Inverclyde council

AGENDA ITEM NO: 8

Report To:	**Environment & Regeneration Committee**	**Date:**	**13 March 2025**
Report By:	**Head of Physical Assets**	**Report No:**	**ENV009/25/SJ/EM**
Contact Officer:	**Eddie Montgomery**	**Contact No:**	**01475 712472**
Subject:	**National Strategy for 20mph - Update**		

1.0 PURPOSE AND SUMMARY

1.1 ☒For Decision ☒For Information/Noting

1.2 The purpose of this report is to inform the Committee of the ongoing engagement with Transport Scotland on the commitment from the Scottish Government to implement the National Strategy for 20mph speed limits in all appropriate roads in built up areas by 2025.

1.3 The report also outlines the background to the strategy and summarises the guidance published by Transport Scotland to date whilst highlighting the time, resource, and estimated cost implications of implementing 20mph speed limits in suitable areas across Inverclyde.

2.0 RECOMMENDATIONS

2.1 It is recommended that the Committee:

- note the position and the limited funding received from Transport Scotland in 2024/25 to support an initial assessment and further detailed design of the associated TTROs, signs, lines and other measures which is currently on-going through external consultants and planned to be completed by the end of March 2025;
- note and agree on the principles of 20mph speed limits and the roads identified during the March 2023 assessment (and subsequent amendments) which indicate that 1,054 roads are suitable for a speed limit reduction based on the Road Assessment Guidance issued by Transport Scotland;
- note Transport Scotland's proposed route to implementation by promotion of a number of Temporary Traffic Regulation Orders (TTRO), followed by consultation to assess the success of the schemes to identify any changes and with final implementation through formal consultation and promotion of permanent Speed Limit Orders (SLOs);
- note the estimated cost to implement outlined in 3.13 and that Officers will continue dialogue with Transport Scotland regarding the position on funding for implementation and report to a future meeting of the Environment & Regeneration Committee;
- note the Scottish Government indicated timescales for implementation and the challenges associated with meeting those linked to the current inability of Transport Scotland to confirm funding support for implementation and any timing of announcement of funding support from Transport Scotland including the finite officer resource within the Inverclyde Services that would be required to support the implementation;

- note the Transport Scotland position and the limitations on what would be covered by funding for implementation outlined in 3.12 and the risks passed to the Council associated with any further soft measures and (where deemed necessary) any physical speed management measures, for roads not reaching a desired level of speed compliance with the likely scenario being that these roads would require to be revert to the original speed limit in the absence of available funding to support further speed management measures.

Eddie Montgomery
Head of Physical Assets

3.0 BACKGROUND AND CONTEXT

3.1 In September 2018 Mark Ruskell MSP brought a bill before the Scottish Parliament to reduce the default speed limit on restricted roads in Scotland from 30mph to 20mph. The objective of the bill was to change attitudes of drivers and encourage improved road safety. The bill was debated and voted on in Parliament on 13 June 2019 where it received 26 votes For the bill, 83 votes Against and 4 Abstentions. As a result the bill failed to progress to the next stages and be made law.

3.2 The Programme for Government for 2022/23 introduced the National Strategy for 20mph. The Bute House Agreement included a pledge that "all appropriate roads in built up areas will have a safer speed of 20mph by 2025." It also stated that a task group would be formed to plan the most effective route for implementation.

3.3 Following this, in September 2023, COSLA's Environment & Economy Board discussed the options available to implement 20mph speed limits. They were:

a) Local authorities applying for Traffic Regulation Orders (TROs) to change roads to become 20mph; or
b) A legislative route which makes 20mph the default speed limit, meaning that local authorities would need to apply for TROs to exempt roads as 30mph.

3.4 COSLA was generally supportive of the reasoning behind reducing default speed limits from 30mph to 20mph however it noted that councils would require appropriate resource and support to ensure its effective rollout. Discussions between COSLA and Transport Scotland highlighted that it would not be possible to introduce a default speed limit within the Parliamentary term, and definitely not by the deadline of 2025, therefore the TRO and ETRO route was the favoured option. They believed that this offered greater flexibility to local authorities and does not impose any statutory duties. They also felt that this avoided costs for local authorities to make TROs to exempt certain roads from a 20mph default speed limit. However, in Inverclyde we believe we will need to prepare more SLOs to make roads 20mph than would have been required if the default speed limit was reduced and exempting roads via TRO to retain higher speed limits.

3.5 The Environment and Regeneration Committee on 13 January 2022 agreed the principle of 20mph speed limits in areas with significant pedestrian generators, schools and residential areas. This is in line with Transport Scotland's desire to reduce the speed limit to 20mph on appropriate roads in built-up areas. The Council has already promoted 20mph zones in town centre and village locations across Inverclyde (Kilmacolm, Port Glasgow, Gourock, Inverkip, Wemyss Bay and the Cathcart Street area of Greenock).

Transport Scotland Road Assessment Guidance and Technical Considerations

3.6 In July 2022 Transport Scotland wrote to all local authorities to ask them to carry out an assessment of all roads in their area in accordance with criteria they set (Refer to Appendix 1). The Place Criteria outlined in this indicates:

"Identifying any of the following place criteria will help to indicate the 30mph roads which are considered appropriate for potential alteration to 20mph. The roads which remain at 30mph will typically be on A and B Class roads with little frontage activity and where people walking, wheeling and cycling do not need to share space with motor traffic.

A minimum road length for the speed limit is suggested between 400-600m. The length adopted will depend on the conditions at or beyond the end points.

a) Is the road within 100m walk of any educational setting (e.g. primary, secondary, further & higher education);

b) Does the number of residential and/or retail premises fronting the road (on one or both sides) exceed 20 over a continuous road length of between 400 - 600m. Other key buildings should also be considered such as a church, shop or school;

c) Is the road within 100m walk of any community centre, church, place of worship, sports facility, any hospital, GP or health centre;

d) Does the composition of road users imply a lower speed of 20 mph which will improve the conditions and facilities for vulnerable road users and other mode shift. (reflect on future plans such as active and sustainable travel, places for people, consider existing and potential levels of vulnerable road users);

e) Will the road environment, surrounding environment, community and quality of life impact (e.g. severance, noise, or air quality) be improved by implementing 20mph speed limits.".

