

# Motorcycle/PTW access to bus lanes on the A65 corridor – Trial Evaluation

Date: 01/11/2023

Report of: Principal Transport Planner

Report to: Chief Officer of Highways and transportation

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

Leeds City council as a Highway Authority maintains extensive bus priority measures such as bus lanes across the city. These bus lanes are generally also open to other modes of sustainable transport. In Leeds historically cyclists, taxis, and emergency service vehicles have had access to Bus Lanes. A trial on the A65 Corridor through Kirkstall has been ongoing since July 2022, to evaluate a possible change in policy to permit motorcycles to also access bus lanes. Findings of the trial to date and a recommendation to make the trial permanent are outlined in this report. Regard is given to the Department for Transport's 2nd October 2023 policy paper "the plan for drivers" that referenced the issue of motorcycles in bus lanes.

## Recommendations

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

- a) Note the contents of this report;
- b) Approve the continuation of motorcycle access to bus lanes on the A65 as a permanent measure.
- c) Consider and overrule the objections that have been received in the course of advertising the Leeds City Council (TRAFFIC REGULATION) (MOVEMENT RESTRICTION) (NO.16) ORDER 2022 (EXPERIMENTAL) A65 KIRKSTALL & LITTLE LONDON & WOODHOUSE MODIFICATION OF EXPERIMENT BUS, TAXI, MOTORCYCLE, & PEDAL CYCLE LANES (WITH FLOW) Experimental Traffic Order ("the ETRO").
- d) Instruct the City Solicitor to make, seal and advertise the ETRO in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 Approve making the Experimental Traffic Order permanent.
- e) Note the inclusion in Government's 'Plan for Drivers' of a purported commitment to hold a consultation on making motorcycle access to bus lanes the default position across the country.
- f) Note that a decision on further roll out of motorcycle access to bus lanes in Leeds, will likely be best taken in conjunction with the Combined Authority as the Transport Authority, and by regard to the commitment in 'Plan for Drivers', if it materialises.
- g) Note the results of the trial will be reported back to the West Yorkshire Combined Authority.

- h) Request the relevant engineer to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

### **What is this report about?**

- 1 Motorcycles have not previously been permitted in bus lanes in Leeds and historically have not been throughout West Yorkshire. The West Yorkshire Combined Authority (WYCA) on 3rd August 2017 published their '2040 Transport Strategy' and pledged, where possible, to a phased roll out of motorcycle access to bus lanes. The Motorcycle Action Group (MAG) have a longstanding ambition for motorcyclists to be permitted in bus lanes throughout the Leeds district.
- 2 The issue of access for motorcyclists was considered extensively by officers and by the 'Infrastructure, Investment & Inclusive Growth' scrutiny board (details of these meetings are given in the Highways Board report of 12 January 2022 that authorised the trial). After this it was decided to trial a change of policy on the A65 bus lane corridor, as it has characteristics that make it the most favourable location for a trial. The scheme was authorised by the chief officer at Highways Board on the 12<sup>th</sup> of January 2022. The trial commenced on the Friday 29<sup>th</sup> of July 2022 and has been advertised as lasting at least 12 months till Friday the 28<sup>th</sup> of July 2023.
- 3 The trial was given authorisation by an Experimental Traffic Order (ETRO), a type of traffic order designed to allow highway authorities to trial schemes, to evaluate their impacts. ETROs can be made permanent if a highway authority considers a trial to have been effective.
- 4 A decision now needs to be taken; to make the trial on the A65 permanent, or to revoke the order. This report based on the evidence from the evaluation recommends the ETRO is made permanent to ensure motorcyclists retain access to the bus lanes on the A65 corridor.
- 5 The report summarises the monitoring and evaluation that has been undertaken to allow the impact of the trial on motorcyclists, and on other road users and groups, to be reviewed.
- 6 The evaluation overall shows the concerns that were expressed prior to the trial have not materialised to date to any significant degree. On the other hand, motorcycling has increased significantly on the A65 corridor, indicating the trial has potentially successfully promoted motorcycling on the corridor.
- 7 The monitoring and evaluation that has been analysed followed the plan as set out at section 14 of the report to Highways Board on the 12<sup>th</sup> of January 2022. This comprised five main elements comparing before the scheme to with the scheme in place; the level of use of the A65 by motorcyclists, the collision record, the speed of motorcyclists, possible delays to buses, and impacts on other vulnerable road users such as cyclists.
- 8 Full details are provided in the appendix, but key learnings are summarised under the five headings below:

#### Usage of the trial

The usage of the scheme was surveyed in late March 2022 and again 12 months later in 2023. The week chosen was after the clocks had changed forwards, ensuring that the survey period of 7am to 7pm was during hours of daylight. It was likely to both capture the seasonal increase in motorcycling after the end of winter conditions and by taking place after the scheme had already been in place for 8 months, was considered to allow for awareness of the trial to have built up.

