



**Item: 7**

**Development and Infrastructure Committee: 4 February 2025.**

**20mph Speed Limits.**

**Report by Corporate Director for Neighbourhood Services and Infrastructure.**

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## **1. Overview**

- 1.1. On 10 September 2024, the Development and Infrastructure Committee recommended to the Council:
  - i. That the Corporate Director for Neighbourhood Services and Infrastructure be authorised to procure an external consultant, funded by Transport Scotland, to carry out a public engagement exercise in respect of the proposal to progress with the introduction of 20 mph speed limits on various roads across Orkney and prepare temporary traffic regulation orders.
  - ii. That the Corporate Director for Neighbourhood Services and Infrastructure should submit a report, to the Development and Infrastructure Committee, detailing the outcome of the public engagement exercise referred to above and prior to the introduction of temporary traffic regulation orders.
- 1.2. Given the time frame available with a draft committee report due before the break for Christmas holidays, officers undertook the engagement process. This included in-person meetings in various parishes around the mainland and south linked isles as well as an online survey.
- 1.3. The outcome of the engagement and survey is attached as Appendix 1 to this report.
- 1.4. 348 people agreed with the proposal whilst 814 people disagreed with the proposal to reduce 30 mph speed limits to 20 mph.
- 1.5. Responses from the community councils in Holm, Orphir, Stronsay and Shapinsay disagree with the public opinion in these areas. It is proposed that 20 mph speed limits are introduced in these areas as per the plans included in Appendix 2 to this report.
- 1.6. Further engagement was carried out with the community councils, the outcome of which is attached as Appendix 3 to this report.

- 1.7. The responses were mixed with some supportive of the proposals, whilst others were looking for a reduced level of restriction in their area.

## **2. Recommendations**

- 2.1. It is recommended that members of the Committee:
  - i. Note the outcomes of the public engagement and online survey in respect of the proposal to progress with the introduction of 20 mph speed limits on various roads across Orkney, as detailed in Appendix 1 to this report.
  - ii. Note the proposals for focused 20 mph speed limits as indicated on the location plans attached as Appendix 2 to this report.
  - iii. Authorise the Corporate Director for Neighbourhood Services and Infrastructure to undertake the statutory consultation process in respect of the proposed introduction of 20mph speed limits on the various sections of road outlined on the plans attached as Appendix 2 to this report.
  - iv. Request the Corporate Director for Neighbourhood Services and Infrastructure to submit a report, to the Development and Infrastructure Committee, on the outcome of monitoring the new 20 mph speed limits 12 months following their introduction.

## **3. Background**

- 3.1. The Scottish Government is committed to implementing 20 mph speed limits where it is appropriate to do so by the end of 2025.
- 3.2. The Road Safety Framework 2030 supports this commitment to making streets feel safer and encouraging walking, wheeling and cycling and creating safer and pleasant streets and neighbourhoods.
- 3.3. The Council undertook an assessment, which was submitted in March 2023, of all urban roads to identify those 30 mph roads on the network which are appropriate for a speed limit of 20 mph.

## **4. Engagement**

- 4.1. In person engagement meetings were held in Birsay, Dounby, Orphir, Stenness, Firth, Stromness, Kirkwall, St Andrews, St Marys, Burray and St Margarets Hope. There were 38 visitors to 13 different events.
- 4.2. An online survey ran from 18 November to 13 December 2024 with 1,162 responses. Those who responded also shared their views on the proposals.

## 5. Options

- 5.1. Following the public engagement exercise there are three options available:
- i. Option 1 - Do nothing, leave all current urban speed limits at 30 mph.
  - ii. Option 2 - Introduce 20 mph speed limits on all urban road as proposed previously.
  - iii. Option 3 - Introduce 20 mph speed limits on selected roads as per Appendix 2 to this report.
- 5.2. Option 3 would recognise the range of comments received during the public engagement exercise which reflected the fact that, whilst a widespread speed limit reduction was not supported, there was support for a reduced speed limit in certain areas, and is, therefore, the recommended option.

## 6. Next Steps

- 6.1. If the Council chooses to introduce 20 mph speed limits on any sections of the road network it is proposed to procure the services of an external consultant, funded by Transport Scotland, to prepare the relevant traffic regulation orders. The Transport Scotland funding is only available up until 31 March 2025 and to date no confirmation of Transport Scotland funding for financial year 2025/26 has been notified to the Council.

### **For Further Information please contact:**

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### **Implications of Report**

- 1. Financial** - Transport Scotland have confirmed that they would hope to fund costs for the installation of signs, posts etc until the end of 2025. However, the funding at present is only confirmed up until 31 March 2025. Orkney Islands Council will be advised in due course if funding is available beyond that to the end of 2025. The works would not take place if funding were not awarded in financial year 2025/26.
- 2. Legal** - If the Council wishes to introduce a new speed limit of 20 mph, an order in terms of the Road Traffic Regulation Act 1984 must first be made. The statutory procedure which must be followed includes consultation and advertisement. Following the conclusion of the statutory procedure and once the order is in force, the Council may erect signs and put in place road markings to indicate the effect of the order.

3. **Corporate Governance** – In terms of the Scheme of Delegation to Officers, following approval by Council of the principle of restrictions and/or prohibitions for the use of roads, powers are delegated to the Corporate Director for Neighbourhood Services and Infrastructure to make new traffic orders, whether permanent or experimental, including statutory consultation procedures, where no objection has been raised. Should any objections be received, the matter is referred to the Development and Infrastructure Committee, which has delegated powers to make new traffic orders, whether permanent or experimental, where any objection has been raised through statutory consultation procedures.
4. **Human Resources** – None.
5. **Equalities** – None.
6. **Island Communities Impact** – Not required as the proposal will not have an impact on the island communities.
7. **Links to Council Plan** - The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Council Plan strategic priorities:
  - Growing our economy.
  - Strengthening our Communities.
  - Developing our Infrastructure.
  - Transforming our Council.
8. **Links to Local Outcomes** - Improvement Plan - The proposals in this report support and contribute to improved outcomes for communities as outlined in the following Local Outcomes Improvement Plan priorities:
  - Cost of Living.
  - Sustainable Development.
  - Local Equality.
9. **Environmental and Climate Risk** – None.
10. **Risk** – None.
11. **Procurement** – Where required external resources will be progress through the procurement process.
12. **Health and Safety** – None.
13. **Property and Assets** – None.
14. **Information Technology** – None.
15. **Cost of Living** – None.

### List of Background Papers

None

### Appendices

Appendix 1 – 20mph Public Engagement Outcomes.

Appendix 2 – Location Plans for Proposed 20 mph Limits.

Appendix 3 – Community Council Engagement Outcomes.

## **20mph Public Engagement Outcomes**

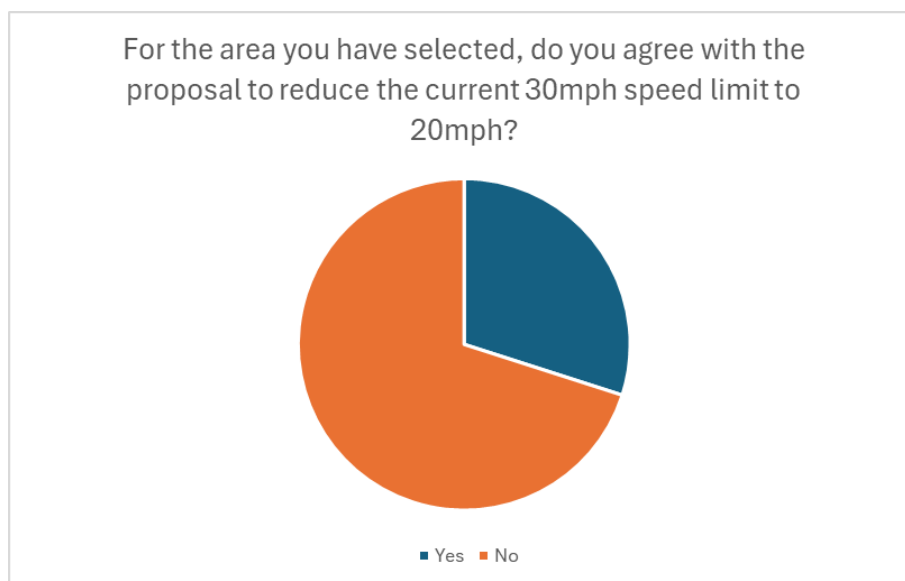
**The survey and engagement events were advertised on OIC's Facebook page, the OIC website, and physical media such as The Orcadian newspaper, and on posters placed around Orkney. Advertisement of the survey and engagement events was also broadcast by BBC Radio Orkney.**

### Main Response Data:

- There was a strong online survey response with 1,162 responses in which members of the public shared their views on the proposals.
- In-person events had 38 visitors across the 13 sessions.

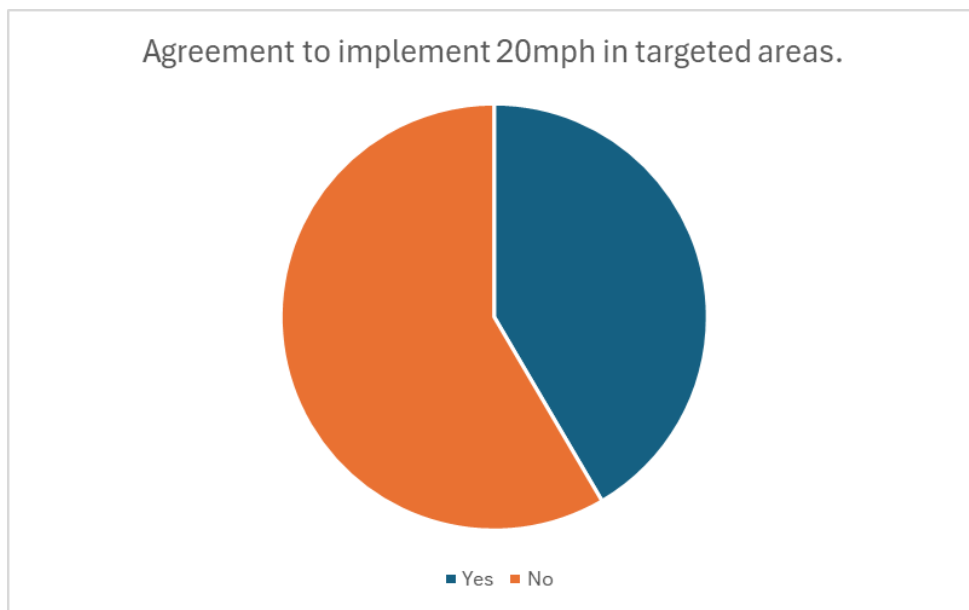
Area	Location	Date	Time
Stromness	Stromness Warehouse Buildings	18/11/24	1000-1400
Stromness	Stromness Warehouse Buildings	25/11/24	1500-1900
Kirkwall	Kirkwall Town Hall	21/11/24	1000-1400
Kirkwall	Kirkwall Town Hall	25/11/24	1500-1900
Dounby	Milestone Kirk	02/12/24	1500-1900
Firth	Firth Community Centre	28/11/24	1500-1900
Holm	St Mary's Hall	27/11/24	1500-1900
South Ronaldsay	St Margarets Hope Primary School	20/11/24	1500-1900
Burray	Burray Hall	19/11/24	1500-1900
Orphir	Orphir Primary School	20/11/24	1500-1900
Stenness	Stenness Primary School	19/11/24	1500-1900
Birsay	Birsay Community Centre	04/12/24	1500-1900
Toab	Tankerness Hall	25/11/24	1500-1900

- 348 people (30%) agreed with the proposals to reduce 30 mph limits down to 20mph.
- 814 people (70%) disagreed with the proposals to reduce 30 mph limits down to 20 mph.



