

Item: 22

Policy and Resources Committee: 20 September 2022.

20mph Speed Limits at Isles Schools.

Report by Corporate Director for Neighbourhood Services and Infrastructure.

1. Purpose of Report

To consider a Stage 2 Capital Project Appraisal in respect of the installation of speed limits in the vicinity of isles schools.

2. Recommendations

The Committee is invited to note:

2.1.

That, on 7 December 2021, the Council considered a Notice of Motion regarding the installation of a 20mph zone or speed limit on the roads in the vicinity of each of those schools in Orkney that still did not have one, and thereafter resolved:

- To install, as soon as practicable but no later than the end of 2023, a 20 mph zone or speed limit on the roads in the vicinity of each of those schools in Orkney that still did not have one.
- That, in order to progress the project to install a 20 mph zone or speed limit around island schools, Option 1, namely the submission of a Stage 1 Capital Project Appraisal to the Development and Infrastructure Committee, be adopted.

2.2.

The recommendation of the Capital Planning and Asset Management Sub-group that, if the speed limits are to be in place by the required date of December 2023, the project should progress to a Stage 2 Capital Project Appraisal, as an exception.

2.3.

That, in order to accommodate the timescale for introducing 20 mph part-time speed limits at the island schools as required by the Notice of Motion, existing planned programmes of work for 2022/23 will be significantly impacted.

2.4.

That the project to introduce 20 mph part-time speed limits at the island schools has been costed at an estimated £434,280.

2.5.

That grant funding from Transport Scotland may be available in 2022/23 to contribute towards the cost of the project to introduce 20 mph part-time speed limits at the island schools.

2.6.

That the Renewable Energy, Redevelopment and Regeneration Fund has been identified as having sufficient headroom to fund any shortfall associated with the proposed works to introduce 20 mph part-time speed limits at the island schools, following receipt of external grant funding.

2.7.

The proposed funding sources for the project to introduce 20 mph part-time speed limits at the island schools:

- Cycling, Walking and Safer Routes – £143,432 (shared with Finstown speed limit scheme).
- Direct Resource Funding – £50,000.
- Road Safety Improvement Fund – £36,002 (awaiting confirmation of award).
- Renewable Energy, Redevelopment and Regeneration Fund – £204,846.

It is recommended:

2.8.

That the Stage 2 Capital Project Appraisal in respect of the introduction of mandatory, variable part-time 20 mph speed limits at island schools, attached as Appendix 1 to this report, should be approved.

2.9.

That the installation of new mandatory, variable part-time 20 mph speed limits at island schools be added to the General Fund capital programme for 2022/23 onwards, at a gross project cost of £434,280, to be funded by external grant funding in the first instance, with the balance met from the Renewable Energy, Redevelopment and Regeneration Fund, where required.

3. Introduction

3.1.

Part-time 20 mph speed limits have been introduced at all mainland and linked isles' schools excluding Papdale Primary School where a mandatory 20 mph speed limit was introduced. Concerns have continued to be raised in relation to the need for 20 mph limits around island schools.

3.2.

On 7 December 2021, the Council considered a Notice of Motion regarding the installation of a 20mph zone or speed limit on the roads in the vicinity of each of those schools in Orkney that still did not have one, and thereafter resolved:

- To install, as soon as practicable but no later than the end of 2023, a 20 mph zone or speed limit on the roads in the vicinity of each of those schools in Orkney that still did not have one.
- That, in order to progress the project to install a 20 mph zone or speed limit around island schools, Option 1, namely the submission of a Stage 1 Capital Project Appraisal to the Development and Infrastructure Committee, be adopted.

3.3.

In order to accommodate the timescale for introducing 20 mph part-time speed limits at the island schools as required by the Notice of Motion, existing planned programmes of work for 2022/23 will be significantly impacted.

3.4.

The Capital Planning and Asset Management Sub-group has recommended that, if the speed limits are to be in place by the required date of December 2023, the project should progress to a Stage 2 Capital Project Appraisal, as an exception.

