

Report to the Chief Officer (Highways and Transportation)

Date: 27 October 2015

Subject: City Connect Project – Proposed 20mph Zones – Section G Objection Report

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|--|---|--|
| Are specific electoral Wards affected? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| If relevant, name(s) of Ward(s): Calverley & Farsley, Crossgates & Whinmoor, Killingbeck & Seacroft, Gipton & Harehills and Temple Newsam | | |
| 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, was 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 located 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 a proposed 20 mph Speed Limit Order, Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2015 and the associated traffic calming, required to facilitate the Cycle Superhighway

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.06) Order 2015 and related Section 90c Highways Act 1980 Traffic Calming Notices;
- iii) instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2015;
- 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 Order and the associated traffic calming that forms 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 seek approval to implement and seal (Speed Limit) (No.06) Order 2015 as originally advertised and also to over-rule the objections received to proposed traffic calming features..

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 support 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 section of the route.
- 2.9 This report refers to the objections received when advertising the Orders associated to section G. This section starts at New York Road and finishes at Barrack Road roundabout; however, the Order also includes changes to the speed limit of Old Road, Farsley. There are a total of nine zones covered within this Order.
- 2.10 This Speed Limit Order and associated 90c notices were advertised between 24 July 2015 and 17 August 2015. A total of six objections have been received during this time period, these objections relate to two specific zones. There was also two queries requesting additional information, one questioned the location of the proposed traffic calming and one asked if the residential streets south of Austhorpe Road, Cross Gates, could be included.

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 was 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 and provided with information about the whole works package and a plan detailing the proposed zone that affects 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 Following this consultation, a total of eleven written comments were received. The majority of the feedback was in favour of the implementation of 20mph zones on residential streets. Many of the comments also recommended alterations to the design.

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:

- 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 due to more uniform driving behaviour and potential increased modal shift to more sustainable travel choices.

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 within section G that have traffic calming features proposed. No specific safety related problems were reported and no formal recommendations have been made.
- 4.4.5 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, and 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.06) Order 2015 and the associated Section 90c Highways Act 1980 Traffic Calming Notices;
- iii) instruct the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2015;
- iv) instruct the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

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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.

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

Leeds City Council (Traffic Regulation) (Speed Limit) (No.06) Order 2015

| SUMMARY OF OBJECTION | HIGHWAYS RESPONSE |
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| <p>Objection No.1 (Zone 40 – Manston Drive, Cross Gates)</p> <ul style="list-style-type: none">• The scheme is unwanted and not needed.• Concerned about additional speed cushions on Pendas Way. Objector comments that they are difficult and dangerous to negotiate due to on street parking and this results in motorists avoiding this particular route and being displaced into residential streets. | <ul style="list-style-type: none">• The zone is being funded through a larger programme of works, essentially Leeds City Council were successful in submitting a bid to central government and received funds to design and build a segregated cycle facility from Seacroft to Bradford City Centre. The total cost of the scheme is approximately £29m, however this does include the introduction of 20mph zones, an upgrade of the canal towpath, design and legal fees and a package of cycle and pedestrian education and training. This funding has not been provided to carry out general maintenance of the highway. <p>20mph zones are 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. In addition, the consistent approach to introducing 20mph zones on residential streets and around schools provides motorists with a clear distinction between road environments thus allowing them to adjust their speed and driver behaviour to suit.</p> <ul style="list-style-type: none">• Penda’s Way requires additional features in order to achieve the appropriate reduction in vehicles speeds to satisfy the design requirements for a 20mph zone. Existing features are spaced too far apart and do not encourage a consistent and maintained reduced speed. During the development of the scheme alternative features were considered, such as full width speed tables and chicanes, however, site investigations confirmed that they would not fit; this is because |

