

Report for consideration by the Planning and Development Control Committee

**OBJECTION TO GWENDOLEN PROPOSED ONE-WAY STREET RESTRICTIONS
WITH AN EXEMPTION FOR PEDAL CYCLES**

Report of the Director of Planning, Development and Transportation

1. Purpose of Report

- 1.1 To enable the Committee to give their views to the Director of Planning, Development and Transportation to take into account, when considering the recommendations set out in Section 3 of this report.

2. Summary

- 2.1 The City Council have received complaints from residents and local Councillors, regarding safety and traffic movements on Gwendolen Road between East Park Road and Dorothy Road within the City of Leicester. It is proposed to introduce a One-way traffic restriction on this section of Gwendolen Road in a south-easterly direction from East Park Road to Dorothy Road. The road is a narrow, terraced streets, which also accommodates parking on both side of the road both day and night. This has led to issue of driver conflict and vehicular damage. The introduction of a One-way Street restrictions on the affected road, would look to improve safety and help maintain free flow of traffic in this area.
- 2.2 During advertisement of the Traffic Regulation Order (TRO), the council received three letter/emails of support for the proposals. However, two objections were also received against the proposal and also against the introduction of traffic calming features that would support the one-way to try and keep vehicular speeds low. The main objections raised were linked to the potential for causing congestion within the area, the direction of travel of the proposed one-way and they felt there was no requirement for this type of restriction and or traffic calming features in the form of speed cushions. The project officer has spoken to one objector and prior to Covid lockdown met with a group of residents and Councillors about issues along the Gwendolen Road and the surrounding area.
- 2.3 In response to these objections the City Council has tried to resolve the issues raised with the objectors. Following the written communication none of the objections have been withdrawn. Therefore, two unresolved objections remain.
- 2.4 The proposals showing the one-way street restrictions for the Gwendolen Road can be seen on the attached OBJECTORS REPORT PLAN APPENDIX A – LCC/GR/2944/03/090/001 REV 'A'.

3. Recommendations

3.1 It is recommended that:

The members of the committee give their views for the Director of Planning, Development and Transportation to consider, alongside remaining objections to the scheme before reaching a final decision.

4. Background

4.1 The City Council has proposed a One-way Street restriction on a section of Gwendolen Road from East Park Road to Dorothy Road. Complaints had been received from residents, local Councillors, regarding driver conflict and damage to vehicles.

4.2 The Gwendolen Road area is part of a residential area with some light industrial units. The housing stock on the section of road subject to the proposal, is predominantly terraced housing. Vehicles do park on both sides of the road. This results in the carriageway being narrowed and two-way traffic flow is affected. Whilst the majority of drivers try and give way to each other, for larger/wider vehicles (4x4, vans and HGVs), this may not be possible. This leads to the problems raised by the complaints as drivers who fail to give way to each other cause stand offs and congestion. This can escalate the problem to a point of driver conflict. In certain cases, vehicles, including parked vehicles, are damaged when drivers try to squeeze past each other.

4.3 Therefore, to facilitate the safer movement of vehicles along this road and reduce both driver conflict and vehicular damage, the City Council has proposed a One-way traffic flow restriction on this section of Gwendolen Road.

5. Report

5.1 The Gwendolen Road proposal for a one-way restriction was identified for consideration as concerns were raised by the local community and local ward councillors. Consultations and public advertisement of the proposals for the one-way TRO also included details on traffic calming proposals (speed cushions) needed to implement a safer, desirable scheme.

5.2 A total of two objections were received regarding the proposal to introduce one-way restrictions for Gwendolen Road. Following written communication with the objectors to try and resolve their concerns, the project officer has spoken with one of the objectors to discuss the proposals. None, of the objectors withdrew their written objections. Therefore, this leaves two unresolved objections that require consideration.

5.3 Details of the remaining objections (received by e-mail) and the response to it, are provided in APPENDIX B, OBJECTION RECEIVED BY E-MAIL.