4. Background

4.1.

In November 2003, the Scottish Government made capital funding available for projects leading to the creation of safer routes to schools. The funding was used to introduce part-time 20 mph speed limits at all mainland and linked isles' schools excluding Papdale, St Andrews and Stenness Primary Schools.

4.2.

A mandatory 20 mph speed limit at Papdale Primary School and part-time 20 mph speed limits at St Andrews and Stenness Primary Schools have since been introduced using Cycling, Walking and Safer Streets grant funding and the Road Asset Replacement Programme.

4.3.

The proposal is to introduce new mandatory, variable part-time 20 mph speed limits in the vicinity of the following island schools:

- Sanday Junior High School.
- Stronsay Junior High School.
- Westray Junior High School.
- Shapinsay Primary School.
- Rousay Primary School.

- Eday Primary School.
- Papa Westray Primary School.
- Flotta Primary School.
- North Walls Primary School.
- North Ronaldsay Primary School.

4.4.

This project will require officers from across several Council services to achieve the desired outcome. This includes Roads, Engineering, Procurement and Legal Services. Ongoing maintenance and upgrading of units will put pressure on resources within Roads Operations.

4.5.

The Renewable Energy, Redevelopment and Regeneration Fund has been identified as having sufficient headroom to fund the proposed works to introduce 20 mph part-time speed limits at the island schools. Works are estimated to cost £434,280. However, this figure does not make allowance for the current financial climate and the potential increase in costs associated with supply of materials and associated installation and civils works.

5. Options

5.1.

Transport Scotland's Good Practice Guide on 20 mph Speed Restrictions, Version 2 June 2016, recommends the introduction of mandatory 20 mph speed limits, 20 mph zones and part-time 20 mph speed limits, based on the following criteria:

- Mandatory 20 mph speed limits, indicated with signs only, no traffic calming features. Should only be introduced where existing mean speeds are below 24 mph and expectations are the desired speed reduction can be achieved.
- 20 mph zones require speed reducing features to reduce traffic speeds without the need for enforcement. These zones are recommended for urban areas covering several roads.
- The Guide notes that 20 mph should be the standard speed limit in the vicinity of schools. Where a 20 mph limit or zone is not in place, a part-time speed limit can be used.

5.2.

Based on these criteria the recommended option for the introduction of 20mph speed restrictions at the island schools is the installation of a mandatory, variable part-time speed limit.

5.3.

Accordingly, the Stage 2 Capital Project Appraisal in respect of the installation of mandatory, variable part-time 20 mph speed limits at island schools is attached as Appendix 1 to this report.

6. Corporate Governance

This report relates to the Council complying with its financial processes and procedures and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

7. Financial Implications

7.1.

The financial implications are detailed in the attached Stage 2 Capital Project Appraisal.

7.2.

The Renewable Energy, Redevelopment and Regeneration Fund has been identified as having sufficient headroom to fund the proposed works, at a cost of £434,280 if required.

7.3.

However, external funding sources for 2022/23 of £229,434 will be used to finance the project in the first instance, as follows:

- Cycling, Walking and Safer Routes – £143,432 (shared with Finstown speed limit scheme).
- Direct Resource Funding – £50,000.
- Road Safety Improvement Fund – £36,002 (awaiting confirmation of award).

7.4.

The introduction of the 20 mph speed limits at the isles' schools will result in ongoing revenue costs including electricity, regular inspections, and maintenance. These revenue costs are currently estimated at approximately £6,000 per annum over the first six years of operation.

8. Legal Aspects

8.1.

Section 95 of the Local Government (Scotland) Act 1973 requires the Council to make arrangements for the proper administration of its financial affairs. As part of that, the Council is expected to have regard to economy, efficiency and effectiveness in its use of resources.

8.2.

