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**REPORT TO: ECONOMIC DEVELOPMENT AND INFRASTRUCTURE  
SERVICES COMMITTEE ON 6 SEPTEMBER 2022**

**SUBJECT: NATIONAL STRATEGY FOR 20 MPH**

**BY: DEPUTE CHIEF EXECUTIVE (ECONOMY, ENVIRONMENT AND  
FINANCE)**

**1. REASON FOR REPORT**

- 1.1 To update the Committee on the Scottish Government's National Strategy for 20mph which aims to ensure all appropriate roads in built-up areas have a safer speed limit of 20mph by 2025.
- 1.2 This report is submitted to Committee in terms of Section III (F) (17) of the Council's Scheme of Administration relating to the Council's function in dealing with traffic and transport management functions.

**2. RECOMMENDATION**

**2.1 It is recommended that Committee:**

- i) **notes that Transport Scotland are gathering information from local authorities with respect to 20mph speed limits and zones, after which it is anticipated that Transport Scotland will provide further guidance, information on funding and a timetable for implementation; and**
- ii) **agrees to review forthcoming guidance and information on funding before proceeding with any new 20mph speed limits or 20mph zones in Moray.**

**3. BACKGROUND**

- 3.1 The ability for Roads Authorities to set a speed limit of 20mph on public roads was introduced in 1990 and at that time was through an application to the Secretary of State for a 20mph zone. The aim of the new 20mph speed limit was to improve the perception of safety amongst vulnerable user groups encouraging walking and cycling and to reduce the severity of any collision.
- 3.2 In 1999 the law was changed by the Road Traffic Regulation Act (Amendment) Order 1999, which enabled the Roads Authority to set a 20mph speed limit through the use of a Traffic Regulation Order without the need to seek permission. Two types of 20mph speed limits are possible:

- 20mph limits – which consist of just a speed limit change to 20mph which is indicated by the speed limit (and repeater) signs and is suitable for use on roads where vehicle speeds are already low; and
- 20mph zones – which are designed to be ‘self-enforcing’ through the introduction of traffic calming measures along with the speed limit and supporting signage.

- 3.3 To date Moray Council has introduced 20mph speed limits/zones in the following locations: Clifton Road and Seatown, Lossiemouth (2002), Findhorn (2009), Cockmuir Place, Elgin (2012) and Garmouth (2015). A number of recent housing developments have been designed to encourage lower speeds of around 20mph, although they are not subject to a formal 20mph speed limit. Temporary 20mph speed limits have also been introduced on the public roads around schools in Moray. There are also advisory ‘20s Plenty’ zones at Grant Drive, Forres and Den Crescent in Keith. Speed surveys of the existing 20mph in Findhorn, Garmouth and on Clifton Road show good levels of compliance. However it should be noted that the layout of the road network and levels of activity on these streets, along with the introduction of physical measures in Findhorn and on Clifton Road, assist with lowering vehicle speeds.
- 3.4 In 2019 Scottish Government commenced a review of Strategic Transport Projects (STPR2). The development of a National Strategy for 20mph zones and limits (to support their expansion to those roads where it is appropriate to do so) is a committed project within STRP2, which supports the delivery of the National Transport Strategy 2 (NTS2).
- 3.5 The Scottish Government and Scottish Green Party Parliamentary Group signed a [Cooperation Agreement](#) and agreed a shared policy programme in August 2021 (this agreement is often referred to as ‘The Bute House Agreement’). The Shared Policy Programme (SPP) includes a commitment which states: ‘All appropriate roads in built-up areas will have a safer speed limit of 20mph by 2025.’ A task group has been formed to plan the most effective route to implementation of this commitment which includes representatives from Transport Scotland, the Society of Chief Officers of Transport (SCOTS), Sustrans and Police Scotland.
- 3.6 The SPP refers to ‘appropriate roads in built up areas’. Transport Scotland have defined the term ‘appropriate road’ as: ‘*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*’.
- 3.7 In early July, Transport Scotland wrote to all local authorities requesting that a ‘Road Assessment’ is undertaken by March 2023 to inform the development of the National Strategy for 20mph and ensure that a consistent method of assessment was undertaken across Scotland. Guidance on how to undertake the ‘Road Assessment’ was provided along with ‘ring-fenced’ funding of £28,000 to assist with the delivery of the assessment. The assessment will be used to determine the specific number of roads affected and the financial implications for implementation of the National Strategy for 20mph. The results of the Road Assessments will also be used to inform future policy and

guidance on 20mph speed limits and zones, and ensure that a consistent approach in their implementation is taken across Scotland.

#### **4. ROAD ASSESSMENT GUIDANCE AND CRITERIA**

4.1 Transport Scotland has requested details of the existing speeds limits for built-up areas (towns, villages and any smaller settlements through which a road with a 30mph speed limit passes) and that GIS mapping showing the extent of these existing speed limits is provided. It should be noted that the assessment excludes all roads with an existing 40mph, 50mph and 60mph speed limit and focusses only on existing 20mph and 30mph roads.

4.2 The next step is to undertake a review of the existing 20mph and 30mph speed limits. Each existing road in Moray subject to a 20mph or 30mph speed limit will be considered following the process provided by Transport Scotland which is set out in **Appendix 1**. The process involves the completion of a spreadsheet supplied by Transport Scotland and the development of GIS Mapping showing all roads proposed to have a 20mph speed limit and those where a 30mph speed limit would remain.

