

Report of Chris Way

Report to Chief Officer (Highways & Transportation)

Date: 05 November 2019

Subject: Leeds 20mph Local Areas Speed Limit Programme

Ardsley & Robin Hood Objection Report

Are specific electoral wards affected? If yes, name(s) of ward(s): Ardsley & Robin Hood	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<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
Will the decision be open 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: Rule 10.4 (2) Appendix number: 1 & 2	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary

1. Main issues

- The Council has a long standing ambition to provide 20mph zones and speed limits in residential areas, as endorsed by Executive and Scrutiny Boards in recent years and in line with ambitions of the Best Council Plan to make Leeds a Child Friendly City, to improve Transport and Infrastructure and to improve Health & Wellbeing. These schemes are also an integral part of the Council's Safer Roads Action Plan and have been making a major contribution to reducing road casualties.
- In March 2018 Leeds City Council's Executive Board approved a programme to provide 20mph speed limits on all remaining appropriate residential streets across Leeds, effectively completing its ongoing 20mph programme.
- A Speed Limit Order for Ardsley & Robin Hood ward was advertised on 8th March 2019.
- Subsequent to this advertisement 10 objections have been received to the speed limit order in Ardsley & Robin Hood ward. This report seeks approval to over-rule these objections.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- The Best Council Plan 2019-21 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, the success of the Best Council objective: ensuring high quality public services, will be partly measured through reduced numbers of people Killed or Seriously Injured on the city's roads. This scheme meets these objectives by providing a safer road environment.

3. Resource Implications

- There are no additional resource implications contained in this report beyond those contained in the Executive Board report of March 2018 referred to above.

Recommendations

The Chief Officer is requested to:

- a) note the contents of this report;
- b) consider and over-rule the objections to Leeds City Council (Speed Limit) (No.3) Order 2019 – Ardsley & Robin Hood 20mph speed limit;
- c) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.3) Order 2019 – Ardsley & Robin Hood 20mph speed limit;
- d) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision: and
- e) note the addition of the 20mph speed limit on Common Lane, which is to be subject to an additional advertisement period.

1. Purpose of this report

- 1.1 This report details objections received to a speed limit order advertised as part of the Leeds 20mph Local Areas Speed Limit Programme.
- 1.2 The report requests that these objections and the accompanying recommendation are considered and over-ruled accordingly.

2. Background information

- 2.1 In March 2018 Leeds City Council's Executive Board approved a programme of 20mph speed limits across the city. These speed limits were designed to complete the ongoing introduction of 20mph zones and limits in the city, so that all appropriate residential streets were covered by these lower speed limits.
- 2.2 The programme aims to contribute to achieving Leeds City Council's ambition to provide 20mph zones and speed limits in appropriate residential areas.
- 2.3 Lower speed limits have been proven to have significant benefit for road safety, reducing the number and severity of recorded injury collisions, and the 20mph programme is a well-established and successful element of Leeds City Council's casualty reduction programme.

- 2.4 The Executive Board granted authority to advertise draft speed limit orders as necessary for the completion of this programme, and if no objections were received to make and seal the orders as advertised.
- 2.5 A speed limit order was advertised in Ardsley & Robin Hood on 15th June 2018 and was subsequently withdrawn for technical reasons.
- 2.6 A review of the proposed speed limit identified that some amendments could also reasonably be made to support the ambitions of the programme.
- 2.7 Subsequently a speed limit order was advertised in Ardsley & Robin Hood on 8th March 2019.
- 2.8 This report details objections received to the Ardsley & Robin Hood speed limit order LCC (SL) (No.03) Order 2019 advertised on 8th March 2019.