In terms of Section 35 of the Local Government in Scotland Act 2003 the Council must determine and keep under review the maximum amount which it can afford to allocate to capital expenditure. In so doing, the Council must comply with regulations made by Scottish Ministers.

9. Contact Officers

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10. Appendix

Appendix 1: Stage 2 Capital Project Appraisal.

Capital Project Appraisal – Stage 2

Capital Programme: General Fund

Client Service: Neighbourhood Services

Project Name: Part-time 20 mph Speed Limits Island Schools

1. Background

A notice of motion was lodged at the Council's General Meeting on 7 December 2021 regarding the installation of a 20mph zone or speed limit on the roads in the vicinity of each of those schools in Orkney that still do not have one.

The Council resolved to install, as soon as practicable but no later than the end of 2023, a 20mph zone or speed limit on the roads in the vicinity of each of this schools in Orkney that still did not have one.

Part-time 20 mph speed limits have been introduced at all mainland and linked isles' schools excluding Papdale Primary School where a mandatory 20 mph speed limit was introduced.

Concerns have continued to be raised in relation to the need for 20 mph limits around island schools.

On 9 November 2010 the Transport and Infrastructure Committee noted that mandatory variable 20 mph speed limits had not been implemented around all schools and subsequently recommended that a project to initiate a 20mph speed limit around Sanday Junior High School, be progressed through the Capital Project Appraisal process and that 40 mph speed limits be introduced on roads in the vicinity of the remaining isles schools.

On 16 February 2017 the Development and Infrastructure Committee resolved, in terms of delegated powers, that, subject to availability of funding, mandatory, variable part-time 20 mph speed limits be introduced at North Walls, Sanday, Stronsay and Westray Junior High Schools and Shapinsay, Rousay, Eday and Papa Westray Primary Schools.

The Committee also recommended that a Stage 1 Capital Project Appraisal in respect of a phased programme for the introduction of mandatory, variable part-time 20 mph speed limits in the vicinity of the following island schools be progressed.

- Sanday Junior High School.
- Stronsay Junior High School.
- Westray Junior High School.
- Shapinsay Primary School.
- Rousay Primary School.
- Eday Primary School.
- Papa Westray Primary School.

- Flotta Primary School.
- North Walls Primary School.
- North Ronaldsay Primary School.

Since 2017 Flotta Primary School has reopened, hence this school as well as North Ronaldsay Primary School, has been added to the list.

A report to the Capital Planning and Asset Management Sub-group (CPAM) on 4 May 2022 recommended that, if the speed limits are to be in place by the required date of December 2023, a Stage 2 CPA should be presented to Policy and Resources Committee by September 2022 at the latest. This was ratified by the Corporate Leadership Team on 18 May 2022.

2. Options Available

Transport Scotland's Good Practice Guide on 20 mph Speed Restrictions recommends the introduction of mandatory 20 mph restrictions based on the following criteria:

- Mandatory 20 mph speed limits, indicated with signs only, no traffic calming features. Should only be introduced where existing mean speeds are below 24 mph and expectations are the desired speed reduction can be achieved.
- 20 mph zones require speed reducing features to reduce traffic speeds without the need for enforcement. These zones are recommended for urban areas covering several roads.
- The Guide notes that 20mph should be the standard speed limit in the vicinity of schools. Where a 20mph limit or zone is not in place, a part-time speed limit can be used.

Based on these criteria the recommended option for the introduction of 20mph speed restrictions at the island schools is the installation of a mandatory, variable part-time speed limit.

3. Land Purchase Requirement

No land purchase will be required, all works will be carried out within the public road.

