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Experimental Traffic Regulation Order – Wensley Drive

Date: 05 October 2022

Report of: Kasia Speakman, Senior Transport Planner

Report to: Chief Officer (Highways and Transportation)

Will the decision be open for call in?	🗆 Yes 🖂 No
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Does the report contain confidential or exempt information? \Box Yes \boxtimes No

Brief summary

This report concerns the proposal to trial a 'No Entry except for cyclists' restriction onto the south section of Wensley Drive from Scott Hall Road. The trial will help determine whether this could be an appropriate and proportionate solution to issues raised over the years by residents and ward members concerning the use of Wensley Drive as a short - cut by motor vehicles seeking to avoid delay at junctions between Scott Hall Road and Harrogate/ Chapeltown Road.

Recommendations

The Chief Officer Highways and Transportation is requested to:

- a) Note the contents of the report
- b) Request the City Solicitor to advertise the Experimental Traffic Regulation Order (ETRO) associated with the project as required and, subject to no valid objections being received, to make, seal and implement the Order as advertised.

What is this report about?

- 1 Leeds has the ambition to be a city where you do not need to own a car. Yet everyday transport choices for local journeys especially are influenced by factors such as the volume and speed of traffic. These have an impact on people's willingness and ability to walk and cycle for short distances because of concerns over road safety and the quality of the walking and cycling experience.
- 2 The Connecting Leeds Transport Strategy envisages the creation of safer residential streets and neighbourhoods which would allow walking and cycling to be the mode of choice for short local journeys. The first examples of these are being delivered with the help of the funding from the Central Government under the auspices of the Active Travel Fund, secured by Leeds City Council through a competitive bidding process. An active trial is currently underway in the area just south of Potternewton Lane and west of Chapeltown Road, delivered through the Emergency Active Travel Fund.
- 3 As part of the Tranche 2 of the Active Travel Fund, Leeds City Council put together a proposal comprising further measures to deliver safer residential streets in Chapel Allerton and tackle

through traffic and speeding that negatively impact on the residential area and reduce its active travel potential. These are illustrated in Appendix 2.

4 Closing the entry to the southern section of Wensley Drive off Scott Hall Road to motor vehicles was identified by local ward members and other stakeholders as a potential measure that would contribute to delivering such objectives. The street is the only through road in the residential area between Stainbeck Lane and Scott Hall Road and has historically been used as a shortcut and a way of avoiding traffic congestion, particularly in the morning peak. It is also an access point to the St Matthew's C of E primary school and a nursery.

What impact will this proposal have?

- 5 In terms of traffic flow, the measure will help prevent this residential street from being used as a route to avoid congestion and put vehicles back on the distributor routes. 'Before' traffic counts have been undertaken on Wensley Drive, Scott Hall Road and Henconner Lane to monitor the effectiveness of the scheme and the impact of the restriction on the surrounding network of distributor roads. These were compared to historic data from traffic counts undertaken in previous years see Appendix 3 for further details. Queue length counts were also undertaken.
- 6 The data shows both that traffic levels on Scott Hall Road and the number of vehicles using Wensely Drive to avoid congestion dropped, and there was no correlation between the number of vehicles before and after the junction and the number of vehicles recoded on Wensley Drive. It is therefore expected that the proposed 'no entry except for cyclists' restriction will not have a severe impact on the congestion on Scott Hall Road. Further counts and surveys will be done post implementation. Introducing the restriction via an experimental order will further ensure that the impacts are monitored and confirmed before any change is made permanent.
- 7 The immediate positive effects of the proposed restriction will be an improvement in the onstreet environment for residents of Wensley Drive and improved walking access to a local school (St Matthew's). By preventing the entry of traffic, the proposed measure has the potential to have a positive impact on the whole 'corridor' of residential streets used as a shortcut by through traffic seeking to avoid the effects of congestion or the delays at junction(s). This comprises Wensley Drive, Henconner Lane and, until recently, Blake Grove – the latter now closed to through traffic by the Experimental Traffic Regulation Order associated with the Chapeltown Active Travel Neighbourhood. Henconner Lane in particular stands to benefit from any traffic reduction resulting from this scheme– this popular route to school has virtually no footway facilities. In the last five years there were three road traffic collisions on this corridor, one involving a child.
- 8 The measure will in effect produce another neighbourhood free of through traffic that will complement the Chapeltown Active Travel Neighbourhood to the south and the Methleys Home Zone, creating a network of residential streets with consistently low levels of traffic, similar to Manchester's BeeLines network.
- 9 The introduction of the 'no entry except for cyclists' restriction is consistent with the proposals being developed elsewhere in the area in response to longstanding concerns over the levels and speeds of through traffic using residential streets as a shortcut. This will help address any concerns over differential treatment of neighbouring areas facing similar problems and form part of an area wide approach to traffic management.
- 10 Reducing the levels of traffic along the St Martin's Road/ Henconner Lane/ Wensley Drive corridor will help create an active travel corridor linking Chapeltown with both primary and secondary schools and creating a viable alternative to using main roads when walking or

