
Report To:	Environment & Regeneration Committee	Date:	30 June 2025
Report By:	Interim Director - Environment	Report No:	ENV032/25/EM
Contact Officer:	Eddie Montgomery	Contact No:	01475 712472
Subject:	Implementation of the National Strategy for 20mph Speed Limits		

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 confirms the recent communication from Transport Scotland indicating a commitment to a funding award in 2025/26 for implementation and outlines the next steps and anticipated time frames subject to Committee direction on implementation.

2.0 RECOMMENDATIONS

2.1 It is recommended that the Committee:

- note that Transport Scotland have indicated that £478,000 of funding will be made available in 2025/26 to implement 20mph Speed Limits across Inverclyde.
- 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 projected programme for implementation and the challenges associated with meeting those timescales.
- provide direction on whether to progress the implementation of 20mph speed limits on the 1,021 roads across Inverclyde identified as being suitable for speed limit reduction based on the Transport Scotland issued roads assessment guidance and criteria and as illustrated on the maps provided at Appendix 1.
- note the Transport Scotland position on funding for implementation which is only able to be confirmed for 2025/26 at this time and the risks passed to the Council associated with funding for the final promotion of SLO's in 2026/27, and any further soft measures and (where deemed necessary) any physical speed management measures, for roads not reaching a desired level of speed compliance.

Eddie Montgomery
Interim Director - Environment

3.0 BACKGROUND AND CONTEXT

- 3.1 The Scottish Government published a 'Scotland's Road Safety Framework to 2030' in February 2021. The Framework articulates a vision for Scotland to have the best road safety performance in the world by 2030 and an ambitious long-term goal where no one is seriously injured or killed on Scottish roads by 2050. To achieve this goal, the national strategy for 20 mph zones and limits in Scotland was produced. The Strategy aims to expand 20mph speed limits across Scotland, and to ensure all appropriate roads in built-up areas have a safer speed limit of 20mph by 2025.
- 3.2 The speed of a vehicle directly influences the risk of a collision as well as the severity of injuries sustained. Statistically, the average person, is seven times more likely to succumb to fatal injuries if they are in a collision with a vehicle at 30 mph than they are at 20 mph.
- 3.3 In 2022, serious road casualties mostly occurred on 30 mph and 60 mph roads. Just over half (51.1%) of road traffic fatalities in cities and towns were pedestrians or pedal cyclists. The majority (54.4%) of serious injuries were also pedestrians and pedal cyclists, whereas just over a third (34.6%) suffered slight injuries.
- 3.4 In 2022, 69% of all pedestrian casualties, 54% of all pedal cyclist casualties, 33% of all motorcyclist casualties and 30% of all car casualties occurred on roads with a speed limit of 30 mph in Scotland. In total there was 2201 casualties on roads with a speed limit of 30 mph. Of these there were 623 people seriously injured and 31 fatalities.
- 3.5 A Napier University Study assessed the effectiveness of Scottish Borders implementation, the first Scottish Authority to roll out widespread 20mph speed limits. The study highlighted that the rollout of 20mph speed limits across the Scottish Borders has reduced average speeds by 3mph. The trial, which took place across 97 villages and towns in the Borders since October 2020, showed that 85% of drivers dropped their speeds by 3mph with the largest speed reductions being observed in locations where higher speeds had been seen in the past – with those areas seeing an average reduction of 5.4mph. The report also concluded that the change in driver behaviour continued well after the beginning of the trial, with average speeds still well below previous levels eight months after the start of the trial.
- 3.6 Average speeds in the residential streets of Inverclyde are generally under 25 mph, which means that traffic speeds are relatively low at present, however, the reduction in speed limit will assist in lowering overall vehicle speeds particularly those who currently drive at 30 mph or over within our residential estates.
- 3.7 The report to the Environment and Regeneration Committee of 13th March 2025 outlined the background on the National Strategy for 20mph and the procedure, based on road assessment guidance issued by Transport Scotland, for determining what roads are suitable to have their speed limits reduced including the outcome of that assessment. That Committee noted and agreed the principles of 20mph speed limits and the roads identified during the March 2023 assessment (and subsequent amendments) which indicated the number of roads suitable for a speed limit reduction based on the Road Assessment Guidance issued by Transport Scotland.
- 3.8 Transport Scotland have also confirmed in communications that the road criteria originated from article 11 of the UN Stockholm declaration: mandate a maximum road travel speed of 30km/h in areas where vulnerable roads users and vehicles mix in a frequent and planned manner, except where strong evidence exists that higher speeds are safe (decision should no longer be influenced by traffic speeds). This declaration is supported by the Scottish Government.
- 3.9 As outlined in the March 25 report, Transport Scotland recommendations are that the implementation of 20mph speed limits be progressed using TTROs followed by permanent TROs/SLOs to assist with the timescales being targeted for implementation and allow the community time to experience the change. It also allows for the lower speed limit to be monitored and evaluated for a period. During this period, decisions can then be made as to whether the 20mph speed limit can be refined or modified before the final TRO/SLO is made. Following an