6. Conclusion

6.1 The One-way Street proposed TRO for the Gwendolen Road was identified as one of the higher priorities, following a report looking at local ward requests for One-way Streets the annual Local Environmental Works (LEW) Programme.

6.2 The purpose of the proposed TRO is to improve traffic movements and road safety by removing two-way traffic flows (except cycles) on this narrow section of residential street, reducing vehicle damage and conflict between drivers. The proposal would look to remove rat running in a north-westerly direction on Gwendolen Rd (from Dorothy Rd to East Park Rd). This narrow section of Gwendolen Rd created a pinch point that was the final link between Broad Avenue (A6030) and East Park Rd. By introducing a one-way traffic flow, congestion is reduced as the pinch point effect of two-way traffic on a narrow street is eliminated.

- 6.3 All vehicles wanting to access East Park Rd would need to proceed from Gwendolen Rd via Dorothy Rd to Moat Rd. The additional distance travelled, is not seen as an unreasonable distance. Moat Rd is wider than the section of Gwendolen Rd affected by the proposed TRO and Dorothy Rd has parking restrictions during the day that helps maintain traffic flow. As such, the traffic movements should be maintained more freely in this area.
- 6.4 Another concerning issue is driver disputes that end up with drivers not giving way to each other. This leads to standoffs and, in some cases, physical interactions between drivers. These incidents cause congestion not only on Gwendolen Rd but also to traffic movements on East Park Rd. The one-way would eliminate this issue.
- 6.5 To try and ensure safety for all road users against the potential of vehicular speeds increasing with the introduction of a one-way restriction, traffic calming features in the form of speed cushions, along with the carriageway being narrow due to parking on both sides of the road, should help to keep vehicular speeds down. The spacing of the speed cushions will be in line with Government guidance. In the future the council may look to introduce a 20mph zone in this area and these features will support a speed reduction scheme. Residents will be consulted at the appropriate stage.
- 6.6 The Objectors 'A' and 'B', have not withdrawn their objections. As a result, there remains the two unresolved objections for both traffic calming and the one way street proposal.
- 6.7 Officers recommend that the remaining objections be overruled, and the proposals should now be implemented. The overall benefits to local community with regards to reducing rat running, remove both vehicular damage and conflict between drivers of motor vehicles, should outweigh the Objector's concerns and this should not lead to congestion in the area (a plan showing the one-way street proposals is shown in Appendix A).

7. Financial Implications

- 7.1 The total estimated cost of the proposed scheme with the making and final advertising the TRO, in addition to the signing, lining and remedial works is estimated at £15.000 and is funded from the LEW Programme.

8. Legal Implications

- 8.1 The Council has the power to implement the proposed Traffic Regulation Order on roads within the City. The procedure to be used by the Council in making such an order is contained in The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

9. Powers of the Director

- 9.1 Under the constitution of Leicester City Council, delegated powers have been given to the Director of Planning, Development and Transportation to approve Traffic Orders having considered any objections that have been received and taken due regard of comments made by the Planning and Development Control Committee. The legislation that confers authority on Leicester City Council to make these amendments is covered by the 1984 Road Traffic Regulation Act and the Local Authorities' Traffic Orders (Procedures) (England and Wales) Regulations 1996.

10. Decision Making

- 10.1 The power to make a Traffic Regulation Order is delegated to the Director planning, Development and Transportation having regard to comments made by the Planning Development and Control Committee.

11. Decision of the Director of Planning, Development and Transportation

- 11.1 Approval is **given / not given*** to the making of the Order as set out in Section 3.

Signed.....

