
Report To:	Environment & Regeneration Committee	Date: 13 January 2022
Report By:	Interim Director, Environment & Regeneration	Report No: ENV0011/22/GM
Contact Officer:	Gail MacFarlane	Contact No: 01475 714800
Subject:	Implementation of 20mph Speed Limits in Residential Areas	

1.0 PURPOSE

- 1.1 This report has been prepared to address a motion raised by Councillor Curley at the meeting of the Environment & Regeneration Committee on 24 September 2020. The motion sought that officers bring forward a report to the Environment & Regeneration Committee outlining the options for implementing 20mph speed limits in Inverclyde.

2.0 SUMMARY

- 2.1 Councillor Curley raised a motion at the meeting of the Environment & Regeneration Committee on 24 September 2020 seeking that officers bring forward a report to the Committee outlining the options for implementing 20mph speed limits in Inverclyde.
- 2.2 A bill entitled “Restricted Roads (20mph Speed Limit) (Scotland) Bill” introduced to the Scottish Parliament on 21 September 2018 on behalf of Mark Ruskell MSP seeking to reduce the general speed limit on a “restricted road” from 30mph to 20mph. The bill was defeated following a debate in the Scottish Parliament.
- 2.3 As the Bill was unsuccessful it falls to Local Authorities (LA) to promote Legal Orders for areas where they wish to reduce the speed limit to 20mph.
- 2.4 Transport Scotland issued the second version of “Good Practice Guide on 20mph Speed Restrictions” in June 2016. This outlines how LAs should introduce 20mph speed limits. It states that where existing speeds are greater than 24mph self-enforcing measures such as speed cushions would be required in order to avoid the need for extensive police enforcement as 20mph speed limits will not be enforced on a routine basis.
- 2.5 The Council is carrying out surveys at all schools to determine what measures would encourage active travel and improve both actual and perceived safety in the locality. A 20mph speed limit is one such measure that can be considered. This work is funded by Smarter Choices Smarter Places.

There are currently 7 area across Inverclyde that have mandatory 20mph speed limits or zones, these are;

- Branchton (zone)
- St Patrick’s primary school
- Notre Dame high school
- Lady Alice primary school
- Inverclyde Academy
- Port Glasgow Joint Campus
- Broadfield Avenue Port Glasgow (limit)

There are other Twenty's Plenty advisory zones, however these areas are not enforceable.

It is proposed that the school survey returns are assessed and the principle and extent of the 20mph speed limit will be determined specific to the location. This will allow each limit extent to reflect the location specific issues such as parking areas, walking routes, visibility issues etc.

- 2.6 In order to implement 20mph speed limits and speed limit zones in Inverclyde it will be necessary to undertake surveys throughout the area to determine existing speeds and thereafter identify where traffic calming is required.
- 2.7 At present it is only possible to provide an estimate of cost of implementing 20mph speed limits in residential areas within Inverclyde. It is estimated that to complete the surveys, prepare and promote Legal Orders and to implement traffic calming, signs and lines it would cost in the region of £4.735M In addition there would be approximately £30k per annum for the maintenance of traffic calming, signs and lines. The breakdown in costs are set out in item 4.20.
- 2.8 Officers met with Police Scotland as they are the enforcing authority for all moving traffic offences. Police Scotland are content that no traffic calming measures are required on roads with a surveyed speed of 24mph or less however gateway features are required to inform drivers that they are entering a 20mph zone. However roads with a surveyed speed over 24mph will require physical measures to support a 20mph speed limit.
- 2.9 During the pandemic a temporary 20mph was installed through Gourock town centre to support users of the town centre and to assist with pedestrian movements. This was funded by Spaces for People funding from Sustrans. The speed reduction also supported businesses reopening, particularly outdoor dining areas. Feedback has been positive.

