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<b>Report To:</b>	<b>Environment &amp; Regeneration Committee</b>	<b>Date:</b>	<b>29 August 2024</b>
<b>Report By:</b>	<b>Head of Physical Assets</b>	<b>Report No:</b>	<b>ENVO/050/24/SJ/EM</b>
<b>Contact Officer:</b>	<b>Eddie Montgomery</b>	<b>Contact No:</b>	<b>01475 714800</b>
<b>Subject:</b>	<b>Inverclyde Council Inverkip and Wemyss Bay Village Centre (20mph Speed Limit) Orders 2022 – Reporter’s Recommendations</b>		

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## **1.0 PURPOSE AND SUMMARY**

- 1.1  For Decision  For Information/Noting
- 1.2 The purpose of this report is to inform Committee of the recommendations of the independent Reporter concerning the Speed Limit Orders (SLOs) relating to proposed 20mph speed limits in Inverkip and Wemyss Bay.
- 1.3 Local Authorities are empowered to make Orders under the Road Traffic Regulation and Roads (Scotland) Acts 1984 and under the Council’s Scheme of Administration the Head of Physical Assets is responsible for the making, implementation and review of Traffic Management Orders and Traffic Regulation Orders.

## **2.0 RECOMMENDATIONS**

- 2.1 It is recommended that the Committee:
- note the recommendations of the independent Reporter in relation to the proposed SLOs (Inverkip and Wemyss Bay of 2022);
  - accept the Reporter’s recommendations in full in relation to both of the above SLOs;
  - agree to the making of “The Inverclyde Council Inverkip Village Centre (20mph Speed Limit) Order 2022” and “The Inverclyde Council Wemyss Bay Village Centre (20mph Speed Limit) Order 2022” and remit it to the Head of Physical Assets and the Head of Legal, Democratic, Digital and Customer Services to arrange for their implementation.

**Eddie Montgomery**  
**Head of Physical Assets**

### **3.0 BACKGROUND AND CONTEXT**

- 3.1 Local Authorities are empowered to make Orders under the Road Traffic Regulation Act 1984 as amended and, under the Council's Scheme of Delegation, the Head of Physical Assets is responsible for the making, implementation and review of Roads Orders including SLOs.
- 3.2 A report entitled "Implementation of 20mph Speed Limits in Residential Areas" was considered by the Environment and Regeneration Committee on 13 January 2022 where one of the decisions was "that approval be given to the principle of delivering 20mph speed restriction within key pedestrian generator areas within town centres and villages and in the vicinity of schools".
- 3.3 Following this decision, six SLOs were drafted for key pedestrian generator areas within town centres and villages. The proposed SLOs were all issued for public consultation on 28 November 2022 with responses invited by 19 December 2022.
- 3.4 During the period of public consultation for the SLOs, one valid objection was received to the Inverkip SLO and one valid objection was received to the Wemyss Bay SLO. No objections were received to the SLOs for Kilmacolm, Port Glasgow, Gourrock or Cathcart Street area of Greenock. Officers entered into correspondence with the objector to the Inverkip and Wemyss Bay SLOs. Despite officers' efforts, the objector did not respond therefore the objections were considered to be maintained. The objector is an Elected Member.
- 3.5 At its meeting on 9 March 2023 the Environment and Regeneration Committee agreed that an independent Reporter be appointed to consider the maintained objections to both SLOs. The same meeting also agreed the making of the SLOs for Gourrock, Port Glasgow, Kilmacolm and Cathcart Street area in Greenock. Those Orders have been effective since 26 June 2023 and the signs and lines have been installed.
- 3.6 An independent Reporter considered the objections made and not withdrawn in relation to the SLOs for Inverkip and Wemyss Bay. The Reporter undertook unaccompanied site visits on 11 April 2024. A Public Hearing was held on 17 April 2024 and the Reporter published his recommendations on 23 May 2024. Officers have considered the Reporter's recommendations (contained in Appendix 1 of this report) and this report includes Officers' recommendations, along with the proposed SLOs (contained in Appendix 2 of this report) for approval. Appendix 1 & 2
- 3.7 The Reporter published his report on 23 May 2024 and recommended that the Council make the Inverkip and Wemyss Bay SLOs without modification. Officers recommend that the Reporter's recommendations be accepted.

### **4.0 PROPOSALS**

- 4.1 It is proposed that "The Inverclyde Council Inverkip Village Centre (20mph Speed Limit) Order 2022" and "The Inverclyde Council Wemyss Bay Village Centre (20mph Speed Limit) Order 2022" are progressed including the installation of signs and lines.

### **5.0 IMPLICATIONS**

- 5.1 The table below shows whether risks and implications apply if the recommendations are agreed:

<b>SUBJECT</b>	<b>YES</b>	<b>NO</b>
Financial	X	
Legal/Risk		X
Human Resources		X
Strategic (Partnership Plan/Council Plan)		X
Equalities, Fairer Scotland Duty & Children/Young People's Rights & Wellbeing		X
Environmental & Sustainability		X
Data Protection		X

## 5.2 Finance

### One off Costs

<b>Cost Centre</b>	<b>Budget Heading</b>	<b>Budget Years</b>	<b>Proposed Spend this Report (£000)</b>	<b>Virement From</b>	<b>Other Comments</b>
	CWSR	2024/25	15		Signs and lines associated with the 2 SLOs

### Annually Recurring Costs/ (Savings)

<b>Cost Centre</b>	<b>Budget Heading</b>	<b>With Effect from</b>	<b>Annual Net Impact (£000)</b>	<b>Virement From (if Applicable)</b>	<b>Other Comments</b>
00643	Electricity	-	0.25	-	Electricity for lighting terminal signs. (contained within existing budget)
02862	Traffic Signs Maintenance		0.5		Maintenance of signs and lines (contained within existing budget)

## 5.3 Legal/Risk

If the recommendations are accepted, the statutory procedure for making the two SLOs will require to be followed.

## 5.4 Human Resources

There are no human resources issues arising from this report.

## 5.5 Strategic

The project aligns with the Council Plan and priorities and will improve road and pedestrian safety contributing to ensuring that Inverclyde is a safe place to work and live.

