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## Rural Economy and Connectivity Committee Comataidh Eaconomaidh Dùthchail is Co- cheangailteachd

# Stage 1 Report on the Restricted Roads (20 mph Speed Limit) (Scotland) Bill



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# Rural Economy and Connectivity Committee

To consider and report on matters falling within the responsibility of the Cabinet Secretary for the Rural Economy and the matters falling within the responsibility of the Cabinet Secretary for Transport, Infrastructure and Connectivity.



<http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/rural-committee.aspx>



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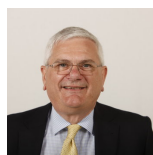
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# Executive summary

## Overall conclusion

The Committee is unable to recommend the general principles of the Bill to the Parliament.<sup>i</sup>

## Conclusions

The Committee supports the aim of seeking to widen the implementation of 20mph zones in Scotland with the objective of reducing death and serious injuries on roads.

The key consideration for the Committee has been to determine whether the Bill's proposal to introduce a 20mph speed limit on all restricted roads in Scotland by default is the most effective way to deliver a significant increase in 20mph zones.

After considering the evidence presented, the majority view of the Committee is that the default, 'one-size-fits all' approach proposed in the Bill is not appropriate, as it does not give local authorities the flexibility to devise 20mph limits that they consider appropriate for their areas.

The three members of the Committee who dissented<sup>ii</sup> from this view, are of the view that the current inconsistent use of 20 mph speed limits, which does not occur with other speed limits, is confusing and undermines road safety.

Given the wide-ranging uncertainties the Committee heard in relation to the estimated costs and savings for the Bill, the Committee concludes that the Financial Memorandum is not robust.

The Committee made the following further findings in its consideration of the Bill—

## Active travel

Based on the evidence heard and the available research to date, the Committee notes that an introduction of 20mph sign-only zones can contribute to small but important increases in active travel modes such as walking and cycling due to an increased perception of safety.

## Vehicle emissions

The Committee notes the argument that reducing the speed limit may improve air quality, although it acknowledges that the evidence on this issue is mixed.

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<sup>i</sup> John Finnie, John Mason and Colin Smyth dissented.

<sup>ii</sup> John Finnie, John Mason and Colin Smyth.

## **Social benefits**

The Committee agrees that 20mph zones can contribute to social inclusion, the quality of life and the 'liveability' of neighbourhoods and streets. However, it considers they are only likely to do so effectively if they form part of wider urban placemaking design, alongside measures such as appropriate road engineering and active travel improvements.

## **Journey times and congestion**

The Committee notes the mixed views presented in evidence on whether 20mph speed limits would have an impact on either journey times or traffic congestion. However, it acknowledges that available research suggests that 20mph limits do not generally have a significant impact on journey times or traffic congestion.

## **Implementation of provisions**

If the Bill were passed, the Committee believes that a longer time scale for implementation than the 18 months proposed in the Bill would be required, given the existing and forthcoming transport-related commitments faced by local authorities.

## **Public awareness**

The Committee agrees with the evidence received that a detailed, concerted campaign would be required to raise awareness of the proposed reduced speed limit, should the Bill be passed.

## **Compliance and enforcement**

The Committee wishes to highlight that the proposals in this Bill would be unlikely to result in any change to the approach taken by the police in enforcing speed limits.

## **Improvements to current procedure**

The Committee believes that the existing processes which local authorities must follow to implement 20mph speed limits are cumbersome and resource-intensive and should be more straightforward. It welcomes the Scottish Government's current exercise to consider ways in which these processes can be simplified or improved.

# Introduction

1. The Restricted Roads (20mph Speed Limit) (Scotland) Bill is a Member's Bill, introduced by Mark Ruskell MSP ("the member in charge") on 21 September 2018. The Bill aims to reduce the default speed limit on restricted roads, generally residential streets and minor roads in both rural and urban areas, from 30mph to 20mph. The Rural Economy and Connectivity Committee was designated as the lead committee for Stage 1 consideration of the Bill (which means that it considers and reports to the Scottish Parliament on the general principles of the Bill).
2. The Committee launched a call for views on the Bill which ran from 9 November 2018 to 28 January 2019. This resulted in 45 individual written submissions and 6,585 responses to an accompanying online survey. A list of the written evidence received is provided at Annexe B, including an analysis of the survey responses.
3. The Committee took oral evidence on the Bill from 6 February to 20 March 2019 from a range of organisations including local authorities, academics, third sector groups, health and environmental organisations, and road and motoring interests. Details of the various oral evidence sessions are included at Annex A. As part of its evidence gathering, the Committee also undertook the following activities to inform its consideration of the Bill:
  - an informal meeting with local authority representatives on 28 February 2019 to discuss the practicalities of how local authorities might implement the Bill's proposals; and
  - the Parliament's Outreach team organised a series of pop-up events in Dundee, Dunfermline and Glasgow to ask members of the public for their views on the Bill. The Outreach team also recorded views on the Bill from school pupils across Scotland, and a Girl Guides event hosted at the Parliament. The views received from these events overall were very mixed, with a range of views expressed both in support and against the Bill and its policy aims.
4. The Committee is grateful to all those who participated and contributed their views, which provided valuable input to its consideration of the Bill.



## Consideration by other committees

5. The Delegated Powers and Law Reform (DPLR) Committee published a [report](#) on its scrutiny of the delegated powers provisions of the Bill on 24 October 2018. The DPLR Committee reported that it was content with the delegated powers provisions contained in the Bill.
6. The Finance and Constitution Committee did not report on the Financial Memorandum associated with the Bill, although it received [eight written submissions](#) which have been considered as part of this report.

# Policy aims of the Bill

7. The Policy Memorandum of the Bill states that "the Bill is designed to serve a number of policy aims, the foremost of which is the enhancement of road safety." Other stated aims are a change in driving culture and promoting compliance, improved health outcomes and more active travel, addressing inequality and reducing pollution.
8. The Committee received mixed views on the policy aims of the Bill. Those supporting the Bill asserted that, in addition to the key aims set out above, the blanket approach it proposed in applying a 20mph speed limit on all restricted roads would remove the need for local authorities to follow the current procedures to create 20mph zones, which some view as time-consuming. They also suggested that it would create uniformity in the way 20mph zones were implemented across local authorities, and would foster a 'social norm' and consensus that 20mph was a new, modern default. For example, Living Streets Scotland said—

” We believe the introduction of a national default speed limit of 20mph is the right approach to ensure consistency across the country. It will also be an important element in creating a change in culture and behaviour in terms of the way we view transport and use our urban areas.

Source: Living Streets Scotland, 2019<sup>1</sup>

9. In general, those opposed to the Bill acknowledged that whilst certain elements of the current arrangements for creating 20mph zones are cumbersome, these could be improved or streamlined. Some suggested that the proposals set out in the Bill would not deliver the intended improvements in road safety. For example, IAM Roadsmart stated that—

” We do not support the bill because of the blanket nature of its intention to change everything in an unfocused way...A number of studies have come out recently, such as the Atkins study down south, all saying basically the same thing: a 20mph limit without changing the character of a road does not really change driver behaviour. We would rather see a targeted approach, not a blanket approach.

Source: Rural Economy and Connectivity Committee 20 February 2019, Neil Greig (IAM RoadSmart), contrib. 5<sup>2</sup>

10. Local authorities also gave mixed views on the Bill. For example, the City of Edinburgh Council, which has already rolled out 20mph zones in Edinburgh, said the Bill would make it easier for local authorities to roll-out such zones, as well as assisting with building acceptance, understanding and compliance with the speed limit.<sup>3</sup>
11. On the other hand, Scottish Borders Council told the Committee that, although it was entirely supportive of any measures that support road safety, it was concerned about the Bill's "one-size-fits-all" approach. The Council felt that it would not be appropriate to rural areas, would have a detrimental financial impact, and was unlikely to make any impact on speed and accidents numbers in rural areas. It was also of the view that taking a blanket approach to the introduction of 20mph zones,

rather than focussing on areas where a specific need had been identified, would dilute the road safety message.<sup>4</sup>

12. The Society of Chief Officers of Transportation in Scotland (SCOTS) told the Committee that there was no unanimous view on the Bill amongst those local authorities who had responded to a poll they had conducted. In supplementary evidence of 19 March 2019, they said that their latest understanding of the position of SCOTS members was that 50% supported the Bill (as it would remove the need to follow the current Traffic Regulation Order (TRO) procedure to create a 20mph zone), with 29% considering the TRO process to be the most appropriate approach.<sup>5</sup>
13. The member in charge of the Bill told the Committee that he had been in extensive contact with local authorities in the course of the development of the Bill, and that the "vast majority are in favour and have been supportive".<sup>6</sup>
14. In written correspondence, Michael Matheson MSP, the Cabinet Secretary for Transport, Infrastructure and Connectivity ("the Cabinet Secretary") said that following further devolution of powers under the Scotland Act 2016, primary legislation would not be required to make any change to national default speed limits (including 20mph limits), should the Scottish Government wish to do this.
15. However, the Cabinet Secretary made clear that the Scottish Government's current position is that decisions on introducing 20mph speed limits are best taken at a local level, as this "allows for the exact circumstances of each road to be fully considered to ensure that decisions which are made are appropriate and credible". He said this position was supported by Police Scotland advice on speed limits, and also by the UK Parliamentary Advisory Council for Transport Safety (PACTS), a transport safety body, which advocates evidence-based policies to reduce transport casualties. He highlighted that PACTS had considered that careful examination of the issues and evidence was needed regarding the proposals to reduce the default speed to 20mph.<sup>7</sup>
16. Consequently, the Cabinet Secretary said that whilst the Scottish Government is broadly supportive of the broad aims of the Bill in terms of increasing the number of 20mph zones, it could not support the specific proposals in the Bill as more evidence and more detailed analysis was needed on these. The Cabinet Secretary also said that the Atkins/UK Government Department for Transport (DfT) research<sup>8</sup> reinforced the Scottish Government's view that a blanket approach was not the best way of introducing 20mph zones, and that speed limit zoning worked most effectively when delivered with other measures such as road design.<sup>9</sup> In explaining his view, the Cabinet Secretary said—

” there is a risk that a blanket approach will not capture all roads where it would be desirable to have a 20mph limit, and conversely, there will be roads that will be changed to 20mph when the current 30mph limit is more appropriate for that environment.

Source: Rural Economy and Connectivity Committee, 2018<sup>10</sup>

17. The following sections of this report considers the views received by the Committee on the policy objectives of the Bill in more detail.