### Variations suggested

Although 70% of respondents said they would not like to see blanket 20mph as initially proposed, there were 135 people who said they would like to see 20mph implemented in a more targeted approach.



### Support for Individual Roads

This was reflected in some responses calling for specific roads to be implemented or removed from the proposals. The following were in favour of 20mph speed limits on each particular road mentioned.

- 5-5 (100%) referencing “Ireland Road”
- 8 out of 9 (88%) referencing "Broad Street”
- 20 out of 25 (80%) referencing “Back Road, Stromness”
- 4 out of 5 (80%) referencing “Palace Road”
- 3 out of 6 (50%) referencing “The Meadows”
- 8 out of 17 (47%) referencing “Pickaquoy Road”
- 6 out of 16 (37%) referencing “Junction Road”
- 2 out of 7(28%) referencing “New Scapa Road”
- 3 out of 11 (27%) referencing “Ayre Road”



**Parish by parish**

Area	Yes to 20mph (%)	No to 20mph (%)
Balfour Village	50	50
Stromness	41	59
Finstown	40	60
Stenness	38	62
Kirkwall	34	66
Orphir	33	67
Dounby	32	68
Birsay Village	31	69
St. Marys	31	69
St. Margarets Hope	27	73
Whitehall	25	75
Burray Village	22	78
Longhope	20	80
Toab	16	84
Kettletoft	12	88
Pierowall	12	88
Brinian	0	100

**Examples of Public Comments:**

*“Slowing drivers down will only increase tempers and more than likely only few will obey the new speed”*

*“For areas where children are walking to from school should be 20 miles per hour”*

*“All of them. Enforce the current limit which is fine. The idiots that speed will still speed in a 20mph zone. That is the whole point that you are failing to grasp”*

*“Just police the area's more or put speed camera's in”*

*“The proposals are unsuitable for Orkney. I walk and cycle on the roads regularly and from what I experience the speed of traffic is not an issue”*

*“I fully support 20mph around schools and areas where children or elderly are near or crossing the road”*

*However, travelling at 20mph is going to lead to frustration and unsafe road use particularly when stuck behind farm machinery, cycles etc”*

*“I walk regularly walk and cycle with my children, and cars continuously drive past too fast. It feels unsafe and makes going out and about an unpleasant experience. Additionally, as someone who's job is an emergency service, I know the reality of being hit at 30mph versus 20mph. I wish all of town was a 20mph zone”*

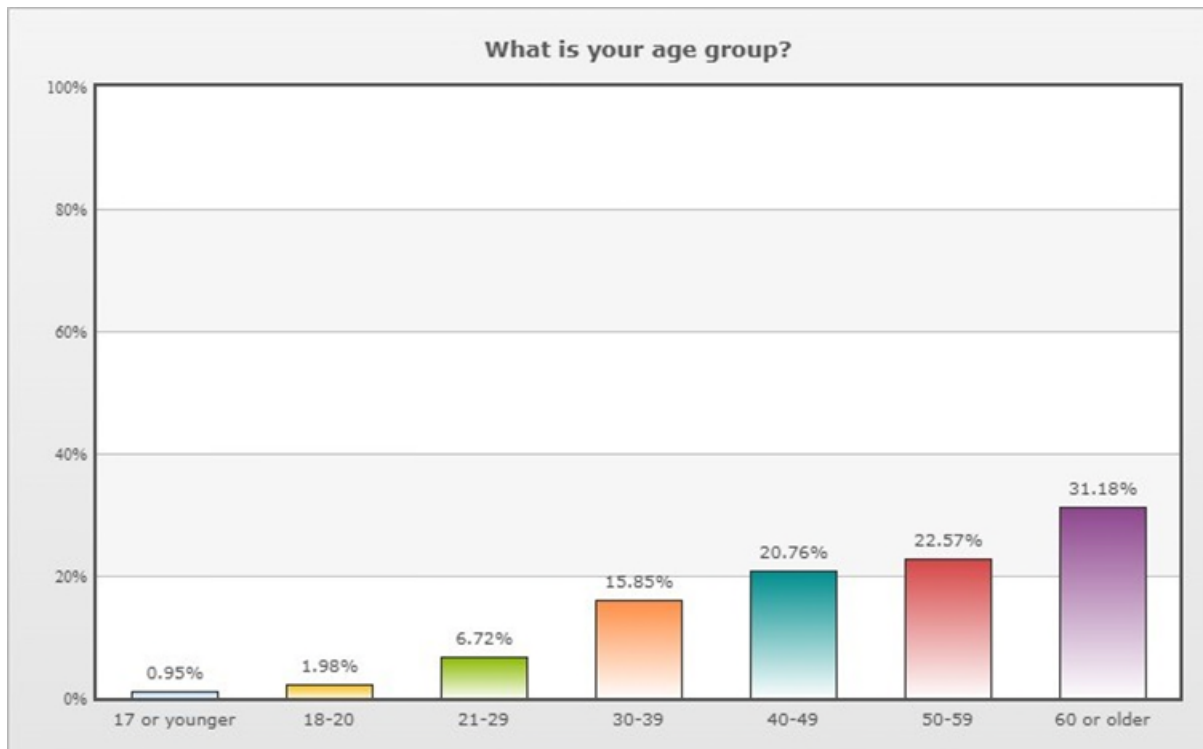
*“Absolutely no need to be going 20mph apart from when kids are getting out of school and that's all been sorted already”*

**Frequently Mentioned:**

- Many respondents were keen to keep part time 20 mph restrictions in areas around the schools.
- Some mentioned that the 20 mph proposals would be more justifiable in housing schemes and around schools.
- Many commented on the issue of “Pavement Parking”.
- There were 19 responses that mentioned “Traffic lights”, most commonly in Kirkwall on zebra crossings in locations such as Tesco and The Travel Centre.
- There were 31 responses that mentioned the need for “Speed Cameras” and “Mobile Speed Cameras” in various locations around Orkney.
- There were 56 responses that mentioned "Crossings" and the positioning of crossings mostly throughout Kirkwall.
- There were five responses that mentioned permanent "Smiley Face Signage" in towns and villages across Orkney, referencing their success in Finstown.
- There were 41 responses that mentioned the lack of enforcement of current speed limits and questioned if 20 mph proposals would be enforced.
- Four comments were made in relation to lowering 40mph to 30mph at various locations including Stenness, Evie and St Margarets Hope.