cycling. This will have particularly beneficial effect on children travelling to school and being able to do so independently, and on residents without regular access to a car.

How does this proposal impact the three pillars of the Best City Ambition?

 \boxtimes Health and Wellbeing \boxtimes Inclusive Growth \boxtimes Zero Carbon

- 11 Cutting the amount of through traffic in residential areas will contribute to delivering a safe and welcoming city for people of all ages and from all communities. Children are disproportionally affected by the effects of air pollution in terms of their physical and mental development and wellbeing. As part of the Child Friendly Leeds vision, children told us that they wished to be able to travel independently and improving the walking and cycling environment on residential streets that are also routes to school and link adjacent neighbourhoods is going to help to achieve this ambition.
- 12 There will also be an impact on the quality of life of residents of Wensley Drive though reduced levels of traffic. Research shows that residents of streets with less traffic have more local connections and know their neighbours better, resulting in greater local support networks, better sense of place and belonging and consequently a better sense of wellbeing.
- 13 Enabling more local walking and cycling journeys will also help achieve a Zero Carbon emissions target. Reducing car reliance and providing better opportunities for walking and cycling, especially when accessing education, will help achieve more equal access for everyone.

What consultation and engagement has taken place?

Wards affected: Chapel Allerton			
Have ward members been consulted?	⊠ Yes	□ No	

- 14 The 'no entry' restriction is being proposed as the result of longstanding ambition by residents and ward members to prevent the street from being used as an alternative route for the A61 Scott Hall Road/ Stainbeck Lane. Ward members are actively supporting the measure.
- 15 Two rounds of consultations on the proposed intervention were undertaken one by ward members in 2018 and one by Transport Strategy and Connecting Leeds in 2021. The first round of engagement led by ward members asked a number of questions around issues with through traffic and potential interventions. The second round consulted specifically on the closure of the entry to Wensley Drive from Scott Hall Road on trial basis.
- 16 The consultations showed a broad support for the measure; with just 4 respondents actively disagreeing with the proposed trial. The ward members are championing the introduction of the restriction.
- 17 Emergency services and refuse collection have been consulted prior to the trial and have not raised any concerns over the proposed restriction.

What are the resource implications?

18 This is a simple scheme consisting of a 'No Entry except for cyclists' ETRO, signed and enforced by temporary measures that would reduce the width of the junction (planters across the entry part). The main implications are for staff time, with a level of resource already committed through consultations and engagement and monitoring. The costs of the ETRO and the physical measures (planters) will be met from the Active Travel Fund allocation from the central government, secured by Leeds City Council and the West Yorkshire Combined Authority in a competitive bidding process.

19 Staff time will also be required to draft and advertise the ETRO, to deliver and place the planters in situ and to undertake further traffic counts and public engagement during the trial phase. Transport Strategy will be working with colleagues in Parks and Countryside and Highways maintenance on the delivery and placement of planters, with Traffic Engineering on the drafting of the ERTO and provision of signage and with the Projects team on monitoring and evaluation.

What are the key risks and how are they being managed?