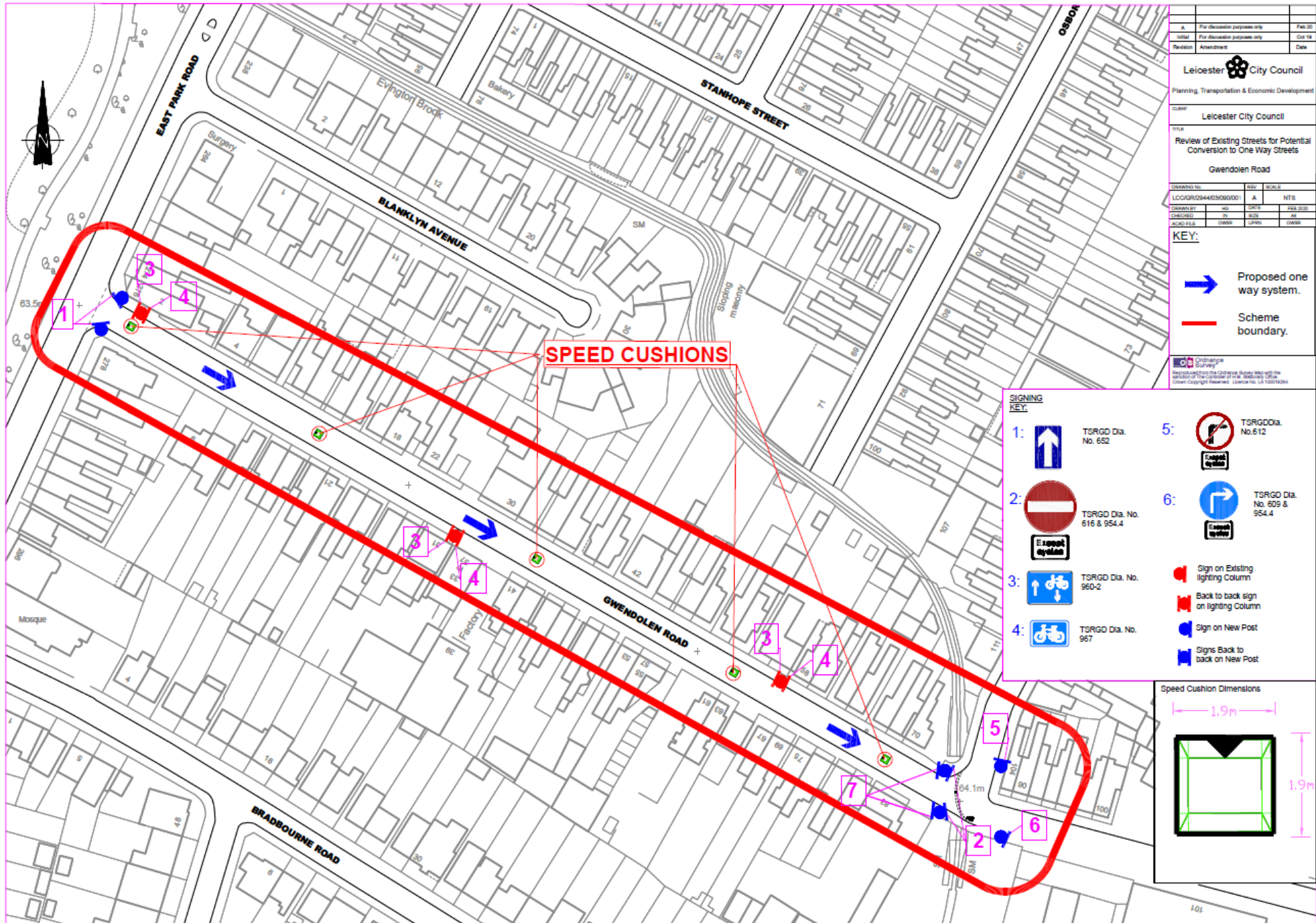
Dated

**Andrew L Smith,
Director Planning, Development and Transportation
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APPENDIX A,

Gwendolen Rd - Consultation Plan – LCC/GR/2944/03/090/001 - REV 'A'



APPENDIX B

OBJECTION RECEIVED BY E-MAIL FROM OBJECTORS 'A and B'

