

Report to the Chief Officer (Highways and Transportation)

Date: 10 May 2016

Subject: New Sturton Lane – Garforth - Late objection received to the proposed 20mph Zone

Capital Scheme Number: 32347 / 000 / 000

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 checked="" type="checkbox"/> Yes	<input 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 Council Plan outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best authority. According to the Best Council Plan, the success of the Best Council objective: will be partly measured through reduced numbers of people killed or seriously injured on the city's roads. By enhancing the local residential environments by reducing vehicle speeds will provide a safer and friendlier road environment for all users.
- 2 To consider the objection which was received after the closing date and was subsequently not included in the original objection report of 16th December 2015, relating to the installation of a 20mph zone including vertical features within East Garforth.

Recommendations

3. The Chief Officer (Highways and Transportation) is requested to:
 - i) Note for transparency, the comments from this late objection received outside of the original objection period of 23rd September to 16th October relating to the use of vertical traffic calming features.

- ii) consider the objection raised and the officers comments in relation to the use of vertical features on New Sturton Lane,
- iii) overrule the objection and allow the scheme to remain as originally designed and implemented.

1 Purpose of this report

- 1.1 The purpose of this report is to consider and overrule the objection raised against the use of vertical on New Sturton Lane, Garforth which was received after the closing date and was not included in the original objection report of 16th December 2015.

2 Background information

- 2.1 The Chief Highways & Transportation Officer, on 16th December 2015, approved an objection report, for the implementation of a 20mph zone within East Garforth, including vertical features on New Sturton Lane.
- 2.2 As part of the ongoing introduction of 20 mph zones across the district and 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 on 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 and allow buses to straddle them with little impact on the passenger comfort, whilst having a reduced noise level compared to full width road humps.

3. Design Proposals and Full Scheme Description.

3.1 Representation to the Council

- 3.1.1 An objection was received via email from a local resident objecting to the use of vertical features as part of the 20mph zone covering the streets surrounding New Sturton Lane stating that they believe that the use of vertical features is unjustified by the accidents within the area, an improper use of public funds and is being introduced for political reasons and not for any social or economic benefit.
- 3.1.2 The objection was received on the 7th November after the closing date for consultation responses. However the objector had been in communication with our legal department during the objection period requesting additional time for them to formulate a response. This objection was therefore inadvertently not included or considered as part of the original objection in December 2015. For clarify and

transparency it was felt that these comments should be presented to the Chief Officer (Highways and Transportation) for his consideration before the legal order be sealed.

3.2 Programme

3.2.1 The scheme was implemented in June 2016.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Ward Members: Ward Members were consulted by email on the original proposals 15th May 2015 and support the proposals. The Ward Members were also consulted on the objections in December 2015 and the recommendation to overrule and no adverse comments were received.

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 support 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. These were reviewed and considered by the Chief Officer Highways & Transportation in December 2015.

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 behavior 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.
- 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 There are no additional costs associated with this report. Funding for the scheme was approved in the previous Design & Costs report on the 18th August 2015.
- 4.4.3 Revenue Implications: There are no revenue cost implications re this scheme.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no specific legal implications for the council, site notices will be placed before works commence.
- 4.5.2 Not eligible for call in.

4.6 Risk Management

- 4.6.1 There is a risk that speeds and the recorded injury accidents in the residential areas would continue and potentially increase if the scheme was to be removed.

5 Conclusions

- 5.5.1 The introduction of a 20mph zone with the required traffic calming on New Sturton Lane will lowered vehicular speeds and created a safer environment for the local community.

6 Recommendations

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

- i) Note, for transparency, the comments from this late objection relating to the use of vertical traffic calming features.
- ii) consider the objection raised and the officer comments in relation to the use of vertical features on New Sturton Lane,
- iii) overrule the objection and allow the scheme to remain as originally designed and implemented and instruct the City Solicitor to inform the objector accordingly.

7 Background documents ¹

7.1 Comments / Objections to the advertised Order from members of the public: confidential or exempt information under Access to Information Procedure Rule Number 10.1, Category 2.

¹ The background documents listed in this section are available for 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 OBJECTIONS TO THE STURTON LANE ROAD SAFETY SCHEME