- 20 The two key risks are negative feedback / objections to the ETRO from residents and an increase in the queue length at the Stainbeck Lane roundabout on Scott Hall Road.
- 21 The scheme is being introduced on trial basis and post implementation traffic counts will be undertaken to both understand the impact the scheme will be having on the roundabout and also its effectiveness in reducing the levels of through traffic on Henconner Lane. Following the trial, the scheme can be amended, extended or withdrawn, depending on its impacts. The use of temporary measures means that the changes can be implemented quickly, with minimal resource implication and little reputational damage. Further, the risk of objections and negative feedback has been partially mitigated to this point through the previous consultations referenced above.

What are the legal implications?

- 22 The report is not eligible for call-in, as it is not a key decision.
- 23 An experimental order is like a permanent traffic regulation order in that it is a legal document which imposes traffic and parking restrictions such as road closures, controlled parking and other parking regulations indicated by double or single yellow line etc. The Experimental Traffic Order can also be used to change the way existing restrictions function. An Experimental Traffic Order is made under Sections 9 and 10 of the Road Traffic Regulation Act 1984 and Sections 22 & 23 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 24 An experimental order can only stay in force for a maximum of 18 months while the effects are monitored and assessed. Changes can only be made to the order during the first six months of the experimental period to any of the restrictions if necessary, subject to the Chief Officer (Highways and Transportation) approval. If the experimental order is changed again, then objections may be made within six months of the day that the experimental order is changed. In the period 6 to 12 months of the said order, the scheme should be monitored throughout this period.
- 25 Changes to the legal order on site cannot be made until the Chief Officer (Highway and Transportation) has approved the amendments and until Legal Service has amended the originally advertised order.
- 26 The Council cannot make any further changes to the restriction as part of the experimental order after 12 months from the date the order originally came into effect. The last 6 months of the 18-month experimental period is to compile feedback, review, and analysis the outcome of the experiment to bring forward a recommendation that the order to continue (or not) with the changes brought in by the experimental order on a permanent basis. The final evaluation report should be presented to the Chief Officer (Highways and Transportation) within 3 months of the

end 18-month period. This is to ensure that the legislative procedure is maintained and that the making and sealing of the legal order is completed within the 18-month period. If the experimental order is not sealed before the end of the 18-month period, then all road signs and markings have to be reverted back to their original state and the experimental order removed in its entirety.

Options, timescales and measuring success

What other options were considered?

- 27 There are three options on how to respond to residents' concerns over the use of Wensley Drive as an alternative to staying on the distributor network: to 'do nothing', to introduce a prohibition of entry (with a possible option of creating a one-way street) and to introduce a full modal filter. These options were initially put forward to residents by the ward members in 2018.
- 28 A 'do nothing' option is no longer sustainable as it would be inconsistent with the wider treatment for residential streets being co-designed or trialled in the ward and would be missing an opportunity to implement measures advocated in the Connecting Leeds Transport Strategy.
- 29 A 'do maximum' option of installing a full modal filter at the junction of Wensley Drive and Scott Hall Road was deemed disproportional and not favoured by local residents in the initial engagement carried out by the local ward members.
- 30 It is expected that a prohibition of entry to motor vehicles will adequately address the concerns over the volumes of traffic using this residential street as it will prevent the left turn off Scott Hall Road, which is the predominant movement for traffic entering the street. This will remove the incentive of using the street to avoid congestion. Maintaining two-way movement along the street will ensure that cyclists can continue to enter the street and use it in both directions and will reduce the onus on local residents. The placement of planters will help ensure that the restriction is self-enforcing, reducing the need for police enforcement. A lesser restriction, such as 'access only' is unlikely to be an effective deterrent and will not be enforceable.
- 31 A permanent scheme was also considered but internal consultations have highlighted the need to monitor and understand the impact of the prohibition on both the levels of traffic on Wensley Drive and the wider corridor (Henconner Lane in particular) and the junction of Scott Hall Road and Stainbeck Lane.

How will success be measured?