evaluation period, Permanent Speed Limit Orders (SLO) will be promoted for roads that are appropriate. Stakeholder consultation will be required as part of this process.

- 3.10 Scotland's National 20mph Strategy is for each Local Authority to determine which 30mph roads within their boundary should be subject to a 20mph speed limit. This recognises that the reduction in speed limits across the arterial routes of Inverclyde could adversely affect the operation and effectiveness of routes for all road users. This means the decisions on what roads are suitable can be taken at a local level and allows a degree of flexibility.
- 3.11 In consultation with Police Scotland and other stakeholders, it was agreed that A and B roads should remain at 30mph unless they pass a school or directly through a town centre as some of these roads have existing part-time 20mph restrictions. Other routes have remained at 30mph to keep the arterial routes 30mph to allow movement of traffic and to keep the majority of traffic on these routes.
- 3.12 The summary position as reported to the March 25 Committee has been re-assessed with the overall total number of roads altered to reflect that some roads have multiple speed limits and to record the 20mph roads recently added within town and village centres. An updated summary of the findings is outlined in the table below:

Total Number of Existing	Total Number (Re-assessed)
Section A - 20mph roads remaining at 20mph	87
Section B - 20mph roads increasing to 30mph	0
Section C - 30mph roads remaining at 30mph	69
Section D - 30mph roads changing to 20mph	1,021

- 3.13 The estimated costs and indicative timescales to introduce the 20mph speed limits including promotion of TTROs, promotion of SLOs, Independent Reporter, etc. are as outlined below:

Item / Action	Estimated Timescales	Estimated Costs £000
Phase 1 Initial Implementation		
Promotion of TTROs	Jan 26	36
Effective date of TTROs	Jan 26	-
Signs & Lines	July 25-Jan 26	442
Estimated Cost 2025/26		478
Public Feedback	Feb-April 26	5
Amendments to extent of 20mph speed limits (if any following consultation and officer observations)	Mar-June 26	10
Phase 2 Permanent SLO		
<i>Without maintained objections</i>		
Promotion of SLOs	June-Nov 26	25
Estimated Cost 2026/27		40
Effective date of SLOs	May 27	-
<i>With Maintained objections</i>		
Independent Reporter	May-Oct 27	22.5
Effective date of SLOs	Nov 27	-
Monitoring and Evaluation	Dec 27-April 28	51
Estimated Cost 2027/28		73.5
Total Cost		591.5

3.14 As also confirmed in the March 2025 report the assessment of the roads undertaken using the Transport Scotland guidance and criteria resulted in the majority of roads requiring 20mph signage only, however, 15 roads were identified for speed reduction measures with a further 97 roads which may require speed reduction measures. As previously confirmed 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.

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 previously been clarified as outlined above with no commitment to funding for speed reduction measures.