OBJECTION	HIGHWAYS RESPONSE
<p>Objection 1.</p> <ul style="list-style-type: none"> There has only been injury collision in the past 5 years, described as slight. It is not demonstrable that traffic calming measures would have avoided this accident or minimised its impact. That there was only one accident indicates that local drivers are consciously sensible, considerate and wary of pedestrians and cyclists. Driving at a speed that reflects the road conditions and other risk factors avoids the artificial need for the aforementioned measures. Risk has to be balanced, otherwise it would make sense to have a 5mph limit on the road and a 100% survival rate. 	<p>Within the zone there have been 3 recorded injury accidents which over the last 5 years, 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 center 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 Mean Speed 26.3mph Speed 85% 31.2mph</p> <p>e) New Sturton Lane, south of Dover St Mean Speed 24.2mph Speed 85% 30.6mph</p> <p>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>
<ul style="list-style-type: none"> The proposal is not a proportionate response to the reasons for the changes. Why not introduce a variable speed limit around busy times (e.g. at the beginning and end of the school day?) or introduce the speed change without the speed humps? 	<p>The current variable speed limits as seen on Aberford Road in Garforth are only advisory speed limits and cannot be enforced by the police, introducing such a measure covering the estates surrounding New Sturton Lane would therefore be ineffective in reducing vehicle speeds and promoting the safer environment provided 20mph zone.</p> <p>Department For Transport research (and the guidance generated from it) indicates that the speed reduction achieved with the use of 20 mph signs alone is likely to be small, about 1 mph. Therefore, 20 mph speed limits enforced by signs alone would be most appropriate where mean speeds are already low (24 mph or below) and further traffic calming measures are not needed.</p> <p>Traffic calming measures would be needed to ensure that speeds are at or below 20 mph (e.g. roads where mean vehicle speeds exceed 24 mph before calming). 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 on the introduction of 20mph zones.</p>
<ul style="list-style-type: none"> The proposal seems confused over the impact the changes will have on car emissions. It seems likely though that emissions would increase and I believe the impact will be exacerbated by greater congestion caused by the measures. This outcome seems to conflict with the desire to make the environment better suited to pedestrians and cyclists. 	<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 maneuvering 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</p>

	<p>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>
<ul style="list-style-type: none">• At a time of ever increasing pressure on local government funds, this plan seems like an unnecessary luxury. If the money is to be spent on making road safer, rather than using this to implement and police <p>The changes could be put to better use repairing roads and pavements (many of which are in a poor state and dangerous to pedestrians and cyclists alike) and by creating designated cycle lanes.</p> <p>The proposal appears to be an ideological 'top-down' plan decided by Councillors without serious economic or social value. It does not seem that the plan has not been designed with much thought to the local area, its needs and the wishes of its residents.</p>	<p>Leeds City Council and all Local Authorities across the country are currently undertaking a programme to implement 20mph zones in all residential areas as part of a commitment by Central Government to improve overall safety in residential areas, which was backed up in changes to the existing regulations on the use of 20mph zones.</p> <p>The guidance encourages local authorities to introduce more 20mph speed limits and 20mph zones and clearly highlights a more flexible approach in the use of 20mph speed limits, particularly where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas which are not part of any major through route.</p> <p>The objective of the introduction of such schemes is to improve road safety and reduce the mean speed of vehicles in the vicinity of schools and surrounding residential areas, thus provide an improved and safer environment for the local community and encourage children to walk and cycle to school.</p> <p>The funding for the implementation of such 20mph zones is separate from the budgets provided by central government to deal with highways improvement schemes and maintenance, which are produced alongside such potential 20 mph zones.</p>

- The plan does not address the real issues with traffic in the area, which include poor/inconsiderate parking on Sturton Lane and at the back of East Garforth Academy at the beginning and end of the school day. These two problems are more likely to result in an accident and contribute towards much of the current volume of traffic.

School gate parking issues are prevalent at a great many schools throughout the country and are very difficult to overcome without the full co-operation of the parents/carers who bring their children to school by car. Trying to restrict parking near schools has proved ineffective in itself as a deterrent and observations taken at sites where restrictions exist (not necessarily introduced to solve parent parking) indicate that parents simply turn up late and park on the restrictions with the engine often left running.

Whilst the enforcement of stationary traffic offences now rests with our [LCC] parking services section, manpower and other priority areas make it very difficult to have a constant presence at locations where waiting restrictions are in force apart from the city centre.

In fact our own experience and that of colleagues across the whole country, is that schemes involving any form of restricted parking [near schools] rarely work unless there is an obvious Police / Traffic Warden presence at school start / finish times, both "School Keep Clear" and "keep Clear" markings are very often ignored and / or abused as well. In addition to this, the provision of yellow lining is not necessarily the answer to school gate parking type issues as stopping to drop off and pick up passengers is permitted within the term of the traffic regulation order and drivers invariably use this fact to extend the time they park on the pretext that they are picking up.

That being said parking along Sturton Lane is light, inconsistent and infrequent as most homes have off street parking facilities, with no complaints with regards to the parking along its length and indeed in the streets to the rear of East Garforth Primary Academy being received from members of the public.

Furthermore if vehicle speeds are reduced across the area the risk associated with parking will be reduced as it provides a safer environment for pedestrians, as motorists will be taking greater care and have more time to react should a pedestrian cross the road