Consideration needs to be given on the merit of extending this and to implement mandatory 20mph restrictions in Greenock, Port Glasgow Town Centre, Kilmacolm, Inverkip and Wemyss Bay, these measures will require a traffic regulation order and the capital costs will be covered under the Cycling Walking and Safer Roads budget.

In addition as part of the West Blackhall Street regeneration project in Greenock Town Centre it is proposed to promote a mandatory 20mph to complement the project.

- 2.10 The extent of the 20mph zone promoted will reflect the key pedestrian movement areas and will be proposed in the vicinity of the high pedestrian movement shopping areas. The location of the gateway features marking the start and finish of the 20mph speed limit will be located to reflect this. National guidance advised that zones should be kept in line with areas of high pedestrian movement to maximise compliance and driver impact.

The principle and extent of the zone will be consulted upon during the traffic regulation order making process.

- 2.11 Given the significant funding required to implement 20mph restrictions across Inverclyde it is proposed that Officers create a 20mph policy and scoring matrix to prioritise areas and these will be based on the following criteria;

- Road / Street Function
- Speed
- Accidents
- Pedestrian Generators
- Vehicles flows

To enable this prioritisation to take place, traffic surveys will be required along with additional resource to score the areas and then implement the schemes.

The policy will be presented to Committee for consideration.

- 2.12 The Service propose that the prioritised phased introduction across Inverclyde should be town and village centres given these areas have the highest footfall, This will be followed by the promotion of part time 20mph around all schools determined by the assessment of each school location.

3.0 RECOMMENDATIONS

- 3.1 That Committee agrees to the principle of delivering 20mph speed restriction within key pedestrian generator areas within town centres and villages and in the vicinity of schools.
- 3.2 That Committee agrees that following assessment of each school location part time 20mph limit around schools are delivered in 2023/24.
- 3.3 That Committee notes the indicative cost implications of introducing 20mph speed limits on residential roads throughout Inverclyde and that Committee agrees that Officers will develop a new prioritisation policy / scheme to score and rank areas to implement 20mph speed restrictions and it will be remitted to this committee for approval, including any potential cost implications.
- 3.4 That it be remitted to the Head of Service Roads and Environmental Services and the Interim Head of Legal & Democratic Services to prepare and promote a TRO to install mandatory 20mph speed restrictions in town and village centres and these will be funded from Cycling Walking Safer Roads 2022/23 and then around schools 2023/24.

Gail MacFarlane
Head of Service – Roads & Environmental Services

4.0 BACKGROUND

- 4.1 Councillor Curley raised a motion at the meeting of the Environment & Regeneration Committee on 24 September 2020 seeking that officers bring forward a report to the Committee outlining the options for implementing 20mph speed limits in Inverclyde.
- 4.2 A bill entitled “Restricted Roads (20mph Speed Limit) (Scotland) Bill” introduced to the Scottish Parliament on 21 September 2018 on behalf of Mark Ruskell MSP seeking to reduce the general speed limit on a “restricted road” from 30mph to 20mph.
- 4.3 The Bill fell at Stage 1 on 13 June 2019 when there were 26 votes for, 83 votes against and 4 abstentions. The vote followed a debate whilst they support the road safety objectives of the Bill and the committee “concluded that the introduction of 20mph speed limits on all restricted roads in Scotland in a one-size-fits-all approach is not the most effective way of achieving those objectives.

The committee is of the view that local authorities should have the flexibility to decide where new 20mph zones would be most effective and appropriate for their areas.

Additionally, the committee agreed that the estimated costs and savings of implementing a Scotland-wide change were not robust.

However, the committee members believe that if more 20mph zones are to be introduced in Scotland, it must be made easier for local authorities to do so.”