## Road safety

18. Enhancement of road safety is the main policy aim of the Bill. All those giving views agreed with the general principle that reducing road speed was a useful measure towards improved road safety. However, the Committee heard mixed views as to whether the Bill was the most appropriate means by which to deliver road speed reduction.
19. Supporters of the Bill cited studies from Bristol and other locations that showed reductions in road casualties due to 20mph speed limits. 20's Plenty for Us and Living Streets Scotland described a speed limit of 20mph as "the developing standard across the world" to facilitate active travel, people's ability to move around independently, and to create places that "are safe and feel safe for people to walk or cycle around and for kids to play".<sup>11</sup><sup>1</sup>
20. Professor Adrian Davis from Edinburgh Napier University told the Committee that one of the key benefits of the Bill would be to reduce the numbers of deaths, serious injuries and slight injuries to people who are outside vehicles, with the added consequence of increased health and reduced cost to the national health service. He highlighted the example of data from Portsmouth City Council—the first authority in England to implement a 20mph speed limit across a whole city— where, as a result of speed reductions, significant reductions have been reported in the number of casualties.<sup>12</sup><sup>13</sup> The member in charge said that even a small speed reduction of 1 to 2mph was significant, as it could prevent 600 casualties in Scotland annually.<sup>6</sup>
21. The Glasgow Centre for Population Health (GCPH) highlighted the nature of these types of casualties, saying that 60 per cent of serious and fatal casualties on 30mph roads are more vulnerable road users such as walkers or cyclists. GCPH said that there are also inequalities in who is likely to be a casualty, casualty numbers being higher among pedestrians in more deprived areas, and higher again for child pedestrians.<sup>14</sup> The Faculty of Public Health in Scotland said that GCPH had estimated that the lower speed limit would result in between 145 and 755 fewer casualties per year and an annual saving of between £7.8m and £39.9m (This GCPH study relates to urban roads for the whole of Scotland, and not just for the Glasgow area.)<sup>15</sup>
22. Professor Davies said that based on the peer-reviewed literature on the science of speed and kinetic energy, for every 1mph reduction in average speed, there is a 6 per cent reduction in the number of collisions.<sup>16</sup> Chief Superintendent Carle said that, "The scientific data tells us that a collision at a lower speed is less likely to result in serious injury, so if the general principle is to lower speed limits from 30mph to 20mph, and if speeds come down, that may over time have the public health benefits that we are seeking."<sup>17</sup>
23. The Cabinet Secretary described the extent of the varied approach to roll out of 20mph zones by local authorities. He said that most councils have implemented 20mph restrictions to some extent, particularly around schools and roads with high levels of pedestrians and cyclists, but others have gone further. The largest scale 20mph limit programme is in Edinburgh, where all roads with the exception of key

thoroughfares have had their speed limits reduced.<sup>18</sup> SCOTS said that out of the 14 local authorities that had responded to their recent survey, about 20% had rolled out zones completely, 20% had rolled out in most places, 30% in some places, and 30% hardly anywhere.<sup>9</sup>

24. The Committee received evidence which suggested that the current approach of allowing local authorities to have the flexibility as to where to designate 20mph zones could result in inequalities in different areas of Scotland. The Faculty of Public Health in Scotland said that "relying on local approaches risks a continued piecemeal approach. Allowing each local Council to pick and choose the areas that implement 20mph limits or zones risks widening health inequalities."<sup>19</sup> SCOTS said that there was a "reluctance to roll out 20mph limits more widely", and that the Bill would address this, making it a duty for local authorities to have 20mph zones.<sup>20</sup>
25. Motoring and road users' groups questioned whether the Bill's approach would improve road safety. RAC Motoring Services said that they supported the introduction of 20mph zones where there is a need to reduce excessive speeds and where there are high levels of vulnerable road users, but that there was not conclusive evidence that the Bill's approach of reducing 30mph limits to a default 20mph limit in built-up urban areas would provide a safer environment.<sup>21</sup>
26. RAC Motoring Services cited the DfT research of 2018, on the basis that it suggested that there was not enough evidence to conclude that there has been a significant change in collisions and casualties following the introduction of 20mph limits in residential areas.<sup>21</sup> The SPICe briefing on the Bill similarly said that the DfT research found limited evidence for any significant change in collisions or casualties in the majority of case study areas it considered, when background trends were considered. The SPICe briefing also noted an assessment of pilot 20mph speed limits in the Hampshire Council area which concluded that, "In terms of accident and injury data, the impact of the pilot schemes upon road safety is projected to be neutral."<sup>22</sup>
27. Both IAM RoadSmart and the Road Haulage Association said that they did not support the Bill as an approach to improving road safety. They said that it was too broad brush and changed speed limits in an unfocused way (their preference being a targeted approach where speed limits were needed, such as on roads outside schools). They also said that evidence from the DfT research and other studies indicated that sign only schemes did not have a huge impact on road users' behaviour and compliance, and that the overall change in speeds was minimal. IAM RoadSmart also said that as fatalities were higher on rural roads than urban roads, rural roads should be targeted.<sup>23</sup>
28. The Committee asked Dr Ruth Jepson whether there was any initial analysis indicating whether 20mph zones were effective in increasing road safety in her assessments of current 20mph zones in Edinburgh. Dr Jepson said there was limited data available before her (as yet unpublished) final analysis, but that speeds had reduced by about 1.5mph as expected (from an average speed of 25mph on all roads), with a higher reduction of 2mph for those who drove at higher speeds over 24mph. She also said that public opinion (of people not welcoming the introduction of 20mph zones) had shifted from being 25% at the start of the project, to 20% a year later.<sup>9</sup>

29. The Mobility and Access Committee for Scotland (MACS) added a precautionary note regarding the road safety of any further 20mph zones that could be instigated under this Bill, saying that "road authorities must not use a reduction in speed limits on the busy streets as a medium to reducing accessibility. It is important that streetscapes, crossings, etc., be still maintained to an acceptable standard." <sup>24</sup>
30. As a suggested road safety change to the Bill, Aberdeen City Council and MACS both said that all vehicles (and not just motorised vehicles) should be required to comply with the 20mph speed limit to ensure greater safety, giving examples of bicycles, electric scooters, and horse drawn vehicles, as those that should be included. <sup>25 26</sup>
31. With regard to this suggestion, the Committee notes that exceeding a speed limit is currently only an offence in a motorised vehicle (as defined by the Road Traffic Regulation Act 1988). Section 136 of the 1988 Act defines a motor vehicle as a "mechanically propelled vehicle intended or adapted for use on roads".
32. It further notes that electric scooters cannot legally be used on roads, pavements or paths in Scotland, and so are not subject to any speed limits. It is an offence under Section 129 of the Roads (Scotland) Act 1984 to use a vehicle (which would include an electric scooter) on a footway (pavement) or foot path and anything other than a bike on a cycle track. It is an offence to use an electric scooter on the carriageway (road) under road traffic law, as they are considered to be motor vehicles but do not meet basic vehicle design and safety requirements. In addition, they would need to be licensed, taxed, insured and the users would have to hold a driving licence. Vehicle design standards and most road traffic law is reserved to the UK Parliament.

33. **The Committee supports the policy intention of a wider deployment of 20mph zones in Scotland, especially where pedestrians are present, and acknowledges the road safety benefits that this would deliver. The Committee also notes the differing views expressed in evidence as to whether the the proposals made in the Bill are the most effective way of delivering that objective.**

**The Committee notes the Cabinet Secretary's statement that primary legislation would not be required to make any change to 20mph speed limits (should the Scottish Government wish to do this). The Committee also notes the Cabinet Secretary's statement in evidence that the Scottish Government would require further evidence and analysis on the Bill proposals before it could support it. It calls on the Scottish Government to provide details of the specific information it would require in this regard.**

**The Committee notes concerns raised in evidence regarding motorised vehicles which do not fall within the definition in section 136 of the 1988 Act and so are not subject to speed limits, specifically electric scooters which were highlighted by MACS as a road safety issue for people with disabilities, and currently cannot be legally used. The Committee is not aware of any Scottish Government policy position on the use of electric scooters. It therefore calls on the Scottish Government to provide details of its position on the road safety issues related to electric scooters.**

## Health and social outcomes

34. In addition to road safety, the Committee heard varying views from health professionals and others as to whether 20mph zones could improve other public health outcomes such as active travel and air quality.
35. The MRC/CSO Social and Public Health Sciences Unit, University of Glasgow, questioned whether the Bill would improve public health based on existing evidence—
- ” It is impossible to judge from existing evidence how much a default 20mph limit will contribute towards achieving these aims [of the Bill]. Strengthening the evidence base should be one of the aims of introducing legislation, so that the effects of a default 20mph limit can be compared with those of other ways of achieving these outcomes.<sup>27</sup>
36. Conversely, the Faculty of Public Health in Scotland said that there was "strong evidence" that 20mph limits have had a positive impact on public health where they have been introduced—
- ” Studies have demonstrated that a lower speed limit would be cost-effective in the long-run with reduced costs from air pollution, road traffic casualties and other health impacts.<sup>19</sup>
37. The following sections of this report consider health and social outcomes in more detail.

## Active travel

38. There were differing views on the level of impact that the Bill might have on active travel forms, such as walking and cycling. It was acknowledged universally that the Bill was not a panacea by itself, but some were of the opinion that it could make a difference as a basis for further and/ or parallel measures to encourage more active travel, and so improve public health. For example, 20's Plenty for Us said that "It provides a foundation for all the other initiatives on active travel that are going to be taken, such as cycle training, making dangerous junctions better, creating better off-route cycle paths and better walking facilities, having wider pavements."<sup>11</sup>
39. The Atkins/DfT research concluded that there had been a small (but statistically significant) increase in active travel modes, with a 5% increase in walking and 2% increase in cycling, including an increase in child cyclists. The research suggested that while the introduction of a 20mph limit is perceived as a largely positive measure for pedestrians and cyclists, infrastructure-related barriers to walking and cycling remain. The report cautioned that these figures were self-reported, meaning they may not accurately reflect real-world travel behaviours.<sup>28</sup>
40. Research on sign-only 20mph limit schemes (in Calderdale, Bristol and a 20mph pilot in south-central Edinburgh) was consistent with the Atkins/ DfT report with regard to the resulting small increases in walking and cycling.<sup>28</sup> Bruce Whyte, Glasgow Centre for Population Health (GCPH), and the City of Edinburgh Council said that in the Edinburgh example there was an increased perception that the



roads were safer, leading to more walking and cycling (including children going to school) and more children playing unsupervised outside their home. <sup>12 9</sup>

41. The Committee received a number of written submissions from cycling and walking organisations (including Cycling Scotland, Paths for All and Sustrans Scotland) who supported the Bill on the basis that it would encourage active travel and increase the perception of road safety. <sup>29 30 31</sup>
42. Several organisations told the Committee that the Bill would address inequalities and vulnerabilities amongst road users. For example, East Dunbartonshire Council and GCPH highlighted research and statistics showing that cyclists, walkers and the most vulnerable road users were disproportionately affected by accidents on 30mph roads, and would receive most benefit from the Bill. <sup>32 14</sup>

**Based on the evidence heard and the available research to date, the Committee notes that an introduction of 20mph sign-only zones can contribute to small but important increases in active travel modes such as walking and cycling due to an increased perception of safety.**

## Vehicle emissions

43. The Policy Memorandum for the Bill states that—

” The member expects that the Bill will contribute to a reduction in pollution from vehicle emissions.