3.7 Inverclyde Council submitted the results of their initial assessment as requested in March 2023 and this position was subject to further review. A summary of the currently assessed position is outlined in the table below:

Total Number of Existing	**Total Number**
Section A - 20mph roads remaining at 20mph	**34**
Section B - 20mph roads increasing to 30mph	**0**
Section C - 30mph roads remaining at 30mph	**41**
Section D - 30mph roads changing to 20mph	**1,054**

3.8 As part of the regular engagement with Transport Scotland they have indicated they are currently considering which of their roads they propose to introduce a 20mph speed limit on. The proposals put to Inverclyde Council were all on the A78, namely:

- Buccleugh Street to just west of South Street roundabout;
- East of 119 Inverkip Road to west of Neil Street; and
- North of the access to Wemyss Bay Rail Station to south of 82 Shore Street, Skelmorlie.

As part of these discussions Inverclyde Council's Roads Service suggested the route should be extended to cover the following lengths as follows:

- Greenock – Bullring to Inverclyde Academy; and
- Wemyss Bay – Co-op shop to St Joseph's & St Patrick's Church.

3.9 As part of the ongoing engagement with Transport Scotland, Officers of Inverclyde Council advised that the approach taken by Transport Scotland means there will be a lot of sign clutter due to repeater 20mph signs, however, Transport Scotland advised that the update to the Traffic Signs Manual meant that repeater signs are no longer required. Officers reviewed the Traffic Signs Manual Chapter 3 to check this approach, and it states in Section 8.3.1 that "*Whilst there is no specific requirement to provide repeater signs, it is for the traffic authority to determine how many are required and where they are placed. However, to ensure that drivers are fully aware of the speed limit in force it is recommended that repeater signs are provided at the intervals shown in Table 8-4*". Table 8-4 of the Traffic Signs Manual states that for a 20mph speed limit there should be a maximum spacing of 200m between signs. Section 8.3.4 of Chapter 3 of the Traffic Signs Manual indicates that a speed limit roundel road marking may be used as a repeater sign. Officers believe that some form of repeater sign, whether by signs or road markings, will be required to aid compliance with the reduced speed limit where a sign only approach is proposed, and these signs have been included in the implementation cost estimates submitted to Transport Scotland.

Transport Scotland Implementation Recommendations / Timescales / Funding

3.10 Transport Scotland recommendations are that the implementation of 20mph speed limits using ETRO/TTROs followed by permanent SLOs would be the best option within the timescales being targeted. This approach has been taken by other Councils such as Scottish Borders Council and Highland Council, who used TTROs in 2020 followed with permanent SLOs in effect in early 2024. The permanent SLOs contained slight variations to the TTROs due to the experiences over the 2-3 year period that the trial was in effect. During the engagement with Transport Scotland Officers noted that a deadline of the end of 2025 is not achievable for the introduction of 20mph speed limits throughout the Inverclyde area due to the requirement for a significant amount of work in preparing and promoting the SLOs as well as the detailed design and installation of associated signs and road markings.

3.11 Using the initial June 2022 assessment criteria, the majority of roads require 20mph signage only, however, 15 roads were identified for speed reduction measures with a further 97 roads which may require speed reduction measures. The most recent Transport Scotland Guidance (31st October 2024) states that Local Authorities should consider the introduction of 20mph speed limits indicated **by speed limit signs only, with no supporting speed reduction features and with monitoring and evaluation post implementation** to identify any not reaching a desired level of speed compliance through the following criteria:

- 0-25 mph - No speed management required;
- 26-30 mph – Softer measures required, signs and lines;
- Above 30 mph – speed management measures are required to achieve better compliance. These should again be signs and lines. This should be monitored again prior to implementing any physical measures. All these should be exhausted before consideration is given to return a road to 30mph.

It should be noted that Transport Scotland have indicated that any funding that may be made available for implementation will not include physical speed management measures. It should also be noted that during the engagement with Transport Scotland to date, earlier estimates for implementation have included costs for traffic calming consultation and installation for the 15 identified and 97 potential roads totalling circa £2.36m. The position adopted by Transport Scotland has been clarified in the further implementation guidance issued at the end of October 2024, the risks associated with this are outlined in 5.3 below.

3.12 Transport Scotland have made limited funding available in 2024/25 to support Local Authorities in identifying the potential scope of work associated with the implementation of the strategy. Transport Scotland have provided £60K to allow the progression of the detailed design of the roads across Inverclyde identified as being appropriate for alteration to 20mph based on the assessment criteria issued by them. It should be noted that in the regular engagement with Transport Scotland they have advised that they are not able to confirm funding for implementation for the financial year 2025/26 at this time.

3.13 Based on the information currently available to Officers, the estimated costs and indicative timescales (subject to TS funding and timing of announcement of same in 2025) of introducing 20mph speed limits, including detailed design, promotion of TTROs, promotion of SLOs, Independent Reporter, etc. are as outlined in the table below:

Item / Action	Estimated Timescales	Estimated Costs £000
Detailed Design of TTROs, signs and lines	Nov 24-Mar 25	60
Promotion of TTROs	Sept 25	36
Effective date of TTROs	Sept 25	-
Signs & Lines	May-Nov 25	442

Public Feedback	Dec-Feb 26	5
Amendments to extent of 20mph speed limits (if any following consultation and officer observations)	March-May 26	10
Promotion of SLOs	March-Aug 26	25
Independent Reporter	Sept-Dec 26	22.5
Effective date of SLOs	Feb 27	-
Monitoring and Evaluation	Feb-July 27	51
Total Cost		**651.5**

The timescales above are based on receiving confirmation of funding support from TS in April 25 to allow further report to Committee in May 25 and direction on implementation.

4.0 PROPOSALS

4.1 The Committee is requested to note the position and the limited funding received from Transport Scotland to date to allow the initial assessment and further detailed design of the necessary TTROs, signs, lines and other measures which is currently on-going supported through external consultants.

4.2 That the Committee note and agree on the principles of 20mph speed limits on the number of roads identified based on the assessment criteria which indicate that 1,054 roads are considered appropriate for a speed limit reduction.