4. Project Appraisal

	Criteria	Response
1.	Protects Existing Statutory Provision	N/A
2.	Meets Corporate Priority / Community Planning Goal	The project will support the Council Plan Strategic Priority theme of Quality of Life
3.	Protects Existing Assets	N/A

	Criteria	Response
4.	Minimises Capital Cost	A procurement process will be carried out to obtain the appropriate supplies and services to deliver this project
5.	Maximises Investment from External Sources	There will be an opportunity to utilise grant funding from Transport Scotland
6.	Beneficial Impact on Revenue Expenditure	N/A
7.	Linked to Other Council Provision	
(a)	Enhances Statutory Provision	N/A
(b)	Protects or Enhances Discretionary Provision	N/A
8.	Re-use of Derelict Land or Building	N/A
9.	Promote or Enhance Orkney's Environment	N/A
10.	Promote or Enhance Orkney's Heritage	N/A
11.	Economic Prosperity or Sustainable Communities	It is proposed to procure the supplies and services for this project using pre-approved Contractor's on the Dynamic Purchasing System with the experience and expertise to meet the project requirements will be invited to tender. This will give opportunity to local suppliers.
12.	Enhances Council operations or Improves Health and Safety	The reduction of traffic speeds around the island schools will enhance road safety for cycling walking and other vulnerable road users.

5. Financial Implications

The Road Asset Replacement and Roads Revenue Maintenance programmes for 2021 to 2023 have increased pressure on resources in Neighbourhood Services, particularly Roads and Grounds, and Engineering.

The introduction of variable speed limits will require officers from across several Council services to achieve the desired outcome. This includes Roads, Engineering, Procurement and Legal Services. All services are under pressure and so consideration needs to be given to appropriate management of resources to ensure that this work can be added to existing tasks.

The Renewable Energy, Redevelopment and Regeneration Fund has been identified as having sufficient headroom to provide the balance of funding for this project. The original estimate was in the region of £478,000, however a review of costs has reduced the estimate to £394,800 plus fees of £39,480, a total of £434,280. This does not allow for any contingencies that will be required within the tender process.

Potential Funding for 2022/23:

- Cycling, Walking and Safer Routes – £143,432 (shared with Finstown speed limit scheme).
- Direct Resource Funding – £50,000,
- Road Safety Improvement Fund – £36,002 (awaiting confirmation of award).
- Renewable Energy, Redevelopment and Regeneration Fund – £204,846.

The full Financial Assessments of Capital and Revenue Expenditure are attached at Annexes 1 and 2.

6. Risk Assessment

The main risks associated with this project are:

- Objections to the proposals during the statutory and public consultation process required for the introduction of a new traffic regulation order.
- Procurement of part-time flashings signs and associated materials.
- Procurement of services to install new signs and associated civils works.
- Increased costs for supplies and services.
- Availability of resources within Council Services.

7. Conclusion

A notice of motion was lodged at the Council's General Meeting on 7 December 2021 regarding the installation of a 20mph speed limit on the roads in the vicinity of each of those schools in Orkney that still do not have one.

The Council resolved to install, as soon as practicable but no later than the end of 2023, a 20mph zone or speed limit on the roads in the vicinity of each of this schools in Orkney that still did not have one.

8. Recommendations

It is recommended that the Stage 2 Capital Project Appraisal in respect of the installation of 20mph speed limits at isles schools, at a capital cost of £394,800, be approved for inclusion in the Capital Programme for 2022/23 onwards.

It is proposed that design and tendering works commence in financial year 2022/23 and the installation of the new part-time speed limit be completed no later than December 2023.

9. Accountable Officers

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10. Annexes

Annex 1 – Financial Assessment of Capital Expenditure.

Annex 2 – Financial Assessment of Revenue Expenditure.