3. Main issues

- 3.1 Advertisement of this speed limit order took place between 8th March 2019 and 8th April 2019. These advertisements attracted 9 objections during the advertisement period, and 1 objection following the conclusion of the advertisement. For clarity and in the spirit of the advertisement this objection has also been included as an objection to the advertised order.
- 3.2 The objections to the order are summarised in Appendix A to this report, with accompanying officer comments and recommendations. The objections are detailed in full in confidential background document 7.2.
- 3.3 One objector cites a previous letter dated 21st February which objected to a separate speed limit (LCC (SL)(No.71) Order 2018) relating to Blackgates and Westerton Road (annexed to this report as confidential background document 7.3). This objection is summarised in Appendix B with accompanying officer comments. Part of this objection related to procedural issues.
- 3.4 This objector sent a letter of objection to LCC (SL) (No.03) Order 2019 on 26th March 2019 (annexed to this report as part of confidential background document 7.2 with all other objections) this letter of objection made clear that the procedural points of objection raised in relation to LCC (SL) (No.71) Order 2019 also applied to this order.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 All ward members in the above listed wards were consulted in April 2018. General support was expressed for the proposals.
- 4.1.2 Ward members were consulted in detail at a meeting in June 2019 and expressed support for the proposals. A request was made to extend the 20mph on Common Lane to its junction with Casson Drive, and officers are satisfied that this is an appropriate addition to the 20mph zone.
- 4.1.3 The Emergency Services and the West Yorkshire Combined Authority were consulted prior to the Executive Board report, and again on 8th March 2019 in parallel with the legal advertisements.

4.2 Equality and diversity / cohesion and integration

4.2.1 The contents of this report have no further implications for EDCI beyond those in the Executive Board report of March 2018.

4.3 Council policies and the Best Council Plan

4.3.1 As detailed in the Executive Board report these proposals contribute to the activities and objectives of the Safer Roads Action Plan, the Leeds Transport Strategy and the Best Council Plan.

Climate Emergency

4.3.2 The scheme will contribute to a safer road environment within the locality, by reducing mean vehicle speeds and thus promoting more sustainable forms of transport.

4.4 Resources, procurement and value for money

4.4.1 There are no additional resource implications contained in this report beyond those contained in the Executive Board report of March 2018 referred to above.

4.5 Legal implications, access to information, and call-in

4.5.1 This report is not eligible for Call In

4.5.2 Appendices 8.1 and 8.2 have been marked as exempt from publication under Access to Information Procedure Rules 10.4 (2) on the basis that they contain information which is likely to reveal the identity of an individual(s).

4.6 Risk management

4.6.1 If the objections are not over-ruled the 20mph limits as advertised cannot be completed. The benefits for road safety outlined in the Executive Board report would not be achieved.

5. Conclusions

5.1 Over-ruling these objections will allow the 20mph speed limits in Ardsley & Robin Hood forming part of the Local Areas 20mph Speed Limits programme to be completed on site. This will assist with achieving the ambitions set out in the report to Executive Board in March 2018 and result in a safer road environment on residential streets in this ward.

6. Recommendations

6.1 The Chief Officer is requested to:

- a) note the contents of this report;
- b) consider and over-rule the objection to Leeds City Council (Speed Limit) (No.3) Order 2019 – Ardsley & Robin Hood 20mph speed limit;

- c) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.3) Order 2019 – Ardsley & Robin Hood 20mph speed limit;
- d) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision: and
- e) note the addition of the 20mph speed limit on Common Lane, which is to be subject to an additional advertisement period.

7. Background documents

7.1 None.

8. Appendices

- 8.1 Objections in full to the advertised Leeds City Council (Speed Limit) (No.03) Order 2019 Ardsley & Robin Hood 20mph Speed Limit (Exempt from publication under Access to Information Rule 10.4(2)).
- 8.2 Objection dated 21st February 2019 to Leeds City Council (Speed Limit) (No.71) Order 2018 (Exempt from publication under Access to Information Rule 10.4(2)).

Appendix A: Summary of objections received

Order	Number of objections	Objector comments	Highways & Transportation comments
LCC (SL) (No.3) 2019	Hill Top scheme		
Ardsley & Robin Hood	11	<p>The objector believes that the 20mph proposed for Batley Road does not extend far enough, and should extend to the length between Baghill Road and Haigh Moor Road.</p>	<p>Batley Road is a local distributor road, and in general terms a 30mph limit is the appropriate speed limit for the road type, use and environment.</p> <p>In this case however it was determined that the direct school frontage should be covered by a 20mph limit. On site engineering assessments determined that there were appropriate points to start and finish the 20mph limit which would be understandable to motorists and would result in a good level of compliance.</p> <p>At the Baghill Road termination point a short extension would still link to the surrounding visual cues and it is proposed to vary the speed limit order accordingly.</p> <p>At the Haigh Moor Road termination point the requested additional length is different in character and it is very likely that understanding and compliance among motorists will be low and the new speed limit will fall into disrepute across the whole length including across the school frontage.</p>
	1 As contained in	<p>The objector believes that Batley Road and Haigh Moor Road are unsuitable for a 20mph limit as they are distributor roads and movement of motor vehicles is the primary function.</p> <p>The objector believes that there is a variance in the application of 20mph zones between areas and that distributor roads are included in some</p>	<p>Note comments above regarding Batley Road.</p> <p>The Executive Board considers that 20mph speed limits should be introduced on all appropriate residential streets. In some instances roads have multiple functions such as residential roads which include some distribution function, and in these instances a reasoned judgement</p>