4.3 The process includes the assessment of the road against the following 'Place Criteria' which will indicate which 30mph roads are considered appropriate for potential alteration to 20mph:

*A minimum road length for the speed limit is suggested between 400-600 metres. 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 and higher education).*
- b) Does the number of residential and/or retail premises fronting the road (on one side or both sides) exceed 20 over a continuous road length of between 400 – 600m. Other key building should also be considered such as 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 facility.*
- d) Does the composition of the road users imply a lower speed of 20mph which will improve the conditions or facilities for vulnerable road users and other mode shift.*
- 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.*

4.4 Though the assessment, exemptions to the implementation of a 20mph limit will be identified. These roads will typically be strategic roads with a high 'movement' function with little frontage activity and where people walking, wheeling and cycling do not need to share space with motor traffic.

4.5 In order to introduce 20mph speed limits on some roads which meet the criteria in paragraph 4.4, physical measures to reduce traffic speeds may be required to ensure that the limits are 'self-enforcing'. The assessment will identify these roads and as part of the process and an estimate of the costs of these measures will be provided to Transport Scotland. This will help to inform

the implementation costs of the National Strategy for 20mph.

- 4.6 The funding provided to undertake the assessment is not sufficient to out-source the whole assessment process. It is proposed to undertake the main part of the assessment in-house, utilising officer's detailed local knowledge and our existing speed survey data. Once the locations where there will need to be additional speed reducing measures or exemptions have been identified, these will be passed to consultants to undertake the assessment, identify suitable speed reducing measures and provide initial cost estimates for the measures.
- 4.7 Until such time that the extent of the work to be out-sourced has been identified through the first stage of the assessment, it is unclear whether the funding provided by Transport Scotland will cover all of the costs for consultant support.

## **5. NEXT STEPS**

- 5.1 It is understood that once the Road Assessments have been completed. Transport Scotland will work closely with SCOTS and COSLA to better understand the cost implications for the implementation of the 20mph strategy and, subject to Ministerial approval, will seek to provide additional funding where required.
- 5.2 The Road Assessments will also be used to inform policy and guidance on 20mph speed limits/zones. Consideration of any new 20mph speed limits or zones prior to the issue of any further guidance would not be advised at this point as it may lead to inconsistencies with the approach taken across Scotland.
- 5.3 The provision of additional funding for the implementation of the National Strategy for 20mph from Scottish Government has been indicated but it is not yet committed. There remains at this time a risk that further funding may not be available at the implementation stages. Once the availability of future funding has been confirmed, officers will report back to this Committee with details of any shortfall and any opportunities to pursue the implementation of 20mph speed limits/zones through grant funding.
- 5.4 Officers will continue to be involved with the development of the strategy with Transport Scotland and provide updates to this Committee as and when new information and any timescales for implementation of the strategy are provided. Any update will also be shared with the Joint Community Council who have set up a 'Speeding in Communities' group which liaises with Transportation and Police Scotland.

## **6. SUMMARY OF IMPLICATIONS**

### **(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP))**

This report links to the Corporate Plan priority on our place, and to our future in creating a sustainable and resilient future.

**(b) Policy and Legal**

The National Strategy for 20mph is a Scottish Government commitment and supports the policies within National Transport Strategy 2, the Scottish Road Safety Framework to 2030, and the draft Strategic Transport Project Review 2. The introduction of 20mph speed limits/zones also support the principle of 20 minute neighbourhoods from National Planning Framework 4.

**(c) Financial implications**

Grant funding has been provided but it may not cover the full costs of outsourcing the additional workload to undertake the Road Assessments. Implementation costs are being determined through the Road Assessment with a view to Scottish Government providing financial support to Councils, but the level of implementation funding is unknown at this stage.

**(d) Risk Implications**

The timescale to undertake assessment is by March 2023 and is constrained. If the assessment is not undertaken accurately, there is a risk that sufficient financial support for implementation may not be provided. The number of roads where physical measures would be required to support the introduction of a 20mph limit is unknown at this stage and the grant provided by Scottish Government may not be sufficient to cover the consultant fees for developing and providing cost estimates. Additional revenue budget may be required to meet the shortfall.

**(e) Staffing Implications**

First part of the assessment will be undertaken by Transportation officers. Outline development of physical measures to support 20mph and their initial costs will be undertaken by external consultants using grant funding from SG. Assistance will be required from the Systems Team as some information is required to be presented as GIS mapping.

**(f) Property**

There are no property implications incurred through the contents of this report.

**(g) Equalities/Socio Economic Impact**

There are no direct equalities implications arising from this report. However the implementation of 20mph speed limits and zones can support walking, cycling and wheeling which has health, wealth and well-being benefits. The outline design of any physical measures to support 20mph speed limits will take into consideration the needs of those with impairments to their mobility.

**(h) Climate Change and Biodiversity Impacts**

There are no direct climate change and biodiversity implications arising from this report. However the implementation of 20mph speed limits and zones can support walking, cycling and wheeling which can lead to a reduction in the number of trips made by private vehicles/fossil fuelled vehicles.

**(i) Consultations**

Depute Chief Executive (Economy, Environment and Finance), The Head of Environmental and Commercial Services, Legal Services Manager, the Equal Opportunities Officer, Strategic Planning & Development Manager and L Rowan, Committee Services Officer have been consulted with any comments received incorporated into this report.

**7. CONCLUSION**

- 7.1 Transport Scotland has written to Moray Council seeking a Road Assessment to be undertaken to inform the National Strategy for 20mph, which seeks to introduce a safer speed limit of 20mph on all appropriate roads within built up areas.**
- 7.2 The information to be provided to Transport Scotland will assist with the development of further guidance, and identify the number of roads affected and the financial implications for implementation.**
- 7.3 Until Transport Scotland reviews the information being gathered by roads authorities and provides further guidance, Moray Council should not pursue any new 20mph speed limits in Moray.**

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Background Papers:

Ref: SPMAN-524642768-768  
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