Source: Scottish Parliament, 2018<sup>33</sup>

A SPICe briefing on the Bill states—

” While there has been limited research into this area, the available evidence suggests that 20mph speed limits can have a small positive impact on vehicle emissions.

Source: Scottish Parliament Information Centre (SPICe), 2019<sup>22</sup>

The Committee heard differing views on whether a blanket 20mph speed limit would improve or worsen vehicle emissions.

44. Gavin Thomson, of Friends of the Earth Scotland, said in his written submission that “Reducing the speed limit would improve the flow of traffic, reduce congestion and emissions”, citing research from Imperial College London to support his view. <sup>34</sup> In oral evidence, he explained that a 20mph speed limit led to less stop-starting, acceleration and deceleration, which meant less particulate pollution from reduced braking and decreased tyre and brake wear, and a corresponding improvement in air quality. <sup>12</sup>
45. The Glasgow Centre for Population Health (GCPH) noted the mixed effects of reduced speeds on vehicle emissions, saying it was “complicated to identify health effects”. They noted a study by Kings College London, which concluded that it



would be incorrect to assume a 20mph speed restriction would be detrimental to local air quality, and that the effects are likely to be mixed. For example, GCPH highlighted that the nitrogen oxide (NOx) emissions would be higher for petrol vehicles at reduced speeds of 20mph but lower for diesel vehicles. GCPH stated that, given the higher contribution of diesel vehicles to emissions of NOx, this may result in a lower aggregated level of such emissions which could be viewed as a benefit. GCPH also noted that as car technology improves and electric cars become more commonplace in the near future, the effects on air quality would be likely to change again.<sup>14</sup>

46. RAC Motoring Services had "genuine reservations about claims that reducing vehicle speeds will benefit air quality" on the basis that evidence was mixed and much depends on driving style and the flow of traffic. They cited a study by the City of London which (as in the King's College study referred to above) also found that 20mph limits tended to increase emissions from petrol engines and reduce emissions from diesel engines when compared to 30mph limits.<sup>21</sup>
47. The Road Haulage Association (RHA) and the Confederation of Passenger Transport (CPT) similarly said that they were not aware of any evidence to suggest that emissions levels for HGVs would be any lower at 20mph than they are at 30mph, but the RHA did state that there may be reduced tyre wear which could slightly reduce particulates levels.<sup>23 35</sup>
48. RAC Motoring Services suggested as an alternative proposal to the Bill that multiple measures to improve traffic flow and 'smooth out' the design of urban road networks to reduce stop-start driving behaviours should be part of any improvements to reduce emissions.<sup>21</sup> The RHA, Scottish Taxi Federation and CPT agreed that the stop-start nature of congested urban roads was the issue for roads with greater vehicle emissions, and that improved flow of traffic through a number of measures would be likely to make a greater difference than the Bill's approach.<sup>36</sup>

**The Committee notes the argument that reducing the speed limit may improve air quality, although it acknowledges that the evidence on this issue is mixed.**

## Social benefits

49. The Committee heard that reducing speed limits can help towards improving social inclusion and the 'liveability' of urban settings. The Glasgow Centre for Population Health cited studies in Bristol which found that reducing road speeds encouraged more people to spend time walking and socialising in their neighbourhoods. The studies said that these positive community impacts are possible if the introduction of a 20mph limit results in walking or cycling journeys replacing driving, which was demonstrated to some extent in Bristol after a 20mph limit was introduced.<sup>14</sup>
50. Playing Out and Play Scotland said that the Bill would encourage more children's play activity—

” Research carried out for the UK Children’s Play Policy Forum by Prof John McKendrick 2017, “The Transformation of Play in the UK”, highlighted children's retreat from wider neighbourhood, the demise of outdoor play and less informal play spaces for children to play with friends. More street play is part of the solution to this problem and introducing this Bill will support this.

Source: Playing Out and Play Scotland., 2019<sup>37</sup>

51. Living Streets Scotland and 20’s Plenty for Us said reducing the speed limit to 20mph would increase the liveability and quality of life in streets and neighbourhoods. Living Streets Scotland said that traffic noise and perception of danger would be reduced, although a 20mph limit was only part of the wider picture of possible measures.<sup>38</sup> Motoring and road user groups also said that 20mph zones were part of the solution along with measures and investment that made it clear to drivers that they were driving in a shared space, such as changing the engineering of roads to allow children to play in the streets, and prioritising active travel.<sup>23</sup>
52. SCOTS said that the current design guidance from the Scottish Government points towards designing for placemaking and a design speed of 20mph. SCOTS explained that local authorities were hampered by traffic regulation orders in order to put the 20mph limits in place, and the Bill would streamline that process by making 20mph into the default.<sup>9</sup>
53. Professor Davies and Living Streets Scotland told the Committee that 20mph streets facilitated social inclusion, and helped to remove the fear that vulnerable people felt using roads.<sup>38</sup> Professor Davies and Sustrans Scotland highlighted the problem of 'community severance', a fear of the motorised environment by vulnerable people, leading to social exclusion from some areas of the community.<sup>38</sup>  
<sup>29</sup> Similarly the Royal Blind and Scottish War Blinded, and the Mobility and Access Committee Scotland both said that a reduction in speed to 20mph would improve safety and accessibility for people with vision impairment and other disabilities.<sup>39 40</sup>

**The Committee agrees that 20mph zones can contribute to social inclusion, the quality of life and the 'liveability' of neighbourhoods and streets. However, it considers they are only likely to do so effectively if they form part of wider urban placemaking design, alongside measures such as appropriate road engineering and active travel improvements.**

## Journey times and congestion

54. The Committee heard differing views in evidence and from respondents to its online survey on the Bill on whether changing the speed limit might affect journey times and impact on traffic congestion.
55. For example, 20’s Plenty for Us said—

- ” There is evidence that when speeds are reduced and controlled, rather than when it is a free-for-all, you get more traffic through...Basically, when you have congested conditions, reducing the speed enables you to get more throughflow.

Source: Rural Economy and Connectivity Committee 06 February 2019, Rod King, contrib. 191<sup>41</sup>

56. However, available research indicates that 20mph speed limits generally have no significant impact on journey times or traffic congestion. This was noted in the Atkins/DfT research, and in a Bristol study respectively—

- ” Journey times are estimated to have increased by 3% in residential areas and 5% in city centre areas, based on the observed change in median speed (from GPS journey speed data). This adds less than half a minute to a two mile trip and less than a minute to a five mile trip...Most drivers are unlikely to notice this level of change.

The negligible impact of 20mph speed limits on already low journey speeds during peak times was also noted in a Bristol study, which reported that: “Average speeds declined by a greater amount in the summer months and on weekends, where traffic volume (and congestion) is lowest.”

Source: Scottish Parliament Information Centre, n.d.<sup>42</sup>

57. IAM RoadSmart agreed with the Atkins/ DfT research statement that there was no evidence to indicate that journey times would change in a way that road users would notice, given that the actual speed reduction in these studies had proven to be small. They also noted that most research had focussed on urban areas, with very few studies done on rural areas.<sup>23</sup> Dr Jepson and City of Edinburgh Council said that in the Edinburgh example other elements such as road works had more of an impact on journey times than the 20mph speed limit.<sup>43</sup>
58. The Committee considered whether reducing the speed limit would affect passenger transport, such as buses. Professor Davies gave an example from Bristol where analysis showed that it was not the speed limit but passengers boarding and buying tickets that delayed buses.<sup>38</sup> Scottish Environment LINK said in areas where 20mph has been implemented, the flow of traffic has improved, so a bus top speed might be lower, but the overall journey time will not necessarily be longer.<sup>38</sup>
59. Motoring and road user groups said they did not have any current evidence to indicate that journey times would be longer, although the CPT and RHA were unsure as to the impact until they knew what roads would be affected. The CPT said their membership was divided on whether they supported the Bill, and that some of their members, particularly in rural areas, were worried about impacts on their business, such as a possible increase in journey times. The CPT also noted that the Bill might encourage active travel, which could lead to an increase in bus use, which would be a more positive impact.<sup>23</sup>

**The Committee notes the mixed views presented in evidence on whether 20mph speed limits would have an impact on either journey times or traffic congestion.**

**However, it acknowledges that available research suggests that 20mph limits do not generally have a significant impact on journey times or traffic congestion.**

## Implementation of provisions


60. The Bill proposes that its provisions be commenced at the end of the period of 18 months after enactment of the Bill. However, the public agencies (SCOTS, police, local authorities, COSLA who would implement the Bill's provisions said that a longer period would be required.
61. Local authorities and COSLA gave varying estimates for the time needed for each authority. Several local authorities said that they would require up to 5 years or more, due to existing commitments, limited resources and other forthcoming commitments (such as the duties in the Transport (Scotland) Bill).<sup>25 44</sup> COSLA said that a period longer than 18 months was essential to allow local authorities, Transport Scotland and Police Scotland to work together to enable a smooth transition for all parties, including motorists.<sup>45</sup> SCOTS and several local authorities highlighted that the Transport (Scotland) Bill provisions on pavement parking/ double parking would need the same council staff capacity to deliver as for this Bill.<sup>25 46 47</sup>
62. Angus Council and SCOTS said that too short a period between Royal Assent and implementation would limit the opportunities for local authorities to consider how the introduction of the default 20mph speed limit could help in revitalising streets and communities and encouraging more proactive placemaking.<sup>47 46</sup>
63. Several local authorities noted that there was no detail in the Bill as to whether the Scottish Government would assist with the resources required. Highland Council highlighted why such financial support was important, estimating that it would take over 10 years to implement the Bill proposals should these be required to be fully funded by local authorities without further financial assistance, compared to a period of 2-3 years if specific funds to implement the Bill were provided by the Scottish Government.<sup>48</sup>

