

# Otley Town Centre 20mph Zone – Objection Report

Date: 7<sup>th</sup> March 2023

Report to: Chief Officer (Highways & Transportation)

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

This report seeks to overturn the objections received to the advertisement of the Otley Town Centre 20mph Zone, which would permit the installation of the scheme and the benefits of the works to be actualised.

## Recommendations

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

- a) Note the content of this report;
- b) Consider and, taking into account the comments made, over-rule the objections to the proposed Speed Limit Order “Leeds City Council (Speed Limit) Order (No.16) Order 2022”
- c) Request the City Solicitor to write to the objectors informing them of the decision taken and make and seal the above Order.

## What is this report about?

- 1 This report details the objections raised to an advertised 20mph zone in Otley Town Centre. A plan of these proposals can be found in Appendix C.
- 2 The scheme was legally advertised from 13th June 2022 to 8th July 2022 during which time seventeen comments, twelve of which were objections, were received regarding the proposals and a summary of these can be found in Appendix B.
- 3 One of the key objectives of the Best Council Plan is to support ‘healthy, physically active lifestyles’ and to improve ‘safety [and] reliability’ across the transport network.
- 4 The implementation of this speed limit will create a safer and more welcoming environment for the general public and contribute towards the Council’s goal to reduce the numbers of people killed or seriously injured on the city’s roads.

## What impact will this proposal have?

- 5 The introduction of lower speed limits has been shown to lower both the frequency and severity of collisions that occur, and that they are particularly effective at reducing collisions involving children and cyclists.
- 6 Within the 20mph zone in the past five-year period there have been a total of 24 slight, six serious and two fatal recorded injury collisions and the lowered speed limit should help address these.
- 7 Whilst it is accepted that traffic speeds within the town centre are generally around or below the proposed 20mph limit, this means the change in speed limit will be well adhered to and will be a better representation of traffic speeds in the town centre.

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

Health and Wellbeing       Inclusive Growth       Zero Carbon

- 8 20mph zones have been shown to encourage local journeys to be made by sustainable transport methods and this will help achieve all three pillars of the Best City Ambition.
- 9 Further, the proposal is in line with the aim of promoting Inclusive Growth, by directly seeking to uplift a designated local centre, making it more attractive to visitors and safer for all to use. In addition, the proposals promote pedestrians walking to and around Otley Town Centre, thus promoting Health and Wellbeing. Similarly, should residents choose to walk, cycle or take public transport to Otley to take advantage of these improved provisions and ease of circulation in an urban environment, this promotes sustainable travel thereby reducing carbon emissions in the town.
- 10 The proposal is also in line with Leeds Vision Zero 2040 strategy by helping to eliminating fatal and serious injuries thereby supporting the Leeds Transport Strategy, Best City Ambition.

## What consultation and engagement has taken place?

Wards affected:

Have ward members been consulted?       Yes       No

- 11 Consultation with all three local Ward Members & Otley Town Council who are in full support of the proposals.
- 12 The proposals were developed in tandem with the police, reviewing the the measured speed of traffic to decide on the extents of the zone thereby ensuring widespread compliance with the speed limit; they are in full support of the proposals.
- 13 The proposals have also been shared with the bus operators who did not raise any objections to the proposals
- 14 The draft Speed Limit Order was advertised between the 13th June 2022 and 8th July 2022, with notices placed in the Yorkshire Post and attached to street lighting columns within the Town Centre.
- 15 During the same period, the proposals were placed in the Otley Matters Newsletter which is a free quarterly publication sent to all properties within Otley.

16 Further to this, the proposals were placed in an Otley-wide consultation undertaken by PJA consultants, where 64% of residents were in support of the 20mph zone, with 21% disagreeing with the proposal.

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

17 The works are to be delivered as part of the Leeds wide 20mph programme and therefore there are no further resource implications as a result of this report.

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

18 Failure to approve the recommendations detailed within this report will prevent the Speed Limit Order from being implemented and therefore the benefits outlined above would not be attained.

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

19 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. This will enable the Council to comply with the requirement of the Road Traffic Act 1984, as well as the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996/2489.