The average usage per day has increased significantly after the scheme has been implemented. A 59% increase in motorcycling on the A65 averaged across all the count sites has been observed. The number of motorcyclists using the corridor rose from an average of 115 a day in 2022 to 182 in 2023. This includes all motorcyclists regardless of whether they were recorded as using the traffic lane or the bus lane.

A large increase was seen in the proportion of motorcyclists choosing to use the bus lane instead of the general traffic lane. This went from an average of 4% of motorcyclists using the bus lane (i.e., in contravention) prior to the scheme in 2022, to 30% using the bus lane (i.e., legally) with the trial in place in 2023.

Looking at more specific time periods and sections of the A65, where congestion in the general traffic lane would make use of the bus lane more attractive to motorcyclists, we see a much higher proportion of motorcyclists using the bus lane. For instance, at the count site east of Kirkstall Lights, that can suffer from heavy congestion in the morning peak, between 8am and 9am, an average of 60% of motorcyclists were using the bus lane.

Overall whilst it is not directly possible to attribute all of the 59% increase to the trial, it is an encouraging result and indicates the trial has encouraged greater levels of motorcycling on the corridor.

### Collisions

Collision monitoring and analysis shows that during the duration of the trial no collisions involving motorcyclists have been recorded.

This result is encouraging but as collision trends are normally evaluated over 5-year periods the strength of conclusions that can be drawn has limitations, until a longer time has elapsed.

### Speeds before and during the trial

The mean speed, the 85<sup>th</sup> percentile speed, and the proportion travelling over the ACPO speed limit guidelines, were analysed for the 5 discrete sections of the A65 Bus Lanes.

The overall finding was a trend of a slight increase in the speed of motorcyclists after the implementation of the scheme. The mean speed across all sites went from 21.6 mph to 23.5 mph, the 85<sup>th</sup> percentile speed went from 32.2 to 33.1 mph, and the Proportions over the ACPO guidelines went from 6.0% to 7.1%.

The ACPO guidelines represent the level of excess speed at which West Yorkshire police would consider undertaking enforcement. The section of the A65 where the proportion of motorcyclists breaching this limit was highest, was the westbound section of Kirkstall Road (between the IRR and Viaduct Road). Here in 2022 the level was 10.2% and increased to 15.2% in 2023. To put this figure into more context, the levels for car drivers at this site were 22.9% in 2022 and 19.4% in 2023. The nature of this section, where the Kirkstall Road presents to drivers or riders joining, as a 6-lane dual carriageway after exiting the Inner Ring Road, is likely to be the primary factor for the lack of speed compliance.

Nevertheless, the levels of excess speed found here by both motorcyclists and car drivers is a concern and shows that the safe speeds pillar of the Vision Zero strategy will require ongoing action to achieve safer roads.

## Delays to Buses

Bus Journey times were analysed over the 5 discrete sections of bus lanes on the A65 and showed only very minor differences before and after the scheme.

Only Commercial Road inbound shows a slight worsening in performance, although any delay is very unlikely to be attributable to motorcyclists. In 2023, as passenger numbers have increased relative to 2022, the most likely cause of a slight lengthening in journey time is increased dwell time at stops for extra passengers to board or alight.

First Bus has in response to our engagement, reported that they have not seen any adverse impacts on bus operations from the trial.

## Impacts on cyclists

To investigate impacts on cycling a survey was undertaken that intercepted cyclists whilst they were riding along the A65, to discover their lived experiences of using the route and interactions with different types of vehicles. The survey managed to interview 49 cyclists giving a broad sample of experiences.

Overall, the results show that sharing a bus lane with motorcyclists has not caused any discomfort to the experiences of cyclists, as no cyclists reported recalling any experiences of having a negative interaction with a motorcyclist. On the other hand, cyclists who did have negative experiences, primarily reported that the types of vehicles causing discomfort were either Cars, Private Hires vehicles, or Hackney Carriages. From the more in-depth comments given, it was found that it is these vehicles making turning movements across bus lanes cutting across the path of cyclists, that is the primary cause of these negative experiences.