**The Committee acknowledges the concerns expressed by local authorities regarding the proposal in the Bill that its provisions should be implemented 18 months after it has been enacted.**

**If the Bill were passed, the Committee believes that a longer time scale for implementation would be required, given the existing and forthcoming transport-related commitments faced by local authorities.**

**The Committee also notes the Cabinet Secretary's comments (which are set out later in this report in paragraph 153) that, if the Bill was passed, the Scottish Government plans that no additional financial support would be provided to local authorities to implement its proposals.**

# Public awareness

64. There was general agreement that a public awareness campaign would be required to make people aware of the proposed change of speed limit to 20mph.
65. Many who submitted views highlighted the importance of the effective education, national awareness and marketing that would be required to ensure public compliance with a reduced speed limit. Professor Davies said that making 20mph into the new social norm would help with compliance. He said that this behaviour change intervention would take time to bed in and would require social marketing and campaign activities, but that the drink driving campaign had proved that was possible, with the corresponding shift in behaviour and social acceptability from the 1970s to the current day on drink driving.<sup>49</sup>
66. Professor Davies and Highland Council highlighted the importance of a sustained campaign to ensure success, given the time required for previous significant road safety changes, such as changes to drink driving limits, to become fully socially acceptable.<sup>49 48</sup> IAM RoadSmart said that "the key to success...is raising awareness of what we expect local people to do", and noted that a substantial time had passed since there had been a national campaign on speed reduction, and that a refresh was due.<sup>23</sup> SCOTS highlighted the importance of a co-ordinated approach amongst the relevant organisations, interactive promotion, and re-use of 'Twenties Plenty' campaign.<sup>47</sup>
67. Fife Council questioned whether an awareness campaign would be sufficient, saying that—  
 there is low confidence in this providing the necessary culture change, with higher priorities for road safety such as rural roads and drink/drug driving. These are really the top priority areas requiring a higher level of sustained road safety campaigns.  
  
Source: Fife Council, 2019<sup>50</sup>
68. RAC Motoring Services said that whilst a national awareness campaign would be required, local authorities should be required to look at road layouts and physical infrastructure which enables smooth and safe traffic flow to encourage compliance with new speed limits. They said that is important that motorists understand why a speed limit has been set and whether that matches the 'feel' of the road – in other words whether the limit is appropriate for the surroundings and road conditions.<sup>21</sup>
69. IAM RoadSmart similarly said that the road speed limit must be self explanatory, otherwise the high levels of non-compliance would continue, and cited the 2018 UK Government Department for Transport statistics of 81% of non-compliance with 20mph limits<sup>iii</sup>.<sup>23</sup>

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iii [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/787488/tsqb-2018-report-summaries.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/787488/tsqb-2018-report-summaries.pdf)

**The Committee agrees with the evidence received that a detailed, concerted campaign would be required to raise awareness of the proposed reduced speed limit, should the Bill be passed. It also believes that such a campaign would need to be more extensive and sustained than the Bill proposes (the financial detail of this is considered later in this report).**

**The Committee is of the view that any such campaign would need to go further than media communication (such as television adverts and social media), and be integrated into wider policy considerations, such as education via schools. The aim of any campaign should be to create a major shift in cultural understanding of why speed limits exist, to facilitate behavioural change, and thus increase the potential for high rates of compliance.**

# Compliance and enforcement

70. The Committee heard extensive views on current issues with compliance and enforcement of speed limits in the context of this Bill, which are considered in the following sections of this report.

## Compliance

71. The Committee heard mixed views as to whether motorists would comply with the reduced speed level of 20mph proposed in the Bill.
72. In support of the Bill, Professor Davies and 20's Plenty for Us said that research showed that most motorists did tend to comply (in research cited by 20's Plenty for Us, 80 per cent or so travelled below the speed at which there would be enforcement).<sup>38 49</sup> Living Streets Scotland said that statistics demonstrated that compliance was worse at higher speeds such as 30mph.<sup>38</sup>
73. The Committee also heard opposing views from road user representative organisations suggesting that achieving compliance would be problematic. For example, the Scottish Taxi Federation said that its membership of 23,000 public hire taxi drivers did not support the Bill, as the consensus was that the Bill's blanket approach was not likely to not be complied with.<sup>23</sup>
74. Similarly, RAC Motoring Services cited its own annual survey of a cross-section of motorists (the RAC report on Motoring) to suggest compliance with 20mph limits across the United Kingdom has worsened over recent years (although compliance was better in rural communities). One common reason given by motorists for their behaviour was that they felt the speed limit was inappropriate for the road. RAC Motoring Service said that this rise in non-compliance has coincided with an expansion in many UK cities from targeted 20mph limits to more widespread 20mph zones. RAC Motoring Services also said that a combination of enforcement and traffic calming would encourage compliance. They advocated use of speed cameras as effective, and also a range of physical road features (such as traffic islands, kerb extensions, and also speed cushions as opposed to speed humps) to promote smoother, safer driving.<sup>21</sup>
75. From an enforcement perspective, Police Scotland also expressed concerns that motorist compliance with existing 20mph zones is generally poor, particularly in those schemes that do not have 'self-enforcing' features. They highlighted findings from the 2018 Department for Transport report on 20mph limits, including that average speeds have dropped by less than 1 mph following implementation, with almost half of drivers found to be exceeding the 20mph speed limit. Police Scotland said that this finding was a concern, particularly given most of the schemes examined by the report typically had pre-intervention average speeds of less than 24 mph.<sup>51</sup>
76. The Cabinet Secretary agreed that the cultural shift required would take time and would be challenging. His view was that in order to achieve better compliance, a change to the speed limit in isolation would not be sufficient, and that the other factors that have to be taken into account to encourage compliance are extremely



important. He explained that this was the reason he supported introducing 20mph limits in a localised, targeted manner "where we think that that is most appropriate and where compliance can be achieved. In that way, we will get the cultural shift that is necessary to go along with the changes—but that always takes time." <sup>9</sup>

## Enforcement

77. The Committee heard consistent views that the Bill's proposals would require effective enforcement if they were to be successful. Some organisations also said that additional enforcement would be required due to the increase in 20mph zones. For example, Cycling Scotland said—

” The multiple benefits that arise from reducing speed to 20mph will only be achieved if the policy is effectively and consistently enforced across the country.

Source: Cycling Scotland., 2019<sup>31</sup>

78. SCOTS said that the Bill would need a programme of early enforcement and behaviour change actions from Police Scotland. <sup>47</sup> Cycling Scotland agreed, saying—

” Additional enforcement by way of speed checks by Police Scotland would likely be beneficial, at least in the short-term, to help deliver a meaningful shift in driver behaviour, although we note this is not a requirement of the Bill.

Source: Cycling Scotland., 2019<sup>31</sup>

79. However, the Committee heard concerns from stakeholders such as Spokes and the Law Society of Scotland that the police do not pro-actively prioritise enforcement of current 30mph and 20mph zones, and so would therefore be unlikely to increase enforcement activity in relation to the proposed roll-out of further 20mph zones.

80. Spokes highlighted the example of Edinburgh's new 20mph zones, saying enforcement had "clearly been insufficient", highlighting the 6 months following July 2017 when "police did hand out 960 warnings to drivers who had exceeded the 20mph limit, yet only 55 fines were issued". Spokes said that the Bill was "ducking the issue" of enforcement and had "almost nothing to say". <sup>52</sup>

81. The Law Society of Scotland similarly highlighted the issue of enforcement saying that—

” the Bill's Policy Memorandum seems silent in how to achieve the effective enforcement of speed limits. These roads would need to have appropriate monitoring for enforcement whether by cameras or police officers.

Source: The Law Society of Scotland, 2019<sup>53</sup>

82. Police Scotland acknowledged the comments made regarding the Edinburgh example, stating that they "have struggled to manage public and political expectations". In the context of the Bill, they acknowledged that their—

” ...operational decisions may lead to disappointment of public and politicians who...may not understand the evidence-based decisions behind our current deployment priorities nor accept that resources are finite. <sup>51</sup>

83. In response to the concerns voiced, Police Scotland said that whenever possible, 20mph zones should be 'self-enforcing' and seen to be appropriate by a significant majority of motorists. <sup>51</sup> They explained their stance on self-enforcement further, saying that enforcement needs to be perceived by the public as fair to gain compliance, and also that the driver needs to recognise though road layout and signage that there is risk and danger rather than expecting to see numerous police officers enforcing the law. <sup>54</sup>

84. Police Scotland also highlighted their current challenges of managing a public perception that motorists would not be caught when they break speed limits, and that Police Scotland are not resourced to greatly increase speed detection should a more widespread 20mph limit be implemented nationally. They explained their current methodology as—

” ..focused on where we can make the greatest difference in reducing KSI [Killed & Seriously Injured] incidents and that is typically not in urban zones but on suburban and rural routes where traffic speeds are higher.

Source: Police Scotland, 2019<sup>51</sup>

Police Scotland consequently said—

” In terms of speed limit enforcement, nothing will demonstrably change following introduction of a 20mph limit. <sup>51</sup>

85. The Committee heard views from local authorities on how 20mph schemes could be made self-enforcing by, for example, using traffic calming measures.

86. Fife Council said that the Bill should have a provision to ensure that 20mph limits are self-enforcing, and neither rely on police enforcement nor marketing campaigns, as that Council had low confidence that Police Scotland have sufficient resources. Both Fife and Aberdeen City Councils raised concerns that additional traffic calming would mean additional costs burdens. Aberdeen City Council said it anticipated that Police Scotland would exert pressure on local authorities to introduce additional measures to enable the speed limits to be more self enforcing, and that this would require the Scottish Government to fully fund the necessary resources for this – which is currently unquantifiable but could easily exceed the total cost of the signage. <sup>25 50</sup>

87. Several organisations suggested alternative methods to improve current enforcement practice. 20's Plenty for Us and Professor Davies described some practices currently used by police in the UK to demonstrate what might work in Scotland with limited police resources. It was suggested that lessons could be learned from West Midlands Police, where police had communicated in different ways with communities and on social media about the benefits of complying, and the penalties of not complying. <sup>49 55</sup>

88. Spokes suggested alternative practices, including that enforcement should be self-funding using fine income, that there should be an independent traffic police force, and highlighted more successful enforcement techniques used in Norway such as higher and graded level fines (i.e. the faster the vehicle goes, the higher the fine).<sup>52</sup>
89. The member in charge commissioned a report from Professor Adrian Davies of Edinburgh Napier University to provide further information on how Police Scotland could enforce 20mph speed limits as a national default.<sup>56</sup> In the report, the police officers interviewed said that additional police resources might be available in the initial six months following implementation to assist in managing the transition to the new speed limit.
90. Professor Davies made a number of recommendations based on his report, including exploring with Police Scotland if they had additional data on why they focussed their current resource on high speed roads, and that Police Scotland had a deficit in their wider shared intelligence and research which could be improved by greater collaboration with wider police and academic research groups.