## Survey Results:

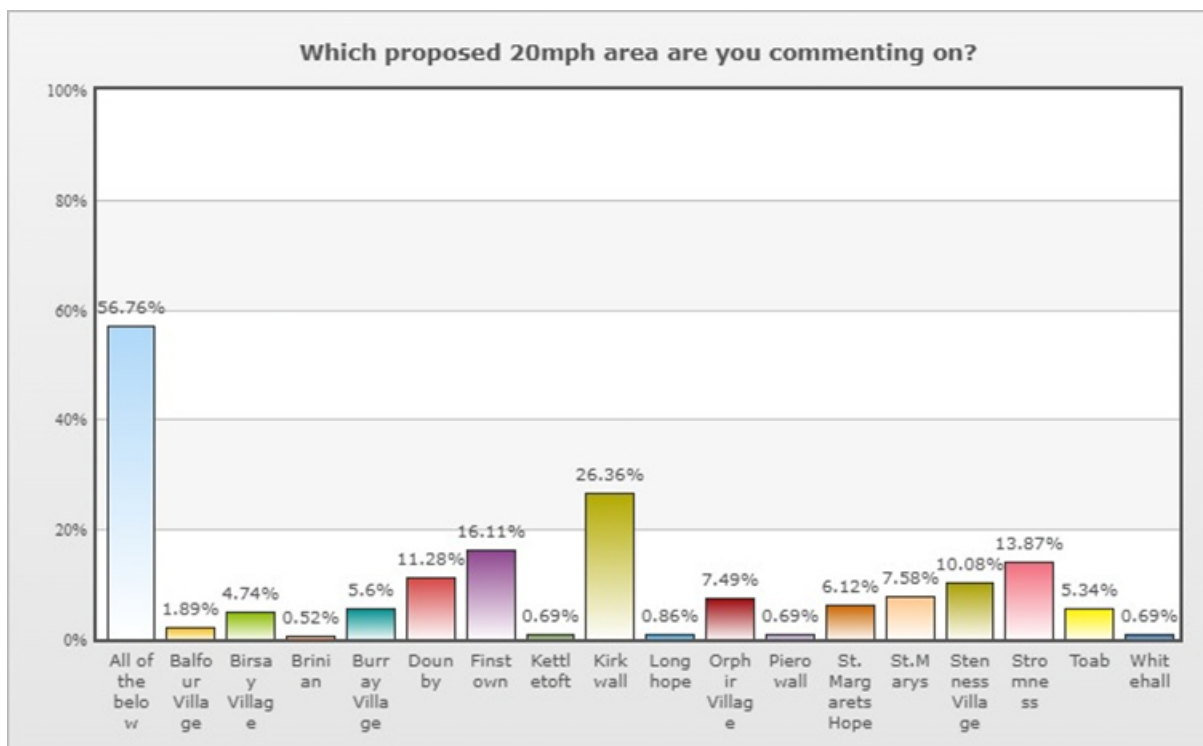
### Question 1

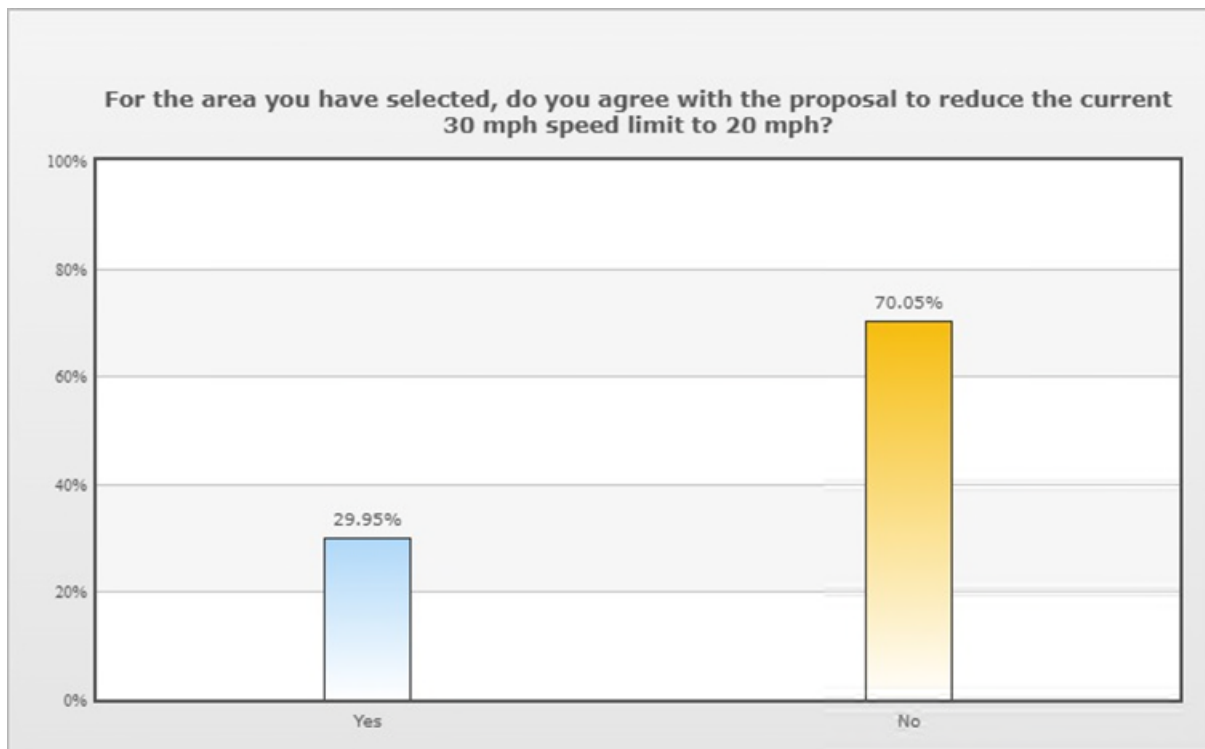
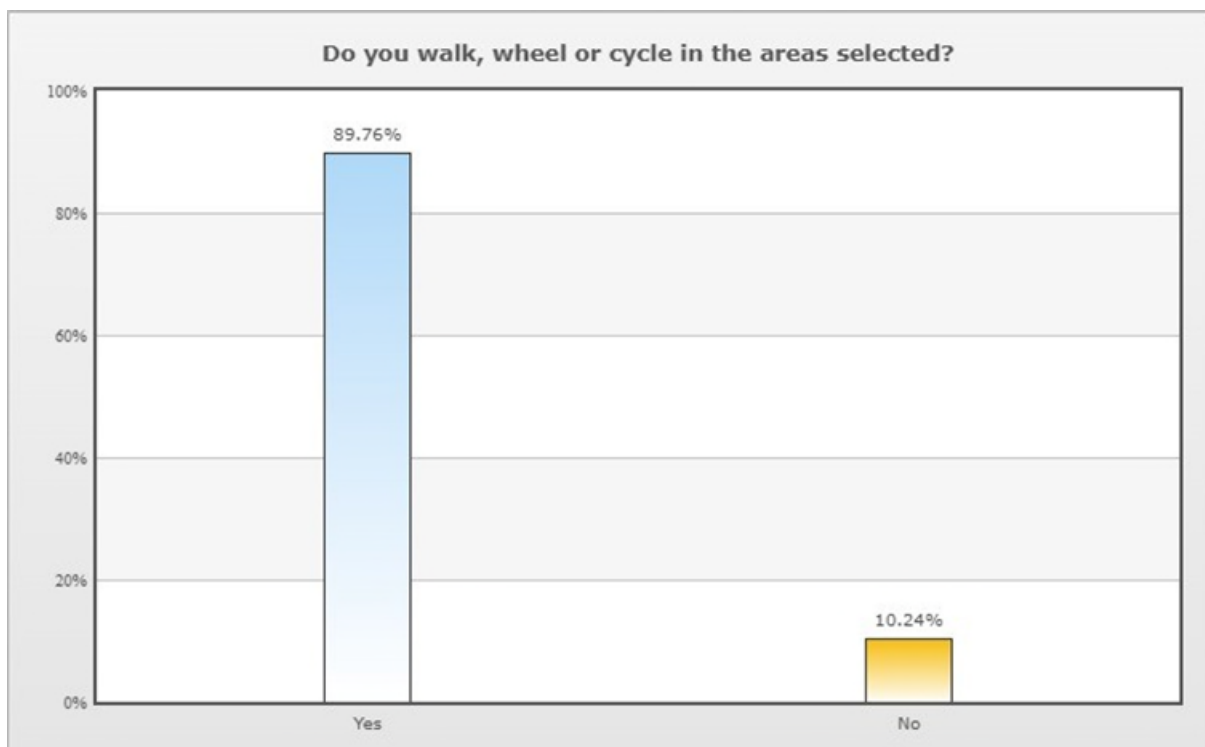