This seems to show that cyclists experience of using bus lanes is negatively affected primarily by vehicles, that are only using allowed to use the bus lane in the exceptional case of turning movements, and that overall conflicts of cyclists with vehicles that are allowed to use the bus lane are a less serious issue.

## **What impact will this proposal have?**

- 9 Making the trial permanent will have the effect of continuing to contribute to the promotion of motorcycling as a mode of transport in Leeds, as the trial to date has seen a 59% increase in motorcycling on the corridor.
- 10 By making the scheme permanent it will give more certainty to motorcyclists and other road users as to the status and legitimacy of motorcyclist's use of the bus lanes on the A65.
- 11 The positive impacts of motorcycling as a mode of transport are the lower carbon emissions versus the private car and the more efficient use of road space that can lower congestion.
- 12 As noted in section 8, a small increase in the speed of motorcyclists using the A65 has been observed which is a concern but is not considered to outweigh the benefits the trial has brought forward overall.

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

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 13 The policy has potential to support our Vision Zero goal that aims to eliminate collisions resulting in Fatalities or Serious injuries (Killed or Seriously Injured - KSIs) on our roads.

However as only a very small percentage of motorcycle KSIs occur in bus lanes, allowing the use of bus lanes will realistically only play a small part of the overall work needed, to address the highly disproportionate casualty rate suffered by motorcyclists.

- 14 Motorcycles particularly Mopeds can offer a lower value alternative to the costs of owning a car. Likewise electric Mopeds offer a significantly more affordable zero carbon choice than the cost of an electric car. The scheme can benefit inclusive growth by providing residents increased travel choices for journeys to work or education through making motorcycling a more convenient and potentially safer option by allowing their use in bus lanes.
- 15 Some reduction in carbon emitted by travel in Leeds could occur if motorcycle journeys have or will replace private car journeys. The monitoring whilst showing a positive 59% increase in motorcycling, did not track if this increase was from other modes, or if it was a result of motorcyclists making more journeys and/or choosing different routes, therefore we cannot establish direct causation.

### What consultation and engagement has taken place?

Wards affected: Kirkstall and Little London & Woodhouse

Have ward members been consulted?       Yes       No

- 16 A Communications package supported the roll out of the trial to maximise awareness amongst motorcyclists, other road users and local residents. This consisted of a dedicated webpage, press releases, social media posts and working with the Motorcycle Action Group (Leeds Branch) for them to further increase awareness. Letters were sent to residents who live either on the A65 or side roads that join the A65 to raise awareness locally. Leaflets about the scheme were delivered to motorcycle focused businesses across Leeds.
- 17 A range of stakeholders many of whom had already been engaged with prior to the scheme, were engaged with to see, having experienced the trial, what their experience of seeing the scheme in place has been.
- 18 Ward Members: Ward Members in the two wards effected were asked for their feedback.
- 19 No response was received from Little London & Woodhouse Ward Members.
- 20 Kirkstall ward members reported that they had seen no negative impacts and were pleased the monitoring seemed to show the trial had worked well.
- 21 Motorcycle Action Group: Strongly support making the trial permanent.
- 22 Bus Operators: A meeting was held with First Bus to get their feedback and see if any issues had arisen from the trial. They reported no issues and confirmed they had cascaded information relating to the trial to their drivers for them to be aware of the presence of motorcyclists in the bus lanes.
- 23 Taxis: A Hackney Carriage Trade body indicated they would prefer to make comment on the trial once 6 months had elapsed, so it was possible for them to comment from an informed position. No response was received from the body.
- 24 Access Group: The Leeds AUAG were invited to provide comment, but none was received.
- 25 Cyclists: As noted at section 8 a survey was conducted with cyclists who use the A65, this found no negative experiences had arisen from the trial.
- 26 Representations were made to the Experimental Traffic Order as follows. 34 responses were received in support and 7 objections were received to the order. Fuller details are given in Appendix B.

### **What are the resource implications?**

27 Making the trial permanent does not occur any extra cost beyond those approved in the report of 12th of January 2022, that approved the trial.

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

28 If the scheme was not made permanent within the timescale in which this option is legally available, there would be a risk that extra cost would be incurred if a new traffic regulation order was needed.