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| | <p>residential accesses are staggered. In addition, Penda’s Way is a bus route. With this in mind, speed cushions were the most effective traffic calming option for this road.</p> |
| <p>Objection No.2 (Zone 40 – Manston Drive, Cross Gates)</p> <ul style="list-style-type: none"> Concerned about the lack of traffic calming on Manston Grove. | <ul style="list-style-type: none"> The design strategy for the 20mph zones has been focused on ensuring the speed limit is self-enforcing through a variety a measures and that traffic calming features, such as speed humps, are only provided on streets that require them. The decision about where these features should be provided has been based on evidence and thorough analysis of accident records and speed surveys. In this particular instance, Manston Grove has not been subject to a single recorded injury accident in the past five years and speed surveys have shown that the majority of motorists are already travelling below 20mph without traffic calming being present. Therefore, it would not be appropriate to introduce unnecessary and unjustified measures on Manston Grove. |
| <p>Objection No.3 (Zone 40 – Manston Drive, Cross Gates)</p> <ul style="list-style-type: none"> Why not spend the money on pot holes? Introduction of traffic calming will increase noise pollution, make access, particularly in icy conditions, difficult, and could damage a motorist’s health. Objector comments that speed cushions are difficult and dangerous to negotiate due to on street parking. | <ul style="list-style-type: none"> The zone is being funded through a larger programme of works, essentially Leeds City Council were successful in submitting a bid to central government and received funds to design and build an innovative segregated cycle facility from Seacroft to Bradford City Centre. The total cost of the scheme is approximately £29m, however this does include the introduction of 20mph zones, an upgrade of the canal towpath, design and legal fees and a package of cycle and pedestrian education and training. This funding has not been provided to carry out general maintenance of the highway. With regards to noise pollution, research has shown the variation in noise levels was highly correlated with the variation in vehicle speed, and this was related to the spacing between the measures. To minimise fluctuations in vehicle noise it is important, therefore, that the design and spacing of cushions is optimised, so that average speed is reduced whilst maintaining a fairly constant speed profile along the road section treated. Speed cushions can be difficult to negotiate when parking is present but this parking also acts as a traffic calming feature, providing similar reductions is |

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| | <p>vehicle speeds. Alternative features, such as speed humps, have been provided where possible to alleviate this problem, but unfortunately, particularly on bus route, cushions are the preferred option.</p> <ul style="list-style-type: none"> • Vertical traffic calming features, such as speed humps and cushions are an effective tool used to manage vehicle speeds through drivers experiencing discomfort 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 distress. 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 and trials and specify tolerances and design criteria that ensure discomfort is minimised and the effectiveness of the speed humps is not compromised. For example, 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>Objection No.4 (Zone 41 – Old Road, Farsley)</p> <ul style="list-style-type: none"> • Supports the change of speed limit but objects to the implementation of speed table on Old Road, Farsley. • Concerned that these features can cause damage to the carriageway, damage vehicles, restrict emergency services, do not maintain the character of the road and increase air pollution. | <ul style="list-style-type: none"> • A 20mph zone must satisfy current design standards before it can be implemented and, in certain cases, that requires traffic calming measures to be installed. Nevertheless, features are only provided where evidence and survey information has confirmed they are needed. • Along Old Road there is a section, between Glenholme Road and New Street, where existing arrangement and vehicle speeds meant traffic calming features are required. Consideration was given to several different types of feature but it was felt a speed table would be most appropriate. The design of the table allows buses to easily negotiate it and improves existing pedestrian routes to local school through better accessibility, particularly for vulnerable road users like a parent with a pushchair. |

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| | <ul style="list-style-type: none"> • Character of the road and unsightly - This is subjective and opinion that is difficult to rebut. Traffic calming isn't an aesthetic improvement to the road network, it is an effective and proven method of managing vehicle speeds along a given road to help improve road safety, support sustainable travel options and, in turn, should improve the character of the road through reduced speeds. • Damage to vehicles - Many studies and trials have been carried out in relation to this and the results have been considered when producing national regulations and design standards. 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. • Restrict emergency services – The emergency services are part of our statutory consultees when progressing a scheme of this nature. They're informed at a very early stage of what the proposals entail and provide comment. When contacted for this scheme they expressed their support for the proposal and did not object to the introduction of traffic calming features. • Rise in pollution – Through a reduction in vehicle speeds there is potential for an increase in vehicle emissions. It is expected there will be a reduction of between 1 – 4 mph for the average speeds across the zone. Any air quality implications will be negligible and offset due to more uniform driving behaviour and potentially increased modal shift to more sustainable travel choices. |
| <p>Objection No.5 (Zone 41 – Old Road, Farsley)</p> <ul style="list-style-type: none"> • Objects to the proposed 9m traffic calming measure with a height of 75mm. | <ul style="list-style-type: none"> • Old Road is a bus route with several frequent services running along it. Traffic calming needs to be installed to ensure the 20mph design criteria is satisfied |