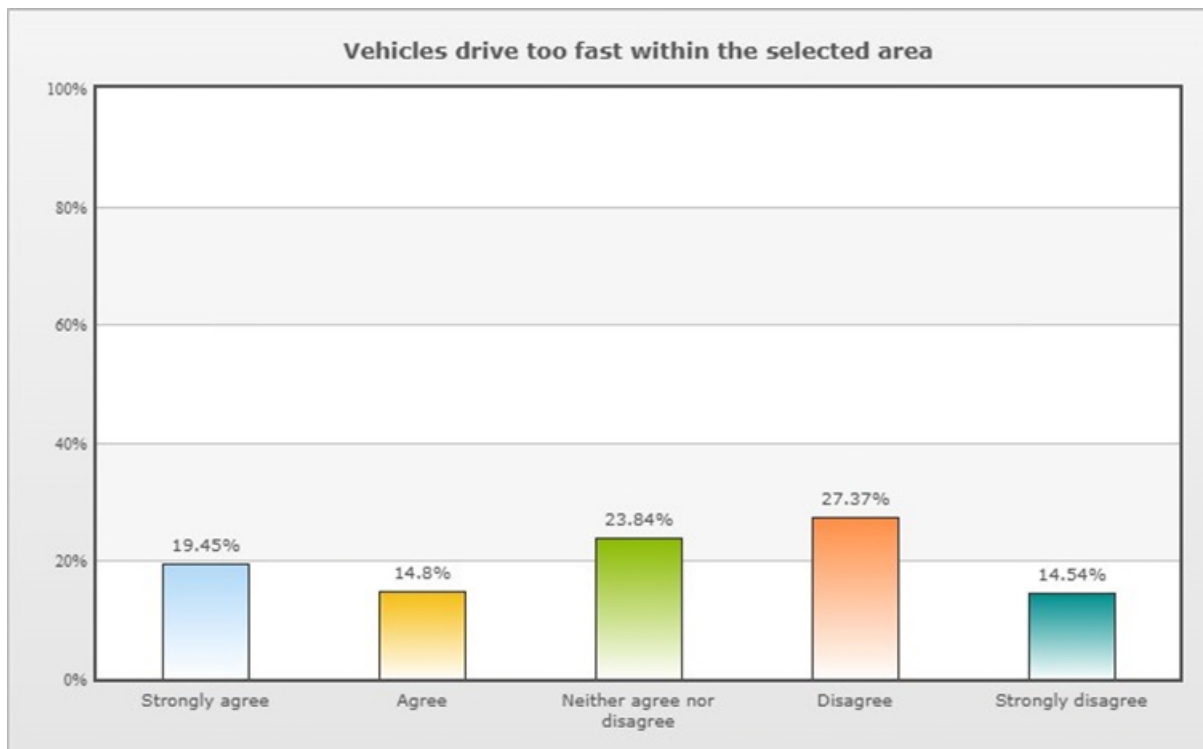
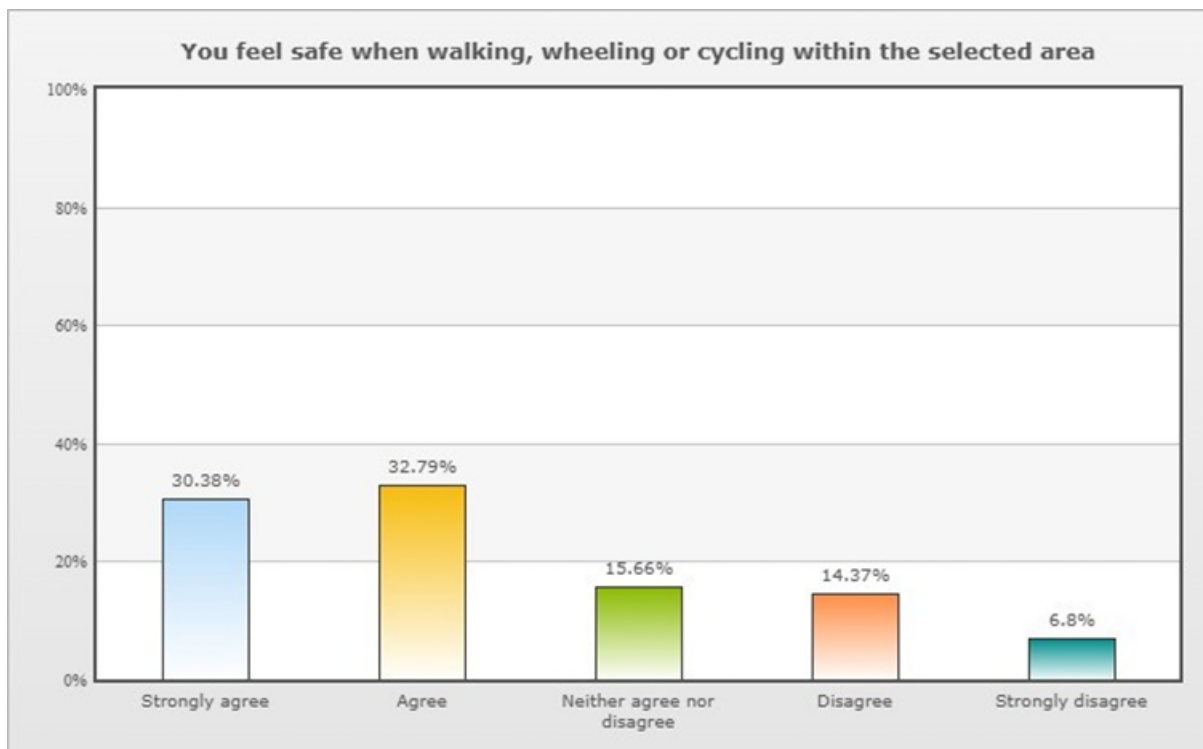
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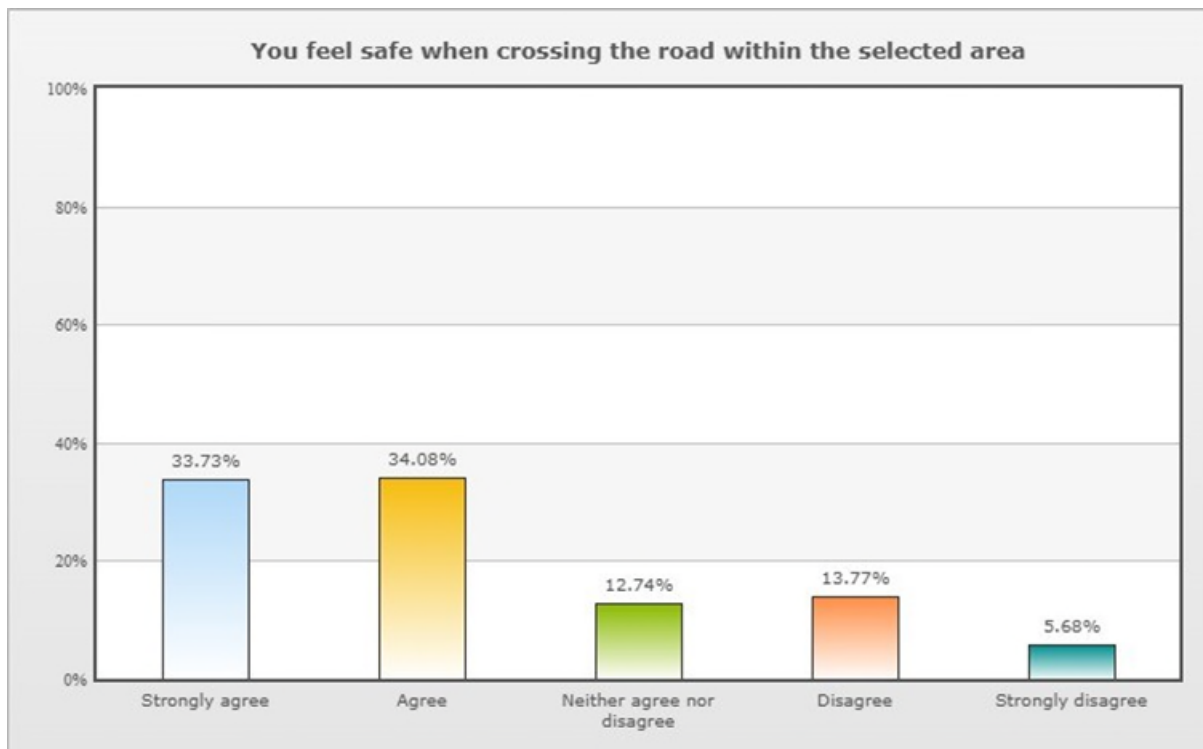
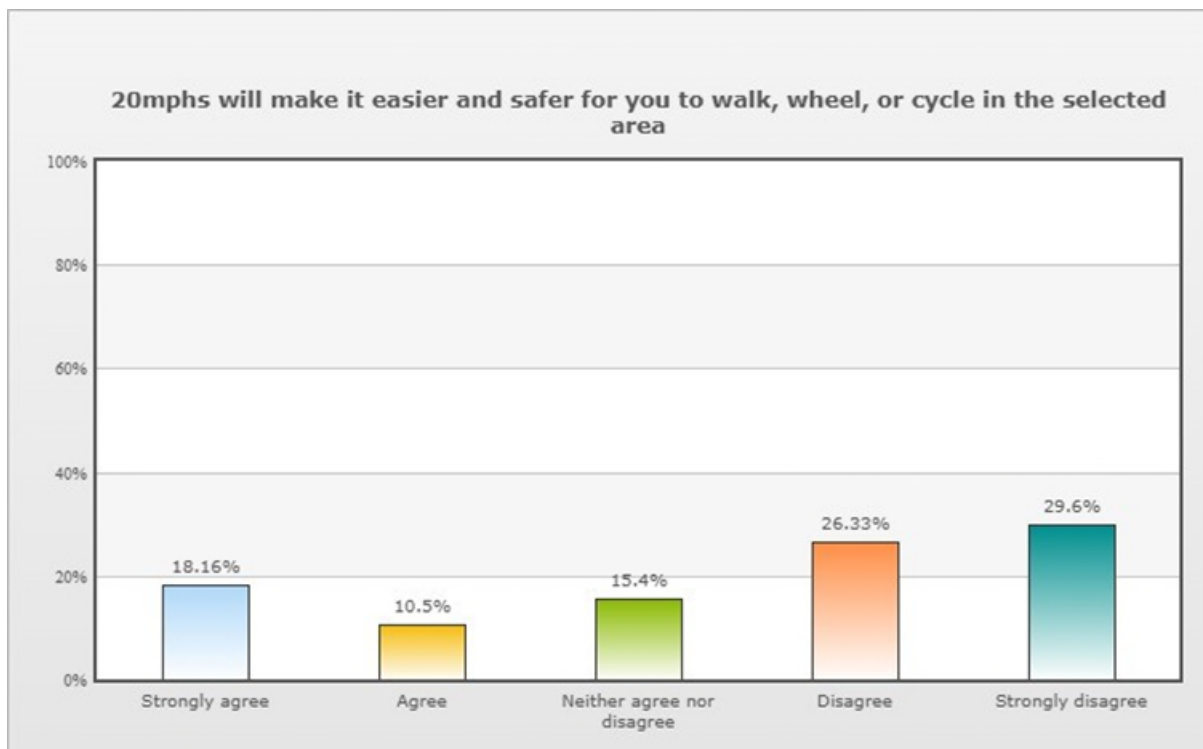
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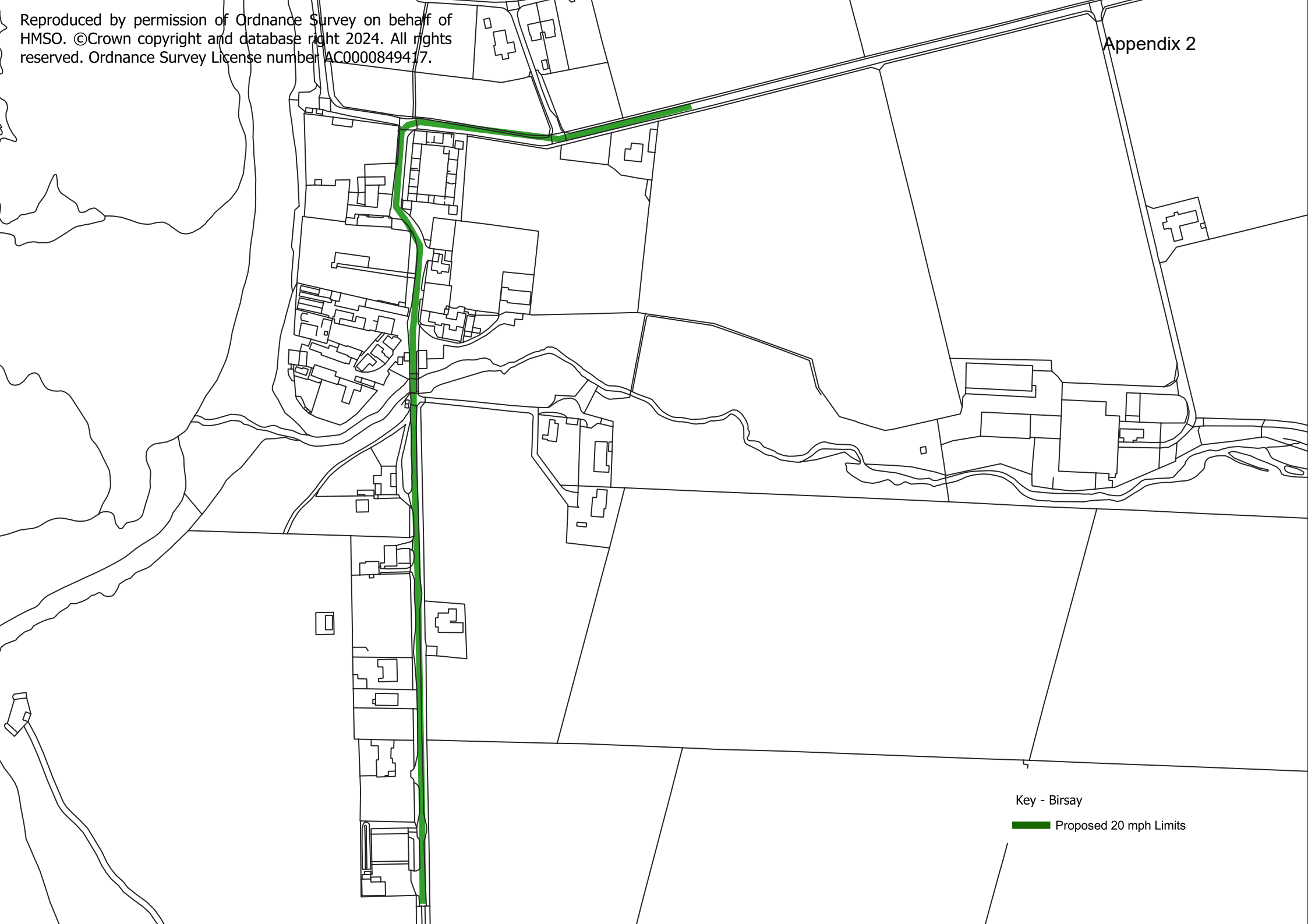
### Question 3