		<p>areas and not others. The objector cites Middleton Park Avenue and Westerton Road as examples of this</p> <p>The objector believes that Haigh Moor Road and parts of Batley Road have been included due to local pressure as opposed to an objective reasoned approach.</p> <p>The objector believes that the existing 30mph limit should be enforced as opposed to the introduction of 20mph limits, and further believes that there should be evidence of harm being caused by vehicles driven at speeds between 20mph and 30mph on Haigh Moor Road as this has been included in the order when it was not included in the previous order which was withdrawn.</p> <p>The objector believes that the person considering their objection should not have approved the advertised order, and that the objector should have the right to a hearing.</p>	<p>on the appropriate limit has to be made.</p> <p>Middleton Park Avenue and Westerton Road</p> <p>Haigh Moor Road has some distribution function, but is also a residential street with properties along both sides. As a result it has been selected for inclusion in the 20mph programme on the 'installation and review' basis which is detailed in the Executive Board report. As noted previously the Batley Road 20mph limit is designed to draw attention to the school frontage and to create a road environment which supports this use.</p> <p>As noted in the Executive Board report the aim of the 20mph programme is to reduce general traffic speeds in residential areas such that the number and severity of recorded injury collisions are reduced, and so that quality of life for residents is improved. Enforcement of a higher speed limit would not necessarily lead to the ambitions of the Executive Board being realised.</p> <p>A professional judgement has been applied as to the inclusion of Haigh Moor Road in the current order, and based on the current layout, plus the overall ambition of the programme, its inclusion is deemed appropriate subject to the 'installation and review' approach endorsed by Executive Board.</p> <p>The advertisement of the speed limits forming this programme was approved by Executive Board, with these objections being considered by the Chief Officer (Highways & Transportation).</p>
1		<p>The objector believes that Leeds City Council have deliberately disregarded national guidance for setting local speed limits by advertising a 20mph limit for Haigh Moor Road.</p> <p>The objector believes that a signing only approach is insufficient to ensure compliance with</p>	<p>The advertised 20mph speed limit forms part of Leeds City Council's 20mph Local Areas Speed Limit programme, which seeks to introduce reduced speed limits on residential streets where appropriate. National guidance, including Department for Transport Circular 01/2012 Setting Local Speed Limits has been considered as part of the development of this programme, and whilst</p>