29 This risk is being managed through dialogue with internal teams to ensure resource is available to action the making permanent of the scheme.

### **What are the legal implications?**

30 This report is not eligible for Call-In, as it does not require a decision to be made on the spending of LCC funds.

31 The recommendations set out in this report require the decision maker to consider the objections received during the statutory consultation period before considering whether the Order may be made in accordance with regulation 13 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

32 No claims for compensation can be made under the Land Compensation Act 1973 where a highway is not being reconstructed, extended or altered, this is the case with this scheme

## **Options, timescales and measuring success**

### **What other options were considered?**

33 The other option considered was to discontinue the allowance of motorcycle access to bus lanes. This option was discounted owing to the trial being judged to have been a success against the criteria it has been evaluated against.

### **How will success be measured?**

34 It is not planned to do any specific monitoring and evaluation of the scheme once it becomes a permanent order. As the monitoring and evaluation package used to review the trial was crucial for then making the current decision on continuation. And is suitably comprehensive, that further monitoring and evaluation of the A65 would not be an effective use of council resources.

35 Despite no specific monitoring being planned, success will be able to be inferred from the mode share of motorcycling for journeys into the city centre, that is collected for the yearly modal share survey for the Best City Ambition KPI of 'Increase in city centre travel by sustainable transport'. The best city KPI does not report directly on the modal share of motorcycling, instead reporting on walking, cycling, bus and train trips into the city centre, but the raw data captured includes motorcycles, so will allow comparison of motorcycle trips using the A65 to access the city centre.

36 Success could also be considered as the continuation of the absence of KSIs involving motorcyclists on the A65, that has been achieved for the first 12 months of the trial.

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

37 If it is decided to go ahead with making the scheme permanent, it is intended for the timescale to be immediate to go ahead with making the ETRO a permanent order to continue motorcycle access to bus lanes on the A65.

## Appendices

- Appendix A) Evaluation Report
- Appendix B) Objection Report
- Appendix C) EDCI

## Background papers

- Report to Highways Board seeking authorisation for the trial from January 2022.  
<https://democracy.leeds.gov.uk/documents/s228995/Report%20to%20the%20Chief%20Officer%20Highways%20Transportation.pdf>
- Publicity for the scheme. <https://www.leeds.gov.uk/campaign/motorcycles-in-bus-lanes-trial>

## Appendix A: A65 Powered Two-Wheeler Use of Bus Lanes Trial Evaluation Data

### Summary of criteria evaluated

1. **Usage of the scheme by motorcyclists:** Monitoring the total usage by motorcyclists of the A65 and a breakdown of how many motorcyclists used the bus lane versus the adjacent general traffic lane.
2. **Speed of motorcyclists:** The average speed of motorcycles before and during the trial and the proportion of motorcyclists exceeding the speed limit before and during the trial.
3. **Collisions involving motorcyclists:** Collision statistics are normally viewed as trends over long terms period, often a minimum of 5 years; so, there will be a limit on the strength of trends and conclusions that will be possible to be drawn after the completion of the trial period. 5-year trend vs (12 months or less of trial)
4. **Possible Delays to Buses:** Data is provided showing the average journey time and speed of buses, operating on the A65.
5. **Possible Effects on Cyclists:** Data is provided from surveys undertaken with cyclists to find out about their experiences of cycling in bus lanes on the A65 and interactions with different types of vehicles

### Data and findings

#### 1 Usage of the scheme by motorcyclists

**Table 1** compares the results of before scheme monitoring carried out over 4 days between Monday 29<sup>th</sup> of March 2022 and Thursday 1<sup>st</sup> of April 2022 and post scheme monitoring carried out over 4 days between Monday 27<sup>th</sup> of March 2023 and Thursday 30<sup>th</sup> of March. In both cases monitoring was conducted between the hours of 7am and 7pm.

The table gives totals over the 4 days of monitoring and an average figure per day.