32 The introduction of the 'no entry' restriction through a trial will allow the scheme to be tested in practice before a permanent restriction is introduced. Follow up traffic counts will be carried out on Scott Hall Road, Wensley Drive and Henconner Lane to help determine the impact of the scheme on traffic levels. A residents' survey will be carried out during the trial to help assess the success of the scheme.

What is the timetable and who will be responsible for implementation?

33 The trial would commence towards the end of 2022 and run for the minimum of 6 and the maximum of 18 months.

Appendices

34 Context Map

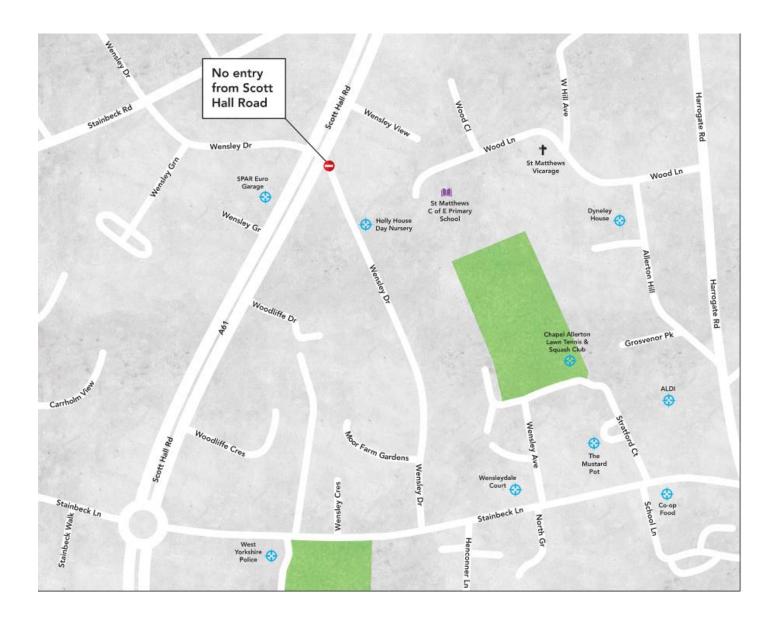
35 Traffic surveys and indicative impacts