## 5.6 Equalities, Fairer Scotland Duty & Children/Young People

### (a) Equalities

This report has been considered under the Corporate Equalities Impact Assessment (EqIA) process with the following outcome:

	YES – Assessed as relevant and an EqIA is required and will be made available on the Inverclyde Council website: <a href="https://www.inverclyde.gov.uk/council-and-government/equality-impact-assessments">https://www.inverclyde.gov.uk/council-and-government/equality-impact-assessments</a>
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, assessed as not relevant and no EqIA 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 – Assessed as not relevant under the Fairer Scotland Duty for the following reasons: Provide reasons why the report has been assessed as not relevant.

### (c) Children and Young People

Has a Children's Rights and Wellbeing Impact Assessment been carried out?

The project has been designed to facilitate independent walking, cycling and wheeling for everyone, including an unaccompanied 12-year-old.

	YES – Assessed as relevant and a CRWIA is required.
X	NO – Assessed as not relevant as this report does not involve a new policy, function or strategy or recommends a substantive change to an existing policy, function or strategy which will have an impact on children's rights.

## 5.7 Environmental/Sustainability

Has a Strategic Environmental Assessment been carried out?

	YES – assessed as relevant and a Strategic Environmental Assessment is required.
X	NO – This report does not propose or seek approval for a plan, policy, programme, strategy or document which is like to have significant environmental effects, if implemented.

## 5.8 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 – Assessed as not relevant as this report does not involve data processing which may result in a high risk to the rights and freedoms of individuals.

## 6.0 CONSULTATION

- 6.1 This report is a result of a public consultation on the SLOs to reduce the speed limit to 20mph in parts of Inverkip and Wemyss Bay. It notes the outcome of the consultation undertaken between 28 November 2022 and 19 December 2022 and the recommendations of an independent Reporter.
- 6.2 The Head of Legal, Democratic, Digital and Customer Services and the Chief Financial Officer have been consulted on this report.

## 7.0 BACKGROUND PAPERS

- 7.1 Report 09: 20mph Town & Village Centres Speed Limit Orders – Maintained Objections: Environment and Regeneration Committee - 9 March 2023.
- Report 11: Implementation of 20mph Speed Limits in Residential Areas: Environment and Regeneration Committee - 13 January 2022.

## Report to Inverclyde Council

### ROAD TRAFFIC REGULATION ACT 1984

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Report by Lance R Guilford, a Reporter from the Scottish Government appointed by Inverclyde Council

- Planning and Environmental Appeals Division case reference: TRO-280-7 and 8
- Location: Various roads in Inverkip and Wemyss Bay
- Speed Limit Orders: Inverclyde Council Inverkip and Wemyss Bay Village Centre (20mph Speed Limit) Orders 2022
- Report on objections made to the orders
- Date of hearings: 17 April 2024; date of site visits: 11 April 2024

Date of this report and recommendations: 23 May 2024

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#### **Recommendations**

##### Speed Limit Order – Inverkip Village Centre

The 20mph speed limit order should be made as proposed by the council.

##### Speed Limit Order – Wemyss Bay Village Centre

The 20mph speed limit order should be made as proposed by the council.

Scottish Government  
Planning and Environmental  
Appeals Division  
Hadrian House  
Callendar Business Park  
Falkirk FK1 1XR

File reference: TRO-280-7 and 8

Mr Iain Strachan  
Head of Legal, Democratic, Digital and Customer Services  
Inverclyde Council  
Municipal Buildings, Clyde Square  
Greenock PA15 1LX

Dear Mr Strachan,

**Road Traffic Regulation Act 1984  
Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999**

**Inverclyde Council Inverkip and Wemyss Bay Village Centre (20mph Speed Limit)  
Orders 2022**

**1. Introduction**

1.1 In accordance with the above Regulations, I was appointed by Inverclyde Council on 14 December 2023 to hold public hearings in the light of the objections made to the above proposed orders and report with recommendations. I held the public hearings (subsequently referred to in this report as “the hearings”) within the Inverkip Parish Church Hall, Langhouse Road, Inverkip, Greenock PA16 0BL on 17 April 2024. I undertook unaccompanied inspections of the sites and the surrounding area relating to the orders on 11 April 2024, before the hearings commenced.

1.2 I have considered all the evidence submitted to the hearings, and the written submissions made before the hearings. My report firstly sets out the factual background, including the details of the proposed orders, a description of the sites and the surrounding area relating to the orders and the legislative and administrative background including the objections lodged. The report then sets out a summary of the case for the council and the objector, my reasoning and finally my recommendations to the council. Persons appearing at the hearings to give evidence and parties who have relied on written submissions are listed in Appendix 1. Documents before the hearings are listed in Appendix 2.

**2. Factual Background**

Details of the orders

2.1 The proposed orders establish 20mph statutory speed limits on various roads in Inverkip and Wemyss Bay. The reason for the proposed orders is that Inverclyde Council considers it necessary, having regard to its duty under Section 122 of the Road Traffic Regulation Act 1984, to make the orders for (i) avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising;

(ii) preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property and; (iii) preserving or improving the amenities of the area through which the roads run, by introducing a 20mph speed limit on the roads identified in the orders. The roads identified in the orders are as follows:

#### *Inverkip*

- The full length of Main Street, Station Road and Fran Terrace;
- Finnockbog Road between Station Avenue and a point 10m or thereby northwest of the northwest building line of 2 Willow Place; and
- Station Avenue between Finnockbog Road and the southeast boundary of 2 Station Avenue.

#### *Wemyss Bay*

- The full length of Carron Road, Broom Road, Linnhe Road, Sunart Road, Etive Road, Melfort Road, Rannoch Road, Striven Road, Morar Road, Ryan Road, Leven Road, Tummel Road, Katrine Road, Poplar Way and Kishorn Road;
- Lomond Road between Ardgowan Road and Kishorn Road; and
- Ardgowan Road between A78 Greenock Road and Lomond Road.