**Question 4****Question 5**

**Question 6****Question 7**


**Question 8****Question 9**



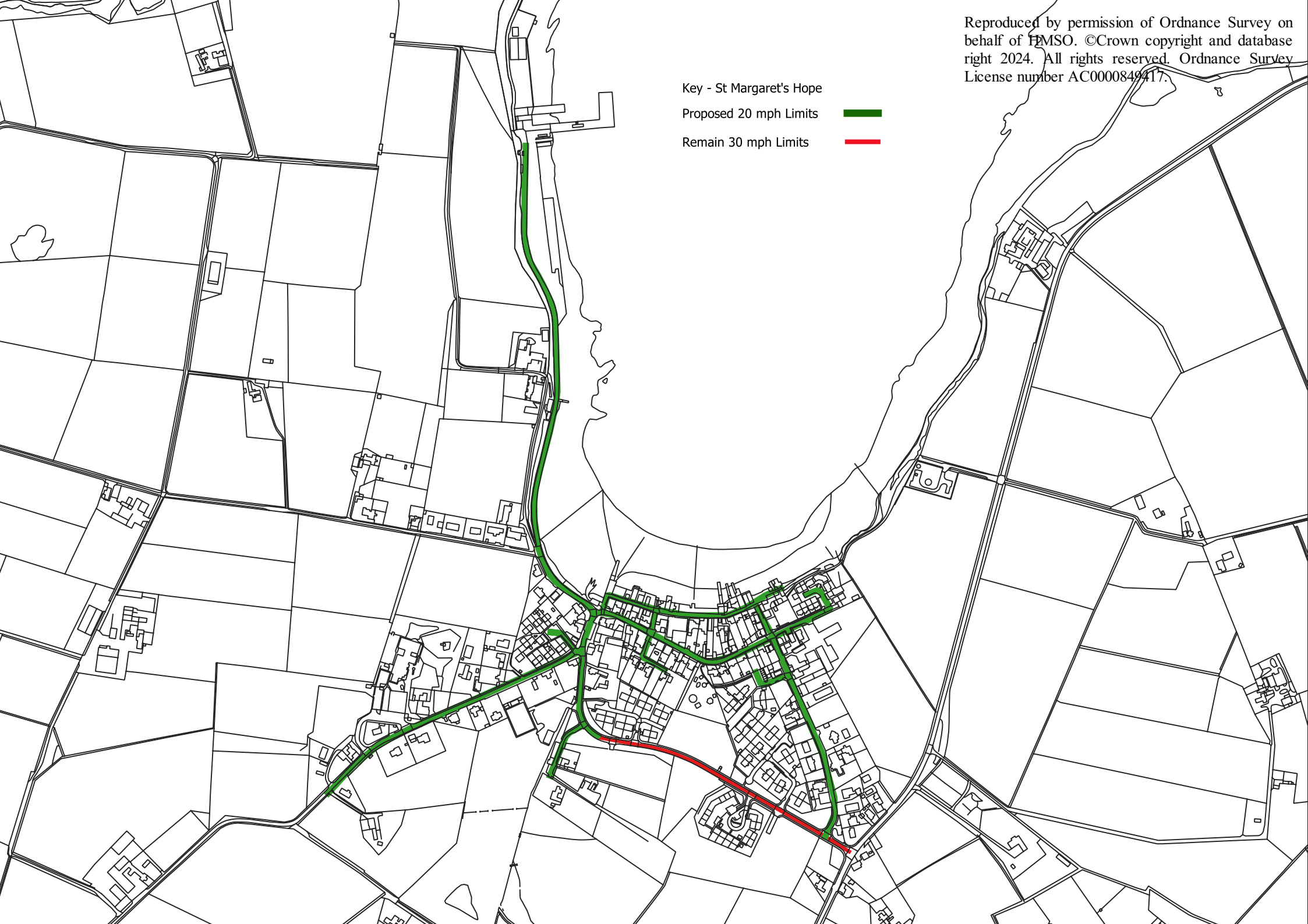
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Proposed 20 mph Limits



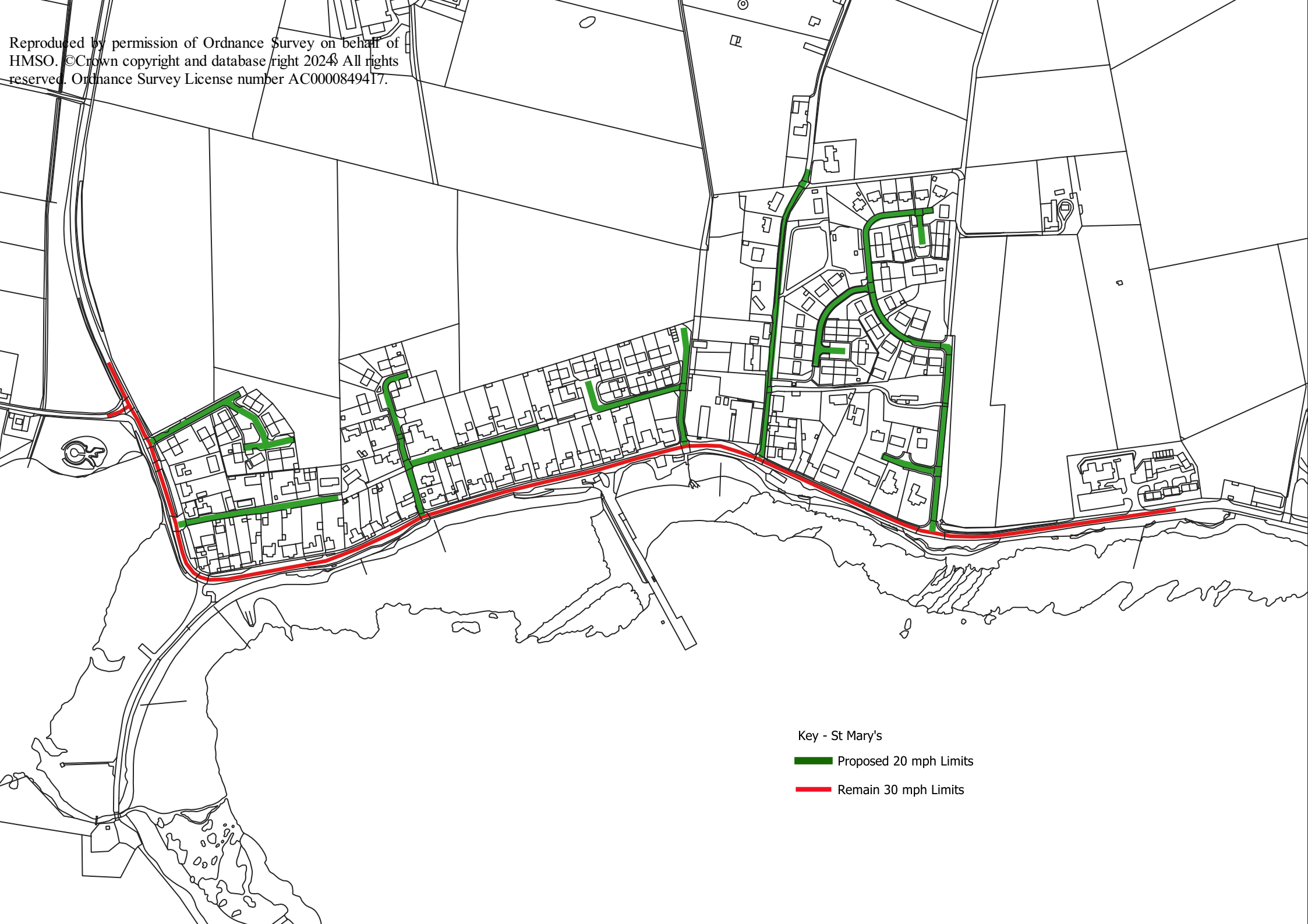
Key - St Margaret's Hope

Proposed 20 mph Limits 

Remain 30 mph Limits 



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Key - St Mary's  
Proposed 20 mph Limits  
Remain 30 mph Limits