4.3 That the Committee note Transport Scotland's proposed route to implementation by promotion of a number of Temporary Traffic Regulation Orders (TTROs), followed by consultation to assess the success of the schemes to identify any changes and with final implementation through formal consultation and promotion of permanent Speed Limit Orders (SLOs). It should also be noted that the progression of the orders is likely to be in phases prioritising areas with the highest number of accidents and number of trip generators.

4.4 That the Committee note that Officers will continue to engage with Transport Scotland to seek confirmation of funding for implementation beyond the current enabling funding for the detailed design work to allow a further report to be brought to the Environment & Regeneration Committee.

4.5 That the Committee note that whilst Officers recognise the benefits of reducing the speed limit (reduce accident severity) on the majority of urban roads, the Transport Scotland target timescales of end of 2025 are undeliverable in terms of the full process as outlined within the table in 3.13 above. It should also be noted that any decision to support the implementation of this strategy requires to consider the constraints of internal Officer resource and the potential work associated with parking prohibitions in accordance with the Transport (Scotland) Act 2019.

4.6 That the Committee note that Transport Scotland have confirmed that any funding that may be made available for implementation will not cover any costs associated with engineered speed reduction measures. There is a risk that this could lead to Police Scotland not supporting 20mph on certain roads. There are further risks associated with the post implementation process outlined in 3.11 above which at the present time will result in the cost of any further soft measures and/or physical speed management measures, falling to the Council to fund with the expectation being that these are considered ahead of any decision to return a road to 30mph.

5.0 IMPLICATIONS

5.1 The table below shows whether risks and implications apply if the recommendation(s) is(are) agreed:

SUBJECT	YES	NO
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

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments
Roads	20MPH	2024/25	54		Detailed design of TTROs, signs, lines and other measures
Roads /Legal	20MPH	2024/25	6		Staff Costs for Roads and Legal Services.
			60		Funding from Transport Scotland (awarded)

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Proposed Spend this Report £000	Virement From (If Applicable)	Other Comments
N/A	-	-	-	-	-

5.3 **Legal/Risk**

As outlined in 3.11 and 4.6 above, Transport Scotland implementation guidance is that Local Authorities should consider the introduction of 20mph speed limits indicated by speed limit signs only, with no supporting speed reduction features and with no funding being provided for speed reduction measures. There is a significant risk associated with any monitoring and evaluation post implementation identifying roads that have not reached a desired level of speed compliance where either soft measures or physical speed reduction measures may require to be considered with the funding risk of these falling to the Council. There are associated reputational risks linked to the inability of the Council to fund any further measures ahead of decisions to return roads to 30mph.

It will be necessary to promote a number of Temporary Traffic Regulation Orders at the implementation stage followed by permanent Speed Limiting Orders. There are inherent risks of objections to these orders which could lead to delays and which may have implications for increased costs.

5.4 **Human Resources**

The work involved for the Roads Service and the Legal Service will require the existing workload/waiting list for TRO's and other orders to be analysed and decisions made as to prioritisation.

5.5 **Strategic**

The implementation of the National Strategy for 20mph speed limits in all appropriate roads in built up areas in Inverclyde by 2025 aligns with the Council Plan vision and priorities to ensure 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.
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

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.

(c) Children and Young People

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

	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 Legal Services have been consulted.

7.0 BACKGROUND PAPERS

7.1 None.

National Strategy for 20mph

Appendix 1

Road Assessment Guidance (June 2022)

1. Background

The National Strategy for 20mph (the Strategy) aims to expand 20mph speed limits across Scotland and will ensure all appropriate roads in built-up areas have a safer speed limit of 20mph by 2025. The strategy seeks to introduce a consistency for 20mph speed limits across the country, simplifying speed limits for drivers. It seeks to reduce perceptions of road danger, encourage people to walk, wheel and cycle, and create more pleasant streets and neighbourhoods by providing a more equitable balance between different road users and will contribute to the implementation of the safe system.

2. Purpose

To shape the direction of the strategy and gain agreement on the most appropriate route to implement 20mph speed limits, an assessment of the existing road network is required. The outcome of road assessment will assist in the decision making process and will be used to inform policy, guidance and Ministerial updates.

This guidance has been developed and approved through the National 20mph Sub Group, whose membership includes SCOTS (nine Scottish Local Authorities), Police Scotland, Sustrans and Transport Scotland) It sets out the place criteria (section 4) and the assessment process (section 5) to assist road authorities in the collection of the required information (section 12). Until the roads are assessed, it is not possible to determine the specific number of roads affected or the financial implications.

3. Definition of appropriate roads

Consideration was given to the term appropriate roads which is used in the 2021 Programme for Government commitment of "We will ensure **all appropriate roads** in built-up areas have a safer speed limit of 20mph by 2025, forming a task group to plan the most effective route for implementation".

For clarity and in the context of the national strategy for 20mph speed limits, an appropriate road is considered to be *all 30mph roads* unless after the road assessment a valid reason is provided as to why they should remain at a speed limit of 30mph.

4. Place Criteria

Identifying any of the following place criteria will help to indicate the 30mph roads which are considered appropriate for potential alteration to 20mph. The roads which remain at 30mph will typically be on A and B Class roads with little frontage activity and where people walking, wheeling and cycling do not need to share space with motor traffic.

A minimum road length for the speed limit is suggested between 400-600m. The length adopted will depend on the conditions at or beyond the end points.

a) Is the road within 100m walk of any educational setting (e.g. primary, secondary, further & higher education)

b) Does the number of residential and/or retail premises fronting the road (on one or both sides) exceed 20 over a continuous road length of between 400 - 600m. Other key buildings should also be considered such as a church, shop or school.

c) Is the road within 100m walk of any community centre, church, place of worship, sports facility, any hospital, GP or health centre.

d) Does the composition of road users imply a lower speed of 20 mph which will improve the conditions and facilities for vulnerable road users and other mode shift. (reflect on future plans such as active and sustainable travel, places for people, consider existing and potential levels of vulnerable road users)

e) Will the road environment, surrounding environment, community and quality of life impact (e.g. severance, noise, or air quality) be improved by implementing 20mph speed limits.