2.2 Both orders require that no person shall drive or permit to be driven any motor vehicle at a speed exceeding 20 miles per hour on any of the lengths of road specified in the schedules to the orders, which list the roads referred to above, specifying the length of each road to which the relevant order applies and (where the whole of the road is not included), indicating the points at which the restriction to 20mph commences and finishes. Plans are also incorporated into the orders, showing (with a hatched notation) the roads to which the 20mph speed limit applies. There are existing Twenty's Plenty advisory speed limits within both Inverkip and Wemyss Bay, but these are not enforceable.

2.3 I would mention that these orders are two of six orders relating to 20mph speed limits in town and village centres in Inverclyde. Following consultation and publication of the orders, no objections were made to the other four orders relating to Greenock, Port Glasgow, Gourock and Kilmacolm. Those orders have now been implemented and came into force on 26 June 2023. My report only examines the proposed speed limit orders for Inverkip and Wemyss Bay, taking into account the objections which have been lodged.

#### Description of the sites and surrounding area

##### *Inverkip*

2.4 The focus of this proposed speed limit order is Main Street, extending from its junctions with the A78 trunk road to the east and west of the village. The current speed limit on the A78 at both of these junctions is 60mph. There is an additional area of Main Street east of the easternmost junction with the A78, which extends as far as a Sainsbury local supermarket and car parking area, including an area for the charging of electric vehicles. This additional area is fairly busy, as is the junction with the A78, including a significant flow of both cars and commercial vehicles.



2.5 There is also an additional area of Main Street west of the westernmost junction with the A78, ending in a cul-de-sac with a turning area. This however is a fairly quiet residential area, which does not appear to experience a significant traffic flow. This cul-de-sac only provides access to the residential properties in this area.

2.6 Main Street, between the two accesses to the A78, appears to be a busy and vibrant village centre. It is a mixed-use area, and whilst predominantly residential in nature outside the central core of the village, within this central core there is a hotel and there are a few other commercial or community uses. This results in significant on-street parking, and at the time of my site inspection there were limited spaces still available within this central core. Furthermore, the carriageway is relatively narrow, meaning that vehicles can only park on one side of Main Street. The majority of Main Street has no waiting restrictions (apart from at or near junctions for reasons of road safety) and is a local bus route.

2.7 Inverkip Primary School lies just south of Main Street, with access from Station Road. The proposed order extends to Station Road and a small part of Finnockbog Road and Station Avenue (including Fran Terrace). Station Road is fairly busy with both cars and commercial vehicles parked on its western side at the time of my site inspection. The carriageway is quite narrow and there are keep clear and waiting restrictions relating to the primary school.

#### *Wemyss Bay*

2.8 Apart from Wemyss Bay Primary School, and a small local shopping centre, which are located on the south and north side of Ardgowan Road respectively (west of its junction with the A78 trunk road), the area covered by this proposed order is residential in nature. The area consists of a central spine access road (Lomond Road) from its junction with Ardgowan Road in the north, to Kishorn Road in the south. Ardgowan Road joins the A78 trunk road to the north, where the speed limit on the A78 is 40mph, and Kishorn Road joins the A78 to the south, where the speed limit is 30mph.

2.9 The order however also includes all of the residential roads to the east and west of Lomond Road (taking access therefrom), and one north of Kishorn Road. Whilst the majority of these roads are fairly short in length, several are quite lengthy, or are split into several named roads. However, all of these roads are cul-de-sacs which do not therefore provide for through traffic.

2.10 There is some existing sporadic parking on Lomond Road (and the cul-de-sacs taking access from it), although this is fairly limited owing to most of the houses having vehicular accesses and parking areas off-street. Some of the cul-de-sacs have limited traffic calming through carriageway restrictions and bollards. Some parking occurs partly on the pavement as a result of the restricted width of the carriageways. Apart from Ardgowan Road, where there are waiting and keep clear restrictions relating to the primary school, there are no other waiting restrictions in the area.

#### Legislative and administrative background

2.11 The council is the roads authority for its area for the purposes of the Road Traffic Regulation Act 1984. Section 84 (1) of the Act allows for an order to be made which may prohibit the driving of motor vehicles at a speed exceeding that specified in the order. In addition, Section 122 of the Act places a duty on the roads authority to exercise the

functions conferred on them by the Act (having regard to specified matters) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). Specified matters which are relevant to this case are set out in the council's reasons for the orders stated above.

2.12 A report to the Environment & Regeneration Committee dated 13 January 2022 outlines the options for implementing 20mph speed limits in Inverclyde. A bill entitled "Restricted Roads (20mph Speed Limit) (Scotland) Bill" was introduced to the Scottish Parliament on 21 September 2018, seeking to reduce the general speed limit on a "restricted road" from 30mph to 20mph. This bill was however unsuccessful, and it therefore falls to local authorities to promote orders for areas where they wish to reduce the speed limit to 20mph. Guidance from Transport Scotland, indicating how 20mph speed limits should be achieved, has been taken into consideration by the council.

2.13 There are two possible options in seeking to reduce the speed limit to 20mph. The first is the introduction of a mandatory 20mph speed limit without any features to make it self-enforcing. This mandatory limit should primarily be considered where the existing mean speeds are no greater than 24mph. The second is the introduction of 20mph speed limit zones, which is where the speed limit is self-enforcing following the placement of speed reducing features in sufficient numbers and of appropriate design to reduce traffic speeds without the need for enforcement.

2.14 The council has prioritised town and village centres given that these areas have the highest footfall, and following the necessary surveys, has promoted mandatory 20mph speed limits in Greenock (various streets), Port Glasgow Town Centre, Gourock Town Centre, Kilmacolm Village Centre, Inverkip Village Centre and Wemyss Bay Village Centre. It is intended that these will be followed by further mandatory orders in other residential areas beyond town and village centres as and when considered appropriate.

2.15 A report to the Environment & Regeneration Committee dated 9 March 2023 explains the outcome of the consultation procedures undertaken for the six mandatory speed limit orders listed above. The proposed orders were all issued for public consultation on 28 November 2022, with responses invited by 19 December 2022. No objections were received to the orders for Kilmacolm, Port Glasgow, Gourock or Greenock, and those orders have now been implemented as already referred to above.