**Police Scotland have stated that they do not prioritise enforcement of current 30mph or 20mph zones, and that their focus is typically on applying resources to enforce speed limits on higher speed roads where serious accidents are more likely to occur. Whilst this might not be viewed as an impediment to compliance with 20mph limits, the Committee wishes to highlight that the proposals in this Bill would be unlikely to result in any change to the approach taken by the police in enforcing speed limits.**

**The Committee notes from evidence that current compliance with 20mph speed limits is poor, and that a combination of measures (such as traffic calming and speed limits) is more effective than a speed limit by itself. It also notes the importance of an effective awareness campaign in assisting with compliance and enforcement and altering public perceptions around acceptable driving behaviours (which is considered in more detail earlier in this report).**

# Alternative approaches to the Bill

91. The Committee asked for views on whether alternative approaches could offer better options to the Bill, such as improving the current procedure followed by local authorities for the setting of speed limits, or other models of speed limit setting.

## Improvements to current procedure

92. The Cabinet Secretary outlined the current procedure for designating 20mph zones—

” Local authorities currently have the option to lower the 30mph default speed limit on restricted roads to 20mph via a Traffic Regulations Order (TRO) and should do so in line with Transport Scotland (TS) guidance on the matter.<sup>57</sup>

iv

93. The Committee heard views that an alternative approach to the Bill might be to simplify or streamline this procedure to make it less onerous and bureaucratic. For example, the Law Society of Scotland (LSS) questioned whether the Bill's blanket reduction of the speed-limit to 20mph was justified, saying that if existing procedures were considered to be too onerous, the best approach might be to seek to simplify these procedures.<sup>58</sup>
94. IAM RoadSmart said that they would like to see a streamlined process as they perceived that the cumulative effects of introduced measures such as a ban on pavement parking, low emissions zones and this Bill in the same time period would cause a resources issue for local authorities.<sup>59</sup>
95. Fife Council (which has completed roll out of 20mph zones in its area and has indicated that it does not require the Bill or view it as necessary) said that it had assessed and concluded that simplifying the TRO procedure would be a more effective approach to achieve an increase in 20mph zones in other council areas. The Council also said that this approach would allow 30mph zones to be retained where appropriate without further costs being incurred.<sup>50</sup>
96. As an example of how the TRO system could be improved, Highland Council said that Traffic Order advertising should be replaced with a less costly system, which should be internet-based and not via newspapers.<sup>48</sup> The LSS suggested that restricted roads that habitually became a 20mph zone (such as roads around schools and hospitals) could qualify as a 20mph zone automatically.<sup>58</sup>
97. The City of Edinburgh Council (CEC) asserted that, although the TRO process could be simplified to make it "quicker, cheaper and easier", the associated costs of

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iv The oral and written evidence given to the Committee consistently refers to traffic regulation orders as the means by which authorities can change a speed limit. This report uses the same term to maintain this consistency, whilst acknowledging that there is a technical difference between speed limit orders and traffic regulation orders in the Road Traffic Regulation Act 1984.

consultation do not form the bulk of implementation costs, which are related to signage. It asserted that as the Bill would change the signage requirements, this would deliver the main financial saving.<sup>9</sup>

98. The CPT said it supported streamlining provided it did not affect any consultation with any key stakeholders who were impacted by the TRO.<sup>23</sup> CEC also made the point that there was a balance to be struck with regard to local democracy.<sup>9</sup>
99. The Cabinet Secretary said the Scottish Government had been working with SCOTS and COSLA to improve the current TRO process, as it was aware that it was one of the drivers for the Bill, and in recognition that it could be streamlined to improve consistency in rolling out 20mph zones, and to speed up the process. The Cabinet Secretary said he was consulting with local authorities on possible alternative approaches with a deadline of autumn 2019, the results of which the Cabinet Secretary agreed to share with the Committee. He said that the statutory and public consultations for a TRO could possibly be combined, as an example of what might be changed.<sup>9</sup>
100. The member in charge said the streamlining approach had been considered in the development of the Bill, but rejected as "the procedure is as much about democracy as bureaucracy".<sup>60</sup>
101. The Bill's Policy Memorandum (PM) explains further why this approach was not taken, raising concerns that the ability of local people to have their say in the process could be compromised by streamlining the process. The PM also states that speeding up the process would not address poor practice and inconsistencies in the consultation process. The member in charge also said that no organisation had raised the possibility with him of streamlining procedures or other proposals as alternatives to the Bill.<sup>6</sup>

**The Committee notes that the current process for obtaining TROs to deliver speed limit changes is onerous, and that can be resource-intensive for local authorities. The Committee acknowledges that any streamlining of current TRO processes could serve as a means to actively encourage and support those local authorities who wish to introduce 20mph zones and could therefore be viewed as an alternative to the Bill proposals. This should be balanced by the caveat that any changes in the TRO process should not impair local consultation with the appropriate communities.**

**The Committee notes that SCOTS and the Scottish Government are considering this issue collectively, and welcomes the Cabinet Secretary's offer to update the Committee on progress of this ongoing work later in 2019.**

## Other models of speed limit setting

102. As an alternative to lowering the default speed limit to 20mph, RAC Motoring Services suggested the use of variable speed limits based on time of day and conditions, with a 20mph limit during peak times only. They suggested trialling this

approach to determine whether compliance levels improved, with a view to further roll-out.<sup>21</sup>

103. However, other organisations (FOE, 20's Plenty, and CPT) said that this approach was not practical as it raised a number of complexities for road users, as well as logistical questions, such as whether it would apply to certain sorts of roads. They questioned the consistency of approach with the broader range of speed limits, and highlighted the complexity of other factors such as the conditions (for example, reduced visibility because it is night-time), or changes in pedestrian numbers and their behaviour at different times of day or night. Another issue was whether and how to sign these limits, which might cause driver confusion.<sup>23 12</sup>
104. IAM RoadSmart said that although other countries like France used variable speed limits, the important issue was that roads should be self-explaining, and the reason for the speed limit should be clear to road users. They also cautioned that the technology would be expensive.<sup>23</sup>
105. Police Scotland suggested that Scotland could learn from other models of speed limit setting in Europe. They gave the specific example of a model which is intended to make the rules of speed limits simpler, where the limits are based upon the type of road and location so drivers 'know' by their location, the type of road on which they are driving and what the speed limit is.<sup>51</sup>
106. Police Scotland said that Scotland could alternatively consider following a simplified model of 30, 50 and 70 mph limits, setting the national speed limit (except non-urban motorways and some dual carriageways) at the lower limit of 50 mph (not 60 mph), "which on the KSI evidence we have, may give the greatest benefit to reducing these incidents on suburban and rural roads".<sup>51</sup>
107. Police Scotland and Highland Council suggested that new vehicle technologies were the solution of the future to reduce speeding and improve road safety. Highland Council recommended that further national research and assessment be undertaken to identify opportunities in the new technologies.<sup>48 51</sup>
108. Following the Committee evidence sessions on this Bill, it was announced that as of 2022, new safety technologies, including speed limit management, will become mandatory in European vehicles to protect passengers, pedestrians and cyclists (subject to formal approval by the European Parliament and Council, which is expected to happen after the European Parliament elections in 2019).<sup>61</sup> The Department for Transport said that they would also apply this policy in the UK, following the UK's EU exit.<sup>62</sup>
109. The new mandatory technologies will include Intelligent Speed Assistance (ISA), which could have significant implications for the Bill. ISA uses a speed sign-recognition video camera and/or GPS-linked speed limit data to advise drivers of the current speed limit and automatically limit the speed of the vehicle as needed. ISA systems do not automatically apply the brakes, but simply limit engine power preventing the vehicle from accelerating past the current speed limit unless overridden.

110. This development could overcome many of the concerns about speed limit compliance and enforcement raised during consideration of the Bill – albeit with the caveat that the technology can be overridden, and the recognition that it could take many years for the new technology to become the norm as older vehicles are gradually replaced.
111. The Committee also asked for views as to whether whole built up areas (such as small towns) could be designated as 20mph zones. The general response was that this would not be practical given various speed limits on A and B roads (which might be deregulated or have higher speeds than 20mph), and could be overly restrictive on local authorities' local decision making.
112. The Bill's Policy Memorandum and supplementary evidence from the member in charge of 13 March 2019 give similar reasoning in explaining why this approach was not taken, saying it would be disproportionate on local authorities' powers to make exceptions to the default speed limit.<sup>60</sup>
113. In discussing this approach, SCOTS said that the premise should be "simplicity of approach, as far as what is or is not a restricted road is concerned."<sup>9</sup> The City of Edinburgh Council (who have rolled out all 20mph zones in their area) said that it had applied a blanket roll-out to areas in the city centre only, and outwith these areas, judgements were made based on type of street, how it functioned and its use.<sup>9</sup>

**The Committee considered other models of speed limit setting as alternatives to the Bill.**

**In relation to variable speed limits, and rolling out 20mph zones over entire urban areas, it was clear from evidence that there were problems of practical application, expensive technology, and creating unwanted restrictions for local authorities.**

**The Committee also notes that new mandatory vehicles technologies including Intelligent Speed Assistance (ISA) will be rolled out in UK from 2022, which aim to improve road safety. However, until these technologies are rolled out over a longer time period, it is difficult to ascertain their impact on addressing the concerns raised by the Bill.**



# Financial Memorandum

114. The Financial Memorandum (FM) for the Bill summarises the anticipated costs associated with the Bill for public authorities, namely the Scottish Government, the Crown Office, the Scottish Courts, local authorities and Police Scotland. The total costs are £10.2m - £11.9m annually for the first two years, and £0.75m - £2.5m annually after the first two years.
115. In addition, the FM estimates savings that would accrue from a reduction in collisions and casualties, estimating annual cost savings of between £20.5m (based on a 5% reduction in collisions) and £36.1m (based on a 10% reduction in collisions).
116. These figures are broadly similar to those calculated independently by the Glasgow Centre for Population Health (GCPH), which used a different methodology to reach its conclusions. The GCPH calculated three possible annual savings based on different casualty reduction outcomes, these were £39.9 million per year (13.5% reduction in casualties), £27.1m (9.5% reduction in casualties) and £7.8m (2.6% reduction in casualties).<sup>63</sup>
117. However, the Committee notes that the recent Atkins/ DfT research into the effectiveness of 20mph limits found limited evidence for any significant change in collisions or casualties in the majority of case study areas it considered, when background trends were taken into account.<sup>64</sup>
118. This section of the report considers views given to the Committee on the FM's stated costs and savings calculations.