Key - Stenness

Proposed 20 mph Limits



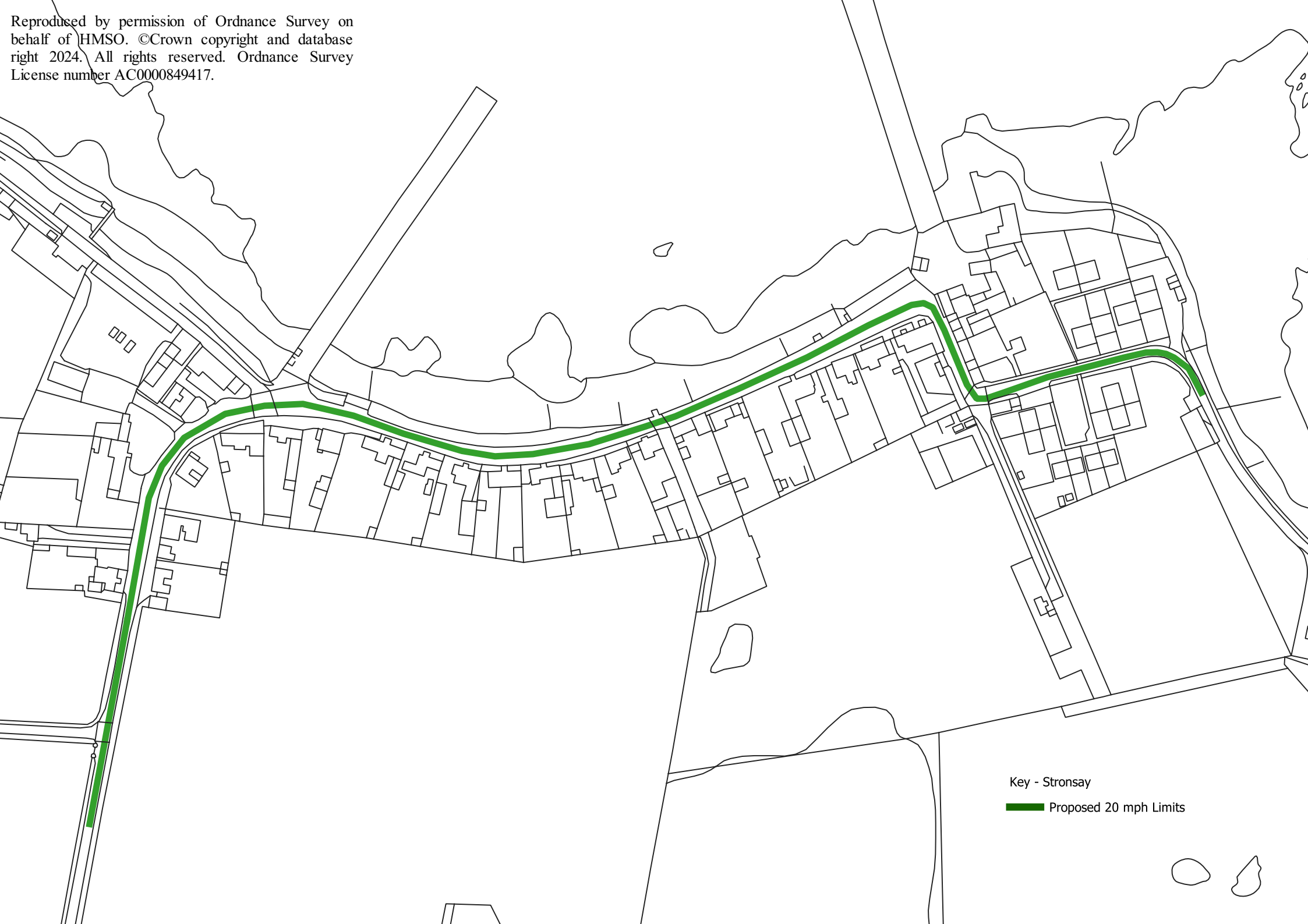


Key - Stromness

Current 15 / 20 mph Limits █

Proposed 20 mph Limits █

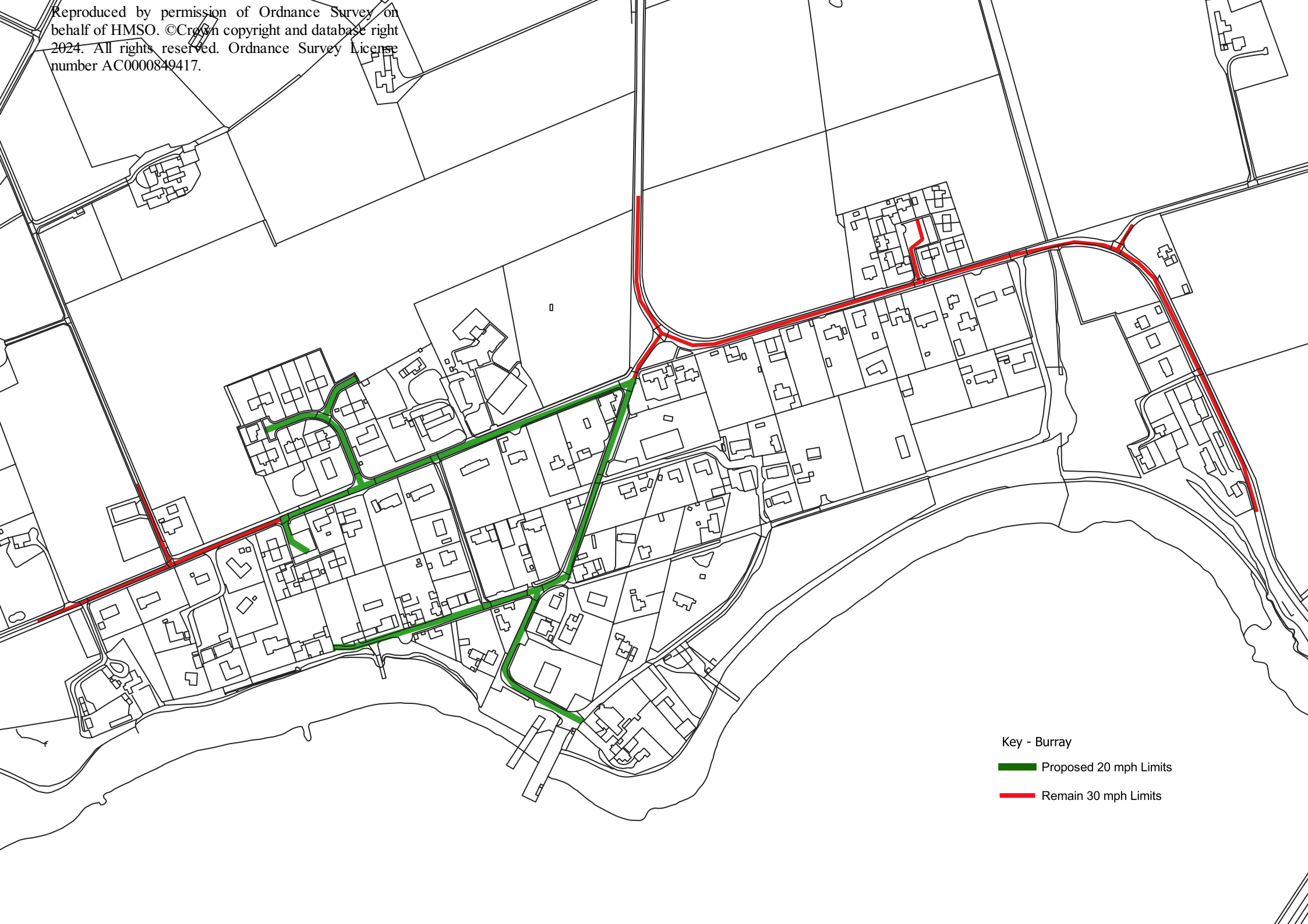
Remain 30 mph Limits █




Key - Stronsay  
Proposed 20 mph Limits




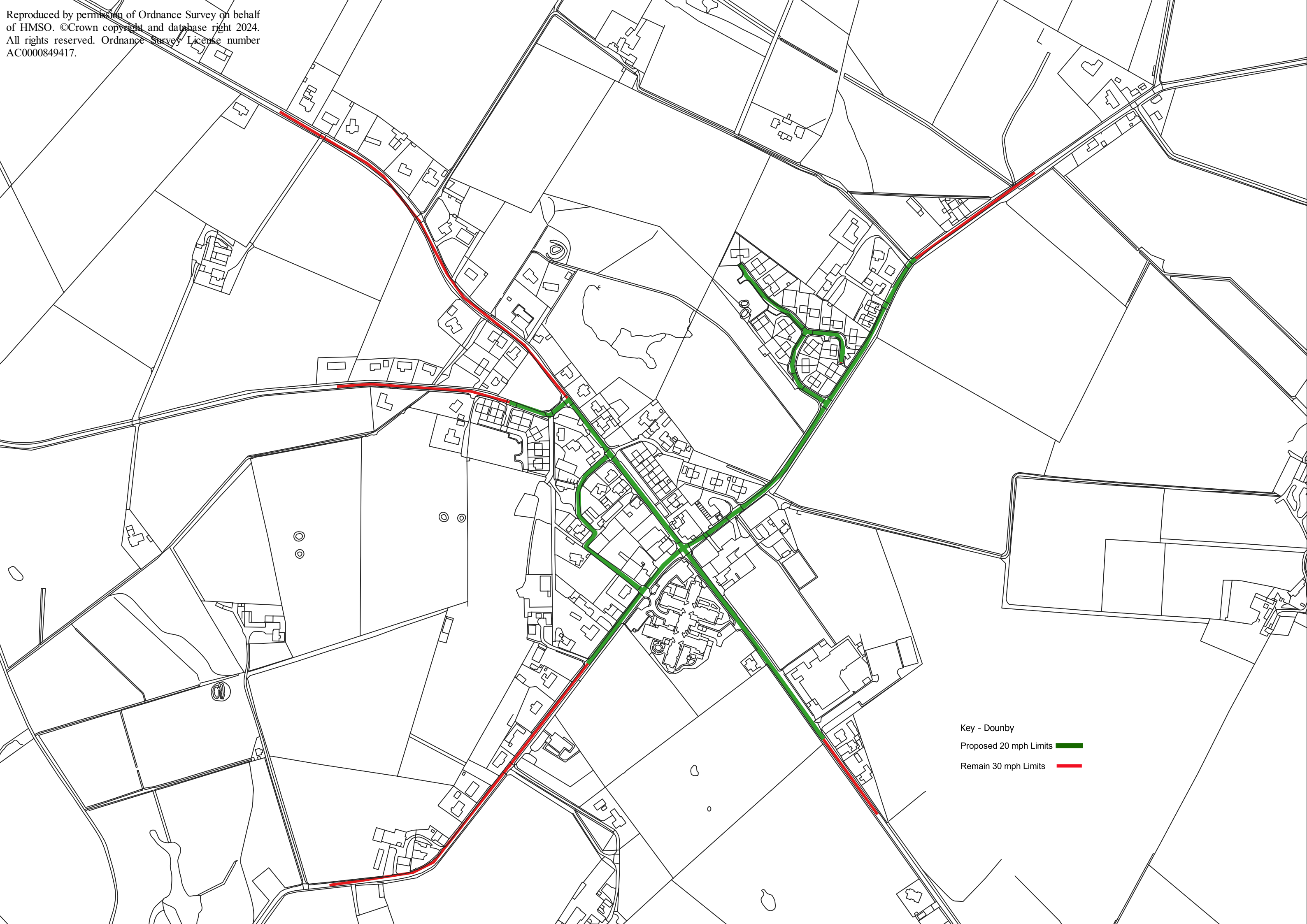
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Key - Burray

