to pass the parked vehicle</p>		<p>streets, or have sufficient off street parking that very little on street parking takes place along the length of New Sturton Lane, with it concentrating at the Sturton Lane/Aberford Road end.</p>
<p>There is a frequent 15 minutes bus service along New Sturton Lane to and from Leeds. During the winter months, as and when snow lies on the road, it is cleared by a snowplough. However, a snowplough would likely damage the speed cushions as they will be protruding above the normal road surface</p>	<p>1</p>	<p>The council snow ploughs that are in use in severe weather conditions are hydraulically operated by the driver, who can raise or lower the plough with in cabin controls, should they need to. In addition to this the lower 5th of the plough is a relatively flexible material that follows the contours of the carriageway and they are mounted in such a way that the plough moves flexibly with the body of the lorry. The primary, secondary and tertiary gritting routes across the city cover many areas which have existing traffic calming which does not affect the efficiency of the service, or cause damage to the cushions themselves.</p>
<p>Speed plateaus are a more superior means of calming the speed of all vehicles and can also be used for identifiable crossing points for pedestrians. They can be used at more exceptional locations to really justify the need to control speed. An example would be a new speed plateau just to east of the New Sturton Lane Carisbrooke Avenue. It would be of the same design and construction materials as in Main Street. I have suggested it as it is already used by the School Crossing patrol, and would fulfil the objective in the Reports para 2.2</p>	<p>1</p>	<p>The objector suggests introducing speed plateaux at identifiable crossing points and to reduce speed such as at Carisbrooke Avenue, such a reference goes against the same objectors early comments with regards to any traffic calming feature along the length of New Sturton Lane, however the feasibility of alternate traffic calming measures was looked into in the initial design of this scheme. As New Sturton Lane is a bus route the recommended traffic calming feature for such a route is speed cushions. Full width 'plateaux', which may well be more effective in slowing traffic down, would cause a far greater degree of noise and disruption for local residents, as larger vehicles such as buses cannot straddle them effectively in the same way they can speed cushions.</p>
<p>There appears to have been a complete failure to consult the public before advertising the above Order. Therefore, I consider that the Order should be withdrawn, until such time as you have undertaken a proper public consultation exercise about the measures, and taken into account resident's views</p>	<p>1</p>	<p>Current legislation on the consultation of Traffic Regulation orders stipulates that the local authority must make reasonable representations when making such an order that include advertisement in an approved local publication/press and by way of street notice. Whilst it does make reference to consulting with those directly</p>

		<p>affected by any proposals, due to the wide variety of potential TRO's that can be delivered and how who is 'directly affected' this is not a legal requirement of the process and left to the judgement of the local authority. In the instance of the 20mph zone in East Garforth, LCC took the view that it would be unfeasible to separately consult every property in addition to the advertisement in the press and on street notices, which constitute the formal public consultation phase of the proposals.</p>
<p>To instil in children the belief that cars only move slowly and one can safely cross in front of them is ill preparation for venturing out in the real world of Aberford Road/Wakefield Road and Selby Road. This is likely to lead to more injuries.</p>	<p>1</p>	<p>The introduction of a 20mph zone does not supersede the highway code or common sense, neither does it give pedestrians the right nor impression that they can cross in front of an approaching vehicles, it is unclear why the objector would conclude this would instil this belief in anyone. Road safety is something that is taught to children from a very young age by education establishments and by their parents; as such it is very unlikely that it would instil such a belief in them.</p>
<p>The proposed speed pillows on New Sturton Lane will be a dangerous hazard for motorcycles. When following behind a vehicle which straddles the pillow (a bus or large car) the pillow is entirely invisible until the preceding vehicle had passed it. The pillow is directly in the path of a single wheeled vehicle which, when he hits it (even at 20 mph), causes a massive shock and compression of the front suspension (not to mention a surge of adrenalin which will render the rider prone to inattention for several minutes). In my 40 years motorcycling experience, these devises are second only to lose dogs in the hazard charts for motorcycles.</p>	<p>1</p>	<p>As outlined in the Highway Code, traffic calming on most roads is signed in advance with hump warning signs, so any motorist should be well aware they are present within an area. However in 20mph zones they are not specifically signed with the usual hump warning sign as all 20mph zones should contain some form of traffic calming feature, which again should mean any motorist entering a 20mph zone area should expect them. Furthermore no vehicle should be travelling so close to any vehicle in front that they cannot see any impending hazards ahead of them and it should also be noted that a competent motorcyclist would not travel directly over cushions and proceed to travel around them in adjacent gaps. When travelling at the correct speed with the correct stopping distances (outlined in the highway code) a motorcyclist should be able to be prepared for any obstacle or traffic calming feature ahead of them, especially in a signed area.</p>

Full details of the correspondence will be made available to board members upon request.