20 All work proposed lies within the framework of highways legislation and national and local standards for design where applicable. All other relevant legislation has also been taken into consideration, including duties under the Equalities Act.

21 This report is not eligible for call-in being in consequence of an in pursuance of a regulatory decision.

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

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

22 Consideration was given to altering the extents of the 20mph zone, but in order to gain the support of the police the speed limit must be self-enforcing. The extents of the scheme were therefore chosen to ensure the mean speed of traffic would accommodate the change in limit without further measures being required.

23 It was also considered that the proposed speed limit could be removed entirely, but this would not provide the benefits that have been outlined above.

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

24 An improvement of the conditions throughout the proposed speed limit area aiding the safe passage of traffic and encouraging the use of sustainable transport within the Town Centre.

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

25 Subject to resolving the objections that have been raised to the order, it is anticipated that the scheme would be implemented prior to the end of the 2022/2023 financial year.



## Appendices

### Appendix A:

## Equality, Diversity, Cohesion, and Integration Screening

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/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

<b>Directorate: Development</b>	<b>Service area: Traffic Management</b>
<b>Lead person: Andrew Richardson</b>	<b>Contact number: 0113 378 7489</b>

<b>1. Title: Otley Town Centre 20mph Zone – Objection Report</b>
Is this a:
<input type="checkbox"/> <b>Strategy / Policy</b> <input type="checkbox"/> <b>Service / Function</b> <input checked="" type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>

<b>2. Please provide a brief description of what you are screening</b>
The screening focuses on a report to the Highways and Transportation Board requesting authority to overrule the objections received to a proposed 20mph speed limit in Otley Town Centre.

**3. Relevance to equality, diversity, cohesion and integration**

All the council’s strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/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 and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
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?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> <li>• Eliminating unlawful discrimination, victimisation and harassment</li> <li>• Advancing equality of opportunity</li> <li>• Fostering good relations</li> </ul>		X

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)

Consultation on the proposals has also taken place with the following stakeholders:

- Local Ward Members
- Emergency Services (Police, West Yorkshire Fire and Ambulances Services)
- Otley Town Council
- Local Residents and businesses

The Local Ward Members, Otley Town Council and the police support the proposals.

- **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)

Scheme features:

The positive impacts of the scheme have been identified as follows:

- Reduction in the risk of collisions occurring, both in terms of their frequency and severity.
- A more pleasant local environment, with lower traffic speeds encouraging sustainable transport methods within the Town Centre.

The negative impacts of the scheme have been identified as follows:

- Whilst it is accepted that traffic speeds would be lower within the Town Centre with may lead to longer journey times, this negative is outweighed by the benefits outlined above.

- **Actions**

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

The extents of the speed limit change have been carefully selected to ensure general compliance with the speed limit without need for enforcement.

**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:

N/A

Date to complete your impact assessment

N/A

Lead person for your impact assessment

N/A

(Include name and job title)

**6. Governance, ownership and approval**

Please state here who has approved the actions and outcomes of the screening

<b>Name</b>	<b>Job title</b>	<b>Date</b>
Nick Hunt	Traffic Engineering Manager	01/12/22

**7. Publishing**

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

<b>Date screening completed</b>	01/12/22
<b>Date sent to Equality Team</b>	
<b>Date published</b> (To be completed by the Equality Team)	

## Appendix B:

List of comments received to the Otley Town Centre 20mph Speed Limit Order :