36 EDCI screening

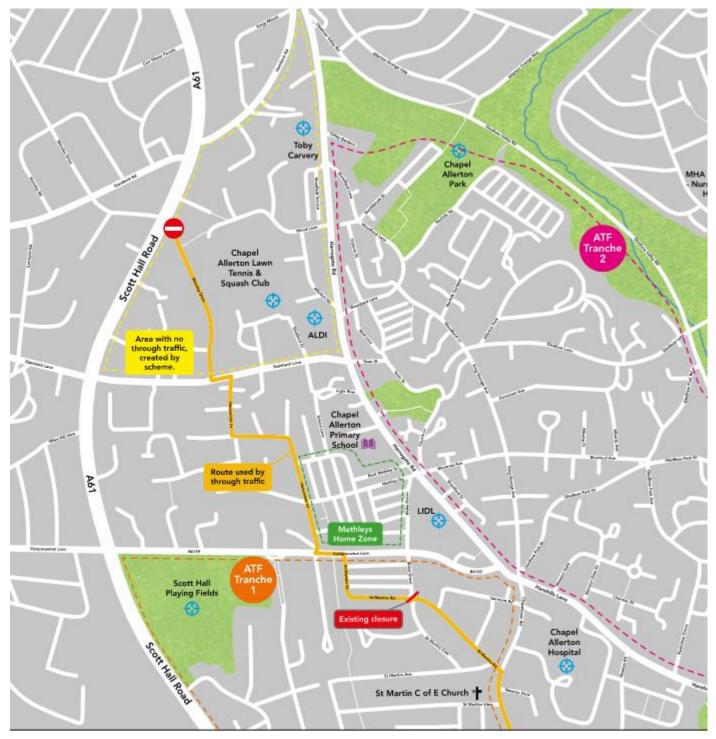
Background papers

37 None.

Appendix 1 – Proposed intervention



Appendix 2 – Context map



Appendix 3 – Traffic monitoring report

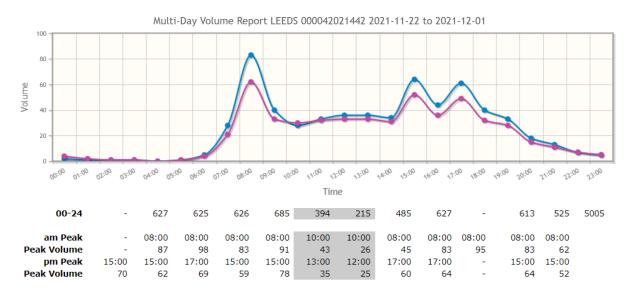
Wensley Drive

Highlights

- Average Daily Total number of vehicles on Wensley Drive fell by 226 vehicles in 2021 (consistent with Henconner Lane figure).
- The number of vehicles using Wensley Drive fell from 180 to around 80 in the am peak
- There are fewer vehicles recorded on Scott Hall Road (southbound) on the approach to the Steinbeck Lane Roundabout after Wensley Drive junction; the numbers vary from -10 to -101 (i.e. between 10 fewer cars and 101 fewer cars) – there seems to be no correlation with the number of vehicles using Wensley Drive though.

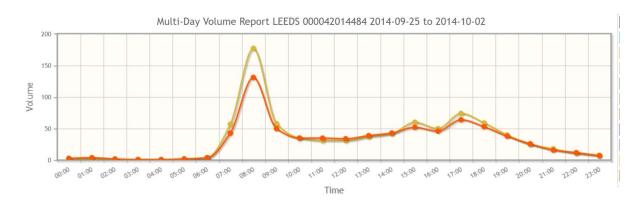
The pattern has changed from a pronounced am peak to one that reflects a smaller am peak, a school pick up and pm peak – a more even distribution of traffic using this street.

The queue on the A61 southbound approach to the roundabout peaks at 9am at 49 vehicles.



2021 data

2014 comparison



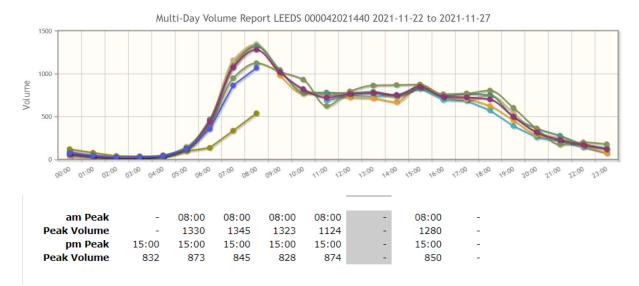
ADT – 524

am Peak	-	08:00		11:00		08:00			08:00	
Peak Volume	-	108	51	44	189	189	202	198	177	131
pm Peak	17:00	17:00	13:00	14:00	17:00	17:00	17:00	17:00	17:00	17:00
Peak Volume	81	67	50	45	75	86	64	68	74	64

ADT – 745

Scotthall Road inbound

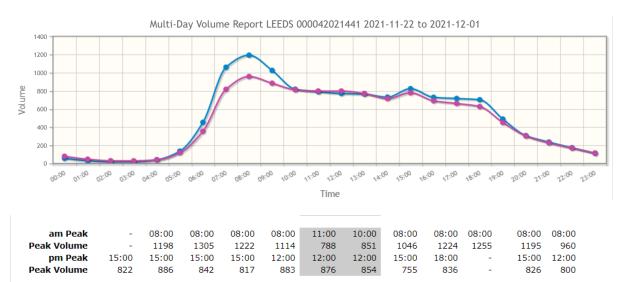
Site 1 (before Wensley Drive)



ADT 9540

Peak 1323

Site 2 (after Wensley Drive)



ADT 11356

Comparison

Tuesday 23rd Nov – Before junction: 1330 ; after junction: 1198; difference -132

Vehicles recorded on Wensley Drive - 87

Wednesday 24th Nov – Before junction: 1345 ; after junction: 1305; difference -40