		<p>a 20mph speed limit</p> <p>The objector believes that Haigh Moor Road has previously been assessed for a 20mph limit and was 'ineligible' and should remain at 30mph</p> <p>The objector believes that the road has not materially changed in character since being judged 'ineligible' and that the decision to introduce a 20mph limit is due to local pressure from 'councillors and activists'</p> <p>The objector believes that the Police would not support a reduced speed limit and that the expectation that additional enforcement would not be necessary is unrealistic. The objector believes that officers are being deliberately misleading due to the existing high mean speeds</p> <p>The objector believes that the proposed review of the advertised speed limit is 'nonsense and completely unjustifiable' as there is no chance of compliance with the 20mph limit.</p>	<p>this does form a framework for local authorities to set speed limits it is clear that the final determination of the appropriate speed limit rests with those authorities. The Circular does request local authorities to "consider the introduction of more 20mph limits and zones...in urban areas and village streets that are primarily residential."</p> <p>The Executive Board report of March 2018 details how some of the 20mph limits are to be delivered on an 'installation and review' basis, where signage alone may not be sufficient to control traffic speeds in residential areas. Haigh Moor Road would be subject to such a review, with recommendations for traffic calming brought forward to support the lower speed limit should signing be ineffective.</p> <p>Streets are not 'eligible' or 'ineligible' for particular speeds limits, they are set by local highway authorities at their discretion based on an overall judgement of the appropriateness of that limit using national guidance to inform the decision.</p> <p>The 20mph Local Areas Speed Limit programme does aim to improve the road environment for local residents, to improve the viability of sustainable travel choices and to improve quality of life. It is the case that there is local support for a reduced speed limit on this road.</p> <p>As noted above the speed limits that form the current programme are being delivered on an 'installation and review' basis, and should it prove that additional engineering measures are necessary to support the lower speed limit then this can be considered following a robust assessment of the post-implementation speeds. Generally the Police expect speed limits to reflect the character of a road, and would not expect to undertake extensive enforcement of 20mph limits which should be for the most part self-enforcing. The Police have not objected to these proposals.</p> <p>The review of the 20mph Local Areas Speed Limit</p>
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			programme reflects the commitment in the Executive Board report of March 2018. Appropriate engineering measures to assist compliance with the lower speed limit will be brought forward where appropriate. The approach of providing 20mph with supporting traffic calming has been successful across Leeds and it is anticipated that the review will secure compliance in a similar manner.
	Robin Hood scheme		
	1	<p>The objector believes that 20mph is detrimental to him, and that the 20mph restriction will not work. The objector believes that drivers will ignore the speed limit and that poor driving behaviour will result.</p> <p>The objector contends that 30mph is a safe speed limit as they are not aware of any accidents in the area involving children.</p>	<p>The Executive Board considers that 20mph speed limits should be introduced on all appropriate residential streets. Engineers have made every effort to limit the lower speed limits to those streets with a primarily residential function, other than short lengths outside schools. There will however be a review of streets where there are specific local concerns, and further measures for speed management can be considered as necessary.</p> <p>As noted in the Executive Board report the aim of the 20mph programme is to reduce general traffic speeds in residential areas such that the number and severity of recorded injury collisions are reduced, and so that quality of life for residents is improved. Whilst 30mph has historically been the default speed in residential areas the current programme seeks to reduce this to achieve the specific benefits outlined in the Executive Board report.</p>

Appendix B: Procedural Objections as contained in background document 7.3.

<p>8.</p>	<p>APPENDIX B</p> <p>Background Document 7.3</p> <p>The person considering any Objections (Chief Officer, Highways and Transportation) should not have played any part in the promotion of the scheme to which the objection is made.</p>	<p>1.1</p> <p>1.2 Traffic Regulation Orders come under the Council's duties in relation to Highways and Transportation including a) the authority's role as a highways authority including b) maintenance of highway assets of roads, bridges, retaining walls, street lighting and associated infrastructure; c) design and delivery of major and minor highway schemes; d) development of the Council's transport policy; and e) the making of agreements for the execution of highways works under The Highways Act 1980. These accord with the Local Authorities (Functions and responsibilities) (England) Regulations 2000 (as amended) and consequently the Director of City Development is authorised in compliance with the Officer Delegation Scheme to carry out the above functions on behalf of Full Council and the Executive.</p> <p>1.3 Each Director of the Council has the benefit of a number of delegations which are set out separately in two schemes, one for Council functions(delegated by Full Council) and one for Executive Functions(delegated by the Leader of Council). Each scheme is further separated into the general functions which are shared, so that all Directors can carry out those functions in relation to areas within their remit, and specific functions which may only be carried out by or on behalf of the named Director.</p> <p>1.4 The Sub Delegation scheme details those officers who can carry out each function on the Director's behalf together with the details of any terms and conditions which the Director has imposed on that sub-delegation (these are decisions that can be taken by the City Director, or Chief Officer (Highways and Transportation) or under powers delegated by the Director of City Development's Sub-delegation Scheme.</p> <p>1.5 The specific power relating to minor and major Highway Schemes, which include Traffic Regulation Order may be discharged by the City Director but also Chief Officer (Highways and Transportation) and where relevant, the Head of Service for Highways and Transportation and consequently the same or other authorised officers are able to take the relevant decision.</p>
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9.	1.6 The person making the decision should have sight of the objection in full.	1.7 The full objection in this instance, is included as confidential background documents.
10.	1.8 The objector should be entitled to a hearing in front of the decision maker, and prior site of the engineer's comments. This is the practice when objecting to planning applications, even though there is no legal requirement for the Council to allow this.	1.9 Highways Board is not a Planning Committee or other constituted Committee of Leeds City Council. As explained in the previous comments above, the Council's constitution permits decision making by authorised Officers and there is no requirement to invite objectors to be heard at Board