Details of the Objection:	Highways Response
Generally supportive of the proposal  5 responses	N/A
Back Bridge Avenue should not have a 20mph speed limit installed as part of this proposal  5 Responses	Due to the level of opposition to the amended speed limit on this road, this has been removed from the proposals.
The 20mph speed limit should be extended further to cover more of the approaches to the Town Centre  4 Responses	The extents of the 20mph zone have been carefully selected based on speed survey data and through discussions with the police to ensure that the zone itself is self-enforcing removing the need for traffic calming measures. If the zone were to be extended further in any direction, the mean speed of traffic would be too high to accommodate the change in limit, and the police would not support the implementation of the scheme.
The Town Centre doesn't need a 20mph speed limit as traffic cannot reach that speed  3 Responses	<p>The Department for Transport outlines that local Authorities can over time "introduce 20mph speed limits or zones on major streets where there are – or could be - significant numbers of journeys on foot where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic... Where they do so, general compliance needs to be achievable without an excessive reliance on enforcement."</p> <p>Whilst it is accepted that traffic speeds within the town centre are generally around or below the proposed 20mph limit, this means the change in speed limit will be well adhered to and will be a better representation of traffic speeds in the town centre.</p>
A 20mph limit would be an impediment to the free flow of traffic  2 Responses	<p>The Department for Transport outlines that local Authorities can over time "introduce 20mph speed limits or zones on major streets where there are – or could be - significant numbers of journeys on foot where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic."</p> <p>Department for Transport guidance indicates that traffic speeds would typically drop 1-2mph through the introduction of signage and whilst it is accepted that this means traffic speeds would be lower, this is outweighed by the road safety benefits of such a scheme.</p>

<p>The Garnett Wharfe Estate should be made 20mph as part of these proposals</p> <p>1 Response</p>	<p>Garnett Wharfe does not yet form part of the adopted public highway, and as such cannot propose a 20mph report in this area without the developer's approval.</p> <p>As part of the legal agreement between the developer and the authority, a 20mph speed limit for the area will be funded by the developer and promoted upon adoption of the area which will bring this area in line with the other residential estates in Otley.</p>
<p>It's difficult and dangerous to keep to 20mph when driving</p> <p>1 Response</p>	<p>The mean speed of traffic within the Town Centre is already below 20mph, showing that most vehicles are already travelling around the proposed speed limit. Various studies have shown that 20mph speed limits lower the frequency of collisions and reduce the severity of any that do occur.</p> <p>Whilst some drivers do get frustrated by lower speed limits, evidence shows that 20mph speed limits lower the frequency of collisions and reduce the severity of any that do occur. This benefit outweighs any frustration that drivers may have with a lower limit.</p>
<p>The speed limit should not be enforced via Speed Indicator Devices as they amount to harassment of motorists</p> <p>1 Response</p>	<p>Speed Indicator Devices are not used as either a traffic calming or enforcement measure within Leeds and are displayed for informational purposes only. As such, they are not included within this proposal.</p>
<p>There have been no accidents in Otley Town Centre caused by the 30mph limit, and reducing the limit is a waste of taxpayers' money</p> <p>1 Response</p>	<p>Studies into the introduction of 20mph zones indicate that both the frequency and severity of collisions that occur within the zone are reduced, and that they are particularly effective at reducing collisions involving children and cyclists.</p> <p>Whilst most collisions in Otley Town Centre are not caused by vehicles driving over the posted speed limit, the lowering of the speed limit will help reduce the average speed of vehicles within the Town Centre, and therefore will result in fewer collisions occurring.</p>
<p>Lower speed limits result in slow moving traffic, causing annoyance and frustration to drivers which could lead to collisions</p> <p>1 Response</p>	<p>Whilst some drivers do get frustrated by lower speed limits, evidence shows that 20mph speed limits lower the frequency of collisions and reduce the severity of any that do occur. This benefit outweighs any frustration that drivers may have with a lower limit.</p>
<p>The scheme is a waste of money and will not be enforced</p> <p>1 Response</p>	<p>The zone is designed to be self-enforcing, meaning that the mean speed of traffic across the zone is already at or below the enforceable limit for a 20mph limit; for this reason, it is envisioned that minimal enforcement should be required.</p> <p>This of course does not preclude the option of enforcement, and the Police will have the power to enforce vehicles driving at excessive speed should the proposals be introduced.</p>
<p>30mph signage should be placed on Burras</p>	<p>The Department for Transport prohibits the placement of 30mph repeater signs on streets that are subject to a system of street lighting, and as both Burras Lane and</p>

Lane & West Chevin Road  1 Response	West Chevin Road have a system of street lighting, 30mph signage cannot be installed.
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## Background papers

- None