Vehicles recorded on Wensley Drive - 98

Friday 26th November — Before junction: 1124 ; after junction: 1114; difference -10 Vehicles recorded on Wensley Drive – 91

A61 Scott Hall Road S/B approach to Stainbeck Lane R'bout

Queue Length Monitoring

Tuesday 30th November 2021

Time	No of Vehicles
07:00:00	0
07:05:00	1
07:10:00	2
07:15:00	3
07:20:00	2
07:25:00	1
07:30:00	0
07:35:00	1
07:40:00	2
07:45:00	2
07:50:00	7
07:55:00	5
08:00:00	15
08:05:00	8
08:10:00	0
08:15:00	20
08:20:00	1
08:25:00	15
08:30:00	20
08:35:00	1
08:40:00	4
08:45:00	4
08:50:00	20
08:55:00	38
09:00:00	49

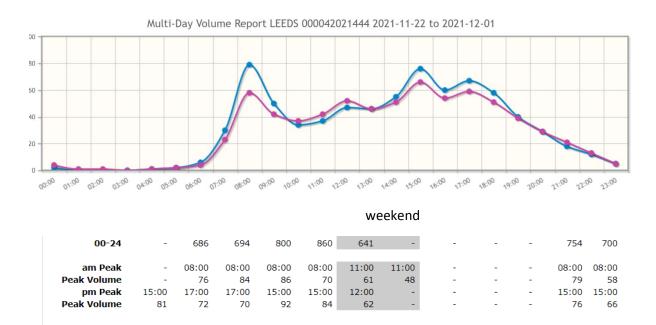
Henconner Lane

A count was undertaken for all sites in November 2021, the volumes are then compared with historic available traffic data.

Highlights:

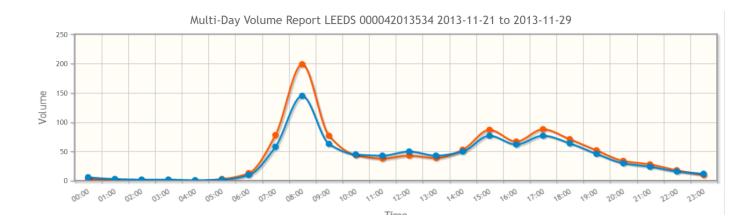
- The average number of vehicles in the morning peak fell from 200 to 80.
- There is a more pronounced afternoon peak, but volumes are still below 2013 levels
- On average, there are 242 fewer vehicles per day using Henconner Lane.

2021



ADT - 695

2013 comparison:



weekend

00-24	-	1008	705	549	950	1129	1095	1120	-	1050	929	7432
am Peak	-	08:00	11:00	10:00	08:00	08:00	08:00	08:00	-	08:00	08:00	
Peak Volume	-	146	71	50	162	265	238	218	-	199	145	
pm Peak	-	15:00	12:00	13:00	17:00	15:00	17:00	17:00	-	17:00	17:00	
Peak Volume	-	94	80	60	91	94	81	113	-	88	77	

ADT - 937

Equality, Diversity, Cohesion and

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As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being or has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Highways and Transportation
Lead person: Kasia Speakman	Contact number: 87533

1. Title: Experimental Traffic	1. Title: Experimental Traffic Regulation Order – Wensley Drive				
Is this a:					
trategy / Policy	Se / Function	Other			
If other, please specify					

2. Please provide a brief description of what you are screening				
It is proposed to introduce a 'no entry' restriction at the junction of Wensely Drive and Scott Hall				
Road. This means that motor vehicles will no longer be able to enter Wensley Drive from Scott Hall				
Road. The street will remain fully permeable for pedestrians, cyclists and people using mobility aids.				

The restriction is being proposed in response to residents	' concerns over the volume and speed of
traffic.	

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	Х	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		Х
Could the proposal affect our workforce or employment practices?		Х
 Does the proposal involve or will it have an impact on Eliminating unlawful discrimination, victimisation and harassment Advancing equality of opportunity 	х	
 Fostering good relations 		

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to section 4.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5.**

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The restriction is being proposed to address longstanding concerns of residents of Wensley Drive who feel that the level of though traffic on their street impacts on their quality of life and their ability to use the street. The restriction will have the greatest impact on these residents, both in terms of benefits and disbenefits. The disbenefits will involve slightly longer journeys by car. The benefits are less traffic, less noise pollution and improved environment for walking and cycling.