## Costs of implementation

119. The Committee considered whether there would be an additional or reduced workload and cost for local authorities in implementing the Bill if it was passed. Several local authorities raised the specific issue of the extra resource they would require to use the TRO process to re-establish the speed limit back to 30mph on some roads where appropriate. The Cabinet Secretary said it was likely that if local authorities sought to re-establish the speed limit to 30mph, they would get "a significant level of representations from people who opposed that".<sup>9</sup>
120. Conversely, 20's Plenty for Us said the Bill would reduce local authorities' workload by reducing the volume of TROs that an authority would need to make for a 20mph speed zone from approximately 80% to 5% (as under current circumstances, TROs are required for every road where a change to 20mph is to be made). In support of this view, they described the experience of various UK implementations of a 20mph blanket approach, where about 80 per cent of the 30mph roads in an authority's area were changed to a 20mph limit. In this scenario, they estimated that authorities therefore would need to make less TROS - for about 5% of roads as opposed to than 80%.<sup>38</sup>
121. Fife and East Dunbartonshire Councils said that the Bill would be easier to implement if it could be amended to reduce the workload involved in re-establishing



30mph roads. Fife Council said it would be helpful if restricted roads which were to retain the 30mph speed limit could be defined as part of the introduction of the Bill.

<sup>50</sup> This would remove the lengthy TRO process to re-establish 30mph speed limits. Similarly, East Dunbartonshire Council said that key route corridors and distributor roads should retain the 30mph speed limit. <sup>32</sup>

122. Several councils suggested changes that would make implementation less costly and/or resource intensive. For example, Highland Council said the application of the Bill provisions should be at the discretion of local authorities to ensure the 20mph limit is implemented on appropriate streets, for example, not on rural 30mph limits or some urban distributor roads. <sup>48</sup> It gave specific examples of roads in its area where 20mph would be inappropriate, due to the roads' characteristics and strategic role in the transportation network. Scottish Borders Council said the issue of pedestrian safety was less of a problem in rural and less built up areas, and so it would prefer to keep the current speed default to 30mph on that basis and not implement the Bill at all. <sup>9</sup>
123. The member in charge recognised that some councils had called for certain key routes to be retained at 30mph if the Bill should become law. He said that the Bill's commencement period of 18 months should allow sufficient time for consultation and traffic orders on these routes. <sup>60</sup> He also recognised the differences in rural areas, but highlighted that the majority of people lived in built up areas, and also the importance of consistency in applying 20mph speed limits across Scotland. On that basis, he said that if funding for implementation became an issue for rural councils, the Scottish Government should provide support. <sup>6</sup>

## Local authorities costs

124. The member in charge said that—

” ...the majority of local authorities that have responded to multiple consultations on the bill have supported the measure as being the most cost-effective way to deliver 20mph limits across the areas.

Source: Rural Economy and Connectivity Committee 20 March 2019, Mark Ruskell, contrib. 15<sup>65</sup>

He described the experience of Fife Council in installing 20mph limits exemptions as costly and time consuming, and said—

” That is why a substantial number of local authorities are waiting for the bill to be enacted before they do any more with regard to 20mph limits. The legislation will make it simpler and more cost effective..., while retaining councils' ability to make local decisions about where to retain a 30mph limit and what kind of signs to put up, in consultation with communities.

Source: Rural Economy and Connectivity Committee 20 March 2019, Mark Ruskell, contrib. 15<sup>65</sup>

125. However, the majority of the eight local authorities who gave evidence on this Bill questioned whether the figures in the Financial Memorandum were sufficiently robust, or highlighted significant costs, or had concerns about their ability to resource and finance it. COSLA's overall view of local authorities' costs was that the

cost of the assessments that local authorities would have to conduct to implement the Bill had not been included in the FM, and nor had any additional costs for Traffic Restriction Orders (TROs) that would have to be put in place for any roads that would remain at 30mph.<sup>45</sup>

126. SCOTS said that they were involved in developing the costings for the FM, and had proposed figures of "£19 million at the low end and £33 million at the upper end". They acknowledged that their data for the FM was a small sample (and based on local authorities that had already implemented 20mph speed limits) due to time and resource constraints, but stood by these figures whilst accepting that the costings would not suit every situation or council.<sup>9 47</sup> However, in supplementary evidence, they recognised that the Committee's scrutiny at Stage 1 had "identified the need for the costs associated with the implementation of the 20mph Bill to be reviewed", and that "adequate funding must be provided to support local authorities to deliver the raised expectations".<sup>66</sup>
127. Some councils (Aberdeenshire, Fife, South Lanarkshire) said that the costs were underestimated and/or erroneous, and in some cases that the council would not be able to afford the costs unless given assistance from the Scottish Government.<sup>67</sup>  
<sup>68 69</sup> For example, Fife Council said that the costs were based solely on the replacement of signs and did not take account of staff time and legal order preparation. Fife Council estimated its costs would be between £1.5m–£3m for changing signage within the existing Fife 20mph zones, with another £1m for implementing the retention of the existing 30mph limits on 191km of restricted roads.
128. Aberdeenshire Council said that certain signage costs were underestimated or not included. An example given was that terminal signs between urban B class roads and C/U class roads had not been included, which would add 70% to that council's costs. That council estimated that overall costs for local authorities in paragraph 45 of the FM should be increased by a further £4m - £5m.<sup>69</sup>
129. Both Scottish Borders and Fife Councils said that the Bill would introduce new costs for the local authorities who do not wish to implement 20mph zones, or have implemented them already. Scottish Borders Council considered that the FM has made a "fundamental error..in assuming that all authorities would, in the absence of the Bill, be introducing area-wide 20mphs. A number of authorities have previously made it clear that this was not their intention." Similarly, they pointed out that many authorities no longer have the resource to undertake regular monitoring of speeds as suggested by the FM.<sup>68 70</sup>
130. Highland and Aberdeen City Councils highlighted that the costs required to implement the provisions of this Bill would coincide with other transport related legislation requirements (such as Low Emission Zones (LEZs)) for the Transport (Scotland) Bill, and had concerns regarding council resources to fund these. For example, Highland Council said that it would require extra staff to implement the Bill, estimated at 2 FTE staff for a 5 year period of roll out.<sup>25 48</sup>
131. Aberdeen City Council said that it would be a significant exercise to assess all possible roads to identify which would meet the requirements; to design, procure and install replacement signing; and to revoke existing 20mph speed limits where

no longer necessary and remove the relevant redundant signage. That council said that there would also be significant signage needed at the interface of the strategic (A and B class) network with the new default 20mph, and that local monitoring would also be expected. Aberdeen City Council was one of several councils who said that it would require the Scottish Government to either assist with or fully fund this initiative.<sup>25</sup>

132. The City of Edinburgh Council (CEC) said that its complete roll-out of 20mph speed limits under the current legislation, which covered about 80 per cent of Edinburgh's streets, cost about £2.5 million. They estimated that it would have been less than £1 million if implemented under the Bill's approach, and therefore were of the view that the Bill would provide significant savings for other local authorities that have not already rolled out 20mph limits.<sup>9</sup>
133. However, CEC estimated that significant alterations to signage would be required in Edinburgh should the Bill pass. The estimated cost of removing existing 20mph repeater signs throughout the city was approximately £414,000. In addition to this, the cost to design and erect new 30mph repeater signs would bring the estimated total cost of implementing the Bill in Edinburgh to around £1million.<sup>71</sup>
134. Dr Ruth Jepson from the University of Edinburgh told the Committee that she was making an economic evaluation of the 20mph schemes in Edinburgh and Belfast. The results of this evaluation will not be available until 2020, and so could not inform the Stage 1 consideration of the cost implications of the Bill. However, Dr Jepson said that she did not expect the analysis to differ substantially from existing research.<sup>72</sup>
135. The Scottish Government also had "concerns around the robustness of assessment of costs", and highlighted that costs for the implementation of the Bill proposals had been underestimated, saying that—

” ...local authority costs do not go beyond expenditure on signage, despite the likely need for consequential Traffic Regulation Orders for those roads that they wish to remain at 30mph and also potential additional infrastructure investment such as traffic calming measures.

Source: Rural Economy and Connectivity Committee, 2019<sup>73</sup>

The Cabinet Secretary said that the lack of knowledge on how many restricted roads there were was the biggest factor of unknown costs.<sup>54 73</sup>

136. The Committee asked for views on how many restricted roads there were in Scotland, so it could evaluate what overall resources would be required to implement widespread introduction of 20mph speed limits proposed by the Bill.
137. Living Streets Scotland and 20's Plenty for Us said it was difficult to obtain the data from local authorities or other relevant public authorities, as it relates to the number of traffic regulation orders in force, which are not collated or in a central database (except in the case of London).<sup>12</sup>
138. The Cabinet Secretary concurred with this view, saying that—

- ” There is no central register currently available as to the total length of roads in Scotland which have a 20mph limit, nor the total length of restricted roads.

Source: Rural Economy and Connectivity Committee, 2019<sup>73</sup>

He acknowledged that it was a frustrating situation deriving from the way that records had been kept over decades. He said that it would be a "massive undertaking" for local authorities to collate this information.<sup>9</sup>

139. The Committee received indications of what numbers of roads might be affected in some areas. Several councils estimated what roads would be affected in their area; for example, Highland Council said it had identified over 800 km of 30mph speed limit roads which would require assessment.<sup>48</sup>
140. The member in charge said that he had been working with COSLA and SCOTs on implementation, and had identified that—

- ” ...about 21 per cent of local authorities have..identified the roads that they would wish to switch to a 20mph limit and those on which they would retain a 30mph limit. Another 29 per cent say that they have the asset data to allow roads to be identified.