1. The objections and officers' responses are as follows: -

1.1 Objector 'A' comments:

- We agree that a one-way system from East Park Road to Dorothy would help the current challenges faced when cars are passing through from the opposite direction.
- This is a busy section of Gwendolen Road which is used as a through route to the local schools, places of work, places of worship and the general hospital. The area gets particularly busy during peak times. Our concern is that making this section of the road one way will put additional pressure on Dorothy road. Traffic coming down Gwendolen road will have to turn onto Dorothy Road with your proposed changes. We the residents of Dorothy road would not welcome this additional flow of traffic onto Dorothy Road.
- Your proposal to introduce speed cushions will cause traffic congestion, and this will cause a lot of issues especially at peak times. We strongly urge you to reconsider the implementation of speed cushions as this will cause a lot of issues, causing traffic bottle necks. We have been living in the area for 16 years and have never seen excessive vehicle speeds on Gwendolen Road, hence there should not be a need for speed cushions.
- Gwendolen Road has a flow of many larger HGV vehicles due to local businesses on Gwendolen Road. The Speed cushion would be an issue for the larger vehicles carrying very heavy loads. Therefore we urge you to consider the points above, especially the introduction of 4 speed cushions. We thank you for reading our response and would appreciate you taking these into consideration. We are happy to discuss these in more detail if you want to discuss.
- After reading your response we can understand the rationale for the introduction of the traffic calming measures. However, we do not need 4 speeding cushions we can perhaps use 2 as the stretch of Gwendolen is not very long. 4 seems to be too many for the length of the road.
- Furthermore, we reside on the corner of Dorothy Road, and the direction of your one way system will bring additional stress onto Dorothy Road. Traffic coming down Gwendolen by default will have to turn into Dorothy Road if you put the one-way system from East Park Road to Dorothy Road. We have an objection of the Direction of the One-way system and our preference would be the one-way system runs from Dorothy Road to East Park Road. This would alleviate the traffic stress onto our street Dorothy Road. I hope you understand our genuine concerns and change your proposals to implement fewer speed cushions and change the one way system, so it runs from Dorothy Road to East Park Road. Once again, thank you for reading our response.

Second email

- After reading your response we can understand the rationale for the introduction of the traffic calming measures. However, we do not need 4 speeding cushions we can perhaps use 2 as the stretch of Gwendolen is not very long. 4 seems to be too many for the length of the road.
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- I hope you understand our genuine concerns and change your proposals to implement fewer speed cushions and change the one way system, so it runs from Dorothy Road to East Park Road.
- Once again, thank you for reading our response.

1.2 Officer comments:

- Thank you for your email, please to see that you are supportive of the one-way street proposals for Gwendolen Road from East Park Road to Dorothy Road. However, I recognise you are questioning the introduction of traffic calming features.

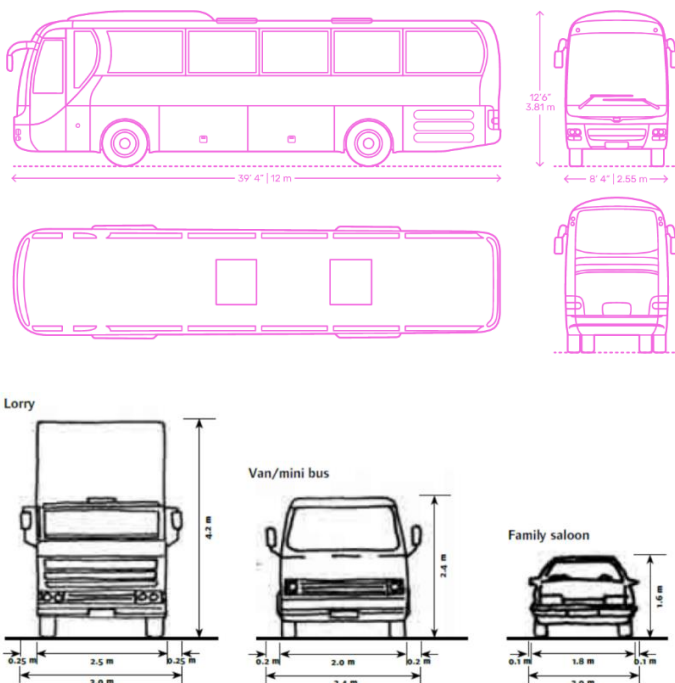


Figure 6.18 Private and commercial motor-vehicles – typical dimensions.