3.15 It should be noted that more recent communication with Transport Scotland indicates that the position on speed reduction measures may be revisited with the most recent advice stating that the funding of speed reduction measures would be considered by Transport Scotland as long as they were evidence based and reasonable. There remains a risk associated with this as outlined in 5.3 below.

3.16 The Committee is requested to note the following summary of the engagement with Transport Scotland in 2025 to date:

- there has been email communication confirming the commitment to a funding award of £478,000 in 2025/26 to progress the implementation of 20mph Speed Limits across Inverclyde.
- the email communication also acknowledged the funding requirement for 2026/27 and confirmed that they are unable to advise on awards of multi-year funding due to the Scottish Budget being agreed on an annual basis. It was confirmed that this would be revisited nearer the time.
- there has been no confirmation of any funding for physical speed reduction measures should recorded speeds be higher than anticipated post implementation, however it has been confirmed that they would consider funding subject to any request being evidence based and reasonable.

3.17 Should the Committee approve the implementation it will be necessary to implement a communication strategy to inform the public about the introduction of the new speed limits. Transport Scotland have provided a media toolkit which will be used as the basis for the communications campaign:

<https://roadsafety.scot/wp-content/uploads/2024/02/Communicators-Toolkit-20mph-final.pdf>

4.0 PROPOSALS

4.1 The Committee is requested to note the communication from Transport Scotland and the commitment to funding in 2025/26 for the implementation of 20mph speed limits across Inverclyde.

- 4.2 The Committee is requested to provide direction on implementation to allow Officers to commence the Temporary Traffic Regulation Order (TTRO) process to reduce the speed limits on the 1,021 roads across Inverclyde. Officers will also engage with external contractors to install the signs and road markings required.
- 4.3 On completion of the TTRO and the installation of the signs and markings there will be a consultation to assess the success of the schemes, and this will include traffic surveys in addition to public consultations.
- 4.4 Officers will evaluate any changes required and these will be implemented prior to the formal consultation and the promotion of the permanent Speed Limit Orders (SLOs). This SLO will be split into 5 areas, Quarriers and Kilmacolm, Port Glasgow, Greenock, Gourock, Inverkip and Wemyss Bay and will be subject to a further funding commitment from Transport Scotland for 2026/27.
- 4.5 On completion of the SLOs a traffic surveys and monitoring will be conducted to determine if any further measures are required. As outlined above, Transport Scotland have not made any firm commitment to fund physical measures. Officers will continue dialogue with Transport Scotland on completion of the traffic surveys and assessments.

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	2025/26	423		Implementation of 20mph speed limits
Roads /Legal	20MPH	2025/26	55		Staff Costs for Roads and Legal Services.
			478		Funding from Transport Scotland

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Proposed Spend this Report £000	Virement From (If Applicable)	Other Comments
Roads	-	-	**1		Maintenance of road markings, signs and traffic calming.
Roads			**1		Sign lighting

**will be contained within existing budgets

5.3 Legal/Risk

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.

As outlined 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 currently being provided for speed reduction measures. There is a 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 currently unresolved and potentially 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.

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:

x	YES – Assessed as relevant and an EqIA is required.
	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.

6.2 Police Scotland, Strathclyde Partnership for Transport (SPT), McGills and elected members have been consulted on the proposals.

7.0 BACKGROUND PAPERS

- 7.1 National Strategy for 20mph – Update. Environment and Regeneration Committee 13 March 2025.

Scotland's National Strategy for 20mph Speed Limits:

https://framework.roadsafety.scot/info_hub/scotlands-national-strategy-for-20-mph-speed-limits/#:%7E:text=The%20Scottish%20Government%20is%20committed,but%20pedestrians%2C%20cyclists%20and%20communities

Transport Scotland's 20mph Speed Limits in Scotland. Implementation Guide:

<https://www.transport.gov.scot/media/3yxfd5tp/the-implementation-guide-for-20-mph-speed-limits-in-scotland.pdf>

Napier University Study: <https://www.napier.ac.uk/about-us/news/first-large-scale-study-shows-success-of-20mph-speed-limit-across-scottish-borders>