- 4.4 The introduction of a general or default speed limit would have resulted in all roads with a system of street lighting having a 20mph speed limit without the need to display speed limit signs and Traffic Regulation Orders (TRO) promoted for roads where 30mph speed limits were considered to be more relevant such as on A & B & some C class roads and other distributor roads such as the Clune Brae, Drumfrochar Road, Larkfield Road, etc. These higher speed limit roads would require signs to indicate the speed limit.
- 4.5 As the Bill was unsuccessful it falls to Local Authorities (LA) to promote TROs for areas where they wish to reduce the speed limit to 20mph. This has a number of implications for LAs such as:
 - Undertaking traffic surveys to determine current speed behaviours on residential streets throughout Inverclyde;
 - Resourcing to prepare TROs for each residential area;
 - Potential for objections from parties opposed to reduced speed limits and introduction of traffic calming;
 - Cost of speed limit signs; and
 - Cost of traffic calming measures, etc.
- 4.6 Transport Scotland issued the second version of “Good Practice Guide on 20mph Speed Restrictions” in June 2016. They believe that “By reducing speed on our roads we can create streets where the space is shared more equally between different road users and create a safer environment, encouraging people to make active travel choices”.
- 4.7 The guidance states that “A number of factors should be taken into account when making an assessment about whether to introduce a 20mph speed limit, which include - but are not restricted to - the following:-
 - **road/street functions** – including whether streets contain shops or are mainly residential, volumes of traffic, bus services, local access, formal walking and cycling routes, etc. As outlined in Designing Streets street design must consider ‘place’ before ‘movement’.
 - **composition of road users** - including existing and potential levels of vulnerable

road users

- **existing traffic speed;** and
- **accident data** - including frequency, severity, types and causes;
- **road environment** - including width of road and footway, sightlines, bends, junctions, pedestrian crossings, etc;
- **local community** - including consultation with police, other emergency services, public transport providers and impact on residents and local businesses (e.g. usage of road, parking facilities, noise and air quality).”

4.8 The guidance states that the mean and 85 percentile speeds (the speed at or below which 85% of vehicles are travelling) should be collected and that the mean speed should be used when determining whether to introduce a 20mph speed limit/ zone.

4.9 With regards enforcement of speed limits the guidelines indicates that the lowering speed limits should avoid the need for extensive police enforcement as 20mph speed limits will not be enforced on a routine basis. The only exception is outside schools.

4.10 Measures suggested within the guidelines to encourage a 20mph speed include marketing and behaviour change initiatives, vehicle activated signs (VAS) and traffic management and other traffic calming measures. Within Inverclyde we have used some of these features including VAS on 30mph roads, however, we continue to receive complaints hence the use of physical horizontal and vertical traffic calming measures.

4.11 The guidelines allows the reduction in speeds by two means:

- **20mph limit:** This is the introduction of a mandatory 20mph speed limit without any features to make it self-enforcing. These speed limits should not be introduced where there is no realistic expectation that the reduced speed limit will be achieved. This limit should primarily be considered where the existing mean speeds are no greater than 24mph.
- **20mph speed limit zones:** This is where the speed limit is self-enforcing via the placement of speed reducing features in sufficient numbers and of appropriate design to reduce traffic speeds without the need for enforcement.

4.12 There are currently 7 area across Inverclyde that have mandatory 20mph speed limits or zones these are

- Branchton (zone)
 - Branchton Road
 - Dingwall Drive
 - Kirkwall Road
 - Rothesay Road
 - Forfar Road
 - Stonehaven Road
 - Huntley Drive
 - Cupar Drive
- St Patrick's primary school (part time)
 - Drumfrochar Road
 - Broomhill Street
 - Dunn Street
 - Cornhaddock Street
 - Lime Street
 - Pine Street
- Notre Dame high school (part time)
 - Dunlop Street
 - Wallace Street
 - Columba Street
 - Nimo Street
- Lady Alice primary school
 - A78 Inverkip Road
 - Dunlop Street
- Inverclyde Academy