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| | <p>and the zone is self-enforcing. Alternative features were considered, including speed cushions, but it was felt a speed table offered additional benefits, particularly to improving pedestrian routes and accessibility.</p> <ul style="list-style-type: none"> • 9m speed tables are proposed on bus routes to ensure larger vehicles can comfortably use it. The 75mm height is an approximation, regulations allow the table to be raised to a maximum of 100mm, but this specific detail hinges upon the existing height of the kerbs, nevertheless the ramps will have a gradient of 1:20. |
| <p>Objection No.6 (Zone 41 – Old Road, Farsley)</p> <ul style="list-style-type: none"> • Concerned about the environmental impact of the scheme particularly noise, vibration and air pollution. • Concerned about the lack of compliance and enforcement of the proposed speed limit. • Recommends the retention of 30mph speed limit enforced by speed cameras. | <ul style="list-style-type: none"> • Rise in pollution – Through a reduction in vehicle speeds there is potential for an increase in vehicle emissions. It is expected there will be a reduction of between 1 – 4 mph for the average speeds across the zone. Any air quality implications will be negligible and offset due to more uniform driving behaviour and potentially increased modal shift to more sustainable travel choices. • Vibration - Below is a table taken from Department for Transport guidance showing the predicted minimum distance (m) between road humps and dwellings to avoid vibration exposure. I have highlighted in the table the distances relating the geological conditions on Old Road, Farsley and the type of feature being proposed. The scheme should not induce problems associated to vibration. |

| Hump type | Level of perception | | | | | Complaint | | | | | Superficial cracks from sustained exposure | | | | | Minor damage (BS7385) | | | | |
|--------------|---------------------|----|----|----|----|-----------|----|----|----|----|--|----|----|----|----|-----------------------|----|----|----|----|
| | a | b | c | d | e | a | b | c | d | e | a | b | c | d | e | a | b | c | d | e |
| Alluvium | 31 | 32 | 34 | 46 | 53 | 7 | 7 | 7 | 10 | 12 | 2 | 2 | 2 | 2 | 3 | <1 | <1 | <1 | <1 | <1 |
| Peat | 12 | 12 | 13 | 16 | 17 | 4 | 4 | 5 | 6 | 6 | 2 | 2 | 2 | 2 | 2 | <1 | <1 | <1 | <1 | <1 |
| London clay | 10 | 10 | 11 | 14 | 15 | 3 | 3 | 4 | 4 | 5 | 1 | 1 | 1 | 2 | 2 | <1 | <1 | <1 | <1 | <1 |
| Sand/gravel | 2 | 2 | 2 | 3 | 4 | <1 | <1 | <1 | 1 | 1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 |
| Boulder clay | 1 | 1 | 1 | 2 | 2 | <1 | <1 | <1 | <1 | 1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 |
| Chalk rock | <1 | <1 | <1 | 1 | 1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 | <1 |

a = sinusoidal 3.7 metres long hump

b = round-top 3.7 metres long hump

c = round-top 5 metres long hump

d = flat-top (sinusoidal ramps) 8 metres long hump

e = flat-top (straight ramps) 8 metres long hump

Minor damage (BS7385) relates to minor cosmetic damage such as the formation of hairline cracks on plaster finishes or in mortar joints and the spreading of existing cracks.

- Noise** - The introduction of a speed-controlling measure such as a road hump or cushion can influence traffic noise levels in a number of ways. For example, lowering the speed of vehicles may mean that vehicle noise levels are reduced. Research has shown at sites located alongside the measure with typical vehicle speeds, installing speed cushions or humps would lead to: substantial reductions in light vehicle noise levels, smaller changes in noise levels for buses, and generally an increase in maximum noise levels for unladen commercial vehicles with steel leaf suspensions. However, it is difficult to predict accurately the perceived noise impact of traffic calming schemes. What can be done is to ensure the scheme is designed and implemented in accordance with current regulations and design standards so that any impacts are minimised.
- The design strategy for 20mph zones has been focused on ensuring the speed limit is self-enforcing and that traffic calming features are provided on streets that require them. The decision about where these features should be provided has been based on evidence and thorough analysis of accident records and speed surveys. Along Old Road there is a section that has been identified, between Glenholme Road and New Street that needs traffic calming, this is because the existing arrangement and introduction of signing alone will not provide the necessary reductions

required. Consideration was given to several different types of feature but it was felt a speed table would be most appropriate. The design of the table allows buses to easily negotiate it and improves existing pedestrian routes to local school through better accessibility, particularly for vulnerable road users like a parent with a pushchair.

- Retaining the 30mph speed limit and supporting that with the introduction of speed cameras has been considered but cannot be done. The siting of speed cameras is dealt with by the West Yorkshire Casualty Reduction Partnership and they have very strict criteria detailing when and where they can be introduced.