Table 1

Site	Year	No. using Bus Lane	No. using Traffic Lane	Total Motorcycles	% Using Bus Lane	Average per day	Total change 22 to 23
Abbey Road Eastbound	2022	5	46	51	11%	13	86%
Abbey Road Eastbound	2023	21	74	95	28%	24	
Commercial Road Westbound	2022	0	76	76	0%	19	91%
Commercial Road Westbound	2023	35	110	145	32%	36	

Commercial Road Eastbound	2022	3	70	73	4%	18	88%
Commercial Road Eastbound	2023	38	99	137	38%	34	
Kirkstall Road Eastbound	2022	2	118	120	2%	30	48%
Kirkstall Road Eastbound	2023	40	137	177	29%	44	
Kirkstall Road Westbound	2022	6	133	139	5%	35	26%
Kirkstall Road Westbound	2023	33	142	175	23%	44	
Combined all sites	2022	16	443	459	4%	115	59%
Combined all sites	2023	167	562	729	30%	182	

The results show a headline result of a 59% increase in motorcycling on the A65 has been observed. The number of motorcyclists using the corridor rose from an average of 115 a day in 2022 to 182 in 2023.

A large increase was seen in the proportion of motorcyclists choosing to use the bus lane instead of the general traffic lane. Going from 4% of motorcyclists using the bus lane (i.e., in contravention) prior to the scheme in 2022, to 30% using the bus lane (i.e., legally) with the trial in place in 2023.

**Table 2** Summarises the split between motorcyclists using the bus lane or the general traffic lane at Commercial Road Eastbound (towards city centre) in the morning Peak.

This shows that in congested conditions, as are frequently found at this site east of Kirkstall Lights in the AM peak, that motorcyclists use of the bus lane is situational, and that in congested conditions a much higher proportion of motorcyclists actively choose to use the bus lane.

*Table 2*

Time and period of count	Bus Lane	Traffic Lane	% Using Bus Lane
Average per day from 4 days during 8am to 9am	15	10	60%

## 2 Speed of motorcyclists

Speed surveys were carried out concurrently with the usage surveys described above. With a full week's worth of data collected in late March/Early April, for both 2022 and 2023. This data was collected 24 hours a day.

The method used could not classify by lane, so values are an average of all motorcycles travelling on the A65.

The only method that could have broken the results down of using an enumerator with a radar gun to manually perform the data collection, would have been very limited due to the very small sample size of motorcyclists – as can be seen by the average motorcycle per day values from Table 1. This method would not have achieved sufficient data collection for any meaningful analysis to be attempted.

The values shown in **Table 3** are averages of the automatic data collection.

*Table 3*

Site	Speed limit of Road	Year	Mean Speed	Proportions over ACPO guidelines	85 <sup>th</sup> Percentile Speed
Abbey Road (Eastbound)	40mph	2022	24 mph	1.10%	34.1 mph



Abbey Road (Eastbound)	40mph Limit	2023	29.6 mph	1.60%	38.3 mph
Commercial Road both directions	30mph	2022	19.2 mph	2.20%	28.4 mph
Commercial Road both directions	30mph	2023	19.9 mph	4.40%	28.7 mph
Kirkstall Road (Eastbound)	30mph	2022	22.7 mph	10.60%	33.7 mph
Kirkstall Road (Eastbound)	30mph	2023	20 mph	7.30%	29.6 mph
Kirkstall Road Westbound	30mph	2022	20.5 mph	10.20%	32.5 mph
Kirkstall Road Westbound	30mph	2023	24.5 mph	15.50%	35.7 mph
<b>Average across all sites surveyed</b>	<b>30 or 40</b>	<b>2022</b>	<b>21.6 mph</b>	<b>6.00%</b>	<b>32.2 mph</b>
<b>Average across all sites surveyed</b>	<b>30 or 40</b>	<b>2023</b>	<b>23.5 mph</b>	<b>7.10%</b>	<b>33.1 mph</b>

### Commentary

Overall, the comparison presented of the speed of motorcycles before the scheme was implemented on the A65 in 2022 and afterwards in 2023 with the scheme in place, indicates a trend of slightly higher speeds and rates of exceeding the speed limit after the scheme was implemented.

However, because the numbers of motorcyclists were relatively low in 2022 at under 100 per day, this limits the statistical significance of the increases apparent in 2023, as the numbers using the A65 have also significantly increased by 59%.

Kirkstall Road Westbound had the highest proportion of motorcyclists, exceeding the ACPO guidelines for enforcing speeding offences and was the only site in 2023 where the 85<sup>th</sup> percentile speed of motorcyclists was over the ACPO threshold. However, for context the rate of speeding by motorcyclists is less than the comparative rate for car drivers at this site, as demonstrated below:

Mode	Year	Mean Speeds	Proportions over ACPO	85 <sup>th</sup> Percentile Speed
P2W	2022	20.5 mph	10.2%	32.5 mph
P2W	2023	24.5 mph	15.5%	35.7 mph
Car	2022	31.5 mph	22.9%	36.8 mph
Car	2023	31.0 mph	19.4%	36.1 mph

Overall, the conclusion is that no significant increases in speed have occurred with the trial in place.