5. Assessment Process and Scope

To assist with the decision making a road assessment process has been set out as a flow chart which can be found at **Annex A.**

Existing 20mph Speed Limit

To apply a level of consistency for 20mph speed limits across Scotland, all roads which currently have an existing speed limit of 20mph should be assessed against the place criteria (section 4). If the road does not meet the place criteria the road authority can consider if speed reduction measures are required (section 12); or consider changing to 30mph, recording the details on the road assessment form.

Existing 30mph Speed Limit

The presumption is that most of the existing 30mph limits in towns and villages will be reduced to 20mph. However It is recognised that:

a) not all 30mph roads which meet the place criteria are appropriate for a 20mph speed limit.
b) there are 30mph roads which do not meet the place criteria but are suitable for 20mph.
c) there are some 30mph roads that will remain at 30mph.

For clarity, all 30mph roads should be assessed using the place criteria and the decision/details recorded in the road assessment form. This includes identifying if the existing 30mph road is a restricted road. In addition the roads which are considered appropriate to reduce from 30mph to 20mph should also be RAG rated (section 11) with the details recorded on the road assessment form.

Other Existing Speed Limits

For the purposes of the national strategy for 20mph, roads with a speed limit of 40mph or above are out of scope, however this does not prevent the road authority from reviewing the speed limit independently. In line with current guidance" Setting local speed limit: guidance for local authorities "

6. Consideration of Wider Speed Reduction Measures

While assessing the road network road authorities should also consider requirements for speed reduction measures to support the credibility of the new speed limit and help encourage compliance so that no enforcement difficulties are created for Police Scotland to address. These should be recorded as a RAG rating (section 11), providing details and indicative cost in the road assessment form which will assist to indicate implementation costs.

Examples of speed reduction measures are: village gateways, road layout markings, repeater road markings, vehicle activated signs, raised junctions, rumble strips etc.

7. Road Adjustments for Short Sections

Short sections (400m or less) of 30mph road between two sections of 20mph roads should be assessed and adjusted to 20mph allowing for a continuous speed limit to apply depending on the road environment and characteristics.

8. Buffers Zones

It may be appropriate to consider an intermediate speed limit, in particular where there are roads with high approach speeds (50mph or above) or outlying houses beyond a village boundary.
Buffer zones should be of a sufficient length in order to allow drivers to adapt their speed in advance of the reduction to 20mph. Desirable minimum length of a buffer is 400m, depending on the road environment and characteristics, however this can be reduced at the discretion of the road authority for slower approach speeds (40mph or less).

9. Hamlets or Small Settlements

Where the characteristic of a settlement falls outside the definition of a village (20 or more properties directly fronting the road and a minimum length of 600m) and may have higher speeds running through them, road authorities are encouraged to use their discretion in deciding whether a lower speed limit is appropriate based on the road environment and characteristics.

10. Wider Road Policies

Consideration of wider road policies should be given, such as active travel infrastructure, reallocation of road space, bus partnership measures, climate change, low emission zones , 20 minute neighbourhoods and future developments (section 4). Introducing these wider policies alongside 20mph may allow for a joined up approach to planned delivery and allow resources to be combined.

11. Red-Amber-Green (RAG) Rating for Speed Reduction Measures

To give an indication on the potential wider speed management measures and the financial cost of implementation, when conducting the road assessment a RAG rating should be applied to the roads which may require changes and recorded in the road assessment form (roads which remain unchanged do not need a RAG rating) as follows :

- Green – 20mph signing only
- Amber – may require speed reduction measures after an evaluation of the sign-only setting
- Red – will require speed reduction measures as part of the implementation of the 20mph speed limit from the outset.

In addition to the RAG rating a brief explanation should be recorded as to what the proposed speed reduction measures are and the indicative costs, as well as identifying the name/location etc of the road and indicating whether the road is a restricted road and/or met the place criteria.

12. Road Assessment Details Required

Following the terms set out in this guidance note, please identify and update the road assessment form for your area with the number of existing:

1) **20mph roads remaining at 20mph.** (Note: Assess 20mph roads and provide the total number of roads remaining at 20mph. Only RAG rate and record details in the road assessment form if the 20mph road may require speed reduction measures.)

2) **20mph roads changing to a 30mph.** (Assess 20mph roads and provide the total number of any roads increasing to 30mph. Record the details in the road assessment form.)

3) **30mph roads remaining at 30mph.** (Note: Assess 30mph roads, provide the total number of roads remaining at 30mph. Record the details of roads remaining at 30mph in the road assessment form **highlight if the road is restricted and/or met the place criteria.)**

4) **30mph roads changing to 20mph.** (Note: Assess 30mph roads, provide the total number of roads considered appropriate to reduce to 20mph. RAG rate and record the details of those roads in the road assessment form, **highlight if the 30 mph road is restricted and/or met the place criteria**.