- The proposals for traffic calming are to install a 1.9 metres square speed cushion in the centre of the road. Please see the image below of one on Doncaster Road in Leicester. We are looking at the same approach as this still allows parking either side of the cushion whilst allowing motorised vehicle to travel down the road. It should be noted that the cushion is only 1.9 metres wide, when you look at the wheelbase of average vehicle dimensions (as shown above). You will see that for buses and lorries straddle this type of feature and as such has no impact. For cars, vans and mini buses they should slow down to go over the cushion. Please note, that the height of the cushion would not be greater than 75mm.



Second Response

- Thank you for getting back to me, I will record that you are objecting to both the traffic calming and the one-way on Gwendolen as it would increase traffic on Dorothy Road. Therefore, you would like the One-way to run in the reverse direction towards East Park Road.
- I have taken some clips from Government guidance on traffic calming to help you understand about spacing to try and keep the speed down to 20mph. This would also support a 20mph zone if introduced at a later stage. For a residential street 20mph is an appropriate speed for that type of street.
- Below are two paragraphs taken from Government guidance leaflet and Traffic Calming Techniques book.

Spacing of Measures: The measures used in the zone should not only keep speeds low, but should encourage a smooth vehicle speed throughout the zone. Physical measures should be around 60m to 70m apart. This will be beneficial to accident reduction, and in reducing noise and vehicle exhaust emissions (TA leaflets 4/96 and 6/96).

3.2.17 The speed control measures should be spaced at about 60 to 70 metres apart (TAL 09/99) but must not be more than 50 metres from any given point on the road unless in a cul-de sac less than 80 metres long (TSRGD, 2002). This spacing of traffic calming measures should ensure that the zone is self-enforcing (i.e. vehicle speeds are kept at least at or below an average of 20 mph) and encourage a smooth style of driving. This is beneficial to accident reduction, and also in reducing noise and vehicle exhaust emissions (see Sections 4.4, 4.5, 5.2, 5.3, 6.5, 6.6, 8.3 and 8.4).

- Looking at the proposed length of Gwendolen Road, it is approximately 270 metres. We might be able to tweak the start and end cushions and the reposition the others. But it may only result in the loss of one cushion. From a road safety point of view, just having two cushions would not be sufficient.
- Looking at both Gwendolen Rd (Est Park Rd to Dorothy RD) and Moat Rd, it was clear that Moat Rd could cope with two-way traffic better than Gwendolen Rd as it is wider. see images (*Google*) below. There is also a proposal to make Nansen Rd one-way from Gwendolen to Ethel Rd. If these were to be introduced, it would be interesting to see how this affect traffic movement in the whole area. We may need to consider other proposals if it has a detrimental impact. However, it is hoped that it would have a more positive affect.



- I would be happy to discuss this with you on Teams for on Zoom. If you want to remove your objection, please let me know. If I do not hear from you, I will assume you want your objection to stand.

2.1 Objector 'B' comments:

- I am in receipt of your letter dated 29 January 2021 regarding the above proposal. I, together with several residents are totally opposed to your proposals for the one way arrangement and the ridiculously costly idea of 5 speed cushions on a very small stretch of road between Gwendolen Road and the junction of Dorothy Road. My reasons for this opposition is that if your colleagues or even yourself had made some effort to understand the traffic issues - it would have been clear that it is the traffic from the top of Gwendolen Road, and between Evington Valley Road to the junction between Dorothy Road and Gwendolen Road that is the issue. Clearly not the stretch you wish to restructure.
- There are 2 schools, a college and to add a further Academy on Evington Valley Road causing the chaos on Gwendolen Road - there are also industrial sites in the area which causes additional traffic chaos. The safety of the children should be your foremost priority and not the ill thought one way system. Additionally, your proposed one way system will make matters worse not only for the permanent resident drivers in the area of concern but for the local ambulances attending to patients on this part of the road causing a further obstruction with the one way system, the emergency vehicles, the refuse collectors will cause further chaos, and delivery vehicles some of which are very long car carriers will increase along this smaller stretch of road causing more pollution and damage to our houses with the vibrations from these HGV's.
- At present because of the pandemic and closure of schools and colleges there is a lesser hindrance on this side of the road which will emerge again once schools etc are back to some normality proposed in March. As mentioned above the idea of the speed cushions has been very ill thought of - these would be better laid from the top of Gwendolen Road to its junction with