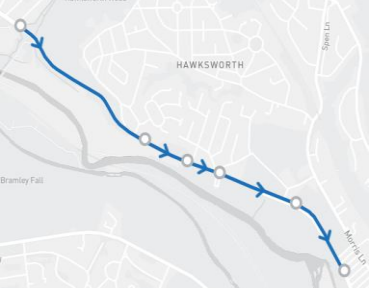
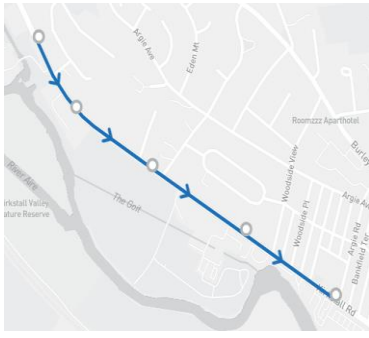
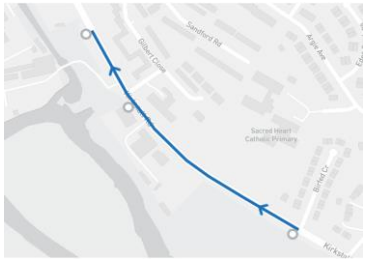
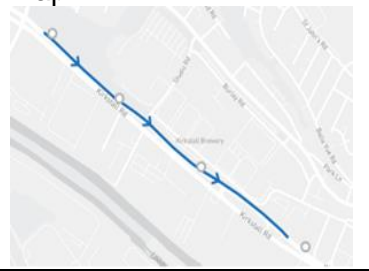
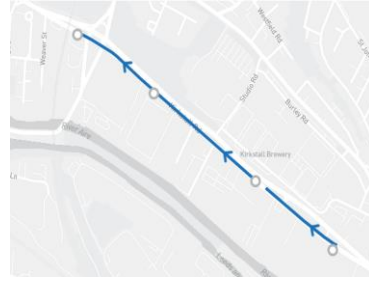
### **3 Collisions**

Collision monitoring and analysis shows that during the duration of the trial no collisions involving motorcyclists have been recorded.

This result is encouraging but as collision trends are normally evaluated over 5-year periods the strength of conclusions that can be drawn has limitations, until a longer time period has elapsed.

## 4 Bus Journey Times

Bus Journey Time Data for before the scheme in 2022 has been compared with the scheme in place in 2023. This data is sourced from Analyse Bus Open Data, a data platform provided to Local Authorities by the DfT. The data was analysed for sections of the A65 that have bus lanes, looking at journey times from the first bus stop before or at the start of a bus lane section, to the first bus stop at the termination of the bus lane section.

Abbey Road Inbound	Metrics		Map of study 
	2022 (Jan 1st to May 31st)	2023 (Jan 1st to May 31st)	
	Average journey time	Average journey time	
	<b>03:58</b>	<b>03:55</b>	
	Average speed	Average speed	
	<b>20mph</b>	<b>20mph</b>	
Commercial Road Inbound	Metrics		Map 
	2022 (Jan 1st to May 31st)	2023 (Jan 1st to May 31st)	
	Average journey time	Average journey time	
	<b>02:22</b>	<b>02:47</b>	
	Average speed	Average speed	
	<b>16mph</b>	<b>14mph</b>	
Commercial Road Outbound	Metrics		Map 
	2022 (Jan 1st to May 31st)	2023 (Jan 1st to May 31st)	
	Average journey time	Average journey time	
	<b>00:49</b>	<b>00:50</b>	
	Average speed	Average speed	
	<b>18mph</b>	<b>18mph</b>	
Kirkstall Road Inbound	Metrics		Map 
	2022 (Jan 1st to May 31st)	2023 (Jan 1st to May 31st)	
	Average journey time	Average journey time	
	<b>01:38</b>	<b>01:42</b>	
	Average speed	Average speed	
	<b>19mph</b>	<b>18mph</b>	
Kirkstall Road Outbound	Metrics		Map 
	2022 (Jan 1st to May 31st)	2023 (Jan 1st to May 31st)	
	Average journey time	Average journey time	
	<b>02:16</b>	<b>02:21</b>	
	Average speed	Average speed	
	<b>16mph</b>	<b>15mph</b>	