- A78 Inverkip Road
- Burns Road
- Cumberland Road
- Port Glasgow Joint Campus
 - Kilmacolm Road
- Broadfield Avenue Port Glasgow (limit)
 - Broadfield Ave
 - Northfield Avenue
 - Southfield Avenue
 - Oakbank Road
 - Burnside Avenue
 - Mid Avenue
 - Westfield Road
 - Bogisde Road
 - Bracken Road

- 4.13 In order to determine whether a 20mph speed limit or 20mph speed limit zone should be introduced on a street it is necessary to determine the mean speeds for each street in Inverclyde. There are approximately 1,000 public roads in Inverclyde which we would consider reducing the speed on. It is assumed a cost of £100 per survey (based on a recent quote) with an approximate total £100,000 for surveys.
- 4.14 As we have not undertaken surveys on all residential streets in Inverclyde its necessary to estimate how many streets will require self-enforcing measures (traffic calming) we have considered the 92 streets on the pre-COVID traffic calming priority list. This list was compiled to address the requests received for traffic calming from residents. Of these 92 sites 45 (49%) reported average speeds no greater than 24mph.
- 4.15 There are approximately 242.81km of unclassified roads in Inverclyde. We estimate that approximately 90% (218.53km) of these roads are in built-up area. Of the 218.53km of road it is estimated that 111.45km (51% of 218.53km) will require traffic calming
- 4.16 In order to achieve a reduction in speeds to 20mph traffic calming features should be spaced no greater than 50m apart. This is likely to result in 2,229 traffic calming features.
- 4.17 Based on past experience a traffic calming intervention at each point on the road whether it be a speed bump (bump across the full width of the road) or speed cushions (a speed reduction feature in each lane) it costs £1,500 to supply and install. It is therefore estimated to cost £3.35M to install traffic calming in order to meet the guidelines.
- 4.18 Both the Speed Limit Orders and traffic calming are required to follow the due legislative process which include public consultations. Whilst these proposals will be widely supported within the community there is likely to be some dissatisfaction whether it be to the speed reduction, traffic calming features or lack of traffic calming features on roads where speeds are already low. The timescale for such legal processes takes between 6-18 months depending on whether there are any objections. If there are maintained objections to the Speed Limit Order the Environment & Regeneration Committee will need to hear them and make a decision on whether the Order should be made, amended or abandoned. It is difficult to estimate the cost of promoting the Legal Orders as the speed surveys will help advise which streets will form one order and which will require traffic calming in addition to Speed Limit Orders. For the estimating purposes it is assumed to cost £50k, however, this may increase if an Independent Reporter is required.
- 4.19 For both 20mph speed limits and 20mph speed limit zones there is a requirement to sign the speed limit. This requires not only signs at the entrance to the reduced speed limit it also requires repeater signs to remind drivers that the default speed limit of 30mph is not in effect on the road. Repeater signs are required every 200m. Based on the lengths of

road outlined in 4.14 approximately 1,000 repeater signs will be required as well as terminal signs at the change in speed limit whether it be for a 20mph speed limit or 20mph speed limit zone. The estimated cost for the supply and installation of approximately 2,200 signs (terminal and repeater signs) is £1,100,000.

- 4.20 Based on the costs identified above the cost of implementing 20mph speed limits and 20mph speed limit zones is estimated as follows:

Item	Cost Estimate
Speed surveys	£100,000
Traffic Calming	£3,350,000
Legal Orders	£50,000
Signs & lines	£1,100,000
Additional Staff (£45,000 for 3 years)	£135,000
Total	£4,735,000