STAGE 2 - CAPITAL PROJECT APPRAISAL
FINANCIAL ASSESSMENT OF ASSOCIATED CAPITAL EXPENDITURE IMPLICATIONS

Capital Programme: **General Fund**

Client Service: **Neighbourhood Services**

Project Name: **Part-time 20 mph Speed Limits Island Schools**

		1	2	3	4	5	Onwards	Notes
CAPITAL COSTS	Total £ 000	2022/23 £ 000	2023/24 £ 000	2024/25 £ 000	2026/27 £ 000	2027/28 £ 000	£ 000	
1. Initial Costs (at inflated prices)								
Land or Property Purchase	-	-	-	-	-	-	-	1
Other Site Costs (including Fees)	394,800.0	210,000.0	184,800.0	-	-	-	-	
Construction or Improvements	-	-	-	-	-	-	-	
Information Technology Costs	-	-	-	-	-	-	-	
Plant, Vehicles & Equipment	-	-	-	-	-	-	-	
Professional Fees - Consultancy - In-house	39,480.0	19,740.0	19,740.0	-	-	-	-	
Gross Capital Expenditure	434,280.0	229,740.0	204,540.0	-	-	-	-	
2. Initial Funding (at inflated prices)								
Government Grants	229,434.0	229,434.0	-	-	-	-	-	
Other Grants	-	-	-	-	-	-	-	
Other Financial Assistance	-	-	-	-	-	-	-	
Total Grants Receivable, etc.	229,434.0	229,434.0	-	-	-	-	-	
Net Capital Cost of Project	204,846.0	306.0	204,540.0	-	-	-	-	
Net Present Value	195,106.0	306.0	194,800.0	-	-	-	-	
Cost of Capital		5%	5%	5%	5%	5%	5%	
Year		0	1	2	3	4	5	

Notes - Additional narrative on main assumptions and support working papers

1 procurement and installation of new signs including all associated civils works and SSEN connections

2 design, procurement, tender and project management fees

3 potential available grants in 2022/23 - share of CWSR, Direct Resource Fund, Road Safety Improvement Fund

4

etc.

STAGE 2 - CAPITAL PROJECT APPRAISAL
FINANCIAL ASSESSMENT OF ASSOCIATED REVENUE BUDGET IMPLICATIONS

Capital Programme: **General Fund**

Client Service: **Neighbourhood Services**

Project Name: **Part-time 20 mph Speed Limits Island Schools**

		1	2	3	4	5		
REVENUE COSTS / (SAVINGS)	Total £ 000	2023/24 £ 000	2024/25 £ 000	2025/26 £ 000	2026/27 £ 000	2027/28 £ 000	Onwards £ 000	Notes
1. Operating Costs (at inflated prices)								
Staff Costs	2,000	2,000	2,000	2,000	2,000	2,000	2,000	1
Other Staff Costs (incl. recruitment, etc.)	-	-	-	-	-	-	-	
Property Costs		250	500	1,000	2,000	4,000	8,000	2
Supplies and Services	1,350	1,350	1,350	1,350	1,350	1,350	1,350	3
Transport, Vessel and Plant Costs	-	-	-	-	-	-	-	
Administration Costs	-	-	-	-	-	-	-	
Apportioned Costs	-	-	-	-	-	-	-	
Third Party Payments	-	-	-	-	-	-	-	
Finance and Loan Charges	-	-	-	-	-	-	-	
Miscellaneous Expenditure	-	-	-	-	-	-	-	
Gross Revenue Expenditure/(Saving)	3,350	3,600	3,850	4,350	5,350	7,350	11,350	
2. Operating Income (at inflated prices)								
Government Grants	-	-	-	-	-	-	-	
Other Grants	-	-	-	-	-	-	-	
Rents and Lettings	-	-	-	-	-	-	-	
Sales	-	-	-	-	-	-	-	
Fees and Charges	-	-	-	-	-	-	-	
Miscellaneous Income	-	-	-	-	-	-	-	
Gross Revenue Income	-	-	-	-	-	-	-	
Net Expenditure/(Saving) of Project	35,850	3,600	3,850	4,350	5,350	7,350	11,350	
Net Present Value	32,655	3,600	3,738	4,100	4,896	6,530	9,791	
Cost of Revenue		3%	3%	3%	3%	3%	3%	
Year		0	1	2	3	4	5	

Notes - Additional narrative on main assumptions and support working papers

1 programming and maintenance

2 maintenance and repairs - this does not allow for asset replacement

3 electricity costs

4

etc.