Source: Rural Economy and Connectivity Committee, 2019<sup>9</sup>

141. In supplementary evidence of 19 March 2019, SCOTS provided information saying their understanding from SCOTS members, supported by their recent survey of SCOTS members (in which 14 out of 32 local authorities responded), was that 50% had data on affected roads, and 29% had no or limited data.<sup>66</sup> The Cabinet Secretary recognised that some authorities held the data, but said that the majority did not.<sup>9</sup>
142. However, the member in charge said that he had been informed by road professionals that simply calculating the volume of restricted roads was not the way to work out how much the Bill might cost. He said that he had been advised that a better method was to assess an area where a 20mph limit had already been rolled out, and that the Bill took its costings on that basis.<sup>6</sup>
143. The MRC/CSO Social and Public Health Sciences Unit said that research on 20mph zones reinforced the importance of coupling any extension of 20mph limits in Scotland with a thorough programme of evaluation. The Unit noted the lack of a national database of speed limits, saying that this data would be "extremely useful for evaluation", and that the "Scottish Government should support its development, and ensure that it is easily and freely accessible to researchers in Scotland."<sup>74</sup> SCOTS similarly said that—
- ” ...for the proposals in the Bill to become effective there is a requirement for enhanced and co-ordinated resources to be deployed to collect, monitor and maintain the data required.<sup>66</sup>
144. SCOTS told the Committee that some A and B class roads were restricted roads, which would add further restricted roads to those mentioned by the Bill.<sup>9</sup> SCOTS said that in West Lothian, most of the A and B roads that run through built-up areas

are covered by an order under section 82 of the Road Traffic Regulation Act 1984, which designates them as restricted roads. In effect, if the Bill were to be passed, those roads would default to 20mph.

145. SCOTS said that this position is likely to be similar in other authorities that made a restricted road order in 1985, after the 1984 Act was enacted. This was due to a historical situation whereby, on enactment, it was not clear whether A, B and C class roads were included in the definition of restricted roads. It was not clear from the overall evidence to the Committee as to the extent of this situation in areas other than West Lothian, however, the implication was that an unspecified number of A and B class roads throughout Scotland were designated as restricted roads.
146. The Committee heard views regarding the possible costs and savings on the issue of whether the Bill would affect speed limit repeater signs, such as the cost of removing the 20mph repeaters, and the savings of not having to erect them for the new 20mph default. The member in charge said that if the Scottish Government made changes to signage regulations regarding repeater signs, the cost of the Bill could be reduced dramatically (the cost of repeater signs in the FM being a substantial proportion of the costs proposed for local authorities).<sup>75</sup>
147. The Cabinet Secretary commented on this issue, saying that repeater signs are not currently used for 30mph roads, and therefore it seemed logical that if the default speed limit was changed to 20mph, the requirement for repeater signs should be removed for 20mph roads (an assumption also made in the FM). However, the Cabinet Secretary said that due to issues related to shifting the culture and compliance, it might be better to keep repeater signs or even increase their number, which would incur a cost, which the Scottish Government would consider if the Bill were passed.<sup>76</sup>

## Scottish Government costs

148. The Cabinet Secretary said that there are costs to the Scottish Government which have not been taken account of in the FM. Given that the Scottish Government manage the trunk road network, the Cabinet Secretary said about 40 areas of concern had been identified. Scottish Government officials said costs of changes to that network would be about £1 million, or if buffer zones were added for connections with higher speed limit roads, the costs would double to £2 million.<sup>54</sup>
149. The Committee asked the Cabinet Secretary whether the £450,000 for marketing in the FM was an accurate figure for the behaviour change campaign that would be required to change the social norms for drivers to a 20mph default. The Cabinet Secretary said in his experience that a national six-week campaign costs about £500,000 for preparation, research work, media work and assessing its impact at the end. However, he thought that creating the required cultural shift would take much longer, and could cost several millions pounds over a period of months or years.<sup>54</sup>
150. The member in charge said the FM based its costs on a typical marketing campaign, and it was a choice for the Scottish Government as to whether it wished

to go further, based on reflection on the benefit of the Bill over the first year of a national campaign.<sup>6</sup>

151. The Cabinet Secretary also said there were other unquantified areas of costs—

” ...which we consider need to be looked into further to establish what economic costs such as fuel consumption and increased journey time may be incurred on road users as a result. Therefore there is need for further analysis to be undertaken to ensure that all the financial implications are taken into account.  
73

152. In evidence to the Committee on the FM, the member in charge said that as the Bill created a national default limit for restricted roads, he believed that the Scottish Government should pay for the bulk of the associated implementation costs. The Committee asked the member in charge why, given that view, the FM specified that “the bulk of the costs relating to reducing the speed limit on restricted roads would fall to local authorities”. He responded that local authorities provided the upfront cost, but that the Scottish Government’s budget partly funded local authorities, and how the Bill would be funded was also a question for the Scottish Government.<sup>6</sup>

153. In responding to questioning on whether any additional funding would be provided to local authorities by the Scottish Government to assist in the implementation of the Bill, the Cabinet Secretary commented that—

” There is no allocation in my budget for delivering the bill. If Parliament is of a mind to support the bill and passes it, any financial support that we would have to give local authorities—I recognise that we would have to give them financial support to assist them in implementing it—would have to come out of current budget allocations. That would have to be determined at the time.

Source: Rural Economy and Connectivity Committee 06 March 2019 [Draft], Michael Matheson, contrib. 224<sup>77</sup>

## Police costs

154. In their written submission to the Finance and Constitution Committee, Police Scotland questioned the Bill’s estimated costs to police. Police Scotland noted that the FM uses offence numbers from England and Wales to estimate the impact on Police Scotland, but said that Scottish data is available and would have been more accurate. They highlighted other costs which have not been included in the FM, such as the resources required for police officer deployment at speed checks, and increased demand on safety camera police resources (see paragraph below), both in deployment and back office processing, given the Bill would increase 20mph zones.<sup>78</sup>

155. Police Scotland clarified in oral and supplementary evidence that Mobile Safety Camera Units (operating from vans) can be deployed within 20mph zones and have very occasionally been deployed as such by City of Edinburgh Local Policing Division and they will continue to be so when other priorities allow. However, they are most commonly deployed on other routes and to prominent crash locations. Fixed site speed cameras (contained in grey boxes by the roadside) are not

calibrated to provide evidence for speeding offences below 30mph thresholds, but this issue is being considered as part of the regular maintenance and development programme.<sup>79 9</sup>

## Criminal justice system costs

156. The FM sets out estimates of the additional costs that might be incurred by the Crown Office and Procurator Fiscal Service (COPFS) and the Scottish Courts and Tribunal Service (SCTS) relating to increased prosecutions for speeding offences following the implementation of the Bill proposals. The FM suggests that if the number of prosecutions for speeding increases by 20% under the Bill, annual prosecution costs would increase by £966k for COPFS and £516k for SCTS; a 10% increase in prosecutions would result in an increase of £483k for COPFS and £258k for SCTS per year.
157. The Law Society of Scotland expressed the view that the Bill would have "significant implications for the criminal justice processes and organisations", and that the Financial Memorandum "does not fully reflect the need for capacity and time within the criminal justice system".<sup>58</sup>
158. SCTS said that the "potential financial impact, as a result of increased prosecutions as set out in the financial memorandum to the Bill appear to be accurately reflected".<sup>80</sup>
159. In a letter to the Committee of 30 January 2019, Non-Government Bills Unit (NGBU) officials provided information which explained that by virtue of the Scotland Act 1998 (Designation of Receipts) Amendment Order 2017 (SI 2017/1258), revenue from fixed penalties and court fines is now remitted to the Scottish Government, with an appropriate amount being used to offset the costs of COPFS and SCTS.<sup>81</sup>
160. In a letter to the Cabinet Secretary on 17 April 2019, the member in charge asserted that—  
  
” ...any increased costs for the Crown Office and Procurator Fiscal Service and the Scottish Courts and Tribunal Service are likely to be offset by an increase in revenue generated from fixed penalties and court fines.<sup>82</sup>

## Other views on costs

161. Other organisations who gave evidence considered whether the Bill represented value for money. Dr Ruth Jepson said the up-front costs were high, but the Bill represented good value given the gains as a result of that investment over 20 or 30 years in terms of a reduction in mortality and the number of non-fatal accidents. She said that it was unusual for a public health intervention to have costs front-loaded in this way. She also highlighted that it was a relatively low cost option compared to alternative measures such as road architecture like speed humps.<sup>9</sup>



162. However, some questioned whether the Bill was the best use of money to achieve road safety aims given the mixed conclusions from research on such zones. For example, MACS said that whilst they thought the speed reduction would make the roads safer for disabled pedestrians, they had concerns as to whether the money would be effective and reduce collisions or casualties, and therefore asked whether the money would be better spent on other speed reduction processes and the "much needed replacement of items like the older pelican and zebra crossings".<sup>24</sup>
163. Similarly IAM RoadSmart said that given the lack of resources for local authorities, it would be better to spend the money on targeted areas where there were the biggest road safety problems, such as road repair, or segregated facilities for active travel such as cycle lanes.<sup>23</sup>

## Savings

164. Aberdeenshire Council suggested that the annual cost savings could be lower than estimated by the FM, given the findings of the DfT study on speed reduction and collision and casualties incidents in 20mph zones. It suggested reducing the higher estimate of accident reduction from 10% to 5%, and lower estimate from 5% to zero.<sup>69</sup> Conversely, 20's Plenty for Us suggested the savings would be higher (at least 15%) based on the example of Edinburgh's 20mph zones reporting early benefits of 24% fewer casualties.<sup>83</sup>

## Conclusions on costs and savings

**The Committee recognises that the primary focus of this Bill is to make roads safer, and as a consequence, reduce casualties and deliver other social and environmental benefits. However, it is clear that the Bill's proposals to make roads safer would have a variety of financial impacts.**

**Consequently, the Committee has carefully considered the Bill's Financial Memorandum (FM) and the evidence it has received, which highlights a range of uncertainties related to its contents.**

**The Committee recognises that the estimated costs are likely to vary widely across local authorities, and this is reflected in the conflicting evidence provided (specifically the City of Edinburgh Council's statement that this Bill would provide significant savings for other councils that wish to roll out 20mph limits, versus evidence to the contrary from other councils). However, the Committee also notes that the following implementation costs to roads authorities have not been factored into the cost estimates:**

- the costs of making the various assessments of roads which would be required to implement the Bill proposals;**



- the costs of putting in place TROs for any roads that councils wish to remain at 30mph;
- the costs of obtaining central data on the number of restricted roads in Scotland to allow a full evaluation of what resources might be required to implement the Bill's proposals; and
- the unspecified number of A and B class roads that are restricted roads, and which would therefore be subject to the Bill's proposal to reduce speed limits to 20mph (as highlighted by SCOTS).