2.16 One valid objection was received to the Inverkip speed limit order and one valid objection was received to the Wemyss Bay speed limit order. The objector to both orders is an elected member of the council. Officers from the council entered into correspondence with the objector, but the objections have been maintained and not withdrawn. The objector was given an opportunity to participate in the hearings. However, no response from the objector was received, and the objector did not attend the hearings. He is therefore deemed to rely on his original written submission objections.

2.17 Nevertheless, both hearings were duly held under Regulation 8 and following the procedures set out in Regulations 9 and 10 of the 1999 Regulations. Police Scotland are supportive of the council's decision to make the proposed 20mph speed limit orders. Otherwise, there were no relevant responses with respect to the proposed orders from statutory consultations under Regulation 4 of the 1999 Regulations. I held a separate hearing for each of the proposed orders, both being on the same day.

### **3. Summary of the Evidence**

#### Inverkip Village Centre 20mph Speed Limit Order

##### *The case for Inverclyde Council*

3.1 For Inverclyde Council, it is submitted that the council as Roads Authority has identified those roads in town and village centres which require 20mph statutory speed limits in the interests of road and pedestrian safety.

3.2 It is further submitted that at the meeting of the Environment and Regeneration Committee on 13 January 2022, approval was given to the principle of delivering 20mph speed restrictions at key pedestrian generator areas within Inverclyde's Town and Village Centres and in the vicinity of Inverclyde schools.

3.3 Following on from initial consultation with Police Scotland, it is proposed to reduce the speed limit in all of Inverclyde's town and village centres on key routes. In order to achieve this, a speed limit order requires to be promoted for each of the settlements including in this case the Inverkip Village Centre.

3.4 The council considers that benefits will be achieved in road safety terms by reducing vehicle speeds in the village which will make it safer for children going to school and all active travel users travelling to community facilities and shops. This speed limit order is being promoted following the decision taken by the Environment and Regeneration Committee at its meeting of 13 January 2022. The proposed 20mph speed limit was not requested by Police Scotland. However, the council has the support of Police Scotland, who are the enforcing authority for speed limits.

3.5 A significant portion of the proposed 20mph speed limit covers the advisory Twenty's Plenty zone around Inverkip Primary School. The remainder of the zone is where the council believes there are significant levels of pedestrian use and where some of the footways are narrower than is desirable. The reduced speed limit should encourage the use of active travel such as walking, wheeling and cycling, which is one of the Scottish Government's key aims.

3.6 With regards to the placement of signs, if drivers exiting the A78 onto Main Street do not see the new 20mph signs, there will be repeater signs along Main Street (in accordance with the "Traffic Signs Regulations & General Directions 2016" as amended and the "Traffic Signs Manual" as amended) to remind them of the reduced speed limit. Such signs are required where the speed limit is not the regulated speed limit of 30mph. The number of new sign posts required would be reduced by utilising lighting columns wherever possible. It is recognised that there would be an increased number of signs which will come at a cost. However, these would be grant funded and not paid for from council funds.

3.7 The council also notes that on 7 December 2023, the Scottish Government's Transport Minister outlined plans to reduce the speed limit on most of Scotland's urban roads to 20mph by 2025. This highlights the Government's commitment to improving road safety in urban areas with which this proposed speed limit order aligns.

### *The case for the objector*

3.8 The local elected member contends that Inverkip currently has a Twenty's Plenty zone in the village centre which has been well thought out by qualified road officials in the past. It takes in the central area of Main Street from Cameron Place to Old Manse, as well as the area around Inverkip Primary School. This area has narrower pavements, commercial and community facilities and a zebra crossing and primary school.

3.9 On approach to the Twenty's Plenty zone on Main Street drivers can clearly see the road signs and have plenty of time to reduce speed accordingly. Introducing new road signs entering Main Street from the A78 would mean that they are less likely to be seen and the revised speed limit adhered to over the whole of Main Street.

3.10 Inverclyde Council is facing unprecedented challenges in the current financial crisis and many difficult budget decisions will have to be made. Extending the Twenty's Plenty zone to the proposed 20mph area suggested by the police would mean that the current installations could not be repurposed and that new signs would require to be fitted at the bottom of Langhouse Road and other road entrances on Main Street at considerable cost to the council, not the police.

3.11 It would be sensible to establish the current Twenty's Plenty zone previously determined by qualified roads officers as the new 20mph speed limit and not extend further to the whole of Main Street. This would allow drivers to clearly see the road signs at the current sites and allow for re-usage of the current poles/signs/lighting keeping budget costs for the proposed speed limit order much lower.

### Wemyss Bay Village Centre 20mph Speed Limit Order

#### *The case for Inverclyde Council*

3.12 For Inverclyde Council, it is submitted that the council as Roads Authority has identified those roads in town and village centres which require 20mph statutory speed limits in the interests of road and pedestrian safety.

3.13 It is further submitted that at the meeting of the Environment and Regeneration Committee on 13 January 2022, approval was given to the principle of delivering 20mph speed restrictions at key pedestrian generator areas within Inverclyde's Town and Village Centres and in the vicinity of Inverclyde schools.

3.14 Following on from initial consultation with Police Scotland, it is proposed to reduce the speed limit in all of Inverclyde's town and village centres on key routes. In order to achieve this, a speed limit order requires to be promoted for each of the settlements including in this case the Wemyss Bay Village Centre.

3.15 The council considers that benefits will be achieved in road safety terms by reducing vehicle speeds in the village which will make it safer for children going to school and all active travel users travelling to community facilities and shops. This speed limit order is being promoted following the decision taken by the Environment and Regeneration Committee at its meeting of 13 January 2022. The proposed 20mph speed limit was not requested by Police Scotland. However, the council has the support of Police Scotland, who are the enforcing authority for speed limits.

3.16 The proposed 20mph speed limit does not include sections of Brueacre Road and Ardgowan Road currently covered by the advisory Twenty's Plenty zone. This was an oversight. To address this, the council proposes to make the order as published and to capture the missing sections of Ardgowan Road and Brueacre Road in a variation to the order after the original order has been made. This would mean that the majority of the area is covered by the 20mph speed limit as soon as possible, and the small sections missed would become enforceable thereafter following the variation to the order. It is recognised that there would be an increased number of signs which will come at a cost. However, these would be grant funded and not paid for from council funds.