Dorothy Road not down the bottom end towards East Park Road. This in turn would reduce the road rage and traffic issues and the proposed one way alterations will be obsolete. Of course, speed cushions on the proposed stretch would also be useful maybe 2 or 3 but most certainly not 5 especially when there is already a parking space issue which your cushions will most certainly reduce the much needed spaces. If you proceed with your current proposal, the residential car owners will have at least an additional 10 minutes added to their travel time to access East Park Road. Your proposal would involve driving to and turning left at Dorothy Road then left into Moat Road then left into East Park Road during peak travel times where there is already congestion present on these roads with school and industrial traffic, with a further length of the road to reach the point of access to Gwendolen Road as opposed to a very straight few minutes run that is currently in place.

- If lockdown conditions allow, I will gladly run the route with you or your colleagues to stress my point. The 'real' residents in this part of your restructure are quite happy to attend a reconvened meeting this time with all invited please. It may have escaped your notice, but you are looking at least 13 houses which are occupied by short term tenants on very short term tenancy agreements and a few houses where there are non-drivers who also will not be affected by your proposal.
- I understand a residents meeting was previously held to discuss the above matter. I for one and several other residents were not aware of or invited to any such meeting. I therefore suggest you give more thought to my suggestions above before even considering the one way restriction as an option and consider speed cushions for the whole road instead. This would likely be a much safer consideration with a lesser cost to the council, so a win, win for everybody. The affected residents are concerned that despite our real concerns and objections, the council will proceed with the proposals which I trust will not be the case and you will keep with your stance- that the 'council is working with you for you'. I look forward to an acknowledgment of receipt of this communication and hearing from you in the very near future.

Second Email: -

- Firstly, my objections still stand as stated in my earlier email and more so after today's incident.
- 1. I returned from work this afternoon at 17.10 and driving into Gwendolen from East Park Road I saw three cars reversing and some turning around to get back onto East Park Road as there was an Emergency Ambulance parked in the middle of the stretch of the road you wish to convert. We all had to manoeuvre back to East Park Road with great difficulty, turn right into Moat Road and then right into Dorothy Road and again right into Gwendolen Road to hunt for a parking spot and access our homes. This is exactly the point I am trying to get across if this stretch of the road is made one way and several neighbours and drivers were witness to today's incident. Today's incident resulted in my parking around my house although an additional 10 minutes was added to my drive time and I was able to access my road - This access will not be available when the road is made one way - the only way to access the road if converted would be to reverse into the one way stretch which I'm sure is not legal but how else are we going to be able to park and access our homes when such obstructions are inevitable? It's now more than 30 minutes and the ambulance has yet to move away. The one way idea is an absolute nightmare and I dread to think of the chaos, road rage etc this will ensue especially when this stretch of the road is not accessible both ways.
- 2. I'm not clear about your 2 minutes' drive but my statement of the added 10 minutes' drive still stands and will be worse when the pandemic is over, and the roads are back to normal with the daily commuters. The residents living closer to East Park Road will not face this inconvenience as they will probably carry on with their reversing into East Park Road as currently is in practice.

- 3. Doncaster Road is at least a car and a half wider than Gwendolen Road so is therefore not comparable.
- Finally, I rest my case that the one way idea for this stretch of the road is absolutely ridiculous and the speed cushions will be the only practical way forward for the whole of the road. I thank you for your consideration of 4 instead of the 5 cushions which will be appreciated. A photo of the obstruction in my point 1 is shown below which unfortunately and regrettably is a common occurrence on this stretch of the road.