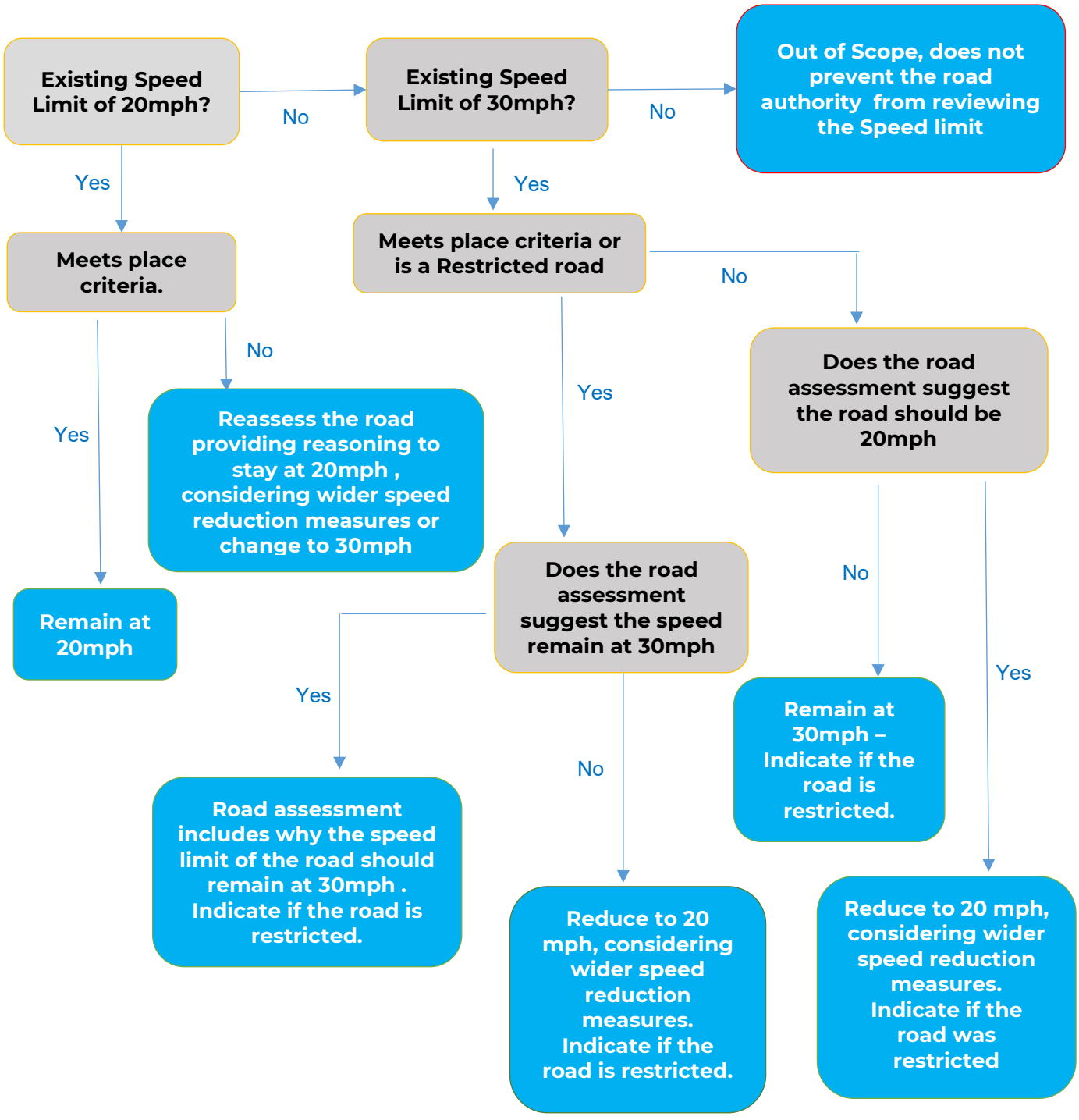
5) Provide a GIS map containing the current position for your area on existing 20 and 30mph roads

6) Provide a GIS map containing the proposed 20 and 30mph roads after the assessment.

13. Reporting outcomes

All road assessment information (section 12) should be returned to Transport Scotland at the following e-mail address : roadsafety@transport.gov.scot FAO Michelle Little no later than March 2023.

Annex A – Road Assessment



Appendix 2

transport.gov.scot

TRANSPORT SCOTLAND
CÒMHDHAIL ALBA

20mph Speed Limits in Scotland.

Implementation Guide

Contents

Introduction

The Scottish Government remains committed to making our streets safer and to the transformation of our towns and cities to ensure people are prioritised over motor vehicles. Increasing the options for people to walk, wheel or cycle when they make those everyday short journeys.

Managing the levels of vehicle speed is one of the biggest challenges faced in road safety. Many drivers do not recognise the risks involved with speeding and often, for them, the perceived advantages outweigh the perceived problems that can result from it. The speed of a vehicle directly influences the risk of a collision as well as the severity of injuries sustained, and the likelihood of death resulting from that collision.

We know, the average person, is seven times more likely to die if they are hit with a vehicle at 30 mph than they are at 20 mph. That is why the Scottish Government is committed to implementing 20 mph speed limits on those roads where it is appropriate to do so by the end of 2025.

Scotland's Road Safety Framework to 2030 (RSF2030) supports this commitment. It promotes a strong and strategic approach to creating a safe system, with speed management being a priority, as well as the subsequent 2022 Programme for Government commitment to "Roll out our national strategy for expanding 20 mph zones, with more roads and areas reducing their speed limits to 20 mph – making our streets feel safer and encouraging active travel".

The strategy advocates a vision "Slower today for a safer tomorrow" and aims to reduce speed in our towns, cities, and villages by 2025, by implementing 20mph speed limits where appropriate.

Setting speed limits based on Safe System principles

In 2023, 65% of all pedestrian casualties, 61% of all pedal cyclist casualties, 31% of all motorcyclist casualties and 30% of car casualties occurred on roads with a speed limit of 30 mph**.** In total, there were 2,794 casualties on roads with a speed limit of 30 mph or less.

The RSF2030 adopts the highly regarded international best practice 'Safe System' approach to road safety. The safe system principles recognise that people are fragile, and they will at times make errors which can lead to collisions; however, no one should die or be seriously injured on the road as a result.

One component of the safe system "Safe Speeds" aims to establish appropriate speed limits according to the features of the road, the function it serves, and the physical tolerance of those who use it.

20 mph schemes are a fitting example of the Safe System in action, they reduce speed and the risk of collisions occurring by providing more time for a driver to react to unexpected events and if the collision does occur at 20 mph it reduces the risk of causing death or severe injury inside and outside the vehicle.

Traditional approaches for setting speed limits have prioritised vehicular traffic flow and efficiency. Speed limits have been set using mean speeds together with accident rate and are usually considered in reaction to speed-related collisions on the road network. Newer approaches are based on the safe system survivable speeds and reflect the mobility needs of vulnerable road users, such as pedestrians and cyclists, as well as their levels of safety, prioritising people.

Reducing vehicle speeds in areas where the road user mix includes a high volume of vulnerable road users, such as pedestrians and cyclists, and on non-divided rural roads, is especially important.

Even small reductions in speed lower the risk of fatal and serious collisions.

Road safety is a shared responsibility amongst everyone, including those that design, build, operate and use the roads.

The wider ambitions of lowering speed limits

Lowering speed limits to appropriate levels goes well beyond reducing collisions, saving lives, and preventing serious injuries for all types of road users; it also has a huge influence on many other objectives for societal well-being.