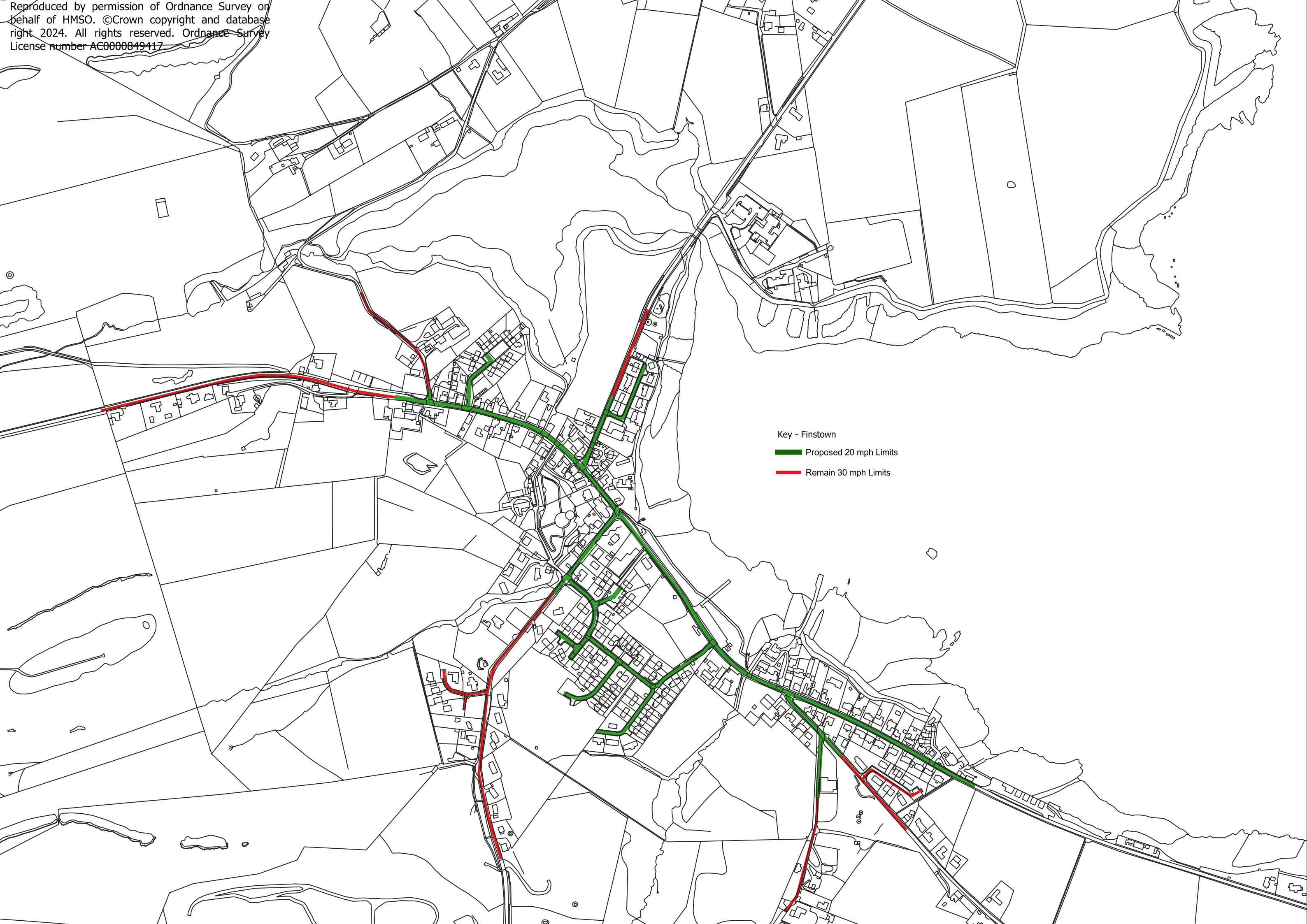
 Proposed 20 mph Limits

 Remain 30 mph Limits



Key - Douby  
Proposed 20 mph Limits   
Remain 30 mph Limits 



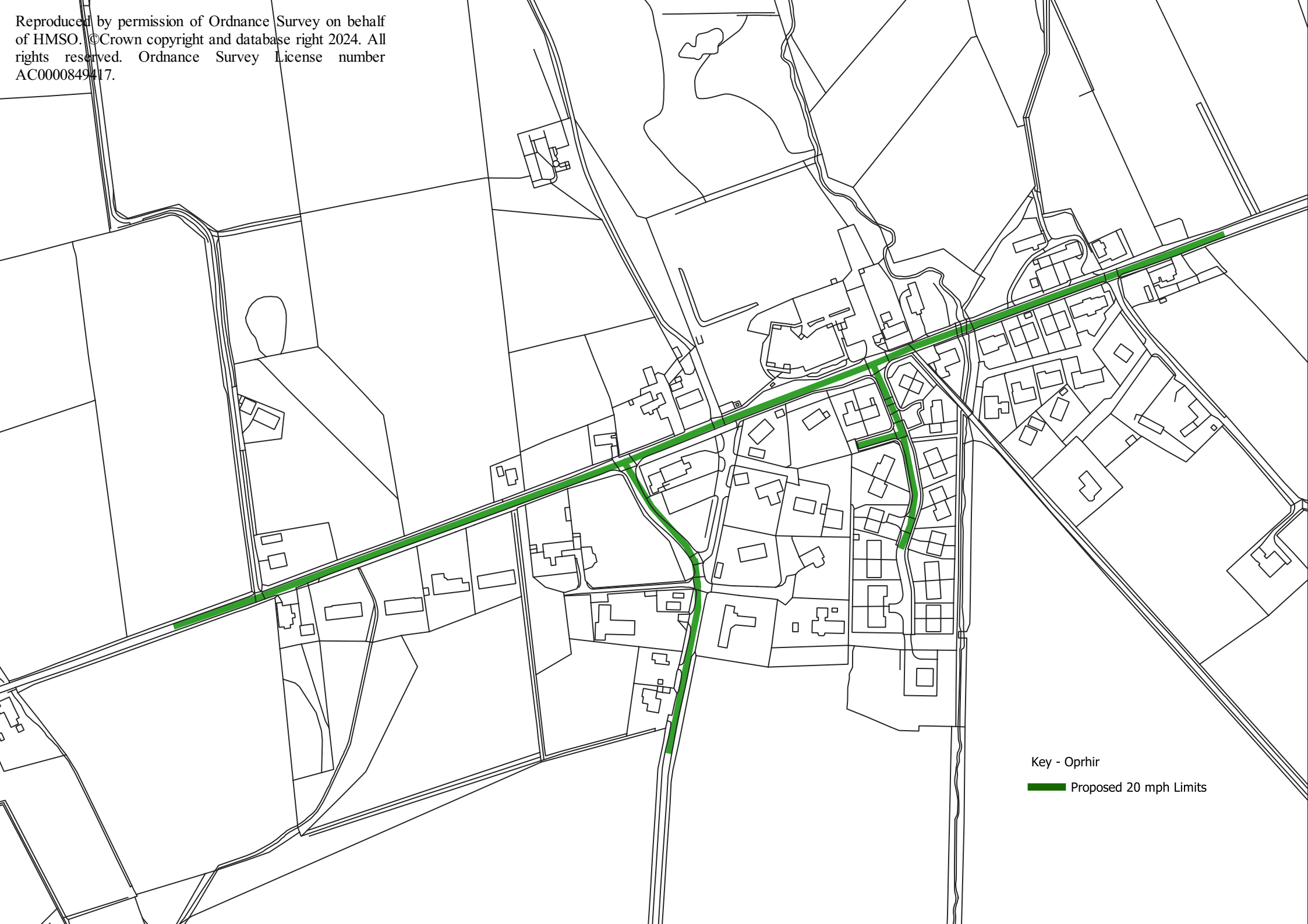




Key - Kirkwall  
Current 15 / 20 mph Limits  
Proposed 20 mph Limits  
Remain 30 mph Limits

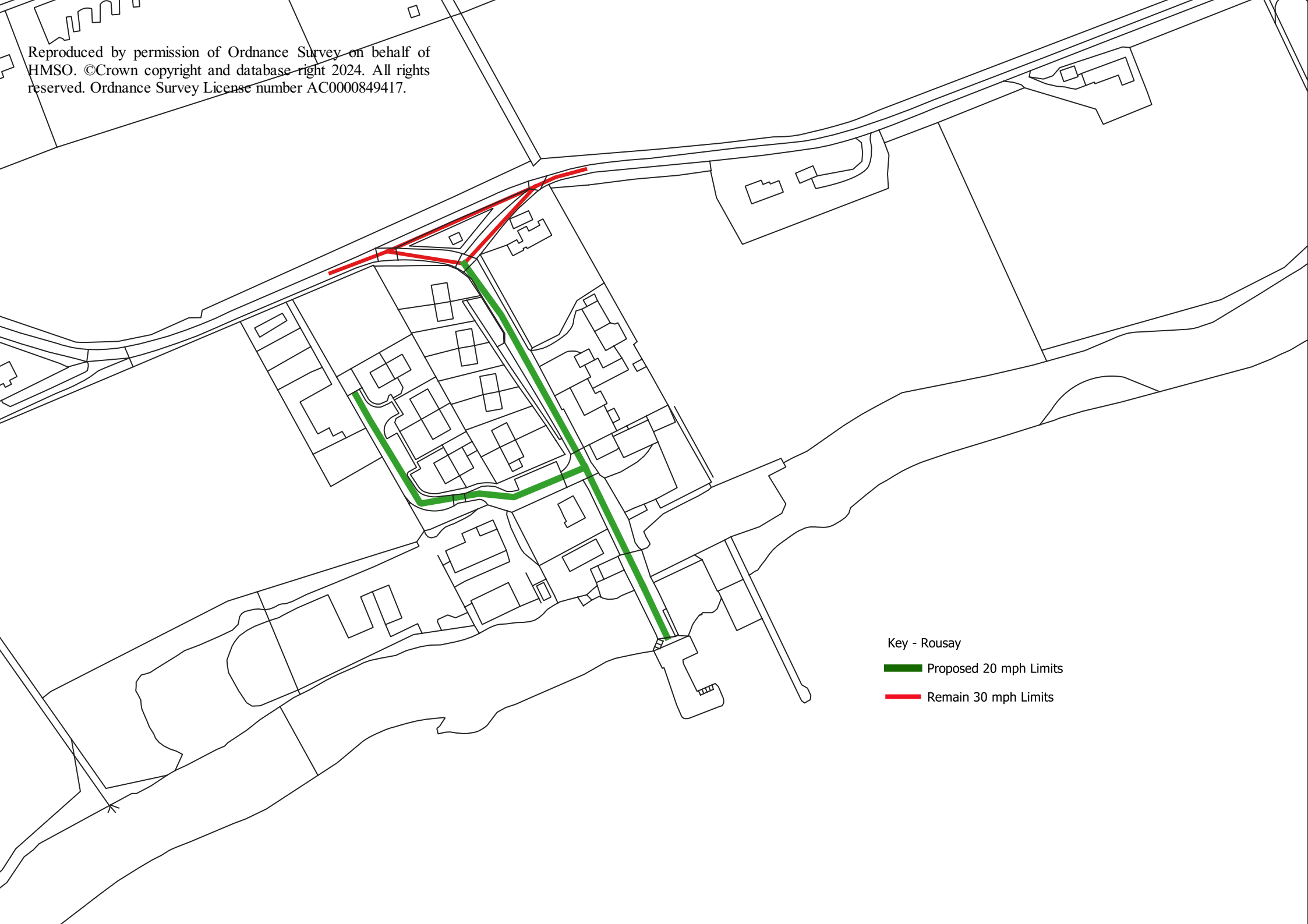








Key - Oprhir  
Proposed 20 mph Limits

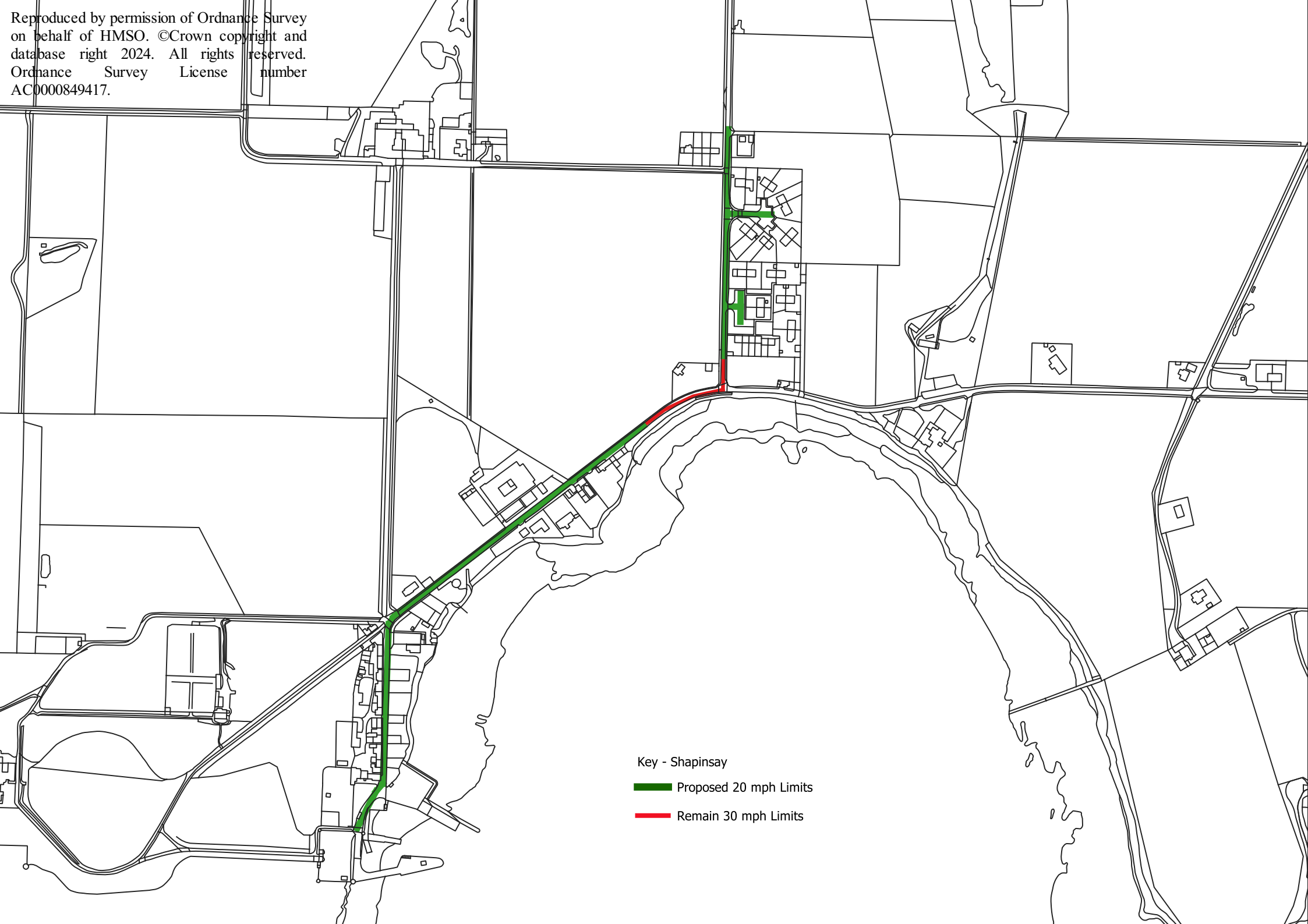
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Key - Rousay