The Committee also notes that the Scottish Government has highlighted costs that it would incur that have not been factored into the FM, relating to the trunk road network. Additionally the Scottish Government has indicated that the costs for the awareness campaign for the Bill's proposals were likely to be more extensive than stipulated in the FM.

The Committee also highlights the Cabinet Secretary's statement (made in paragraph 153 of this report) that any additional financial resources required for the implementation of the Bill's proposals would have to come from current local authority budget allocations.

The Committee also heard views from Police Scotland and the Law Society of Scotland that the FM did not accurately reflect costs, such as staff and resources in the police force and the criminal justice system.

On the issue of the costs associated with the removal of repeater signs, the Committee calls on the Cabinet Secretary to make a definitive statement as to whether it would be the Scottish Government's intention to allow existing signs to be retained or their number increased should the Bill be passed. The Committee notes that this decision could result in savings for roads authorities.

Given these wide-ranging uncertainties, the Committee believes that the estimated costs and savings for this Bill pose more questions than answers. The Committee therefore concludes that the FM is not robust.

# Conclusions

165. The Committee supports the aim of seeking to widen the implementation of 20mph zones in Scotland with the objective of reducing death and serious injuries on roads, and commends the member in charge for promoting this important objective. The Committee has found the process of considering this Bill with stakeholders to be productive in enabling it to obtain a deeper understanding of road safety policies and processes.

However, the key consideration for the Committee has been to determine whether the Bill's proposal to introduce a 20mph speed limit on all restricted roads in Scotland by default is the most effective way to deliver a significant increase in 20mph zones.

The Committee also noted the Cabinet Secretary's statement that primary legislation would not be required to make any change to 20mph speed limits (should the Scottish Government wish to do this).

The Committee listened carefully to the evidence, in particular that which highlighted that different local authority areas required different implementation plans to support the safety aim which is central to the Bill. This led to the majority of the Committee concluding that local authorities are best placed to determine the appropriate solutions for the areas for which they are responsible.

Therefore, the majority view of the Committee is that the default, 'one-size-fits all' approach proposed in the Bill is not appropriate, as it would not give local authorities the flexibility to devise 20mph limits that they consider appropriate for their areas.

The three members of the Committee who dissented<sup>v</sup> from this view, are of the view that the current inconsistent use of 20 mph speed limits is confusing and undermines road safety.

As noted above in more detail, the Committee is of the view that the estimated costs and savings associated with the Bill proposals are not robust.

The Committee believes that the existing processes which local authorities must follow to implement 20mph speed limits are cumbersome and resource-intensive and should be more straightforward.

Consequently, it welcomes the Scottish Government's current exercise to consider ways in which these processes can be simplified or improved. The Committee is of the view that the outcome from this work should be a more streamlined and efficient mechanism which will allow local authorities to more easily implement 20mph zones in those areas they consider appropriate.

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<sup>v</sup> John Finnie, John Mason and Colin Smyth.

**The Committee is unable to recommend the general principles of the Bill to the Parliament.<sup>vi</sup>**

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<sup>vi</sup> John Finnie, John Mason and Colin Smyth dissented.

# Annex A - Extracts from the Minutes and the Official Report of Meetings

[27th Meeting 2018 \(Session 5\), Wednesday 31 October 2018](#)

**4. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee considered its approach to the scrutiny of the Bill at Stage 1.

[28th Meeting 2018 \(Session 5\), Wednesday 7 November 2018](#)

**2. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee agreed its approach to the scrutiny of the Bill at Stage 1.

[5th Meeting 2019 \(Session 5\), Wednesday 6 February 2019](#)

**4. Restricted Roads (20mph Speed Limit) (Scotland) Bill:** The Committee took evidence on the Bill at Stage 1 from— Rod King MBE, Founder and Campaign Director, 20's Plenty for Us; Stuart Hay, Director, Living Streets Scotland; Dr Adrian Davis, Professor of Transport & Health, Edinburgh Napier University; Bruce Whyte, Public Health Programme Manager, Glasgow Centre for Population Health; Gavin Thomson, Air Pollution Campaigner at Friends of the Earth Scotland, Scottish Environment LINK.

Stewart Stevenson declared an interest as Honorary Vice President of the Scottish Association for Public Transport.

Claudia Beamish declared an interest as Co-Convener of the Cross-Party Group in the Scottish Parliament on Cycling, Walking and Buses.

**6. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee reviewed the evidence it heard on the Restricted Roads (20mph Speed Limit) (Scotland) Bill at item 4.

[6th Meeting 2019 \(Session 5\), Wednesday 20 February 2019](#)

**3. Restricted Roads (20mph Speed Limit) (Scotland) Bill:** The Committee took evidence on the Bill at Stage 1 from— Neil Greig, Policy & Research Director, IAM RoadSmart; Paul White, Deputy Director, Scotland, Confederation of Passenger Transport - Scotland; Tony Kenmuir, Chairman, Scottish Taxi Federation; Martin Reid, Policy Director (Scotland and Northern Ireland), Road Haulage Association; Eric Bridgstock, Independent Road Safety Researcher, on behalf of the Alliance of British Drivers.

Stewart Stevenson declared an interest as a Member of the Institute of Advanced Motorists (IAM)

**5. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee reviewed the evidence it heard on the Restricted Roads (20mph Speed Limit) (Scotland) Bill at item 3.

[8th Meeting 2019 \(Session 5\), Wednesday 6 March 2019](#)

**1. Restricted Roads (20mph Speed Limit) (Scotland) Bill:** The Committee took evidence on the Bill at Stage 1 from— Walter Scott, Vice Chair of the Society's Liaison

Committee, and Kevin Hamilton, Member of the Society's Traffic and Road Safety Working Group, Society of Chief Officers of Transportation; Chief Superintendent Stewart Carle, Divisional Commander, Road Policing Division, Operational & Specialist Support, Police Scotland; Dr Ruth Jepson, Reader in Public Health, and Principal Investigator on research into the impact of 20mph speed limits in Edinburgh, University of Edinburgh; Andrew Easson, Road Safety and Active Travel Manager, City of Edinburgh Council; Brian Young, Infrastructure Manager, Scottish Borders Council; Michael Matheson, Cabinet Secretary for Transport, Infrastructure and Connectivity, Donna Turnbull, Road Safety Policy Manager, and Stuart Wilson, National Operations Manager, Scottish Government.

**6. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee reviewed the evidence it heard on the Restricted Roads (20mph Speed Limit) (Scotland) Bill at item 1.

[10th Meeting 2019 \(Session 5\), Wednesday 20 March 2019](#)

**1. Restricted Roads (20mph Speed Limit) (Scotland) Bill:** The Committee took evidence on the Bill at Stage 1 from— Mark Ruskell, Member in Charge, Malachy Clarke, Researcher for Mark Ruskell, Andrew Mylne, Head of the Non-Government Bills Unit, and Claudia Bennett, Office of the Solicitor to the Scottish Parliament, Scottish Parliament.

**2. Restricted Roads (20mph Speed Limit) (Scotland) Bill (in private):** The Committee reviewed the evidence it heard on the Restricted Roads (20mph Speed Limit) (Scotland) Bill at item 1.

## Annex B - Written evidence and analysis of survey responses

- [20's Plenty for Us \(546KB pdf\)](#)
- [Aberdeen City Council \(276KB pdf\)](#)
- [Alliance of British Drivers and Eric Bridgstock \(466KB pdf\)](#)
- [Amanda Forsyth \(110KB pdf\)](#)
- [Angus Council \(202KB pdf\)](#)
- [Brake \(507KB pdf\)](#)
- [City of Edinburgh Council \(119KB pdf\)](#)
- [Climate Friendly Aberlady \(182KB pdf\)](#)
- [COSLA \(370KB pdf\)](#)
- [Cycle Stirling \(249KB pdf\)](#)
- [Cycling Scotland \(224KB pdf\)](#)
- [Cycling UK Scotland \(118KB pdf\)](#)
- [East Dunbartonshire Council \(208KB pdf\)](#)
- [Euan Renton \(91KB pdf\)](#)
- [Faculty of Public Health \(122KB pdf\)](#)
- [Fife Council \(234KB pdf\)](#)
- [Friends of the Earth Scotland \(136KB pdf\)](#)
- [Glasgow Centre for Population Health \(622KB pdf\)](#)
- [GoBike \(285KB pdf\)](#)
- [Highland Council \(458KB pdf\)](#)
- [Inphaserve Ltd \(150KB pdf\)](#)
- [International Play Association \(IPA\) Scotland \(315KB pdf\)](#)
- [James McCabe \(24KB pdf\)](#)
- [Jeremy Douglas \(10KB pdf\)](#)
- [Keep Scotland Beautiful \(110KB pdf\)](#)
- [Law Society of Scotland \(129KB pdf\)](#)

- [Living Streets Scotland and Ramblers Scotland \(338KB pdf\)](#)
- [Mobility and Access Committee for Scotland \(237KB pdf\)](#)
- [MRC/CSO Social and Public Health Sciences Unit \(205KB pdf\)](#)
- [Paths for All \(139KB pdf\)](#)
- [Pedal on Parliament \(212KB pdf\)](#)
- [Playing Out and Play Scotland \(335KB pdf\)](#)
- [Police Scotland \(123KB pdf\)](#)
- [Professor Adrian Davis \(534KB pdf\)](#)
- [RAC Motoring Services \(517KB pdf\)](#)
- [Road Haulage Association Ltd \(224KB pdf\)](#)
- [Royal Blind and Scottish War Blind \(112KB pdf\)](#)
- [Royal College of Paediatrics and Child Health \(194KB pdf\)](#)
- [Royal National Institute of Blind People \(RNIB\) Scotland \(123KB pdf\)](#)
- [Scotland's Play Council \(256KB pdf\)](#)
- [Scrabster Harbour Trust \(10KB pdf\)](#)
- [SEStrans \(390KB pdf\)](#)
- [Society of Chief Officers for Transportation in Scotland \(204KB pdf\)](#)
- [Spokes \(361KB pdf\)](#)
- [Sustrans \(222KB pdf\)](#)
- [Analysis of survey responses \(462KB pdf\)](#)

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