2.2 Officer comments:

- Thank you for your email, in which you have submitted an objection to the proposals. I would just like to take this opportunity to confirm some of the issues where you have raised concerns. It should be noted that residents on this section of Gwendolen Road, have requested the One-way street and support the proposed direction of travel. They have concerns of driver conflict and damage to other vehicles on the road. The image below was sent in from one of the residents on this section of Gwendolen Rd. They were asking when the council going to act, as the road is not wide enough to cope with two-way traffic and vehicles parked on both sides of that road.



- As you may be aware, one issue with the introducing One-way Street restriction is that drivers become more confident that they will not face any oncoming traffic. So, they can have a tendency of increasing their vehicular speed.

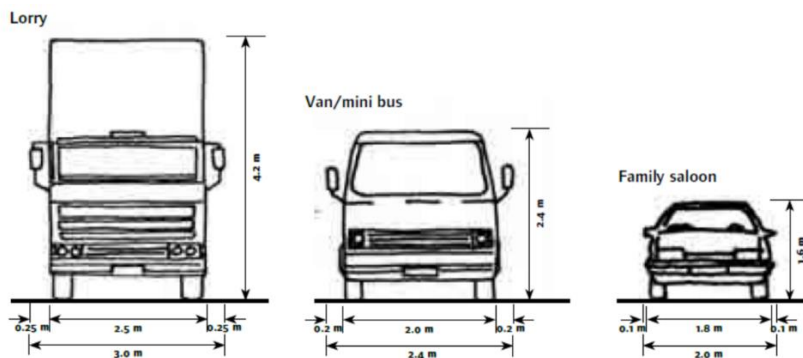


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- The concern would be to introduce a one-way restriction without any traffic calming. Vehicular speed could increase making road safety a greater issue, with vulnerable road users such as pedestrian (children) crossing the road and cyclists being put at greater risk. Currently we are proposing 5 speed cushions, I am looking at this with a view to reducing them down to four. However, in line with Government guidance, there is a minimum and maximum spacing between features. This is to try and keep the speed limit down of 20mph. Therefore, I would not be able to reduce the number to less than four.
- On the issue to getting onto East Park Road from this section of Gwendolen Road. In the worst-case scenario, the distance travelled would be approximately 770 metres. Traveling this distance in a motor vehicle at 20mph, should not take more than a couple of minutes and is not seen as unreasonable.
- Regarding the issues at the top end of Gwendolen Road near the two schools, we are looking at a proposed One way one-way on Nansen Road. This is to try and sort out driver conflict and congestion at that road and at the junction especially at school pick up and drop off times. By

removing any two-way congestion traffic on Nansen Rd, means that movement at the junction of Nansen and Gwendolen should be improved. This could lead to freeing up the traffic movements and flow on both on Nansen Road and on Gwendolen Road.

- I hope that this gives you a bit more information about the proposed one-way with traffic calming. We need to balance your need and the needs of vulnerable road users. If you feel I have answered your concerns and would like to withdraw your objection, could you please let me know in writing. If I do not hear from you within the next 14 day, I will assume you would like your objection to stand. As such it will for part of an objection report. I am more than happy to discuss your objection once the consultation period has finished.

Second Email

- Would just like to update you on where we are with the one-way street proposals. As you are aware, the formal advertising period has been completed. As part of the TRO process, you have raised an objection to the proposals. I wrote back to you to try and resolved your concerns, but you have confirmed that you are not withdrawing your objections.
- As part of the Order process, I am now drafting an objection report. Your comments will be added. However, before the report is submitted, I wanted to see if you would like to talk about your concerns either my phone or on MS Teams. This is entirely up to you and there is no pleasure on you to talk to me about this subject. If you are happy with your written comments, I can continue with the report to the Planning Committee for their comments. This will then it will be sent to the Director for a decision, on wither to either overrule objections, make amendments, or abandon the proposals.
- As part of the objection report, the issue around traffic calming features will also be included. However, the number of proposed features will be reduced from five down to four and ensuing that it is still in line with Government guidance.