 Proposed 20 mph Limits

 Remain 30 mph Limits



Key - Shapinsay  
■ Proposed 20 mph Limits  
■ Remain 30 mph Limits

Community Council	Response Summary	Roads Comments
Harray and Sandwick Member 1	I would like to record that I personally disagree with the proposed 20mph limits and would welcome more consultation on the matter through Harray and Sandwick community council and the community as a whole. I feel that reducing all of the village to 20mph is a step too far and will only cause frustration and needs to be discussed publicly. I personally would like to see the smiley face speed limit signs installed permanently, along with extending the 20 limits to somewhere more appropriate (certainly not the whole 30mph areas). I trust there will be a proper conversation/consultation on the matter in the near future.	There will be engagement with the public before proposals are finalised. The majority of the village was included as it meets the assessment criteria. The extents could be reduced if the engagement consensus feel this is excessive. Alternatively the extent as shown could be implemented and then reduced in future if speed data shows this is not working. The smiley face speed signs are not part of this engagement.
Harray and Sandwick Member 2	The whole of Dounby is too much for a 20 mile an hour because I personally don't think people will stick to it think we should still push for smiley face first or is this the council trying to push a 20 mile on us if so I think it would need to go out to the public for their vote not just us	Comments as above regarding extents through Dounby and smiley face speed signs.
Harray and Sandwick Member 3	I am all for reducing speed and will welcome the new suggested 20mph limits. However I feel this may cause frustration from motorists travelling from Birsay as this is quite a distance at reduced speed and may encourage them to speed up once they exit the speed limit after the Dounby School	Comments as above regarding extents through Dounby.
Kirkwall and St Ola	There was general agreement with the principles but there were some concerns over enforcement. Members also considered that driver attitude has to change. Also, given the increased volume of traffic now using roads in Kirkwall, public safety was paramount, particularly when attempting to cross the busy roads.  Some specific comments on the proposals: <ul style="list-style-type: none"> <li>• Berstane Loan should remain at 30mph</li> <li>• Work Road and Craigiefield Road should be reduced to 30mph (appears to remain at 60mph) and join up to the proposed 20mph at the pumping station on Weyland Road.</li> <li>• Are visual aids proposed, like in Finstown, as some people find these more useful in certain places, rather than trying to remember what the speed limit is?</li> </ul>	Berstane Loan has no designated footway to segregate pedestrians and vehicles, it also links 2 built up areas at each end and the guidance advises against too many changes in speed limits over a short area. Only 30mph roads are considered as part of this work. The flashing Speed Indication Devices are not included within this project.
Orphir	Orphir CC advised that they would rather see a proper crossing at Orphir Community School rather than a blanket 20mph limit, but supported anything that would encourage folk to slow down.	A 20mph speed limit through the village should help to encourage lower speeds in Orphir.
Firth and Stenness	Mixed opinions but generally were in favour of the proposals, especially through the village in Finstown around Gillocks to past Baikies. They felt that the main road through Stenness (where the limit is currently 40) should also have been considered for a reduction, especially given that the Standing Stones Hotel is now open again.	Only existing 30mph roads are considered as part of this work.
Rousay Member 1	I'm happy enough with the move to a 20mph zone. After just driving down the A9 to Inverness and passing through Brora, Helmsdale and Golspie which have all moved to 20mph it's definitely a more comfortable speed with so many pedestrians milling about at the pier.	Agrees with the proposal
Rousay Member 2	On looking at this paper I would be in favour of the 20mph speed limit. Last week was a good example of traffic coming off the ferry and cars coming down fast with tourist and others milling around and it is an accident waiting to happen. With our attractions (Heritage Centre, etc) at the pier more people will be wandering around the area and issues are going to arise.	Agrees with the proposal
Rousay Member 3	Is this necessary? I can not manage to do 20mph on this road especially at ferry times. Inappropriate parking, idiotic tourists and the narrowness of the road make speeding impossible. Could we not use the money sign changing is using for a better cause.	The pier area at Rousay meets the criteria. The funding can only be claimed against costs relating to the equipment and resources required to implement the 20mph speed limits.

<p>Sanday</p>	<p>Sanday Community Council has identified specific areas where implementing 20mph speed limits would be highly beneficial. Our feedback is as follows:</p> <ol style="list-style-type: none"> <li>1.Variable Speed Limit Times Around Sanday School: We recommend making this a permanent 20mph zone. This adjustment is essential as the surrounding community facilities, including the community centre, Heilsa Fjold, Gym, and swimming pool, are extensively used outside school hours. Ensuring a permanent 20mph speed limit will enhance safety for all users, including children and community members engaging in activities.</li> <li>2.Cross Kirk Area: Cross Kirk, now owned by Friends of Sanday Kirk, has become a popular community gathering space. To ensure the safety of those visiting and participating in events at Cross Kirk, a 20mph speed limit should be implemented around this area.</li> <li>3.Villages of Lady and Kettletoft: Both Lady and Kettletoft would benefit significantly from reduced speed limits. Lady has a 40mph limit, and Kettletoft has a 30mph limit. We propose that both villages be designated as 20mph zones to enhance pedestrian safety and improve the overall living environment for residents and visitors.</li> <li>4.School Road: We suggest a consistent speed limit of 40mph for the entire length of the School Road. Currently, the national speed limit of 60mph applies with 40mph around the school (20mph at school times). This uniform speed limit will facilitate safer travel for those commuting to and from the school and other community facilities, ensuring a safer environment for everyone.</li> </ol>	<ol style="list-style-type: none"> <li>1. This road is 40mph and outwith the scope of the assessment.</li> <li>2. As above.</li> <li>3. Kettletoft is included. Lady is 40mph and outwith the scope of the assessment.</li> <li>4. This is not part of the assessment.</li> </ol>
<p>Shapinsay Member 1</p>	<p>Personally I would be very happy to see the village become a 20mph zone, as this is something we have already spoken about. It is a busy place and anything which encourages safer driving would be good.</p> <p>It does seem the flashing 20mph signs may have been a waste of time if they are now thinking to make this permanent. I think as this is already in place and not such a busy bit outwith term time then the flashing signs may be adequate, however I do think they should be flashing over lunchtime.</p> <p>As for by the Council houses I actually do feel the area does fit the criteria for a 20mph zone. The new development at Balfour Cottages and the proposed development above the sub station could see this area a lot busier in the future. Plus there are families with young children in both sets of houses. Extending the boundary up as far as the passing place, which is where it looks like it is on the map, would also get folk slowing down a bit sooner than they currently are. I think the speed in that area is an issue, folk might not like the change, but that doesn't mean it is a bad thing.</p>	<p>The flashing aspect of the signs will still be useful as a reminder to drivers even if the whole village is 20mph. Lunchtime flashing of the signs can be added to the timetable if the school contacts the education department to request this.</p>
<p>Shapinsay Member 2</p>	<p>I agree with 'Member 1' about the 20mph being from the pier and past school then up to Helliar View and Mill Bank. It's a popular walking and cycling route and coming straight from the pier it's a narrow road. When cars and The Smithy chalkboard block the pavement kids on bikes, prams, pedestrians have to go into the road. I know other families are concerned about the speed of vehicles at that section.</p> <p>But I think the 20mph should be all times not just school start, end and lunch time. Kids and other pedestrians are going back and forth at other times to the play park, houses, shop, Smithy etc (all of which are in the criteria for 20mph) and especially in the holidays. It's more consistent if permanent rather than certain hours.</p> <p>Also I think it doesn't make sense to go from 20 to 30 by a junction and back to 20. Surely drivers need to slow or even stop when turning right out of that junction so why not just keep it 20mph on that section from the houses down to the corner and all the way from there to the pier.</p>	<p>This would be a permanent 20mph speed limit. The flashing signs can remain in operation if required, as an additional warning to alert drivers at school opening and closing times.</p>
<p>Stronsay</p>	<ul style="list-style-type: none"> <li>•Stronsay does not fit all the assessment criteria and the information given is a "bit out of date" as on Stronsay the introduction of a 20mph limit has already been started.</li> <li>•As noted and forwarded previously, the new 20mph speed restriction at the school should be extended further south, from the Community Hall, as it, and the adjoining play park are relevant areas in the assessment criteria.</li> <li>•The most obvious place on Stronsay for a reduction to 20mph would be the stretch of road on the B9060 from the bend just before the school, past the play park and ending just after the Community Hall. However, the safety issues in this area already seem to have been addressed, with the recent installation of 20mph speed restriction signs.</li> <li>•Looking at the criteria, the only other area that might benefit from a 20mph restriction is on the B9060 in Whitehall Village from above the Post Office, round the tight bends at the gable end of the Stronsay Hotel and ending after the council houses.</li> </ul>	<p>The existing 20mph works in Stronsay are the part time speed limits at the school. No works have commenced on permanent 20mph speed limits yet.</p> <p>The proposed area includes all of the existing 30mph limit through Whitehall and does include this section of tight bends between the council houses and the Stronsay Hotel.</p>

Holm	<p>Members were generally in agreement with the proposal to reduce speed limits to 20mph, particularly within the residential areas of the village, but with the exception of the main road through the village.</p> <p>Experience from other towns where this has already been implemented had shown this led to driver frustration and that other methods of slowing the traffic down, such as the smiley faces in Finstown, should be considered, for the long, straight stretch.</p>	<p>The 20mph section on A961 could be removed.</p> <p>Including A961 would reduce the total number of signs required at each of the side roads and provide a consistent 20mph speed limit through the village.</p> <p>Smiley face signs are not part of this engagement.</p>
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