Environmental benefits

Intense acceleration and deceleration are known to cause greater emissions, increased noise nuisance and increased passenger discomfort, particularly if it is associated with rapid acceleration and deceleration. Slower and calmer driving reduces emission rates for carbon monoxide, volatile organic compounds and oxides of nitrogen, depending on the gear engaged and the level of driver acceleration/ braking. Vehicle speed was found to be a strong contributing factor to the degree of heavy metal contamination, such as cadmium, lead, zinc, and nickel, in road dust.

The largest source of noise in urban areas is traffic-induced noise, which accounts for 80% of all communal noise sources. The Beuhlmann and Egger, 2017 study in the UK, measured traffic noise and found that 30 km/h (19 mph) road speeds reduced acoustic energy levels by about half. Environmental noise has been linked to sleep disorders, heart disease, stress and, among children, decreased school performance, including decreased learning, lower reading comprehension, and concentration deficits.

Health and Quality of Life

Lowering speed limits can also result in broader health impacts. They can reduce the perception of road danger, which may encourage active mobility, namely walking and cycling for transportation which significantly enhances physical activity levels, leading to better physical health. Using active mobility reduces the risk of more than 25 chronic diseases thus increasing longevity .

Social Cohesivity and Community Severance

Lower speeds can improve accessibility and reduce the disconnection caused by roads that become urban barriers. Traffic levels and traffic speeds not only discourage walking and active mobility but limit social contact between residents on opposite sides of the road. In both urban and rural areas, such severance can prevent children from safely crossing from their homes to get to school or prevent safe travel between homes and nearby workplaces.

Travel benefits

In many cases, lowering speed limits have been prevented because of fears that this measure will increase overall travel times and congestion. Research shows that any increases in travel times and congestion are negligible, and in some cases, they can even be improved through reduced speed limits. It is often not understood that in many urban areas, average speeds are already significantly lower than the speed limit due to congestion. The actual speeds in the top 25 most congested cities in the world are well below 30 km/h (19 mph).

Emerging effects around the world

Edinburgh

Researchers from the University of Edinburgh worked with the City of Ediburgh Council in 2019 to gauge the effectiveness of 20 mph restrictions .The study found that a reduction of not only speed but road traffic collisions was achieved across Edinburgh, even without extra traffic-calming measures and police patrols – making the scheme cost-effective. Similar evidence was found in the 20 mph speed limits in Bristol (Bornioli, 2019) .

Netherlands / Norway / Finland

In the Netherlands in 1993, an analysis of 150 30 km/h zones without through traffic and with sufficient speed-reduction measures found an average decrease in the number of injury crashes of 22%.

Oslo in Norway and Helsinki in Finland have both deployed 30 km/h zones effectively as a key part of the success in reducing cyclist and pedestrian deaths to zero in 2019.

Stockholm Declaration

The Stockholm declaration, 2020, was adopted by governments globally, calling to mandate a maximum road travel speed of 20 mph in areas where vulnerable road users and vehicles mix in a frequent and planned manner. Lower speeds in cities, towns and villages are internationally recognised as a key element in reducing road casualties. Speed limits affect everyone, not only motorists and their passengers but pedestrians, cyclists, and communities. As well as influencing safety and risk they can influence quality of life and the environment we live in.

Spain

In May 2021, Spain introduced a new speed limit of 30 km/h on single-lane urban roads in towns and cities. A first evaluation of crash data for the year 2021 compared with 2019 shows that the number of deaths in road crashes on urban roads has decreased by around 25%, which means 97 fewer deaths. The number of fatal pedestrian crashes went down by 32%. Regarding cyclists, the reduction was equal to 48%. These first results communicated by the General Traffic Directorate of Spain are very promising, and the impact of the 30 km/h urban speed limit across the country will be further assessed over time.

The Road Assessment Criteria

From June 2022 Road authorities began assessing their 30 mph road network to ascertain roads which are appropriate for a lower speed limit of 20 mph. To apply a level of consistency when assessing their road network, the following road criteria was created and was used by all road authorities.

Identifying any of the following place criteria on a road with a speed limit of 30 mph will give an indication that the road is appropriate for a reduced speed limit of 20 mph. Several factors should be considered when making the assessment which include - but are not restricted to the following:

1) Is the road within 100 m walk of any educational setting e.g. Early years, primary, secondary, further & higher education.
2) Does the number of residential and/or retail premises fronting the road (on one or both sides) exceed 20 over a continuous road length of between 400 – 600 m.
3) Other key buildings which attract members of the public should also be considered.
4) Is the road within 100 m walk of an area of public interest such as a community centre, place of worship, sports facility (including playparks), hospital, GP, or health centre.
5) Does the composition of road users imply a lower speed of 20 mph which will improve the conditions and facilities for vulnerable road users and other mode shift. (build capacity by reflecting on future delivery plans such as active and sustainable travel, consider existing and future levels of vulnerable road users)
6) Will the road, surrounding environment and the community be improved by a lower speed limit of 20 mph e.g. quality of life, social cohesiveness, severance, noise, or air quality, active travel)

Points to Note - The presumption is that all 30 mph roads are appropriate for a lower speed limit of 20 mph. However, there will be some anomalies, where roads meet the criteria but are not appropriate and others which do not meet the place criteria but are appropriate for a 20 mph speed limit. This is where local knowledge and community feedback is key to setting the most appropriate speed limit for the environment.

In general, a road suitable to remain at 30 mph will typically be on A and B Class roads with little frontage activity and where people walking, wheeling, and cycling do not need to share space with motor traffic.

A minimum road length for the speed limit is suggested between 400-600 m. The length adopted will depend on the conditions at or beyond the end points.

National 20 mph speed limits Implementation

As part of the initial national 20 mph speed limit implementation phase road authorities have been considering the introduction of 20 mph speed limits indicated by speed limit signs, with no supporting speed reducing features.

Research has found, implementing sign only using a city/village wide approach may be more effective than implementing limits on specific streets as it encourages a more consistent reduction in speed across a wider area . This approach has demonstrated a higher reduction in speed and may also contribute to changing travel and driving behaviour positively in the longer term.