- 4.21 One of the key consultees within this process is Police Scotland who are the enforcing authority. It is therefore important to prepare proposals which they will support. As such it is essential that the initial speed surveys are undertaken to evidence the decisions made on locations that traffic calming is required to make the speed limits self-enforcing. Failure to do so could result in increased costs and timescales. Discussions with Police Scotland have confirmed the requirements for the speed limits to be self-enforcing where average speeds exceed 24mph and that roads where the speed is less than 24mph then no
- 4.22 In order to allow more robust and detailed estimate it is essential that surveys are carried out. This will advise which roads require traffic calming and will allow an estimate of costs to be made. This will in turn allow a programme to be drafted of which areas to be targeted first, which require public consultations for traffic calming, likely costs of works, etc. It will also allow early discussions with Police Scotland to seek their support for the proposals in order that no objections will be raised by them.
- 4.23 It is anticipated that should the implementation of 20mph be across all residential areas in Inverclyde will require an additional staff member at grade 7 for a period of 3 years minimum. There would be ongoing costs for the maintenance of signs, lines and traffic calming. This is likely to cost approximately £30k per annum.
- 4.24 Survey works are being undertaken with the school communities to determine what measures would be appropriate specific to each school site to encourage active travel and safe, both actual and perceived, movement of pedestrians. 20mph speed limits are considered as a suitable measure that can be introduced to complement these objectives. The survey work is being funded by Smarter Choices Smarter Places and assessment of each location will determine the appropriateness and extent of the 20mph speed limit.
- 4.25 During the pandemic a temporary 20mph was installed through Gourock town centre funded by Spaces for People funding and has had positive feedback. Also as part of the West Blackhall Street regeneration a mandatory 20mph will be installed in Greenock Town Centre.

It is now proposed to implement mandatory 20mph restrictions in Greenock, Port Glasgow Town Centre, Kilmacolm, Inverkip and Wemyss Bay, these measures will require a traffic regulation order and the capital costs will be covered under the Cycling Walking and Safer Roads budget.

The extent of the 20mph speed limit and location of will be aligned to the key pedestrian movement areas to maximise compliance of drivers.

- 4.26 Given the significant funding required to implement 20mph restrictions across Inverclyde it is proposed that Officers create another policy and scoring matrix to prioritise areas and these will be based on the following criteria;

- Road / Street Function
- Speed
- Accidents
- Pedestrian Generators
- Vehicles flows

4.27 It is proposed to prioritise town and village centres given these areas have the highest footfall, followed by part time 20mph around all schools. Further introduction of 20mph speed limits will be determined following the development of a prioritisation policy..

5.0 IMPLICATIONS

Finance

5.1 There will be a cost for amending the signs and road markings and extending the permit zones. There will also be an ongoing revenue cost for the maintenance of the signage and lining and these costs will be maintained within existing budgets.

Implementation of 20mph restrictions in town centres and around schools

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report	Virement From	Other Comments
	CWSR	2022/23	£50k		20mph in town centres, signs and lines and legal fees
	CWSR	2023/24	£50k		20mph in around schools, signs and lines and legal fees

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact	Virement From (if Applicable)	Other Comments
	Roads Revenue	2022	£2k		Maintenance of signs, lines & traffic calming and electricity costs. Contained within existing budgets

Legal

5.2 Speed Limit Orders and public consultation on traffic calming will be required to allow the speed reductions to be legally enforced by Police Scotland.

Human Resources

5.4 There are no HR implications arising from this report.

5.5 Equalities

- (a) There are no equalities implications in this report.

	YES
X	NO – This report does not introduce a new policy, function or strategy or recommend a substantive change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required

- (b) Fairer Scotland Duty

If this report affects or proposes any major strategic decision:-

Has there been active consideration of how this report's recommendations reduce inequalities of outcome?

	YES – A written statement showing how this report's recommendations reduce inequalities of outcome caused by socio-economic disadvantage has been completed.
X	NO

- (c) Data Protection

Has a Data Protection Impact Assessment been carried out?

	YES – This report involves data processing which may result in a high risk to the rights and freedoms of individuals.
X	NO

Repopulation

- 5.6 There are no repopulation implications arising from this report.

6.0 CONSULTATIONS

- 6.1 The Interim Head of Legal Services and the Chief Financial Officer will be consulted on this report.

7.0 LIST OF BACKGROUND PAPERS

- 7.1 None.