## Comments

Bus Journey times have been analysed over the 5 discrete sections of bus lanes, they largely show very minor differences before and after the scheme. Only Commercial Road inbound shows a slight worsening in performance, though any delay is very unlikely to be attributable to motorcyclists. In 2023, as passenger numbers have increased relative to 2022, the most likely cause of a slight lengthening in journey time is increased dwell time at stops for extra passengers to board or alight. First bus has in response to our engagement, reported that they have not seen any adverse impacts on bus operations from the trial.

## **5 Possible Effects on Cyclists**

### Intercept Survey

A survey was carried out by interviewing cyclists using the A65. The survey had a response rate of 49 cyclists, who stopped to answer questions on their experiences, although not all the respondents fully answered all the questions, as some rode off before fully completing the survey.

The survey asked when they had cycled in bus lanes on the A65 before, if they could recall interacting with different types of traffic, e.g., Buses/Taxis/Motorcycles/Emergency Services and other vehicles e.g., private hire or cars.

Cyclists were then asked to evaluate whether interactions they could recall with the different types of vehicles, were typically positive, neutral, or negative.

Can you recall interactions with any of the following vehicle types?	Number of responses	Have these experiences been positive, negative, or neutral?		
		Neutral	Negative	Positive
Motorcycles	1	1	0	0
Buses	7	0	5	2
Cyclists	7	0	3	1
Taxis	9	1	5	3
Private Hire	5	1	4	0
Cars	6	0	5	1
Pedestrians	1	0	1	0
All vehicles	1	0	1	0

A follow up question asked if respondents wanted to expand on their reasons for how they evaluated their experience as a cyclist of interacting with other vehicles in the bus lanes. The themes found in these responses were:

- 5 respondents mentioned issues with turning movements made by cars across the bus lane, causing issues by cutting across the path of cyclists.
- 3 respondents mentioned issues with pedestrians e.g., pedestrians crossing the road unexpectedly.
- 2 respondents mentioned issues with conflict with buses e.g., a bus driver sounding their horn or otherwise seeming to make cyclists feel unwelcome.
- 1 respondent referred to cars and pedestrians as sometimes responding angrily to the presence of cyclists in general.
- 1 respondent referred to 'All Vehicles' as lacking knowledge of bus lane rules and mobile phone use by drivers as a problem.

A final question was asked to gain insight into the level of understanding amongst cyclists, of which vehicles are legally allowed to use bus lanes.

What is your understanding of which vehicles other than buses can legally use the bus lane on the A65 Kirkstall Road?	Number of responses
Unique responses given	
None	1
Cyclists	3
Taxis	11
All vehicles	1
Cyclists and Taxis	1
<b>Motorbikes</b>	<b>1</b>
Taxis and Emergency Vehicles	2
<b>Taxis and Motorcycles</b>	<b>1</b>
Taxis, Cyclists and Emergency Vehicles	1
Emergency Vehicles	1

### Comments and summary

Overall, the results of investigating Leeds cyclists' lived experiences, seems to show that sharing a bus lane with motorcyclists has not caused any discomfort to the experiences of cyclists. The main finding from the more in-depth comments given, that turning movements across bus lanes by cars and other vehicles like private hires is a major concern. This seems to show that cyclists experience of using bus lanes is negatively affected primarily by vehicles that are only using allowed to use the bus lane in the exceptional case of turning movements, and overall that conflicts with vehicles that are allowed to use the bus lane are a less serious issue.

The final question about knowledge of legalities showed good knowledge that taxis are allowed in bus lanes in Leeds and limited knowledge that motorcycles are. This is perhaps to be expected given that all other bus lanes in Leeds are not open to motorcyclists whereas the position on taxi access is more consistent across Leeds.