The use of Temporary Traffic Road Orders (TTRO) to implement 20 mph speed limits, has allowed for progress to be made with implementation, gives the community time to experience the change and for the lower speed limit to be monitored and evaluated over a maximum period of 18 month. During this period, a measured and informed decision can then be made as to whether the 20 mph speed limit can be refined or modified in terms of:

- Reducing or shifting the extents of the speed limit in length.
- Considering speed management measures to aid better compliance; or used as an opportunity to implement local plans that are complemented by the lower speed limit, such as active travel measures.
- Evidencing or accepting that the road is not appropriate and reverting to a speed limit of 30 mph either partially or in full.

In addition, some road authorities have already carried out sufficient assessments and are able to implement 20 mph speed limits on a permanent basis with a Traffic Road Order (TRO).

Ultimately it will be for each road authority to determine which roads on their network should be subject to a 20 mph speed limit and to decide how best to give effect to this by way of orders made under section 84 and section 88 of the Road Traffic Regulation Act 1984 (legislation.gov.uk).

Communications

A comprehensive and early formal / informal consultation of all those who may be affected by the introduction of a 20 mph scheme is an essential part of the implementation process.

Taking all, who may be affected, along on a journey has been found to be effective in gaining support. This needs to include residents, all tiers of local government, the police and emergency services, public transport providers and any other relevant local groups (including for example, groups representing pedestrians, cyclists, drivers, or equestrians).

Research was undertaking by the SG (Scottish Government) Marketing and Insights Team to establish a communication toolkit which can be used to promote a behaviour change. The toolkit has been developed and shared with all road authorities alongside a FAQ to assist with public enquiries.

Figure 1 - 20 mph campaign asset for social media

Enforcement

Implementing 20 mph speed limits in a pragmatic and measured way allows for appropriate roads to be monitored and evaluated on their effectiveness and it helps to identify if the road is credible and self-enforcing which will reduce the need for police enforcement.

It is recognised that after a period of monitoring, the speed on some roads may need to be refined or modified, either in length or with additional speed management measures, to create suitable self-enforcing roads.

Any changes should continue to be monitored, and where compliance levels are not at an acceptable level, or local knowledge suggest the road is not appropriate, consideration should be given to reverting to a 30 mph speed limit, in part of full, if necessary.

The position of Police Scotland in respect of the enforcement of 20 mph aligns with the enforcement activity criteria for all published speed limits, contained within the Speeding Standard Operating Procedure which states “deployment of resources must prioritise sites which represent the greatest risk and should only be undertaken where considered necessary and in the interests of casualty reduction.”

Legislative Requirements

To manage compliance, it is important the limit is signed correctly and consistently. Road authorities must ensure speed limits meet the legislative process and the requirements of the Traffic Sign Regulations General Directions (TSRGD) legislation.

Any new limit should also be accompanied by publicity and communications.

The TSRGD and the Traffic Signs Manual should be used by road authorities to determine the use, placing and positioning of signs.

Implementing 20 mph Speed Limits – Sign Only

20 mph speed limits do not require traffic calming. They are like other local speed limits. The full requirements for the establishment of a 20 mph limit is set out in The Traffic Signs Regulations and General Directions 2016 (legislation.gov.uk) and the Traffic Signs Manual

Repeaters – 20 mph Limit

The TSRGD (2016) removes the requirement for a minimum of one repeater sign to be placed within a 20 mph speed limit. It is for road authorities to determine how many repeater signs are needed and where they should be placed, taking cognisance of the Traffic Signs Manual Chapter 3 ensuring there are sufficient repeater signs placed to inform road users of the speed limit in force.

Point to Note - When lit roads have a speed limit other than 30 mph, repeater signs can assist road users to understand the limit of the road and assist with compliance.

20 mph Zone into a 20 mph Speed Limit

Signs must be provided at each entrance to the zone, even where the adjacent speed limit is 20 mph speed limit (without traffic calming features). The lower panel may be varied or omitted, but the speed limit roundel in the upper panel must not be varied to any other speed limit. Normally only one sign is likely to be needed, particularly where the zone commences in a side road at a junction.

Where the adjacent speed limit is 20 mph adjacent speed limit is 20 mph (without traffic calming features), the sign is replaced by a 20 mph terminal sign.

20 mph Speed Limit - Zones

20 mph zones are different from a 20 mph limit as they require traffic calming. The full requirements for the establishment of a 20 mph zone is set out in detail in the TSRGD and the Traffic Signs Manual .

In Scotland, 20 mph should be the standard speed limit in the vicinity of schools. The actual route to school should also be considered for 20 mph speed limits / zones as very few pupils live on the street the school is located, broadening 20 mph zones or speed limits will enable a safer journey to and from school.

Point to note – Speed cushions / humps encourage the braking and acceleration of vehicles which can lead to an increase in noise nuisance, increased passenger discomfort and raise pollution levels, both exhaust and particulate.

The design of a 20 mph zone should ensure, as far as possible, that engineering measures take account of all road users, ensuring hazards are not created for vulnerable road users, particularly those people with a visual or mobility impairment.

Variable/Part Time Limits

Variable speed limits are those which lower the limit to 20 mph according to the time of day as specified in a speed limit order. The requirements for variable message signage are outlined in The Traffic Signs Regulations and General Directions 2016 (legislation.gov.uk).

Advisory 20 mph limits

SEDD Circular No. 6/2001 gave guidance on the situations in which it was appropriate to implement an advisory 20 mph maximum speed. Advisory maximum speeds were originally designed to be used in self-enclosed residential areas with little or no through traffic. Road authorities should be introducing mandatory limits or speed limit zones, as appropriate, in these areas rather than advisory ones.

Monitoring and evaluation of sign only 20 mph speed limit.

The monitoring and evaluation of any speed limit / speed management intervention is vital to determine whether it works, to adapt it if necessary, and to provide evidence for continuing support at the level of decision makers, key stakeholders, and the public.

Monitoring and evaluating will not only provide feedback on the effectiveness but will also help to determine whether a speed limit / speed management intervention is appropriate, whether there are any problems with its implementation and support, and whether there are any ongoing issues that need to be resolved before any further intervention is implemented.

It is important to plan for evaluation early in the design process to allow a baseline to be created.