3.17 The council also notes that on 7 December 2023, the Scottish Government's Transport Minister outlined plans to reduce the speed limit on most of Scotland's urban roads to 20mph by 2025. This highlights the Government's commitment to improving road safety in urban areas with which this proposed speed limit order aligns.

#### *The case for the objector*

3.18 The local elected member contends that Wemyss Bay currently has a Twenty's Plenty zone in the village centre which has been well thought out by qualified road officials in the past. It takes in the area around Wemyss Bay Primary School, the shops and the doctors surgery. It is noted that the published order does not include Brueacre Road from its junction with Ardgowan Road to its junction with Mount Stuart Drive. Nor does it include Ardgowan Road from Lomond Road to approximately 150 metres west. Both of these areas are currently in the Twenty's Plenty zone and should have been included in the order.

3.19 Inverclyde Council is facing unprecedented challenges in the current financial crisis and many difficult budget decisions will have to be made. Utilising the current Twenty's Plenty zone for the proposed 20mph area would mean that the current installations could be repurposed, keeping installation costs to a minimum.

3.20 It would seem sensible to establish the current Twenty's Plenty zone as the new 20mph speed limit at the current sites previously determined by roads officers, including around the doctor's surgery and allow for re-usage of the current poles/signs keeping budget costs much lower.

## **4. Reasoning**

### Context for both orders

4.1 The overall context for the proposed orders is set out in the Scottish Government's intended approach (referred to above) to reduce the speed limit on most of Scotland's urban roads to 20mph by 2025, in the interests of improving road safety in urban areas.

4.2 However, since no legislation on this matter has yet been approved by the Scottish Parliament, the only mechanism currently available for this is the making of speed limit orders (by local authorities) under Section 84 of the Road Traffic Regulation Act 1984.

4.3 Inverclyde Council has set out a strategic approach for this by identifying (in the first instance) town and village centres which are considered to be the highest priority for the introduction of such speed limit orders; where mean speed limits are generally no more

than 24mph, but where there is a significant pedestrian footfall and a need to improve road safety and the amenity of the area.

4.4 Subsequently, areas beyond these town and village centres may be considered for such orders, although I recognise that the alternative introduction of 20mph speed limit zones (without the need for enforcement but with physical traffic calming constraints) may be an option for further consideration as appropriate.

4.5 I find that this approach is logical and appropriate in the context for 20mph speed limits set out by the Scottish Government. Since these orders are two out of six proposed orders, and the other four have already been implemented, I find that it would be inappropriate to refuse to make these two orders on grounds relating to the principle of the approach being taken by the council. I accept that the extent of the orders (in terms of the objections) needs to be considered, but in the context of the overall approach.

4.6 I would take this opportunity to mention that several residents (of both Inverkip and Wemyss Bay) attended the hearings to observe the proceedings, and whilst I found that that no specific evidence from these parties needed to be lodged, clarification was given in relation the context of the orders in terms of the above, and I am satisfied that the interests of residents of both villages have been fully taken into account by the council.

### Inverkip Village Centre

#### *Extent of the order*

4.7 A key element of the objection questions the extent of the proposed order. This is significantly greater than the existing Twenty's Plenty zone, which only covers a small area of Main Street, either side of its junction with Station Road. I recognise that this is the central core of the village, which would benefit most from the introduction of an enforceable 20mph speed limit.

4.8 This area (whilst still being predominantly residential in nature) includes an hotel and several other commercial and community facilities. It is the area of most significant footfall and the street (including the road carriageway and the pavements) is narrow, with significant on-street parking, and no withing restrictions. Whilst my observations at the site inspection confirmed the council's assessment of traffic speed in the area, I find that the nature and use of the area significantly justifies an enforceable 20mph speed limit.

4.9 Station Road provides vehicular and pedestrian access to Inverkip Primary School. There are waiting restrictions and keep clear signs on the carriageway of Station Road (relating to the primary school), and there is significant on-street parking. I have no doubt that Station Road in the vicinity of the primary school should also be included within the 20mph speed limit. It appears to me that the zone should end (as proposed) just beyond Station Road's junction with Finnockbog Road and Station Avenue.

4.10 The remainder of Main Street (which is fairly extensive in the context of the proposed order) is more borderline as to whether or not it should be the subject of an enforceable 20mph speed limit. However, I am conscious that the existing Twenty's Plenty zone has been in existence for quite a long time, and that it is now reasonable to review the extent of the 20mph speed limit when considering the proposed order. Whilst the areas east and west of the existing Twenty's Plenty zone as far as the access/egress to the A78 trunk road

are residential in nature and have less activity than the central core, there is still a significant traffic flow, fairly narrow pavements and some on-street parking.

4.11 In addition, evidence was submitted to the hearing that the council is considering the introduction of traffic signalling at the eastern junction with the A78, where the speed limit is 60mph. This relates to the extent of traffic on Main Street, and I note that there are reported accidents involving vehicles exiting Main Street onto the A78 at this junction. On balance, I find that there is no evidence to suggest that the order should be modified to exclude any areas of Main Street between the two points of access/egress to the A78.

4.12 Finally, it is necessary to consider the remaining areas of Main Street, which are cul-de-sacs east and west of the respective access/egress to the A78. However, these areas are each very different in nature. The one to the east culminates in a car parking area relating to a local Sainsbury supermarket, and is actually quite busy, both with cars and commercial vehicles. I am satisfied that this fully justifies the proposed 20mph speed limit.

4.13 The cul-de-sac to the west is quiet, just being a residential area with a turning area at the end of the cul-de-sac, adjacent to (but not connected to) the A78. I have considered the possibility of recommending the removal of this area from the proposed 20mph speed limit. However, this would create something of an anomaly, with only this part of Main Street being retained at 30mph, where such is clearly not necessary. In addition, the objection does not specify this particular part of Main Street for exclusion. I therefore find that there is insufficient evidence to justify such a recommendation.

4.14 I am also conscious that there may be a perceived difference of approach between this order and the proposed order for Wemyss Bay, particularly with residential streets and cul-de-sacs being covered in the latter, but not in the former. However, I recognise that the council has determined that the residential areas in the former are not part of the village centre. In any event, it is not possible to modify the order to extend the area covered by the order. I am satisfied that the council could consider other roads in Inverkip, including Langhouse Road, and residential roads and cul-de-sacs south of the village centre, within a subsequent phase of the establishment of 20mph speed limits in due course.

### *Signage*

4.15 I recognise that extending the 20mph speed limit as far as the access/egress to the A78 both to the east and west would require 20mph speed limit signs to be located at the entrance to the 20mph speed limit close to the existing A78 carriageway. However, I note that there is a right-turn lane for (eastbound) traffic waiting to enter Inverkip at the busiest of the two junctions to the east, which may in due course be the subject of traffic light control. I therefore see no difficulty in drivers becoming aware of the speed limit when entering it. In any event, there would be repeater signs for the avoidance of doubt.

4.16 There would be an additional cost to the council in providing appropriate signage, but this is essentially a matter for the council to consider. I find that this has no significant bearing on my recommendations to the council, which essentially concentrate on the road safety and amenity effects of the introduction of the proposed 20mph speed limit.

### *Overall conclusion*

4.17 In overall terms, I conclude that the proposed 20mph speed limit for Inverkip Village Centre is fully justified, and that this should be made as proposed by the council without any modifications.

### Wemyss Bay Village Centre

#### *Matters for clarification*

4.18 Two matters were raised at the hearing, with respect to clarification on the terms of the order. Firstly, I note that the schedule refers to the inclusion of Poplar Way, which is located at the end of the cul-de-sac known as Katrine Road. Whilst not apparent to me initially, I was provided with an A3 version of the map, which clearly shows the location of Poplar Way. Whilst I find that this is not a matter upon which I need to make a formal recommendation to the council, it would be helpful if the council ensures that the relevant map included with the order (at whatever scale is considered necessary for the purpose), clearly shows all the named streets on the schedule, and which are subject to the 20mph speed limit proposed by the order.

4.19 The objection raises the fact that there is a small section of Ardgowan Road (west of its junction with Lomond Road), and a small section of Brueacre Road (as far as its junction with Mount Stuart Drive), which are included within the Twenty's Plenty zone, but have been omitted from the proposed 20mph speed limit order.

4.20 The council has confirmed that this an oversight, as it was intended to include all of the area covered by the Twenty's Plenty zone within the proposed 20mph speed limit order. I find that this is not a matter that can be addressed by a modification to the order, as it would constitute an extension to the order, which would as a result have excluded the opportunity for persons to object to this extension to the order following its publication. I agree with the council's intention on this matter, which is to prepare a variation order covering the areas referred to, in the event that the proposed order is made.

#### *Extent of the order*

4.21 I recognise that the area covered by this proposed order is of a different nature to the area covered by the proposed Inverkip Village Centre Order, although I note that similar residential areas in Inverkip, which are deemed by the council to be outwith the village centre, may be the subject of a subsequent 20mph speed limit order in due course.

4.22 A core part of the speed limit order covers Ardgowan Road between its junction with the A78 trunk road and its junction with Lomond Road. This includes the access to Wemyss Bay Primary School, and I note that there are waiting and other restrictions along this part of Ardgowan Road. It also provides access to a small shopping centre car park. The junction with the A78 is fairly busy. I find that this part of Ardgowan Road would be the most substantial element of the speed limit order, possibly resulting in active police enforcement of the speed limit as appropriate.

4.23 I accept (taking into account observations at my site inspection) that the mean traffic speed on this section of Ardgowan Road would be consistent with Transport Scotland guidelines, and I have no doubt that an enforceable 20mph speed limit is justified on this



length of Ardgowan Road. I also find that this speed limit should apply immediately upon entering Ardgowan Road from the A78. There is substantial visibility at the junction which would make this entirely feasible.

4.24 Otherwise, the area covered by the proposed 20mph speed limit covers the whole length of Lomond Road from its junction with Ardgowan Road in the north, to its junction with Kishorn Road in the south. This is also covered by the existing Twenty's Plenty zone. Again, I am satisfied that the mean traffic speed is low enough to justify the proposed order, and there are a substantial number of junctions with cul-de-sacs both east and west of Lomond Road. In addition, there is some parking along Lomond Road (including on the pavement). In overall terms, I am satisfied that the nature of Lomond Road justifies the proposed 20mph speed limit order along its full length.

4.25 I am conscious that this may not be routinely policed, but I have no doubt that a legally enforceable speed limit is justified. It is an entirely residential area where speed limits should remain low at all times, both in the interests of road safety and residential amenity. I also find that it should extend to Kishorn Road and the access to the A78, even though this not covered by the existing Twenty's Plenty zone. However, moving on to the cul-de-sacs extending from Lomond Road, of which there are many, I accept that the need for these to be covered by the 20mph speed limit is more borderline.

4.26 Firstly, I am aware that they are not included in the Twenty's Plenty zone. Secondly, most of the cul-de-sacs are quite short, and there is some physical traffic calming. There are exceptions though, such as Ryan Road (which is considerably longer than most) and Linnhe Road, which branches into further named cul-de-sacs.

4.27 In any event, I find that it would be illogical to impose a statutory 20mph limit on Lomond Road, and retain a statutory 30mph limit on the associated cul-de-sacs. In my view, this residential area should be viewed as a whole, with all the roads within it treated on the same basis in terms of the statutory speed limit. I am therefore satisfied that the extent of the order as proposed is justified, and there are no areas which require exclusion from the proposed order.

### *Signage*

4.28 As is the case with respect to Inverkip Village Centre, the proposed order would take the 20mph statutory speed limit right up to the access/egress to the A78 trunk road, although in the case of Wemyss Bay, there is a 40mph speed limit and 30mph speed limit at the northern and southern access/egress points to the A78 respectively.

4.29 This would require signage to be located close to the existing A78 carriageway. However, the speed limit and general visibility in the area should facilitate safe access and egress onto and from Ardgowan Road and Kishorn Road. There is a substantial junction with Ardgowan Road, including a right turning lane on the main A78 carriageway, in any event. I therefore see no difficulty in drivers turning and becoming aware of the speed limit when entering it. In any event, there would be repeater signs for the avoidance of doubt.

4.30 There would be an additional cost to the council in providing appropriate signage, but this is essentially a matter for the council to consider. I find that this has no significant bearing on my recommendations to the council, which essentially concentrate on the road safety and amenity effects of the introduction of the proposed 20mph speed limit.

*Overall conclusion*

4.31 In overall terms, I conclude that the proposed 20mph speed limit for Wemyss Bay Village Centre is fully justified, and that this should be made as proposed by the council without any modifications.

**5. Recommendations**

20mph Speed Limit Order for Inverkip

5.1 The 20mph speed limit order should be made as proposed by the council.

20mph Speed Limit Order for Wemyss Bay

5.2 The 20mph speed limit order should be made as proposed by the council.

Yours Sincerely,

*Lance R Guilford*

Reporter

**Appendix 1**

Persons appearing at the hearings

For Inverclyde Council:

Ms Emma Peacock – Solicitor

Mr Gordon Leitch – Team Leader, Consultancy, Roads and Transportation Service

Ms Elaine Provan – Supervisory Engineer, Traffic and Transportation, Service as above

Parties relying on written submissions

Local elected member objecting to the proposed 20mph speed limits

**Appendix 2**

Documents for Inverclyde Council

- (i) Report to Environment and Regeneration Committee dated 13 January 2022
- (ii) Report to Environment and Regeneration Committee dated 9 March 2023
- (iii) Draft orders, schedules and relevant plans
- (iv) Twenty's Plenty zones for Inverkip and Wemyss Bay
- (v) Maps showing proposed signage for Inverkip and Wemyss Bay
- (vi) Statements of case for the hearings
- (vii) A3 map showing the roads and cul-de-sacs in Wemyss Bay

**THE INVERCLYDE COUNCIL  
INVERKIP VILLAGE CENTRE  
(20MPH SPEED LIMIT)  
ORDER 2022**

DRAFT

**THE INVERCLYDE COUNCIL  
INVERKIP VILLAGE CENTRE  
(20MPH SPEED LIMIT) ORDER 2022**

We, The Inverclyde Council in exercise of the powers conferred on us by Sections 84, 85 and 87 of the Road Traffic Regulation Act 1984, as amended, ("the Act") and of all other enabling powers and after consultation with the Chief Constable of the Police Service of Scotland (Seirbheis Phoilis na h-Alba) in accordance with Part III of Schedule 9 to the Act hereby make the following Order:-

1. Citation and Commencement

(a) This Order may be cited as "The Inverclyde Council Inverkip Village Centre (20mph Speed Limit) Order 2022" and shall come into operation on the ### day of ####, Two Thousand and Twenty ###.

(b) The Plan titled "The Inverclyde Council Inverkip Village Centre (20mph Speed Limit) Order 2022 Plan" (attached hereto) is incorporated into this Order.

2. Interpretation

In this Order the following expression has the meaning hereby assigned to it:-

"Motor Vehicle", unless the context otherwise requires, means a mechanically propelled vehicle intended or adapted for use on Roads.

3. Maximum Speed Limit – 20 Miles Per Hour

No person shall drive or cause or permit to be driven any Motor Vehicle at a speed exceeding 20 miles per hour on any of the lengths of road specified in the Schedule to this Order.

4. Exemption

No speed limit imposed by this Order applies to vehicles falling within Regulation 3(4) of the Road Traffic Exemptions (Special Forces) (Variation and Amendment) Regulations 2011 when used in accordance with Regulation 3(5) of those Regulations.

*This Order and the Schedule and Plan annexed hereto are Sealed with the Common Seal of The Inverclyde Council and subscribed for them and on their behalf by ### Proper Officer, Municipal Buildings, Greenock on the ### day of ###, Two Thousand and Twenty ###.*

This is the Schedule referred to in the foregoing The Inverclyde Council Inverkip Village Centre  
(20mph Speed Limit) Order 2022

Length of Road in Inverclyde within the Town of Inverkip

Main Street

For its entire length, a distance of approximately 890 metres

Station Road

For its entire length, a distance of approximately 73 metres

Fran Terrace

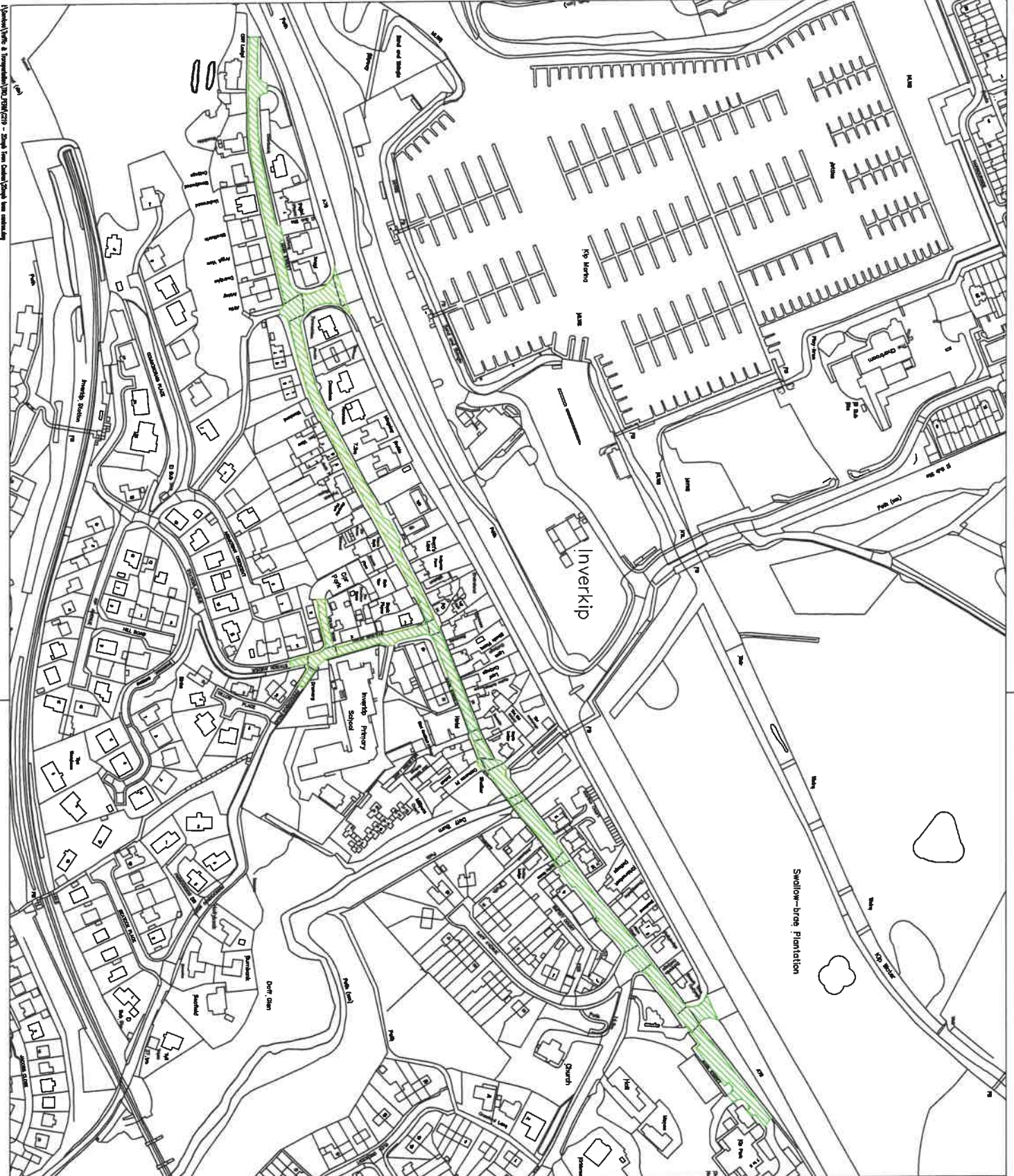
For its entire length, a distance of approximately 42 metres


Finnockbog Road

Between Station Avenue and a point 10m or thereby northwest of the northwest building line of 2 Willow Place, a distance of approximately 44 metres

Station Avenue

Between Finnockbog Road and the southeast boundary of 2 Station Avenue, a distance of approximately 32 metres



<p><b>Key</b></p> <p>Speed Limit   20 mph Speed Limit</p>		<p>© Crown copyright and database rights 2021 Ordnance Survey 100020243</p>
<p><b>THE INVERCLAYDE COUNCIL, INVERKIP</b>  <b>VILLAGE CENTRE (20MPH SPEED LIMIT)</b>  <b>ORDER 2022</b></p> <p>EFFECTIVE DATE:</p>		
<p>Drawn by: jps                  Date: 12/08/2020                  Drawing Number: TR/TRO/C219-05</p>	<p>Checked by: jps                  Date: 12/08/2020</p>	<p>Scale: 1:1000</p>

**THE INVERCLYDE COUNCIL**  
**WEMYSS BAY VILLAGE CENTRE**  
**(20MPH SPEED LIMIT)**  
**ORDER 2022**

**THE INVERCLYDE COUNCIL  
WEMYSS BAY VILLAGE CENTRE  
(20MPH SPEED LIMIT) ORDER 2022**

We, The Inverclyde Council in exercise of the powers conferred on us by Sections 84, 85 and 87 of the Road Traffic Regulation Act 1984, as amended, ("the Act") and of all other enabling powers and after consultation with the Chief Constable of the Police Service of Scotland (Seirbheis Phoilis na h-Alba) in accordance with Part III of Schedule 9 to the Act hereby make the following Order:-

1. Citation and Commencement

(a) This Order may be cited as "The Inverclyde Council Wemyss Bay Village Centre (20mph Speed Limit) Order 2022" and shall come into operation on the ### day of ####, Two Thousand and Twenty ##.

(b) The Plan titled "The Inverclyde Council Wemyss Bay Village Centre (20mph Speed Limit) Order 2022 Plan" (attached hereto) is incorporated into this Order.

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*This Order and the Schedule and Plan annexed hereto are Sealed with the Common Seal of The Inverclyde Council and subscribed for them and on their behalf by ### Proper Officer, Municipal Buildings, Greenock on the ### day of ###, Two Thousand and Twenty ##.*



This is the Schedule referred to in the foregoing The Inverclyde Council Wemyss Bay Village  
Centre (20mph Speed Limit) Order 2022

Length of Road in Inverclyde within the Town of **Wemyss Bay**

Carron Road

For its entire length, a distance of approximately 125 metres

Broom Road

For its entire length, a distance of approximately 50 metres

Linnhe Road

For its entire length, a distance of approximately 135 metres

Sunart Road

For its entire length, a distance of approximately 134 metres

Etive Road

For its entire length, a distance of approximately 100 metres

Melfort Road

For its entire length, a distance of approximately 109 metres

Rannoch Road

For its entire length, a distance of approximately 90 metres

Striven Road

For its entire length, a distance of approximately 98 metres

Morar Road

For its entire length, a distance of approximately 119 metres

Ryan Road

For its entire length, a distance of approximately 267 metres

Leven Road

For its entire length, a distance of approximately 131 metres

Tummel Road

For its entire length, a distance of approximately 181 metres

Katrine Road

For its entire length, a distance of approximately 74 metres

Poplar Way

For its entire length, a distance of approximately 59 metres

Kishorn Road

For its entire length, a distance of approximately 158 metres

Lomond Road

Between Ardgowan Road and Kishorn Road, a distance of approximately 710 metres

Ardgowan Road

Between A78 Greenock Road and Lomond Road, a distance of approximately 188 metres



Key

Speed Limit

20 mph Speed Limit

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Rev	Description	By	Date	Auth

**INVERCLYDE COUNCIL**  
 Village Infrastructure Faculty  
 17th Greenock Road  
 Glasgow G7 7JH  
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 www.inverclyde.gov.uk

**THE INVERCLYDE COUNCIL, WEMYSS BAY VILLAGE CENTRE (20MPH SPEED LIMIT) ORDER 2022**

EFFECTIVE DATE:

Sheet Code	Sheet Name	Sheet No.	Sheet Date
A3	12500	11	11/08/22