# Appendix B: ETRO A65 Powered Two-Wheeler Use of Bus Lanes - Objection Report

## APPENDIX B

### SUMMARY OF SUPPORT AND OBJECTIONS TO PROPOSED Experimental Traffic Regulation Order

Leeds City Council (TRAFFIC REGULATION) (MOVEMENT RESTRICTION) (NO.16) ORDER  
2022 (EXPERIMENTAL)

A65 KIRKSTALL & LITTLE LONDON & WOODHOUSE

MODIFICATION OF EXPERIMENT

BUS, TAXI, MOTORCYCLE, & PEDAL CYCLE LANES (WITH FLOW)

SUMMARY OF SUPPORT	HIGHWAY RESPONSE
<p><b>34 comments of Support</b></p> <p>Themes included</p> <ul style="list-style-type: none"> <li>• Being able to use bus lanes makes motorcycling seem safer.</li> <li>• Not needing to filter through traffic makes motorcycling safer</li> <li>• Not needing to filter through traffic makes motorcycling more convenient and saves time</li> <li>• Some writing in support wanted access to all bus lanes in Leeds</li> </ul>	<p>N/A</p>
SUMMARY OF OBJECTION	HIGHWAYS RESPONSE
<p><b>Objection No.1</b></p> <p><b>The Objector states they feel buses will be delayed and that cyclists could be deterred from cycling if they must share a bus lane with motorcyclists.</b></p>	<p><b>Response</b></p> <p>Monitoring has shown no delays to buses, and this has been confirmed by First bus.</p> <p>The concern about cyclists was investigated as part of the monitoring as described in the report. A survey of cyclists found that no cyclists had negative experiences when interacting with motorcyclists and were rather concerned with other types of vehicles.</p>
<p><b>Objection No.2</b></p> <p><b>Concern that the trial will increase road safety risks particularly where the bus lane temporarily ceases across junctions and particularly if motorcycles did not take up appropriate road positions or make suitable observations, when merging back into the general traffic lane.</b></p>	<p><b>Response</b></p> <p>The trial has not resulted in any recorded injury collision having been reported to the Police. Advice has been disseminated to motorcyclists about appropriate positioning and shoulder checks. Good positioning and alertness are a key part of motorcycle safety whatever portion of the road motorcyclists are using.</p>
<p><b>Objection No.3</b></p> <p><b>Concern that the trial would put pedestrians at more risk.</b></p>	<p><b>Response</b></p> <p>No collisions involving motorcyclists and pedestrians have been recorded during the trial. There is little or no reason why use of the bus lane puts pedestrians at greater risk. Motorcyclists have better visibility of their surroundings in a nearside bus lane than if filtering through congested traffic.</p>

<p><b>Objection No.4</b></p> <p><b>Concern that noise pollution for residents will be increased as a result of the scheme and that motorcyclists could impact on the safety of cyclists.</b></p>	<p><b>Response</b></p> <p>As the scheme has not made any physical changes to the highway or changed the highway boundaries it would not be expected for there to be a material difference in noise levels for residents. It is not a requirement for schemes making no (physical) changes to the highway to undertake noise monitoring or mitigation measures.</p> <p>As noted in the monitoring of the trial the numbers of motorcyclists who use the A65 are very low compared to other forms of traffic.</p> <p>The concern about cycling is covered by the responses to objection 1.</p>
<p><b>Objection No.5</b></p> <p><b>Concern that it will be harder for motorists to turn off the A65 into side roads due to the possible presence of motorcyclists in the bus lane.</b></p> <p><b>And concern that safety risks will be increased for pedestrians and cyclists.</b></p>	<p><b>Response</b></p> <p>The trial has not resulted in any recorded injury collision having been reported to the Police.</p> <p>Motorists already should be driving according to the highways code and when making turning movements making appropriate observations and actions. As with cyclists already using the bus lane.</p> <p>See response to objection 1.</p>
<p><b>Objection No.6</b></p> <p><b>Concern that motorcycles use a similar amount of fuel to cars and encouraging their use could be counter to the council's objectives.</b></p> <p><b>Concern that cyclists and buses could be disadvantaged by the trial.</b></p>	<p><b>Response</b></p> <p>The possible reduction in emissions by encouraging a shift to motorcycling, is not a primary factor for evaluating the trial.</p> <p>Evidence does generally suggest the average motorcycle produces less carbon than the average car. And have the benefit of occupying less road space.</p> <p>As noted in the monitoring of the trial the numbers of motorcyclists who use the A65 are very low compared to other forms of traffic.</p>
<p><b>Objection No. 7</b></p> <p><b>Concern over the change to local buses only being allowed in the bus lane.</b></p>	<p><b>Response</b></p> <p>The order has been changed to remove the 'local' clause and to ensure that coaches can use the bus lane.</p> <p>The objector has been informed that this is the case.</p>