For the monitoring and evaluation of the speed limit it is recommended to:

a) Determine the aim and outcomes of the evaluation and consider other data that can be monitored such as levels of walking and cycling, air quality, decrease in traffic flow etc.
b) Conduct a “before implementation” speed analysis to create a baseline.
c) Run the speed analysis throughout the entire day over a seven-day period across all selected sites.
d) Conduct at least two “post implementation” speed analysis to be collected at approximately 3 months apart, or as appropriate.
e) Ensure consistency in measurement by monitoring the same sites to gain an equivalent comparison.
f) Write and disseminate a monitoring and evaluation report for committee or public.
g) Use results to plan or promote interventions or speed management measures.
h) Monitor the speed of the newly introduced speed management intervention and repeat as above.

The suggested data to be collected:

a) Traffic volume
b) Traffic classification (Car/Van/HGV)
c) 85th percentile speed
d) mean speed.
e) Using 3 speed bins of vehicles travelling at or below 0-25 mph, between 25–30 mph, above 30 mph

Measurement for action

0-25 mph - Average speeds at or below 25 mph will be assumed to be at a level where no speed management interventions are required – The speeds should be continued to be monitored for any deviations in future.

26-30 mph - Average speeds between 25-30 mph will indicate that softer speed management measures should initially be considered or a reduction/shift in it extents. Once implemented, monitored again and refined further is necessary.

The measures used will depending on the road environment, for instance:

- Gateway features (such as red surfacing, “dragon’s teeth,” countdown signing)
- Adding repeater signs or increasing the number of repeater signs - Carriageway roundels may be used; however, these can be difficult to remove if the 20mph limit is not made permanent.
- Additional road markings to emphasise road features or reduce carriageway widths, such as middle lane hatching, white line cycle lanes.
- Vehicle activated signs.
- Consider your wider delivery plans – do they include active travel measures which can be added to reduce width or road.
- Liaising with Police Scotland to consider if enforcement on a local level can be deployed.

Above 30 mph - Average speeds of above 30 mph will indicate that speed management measures are required to change the road environment to achieve better speed compliance. Consider using softer features initially, such as road markings or a reduction/change in the extent of the speed limit. Any change should be monitored before moving on to more physical engineering measures which will help to evidence the reason for change.

As all roads have been pre assessed as being appropriate for a speed limit of 20 mph, if not reaching a desired level of speed compliance, it is expected that feasible speed management measures should be exhausted wherever possible, or a reduction/change in the speed limit extents, before any consideration to return them, either in full or partially, to the previous speed limit of 30mph unless other evidence suggests the road is not appropriate.

Longer Term Monitoring and Evaluation

Both the collision history and speed analysis are important factors to monitor over a longer period.

For collision history, to gain an appropriate level of data, an evaluation should not be conducted until at least 1 year of post installation data is available. It is desirable to have 3 years of collision data to provide a larger sample size and a more realistic indication of outcomes.

For speed analysis, although the initial speeds will be monitored as early as possible and evaluated to give early indications on the levels of compliance, the recommended period for a speed analysis after a major engineering change (e.g. a new speed limit or road design element) is 1 year. Waiting a full year will allow motorists to get acclimatised to the new treatment and environment and will allow it to be encountered in all types of weather conditions.

Communicating results

Once an evaluation is complete, it is important to provide feedback to key stakeholders and the public, even if results were not particularly good.

While a speed management intervention may have succeeded in achieving its objectives, it is still helpful to examine and discuss what worked well and why. If the intervention has not been successful, it is important to share this with others so that weaknesses or relevant issues are considered in similar interventions, including whether to introduce such interventions in the future.

Findings should be analysed and it should be considered whether they demonstrate any tangible benefits, problems to be rectified or elements to be abandoned. Moreover, the evaluation could discover unexpected side-effects of the interventions, both positive and negative. These should be considered in the further development of interventions.

Speed Management Interventions

Following the introduction of signs, repeaters and roundels when implementing 20 mph speed limits, if the desired reduction of speed is not being reached, speed management interventions can be considered.

Depending on the geographical area, the types and mix of road users, a mixture of interventions may be required to make speed management successful. Simple and sustainable road engineering measures such as lane-narrowing, refuge islands and medians are highly effective – especially for low to moderate speed environments in cities, towns, and villages. There are many interventions to reduce speeds and manage traffic as demonstrated in the City of Edinburgh Street Design Guidance

A mixture of examples are below:

Lane narrowing

Wider roads allow drivers to select higher travel speeds. This may be because the perceived margin for error is greater. So, narrower lane widths tend to slow traffic speeds . Narrowing the roadway for vehicles will therefore assist speed reduction in a particular area. Even narrowing the perceived lane width can achieve slower speeds. This can be done with painted markings on the road.

Refuge islands and kerb extensions

Refuge islands and medians can provide a staged crossing point for pedestrians and simplifying decision-making. Kerb extensions can also improve pedestrian safety by reducing the crossing distance and the area and time in which pedestrians are at risk. This is particularly helpful for older or disabled pedestrians who may have difficulty choosing a safe gap in traffic at a crossing point. These interventions also result in narrower lanes, thereby contributing to lower speeds

Roundabouts

Roundabouts are effective in reducing the severity of crashes at an intersection because they require traffic to deviate from a straight path and therefore slow down to undertake the manoeuvre. The reduced speeds and direction of travel can result in reduced collision severity.

Repeater Signs

TSRGD 2016 removes the requirement for a minimum of one repeater sign to be placed within a 20 mph limit. It is for road authorities to decide how many repeater signs are needed and where they should be placed, taking cognisance of Chapter 3 of the Traffic Signs Manual ensuring there are sufficient repeater signs placed to inform road users of the speed limit in force.

Gateway treatments at entrances to towns and villages

Gateways are devices used to mark a threshold – usually to a village or higher risk location on the road – where lower speeds are required from drivers. Gateways rely on highly visible vertical treatments to capture driver/rider attention and usually include:

- large signs conveying the message that it is an entry to a location where pedestrians and other vulnerable road users are about to be encountered in greater numbers;
- pavement markings to narrow the perceived width of the carriageway, including painted central medians, for a short distance at least;
- large speed limit signs showing the lower speed limit that applies;
- other pavement markings to indicate clearly that a threshold is being crossed into a different environment;

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