Two rounds of consultations were undertaken with residents of Wensley Drive, one was to identify the preferred solution and the other to consult on the proposed restriction.

Key findings

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Although all properties on Wensley Drive received a written communication on the proposed restriction no specific issues or differential impacts have been identified during the consultations. The restriction was temporarily in operation in previous years during essential utilities works and again during the Jubilee week and no specific issues were identified. The analysis below is therefore more about potential than predicted impacts.

Negative impacts

- <u>A slight increase in journey length and journey time</u>. This may negatively impact on women as they are more likely to 'trip chain' and juggle the journey to school and the journey to work. However, women are less likely to drive than men, or use the car for a journey to work. The school travel data shows that the majority of the pupils do not travel to school by car, and the restriction will only affect parents dropping children off by car from the area located north west of Scott Hall Road. Therefore it is thought that this impact will be minimal.
- <u>Potential for an increase in air pollution due to more stationary traffic.</u> This would have a disproportionate impact on older people and children, with air pollution impacting on lung function, likelihood of developing asthma, mental health and mental abilities.

Positive impacts

- <u>Improved environment for walking and cycling</u>. This would impact positively all those for whom traffic is a barrier older people, disabled people, children and women. The main benefit is around enabling more active and independent travel. Currently more than 50 % of pupils in the St Matthiew's C of E school travel to school without a car; if more children can travel independently and safely due to reduction in traffic levels this will have a beneficial impact on their independence and health (reducing risk of obesity and resulting health conditions), but will also benefit women who are disproportionally tasked with the school run.
- <u>Reduction in traffic and noise levels along Wensley Drive</u>, with benefits potentially extending to Henconner Lane. The reduction in traffic related noise will benefit neurodiverse group of disabled people.

Actions

(think about how you will promote positive impact and remove/ reduce negative impact)

The team have worked with the School Travel Team on assessing the impact of the proposed on entry on journeys to school and will continue to work with them on promoting sustainable and active travel to school children and parents.

We have undertaken traffic counts and queue length monitoring on Scott Hall Road and Wensley Drive. The results show that there is no correlation between the number of vehicles on Wensley Drive at peak times and the length of queue on Scott Hall Road on the approach to the roundabout therefore impacts associated with an increase in air pollution due to the restriction are very unlikely. These are also likely to be offset by modal shift both due to the reduction in traffic on Wensley Drive and hopefully the wider corridor and forthcoming improvements to public transport and cycling infrastructure on Harrogate Road and Scott Hall Road.

The proposed restriction is introduced using an Experimental Traffic Regulation Order which will allow the effects to be monitored and assessed before the decision is taken to retain or remove the restriction. A live trial will allow us to fully identify any additional impacts before that decision is taken.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment .						
Date to scope and plan your impact assessment:						
Date to complete your impact assessment						
Lead person for your impact assessment						
(Include name and job title)						

Please state here who has approved the actions and outcomes of the screening				
Name	Job title	Date		
Date screening completed	25/08/22			

7. Publishing	
Though all key decisions are required to give due regard to equality the council only publishes those	
related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision.	
A copy of this equality screening should be attached as an appendix to the decision making report:	
Governance Services will publish those relating to Executive Board and Full Council.	
• The appropriate directorate will publish those relating to Delegated Decisions and Significant	
Operational Decisions.	
• A copy of all other equality screenings that are not to be published should be sent to	
equalityteam@leeds.gov.uk for record.	
Complete the appropriate section below with the date the report and attached screening was sent:	
For Executive Board or Full Council – sent to Governance	Date sent:
Services	
For Delegated Decisions or Significant Operational Decisions	Date sent:
– sent to appropriate Directorate	
All other decisions – sent to <u>equalityteam@leeds.gov.uk</u>	Date sent: