

ANGUS COUNCIL

COMMUNITIES COMMITTEE – 26 SEPTEMBER 2017

KIRRIEMUIR - AMENDMENT TO EXISTING SPEED LIMITS

REPORT BY THE HEAD OF TECHNICAL AND PROPERTY SERVICES

ABSTRACT

This report informs the committee of a request received from a local member to reduce the speed limit on East Hill Road, West Hill Road, the access road from West Hill Road to Kirriemuir Hill car park and the B955 Cortachy Road and Slade Road and details the findings of the engineering investigations carried out.

1. RECOMMENDATIONS

It is recommended that the Committee:

- (i) notes the concerns of local residents;
- (ii) notes the findings of the engineering investigations carried out to assess the concerns;
- (iii) determines the appropriate speed limit to be implemented on West Hill Road and the U376 East Hill Road, Kirriemuir taking account of the various factors set out in this report;
- (iv) determines the appropriate speed limit to be implemented on the access road from West Hill Road to Kirriemuir Hill car park taking account of the various factors set out in this report; and
- (v) determines the appropriate speed limit to be implemented on Cortachy Road, between Woodend Drive and Lochmill taking account of the various factors set out in this report.

2. ALIGNMENT TO THE ANGUS COMMUNITY PLAN/SINGLE OUTCOME AGREEMENT/CORPORATE PLAN

This report contributes to the following local outcomes contained within the Angus Community Plan and Single Outcome Agreement 2013-2016:

- Our communities are prosperous and fair
- Our communities are safe and strong
- Our communities are sustainable

3. BACKGROUND

A request has been received recently from a local member for consideration to be given to reducing the speed limit on East Hill Road, West Hill Road, the access road from West Hill Road to Kirriemuir Hill car park and the B955 Cortachy Road and Slade Road, Kirriemuir.

4. DETAILS

4.1 In August 2006 the Scottish Government published new guidance on setting local speed limits (Circular 1/2006). Within this guidance was the requirement for all Local Authorities to review their A and B Class road network by 2011. In Report No 1397/06 (Infrastructure Services Committee, 23 November 2006, article 16 refers) an undertaking was made to complete the review of A and B Class roads by the end of 2007.

4.2 The review of speed limits on the "A" and "B" Class roads in Angus was completed and the findings were detailed in Report No 266/08 (Infrastructure Services Committee, 4 March 2008,

article 21 refers). In addition to reporting the findings of the review, the Infrastructure Services Committee was requested to approve the adoption of an Angus Council Speed Limit Strategy 2008. The approved strategy has been attached for reference purposes as **Appendix 1** to this report.

- 4.3 Subsequent reviews of “C” Class and Unclassified roads in Angus were completed and the findings were detailed in Report No 51/13 (Infrastructure Services Committee 29 January 2013, article 17 refers) and Report No 35/14 (Communities Committee 21 January 2014, article 17 refers).
- 4.4 The review of A, B and C Class roads and Unclassified roads was undertaken using the principles and criteria set out in Scottish Government Circular 01/2006. The key objectives of the guidance are:
- The provision of up-to-date and consistent advice,
 - Improved clarity which will aid greater consistency of speed limits nationally,
 - The setting of more appropriate local speed limits,
 - Local speed limits that better reflect the needs of all road users,
 - Improved quality of life for local communities and a better balance between road safety, accessibility and environment objectives,
 - Improved respect for speed limits and therefore compliance, and
 - Continued reductions in the number of road accidents in which excessive or inappropriate speed is a contributory factor.
- 4.5 The assessment of the A, B and C Class roads and Unclassified roads was carried out using the assessment framework recommended for use by the above guidance. Key information was gathered and considered for all rural A and B Class roads in the county, namely:
- Accident records,
 - Traffic volumes,
 - Existing speed limits,
 - Geometric layout and physical characteristics, and
 - Location and type of existing speed limit and village signing.
- 4.6 In addition to the framework assessment of the A, B and C Class roads and Unclassified roads, a review of speed limits through rural villages on all roads was carried out. It is Government policy that, where appropriate, a 30mph speed limit should be the norm in villages.
- 4.7 The broad definition of a village was to assess the rural villages on roads in Angus; the definition adopted for use in the Angus Council Speed Limit Strategy. The definition of a village was adopted from Traffic Advisory Leaflet 1/04 – “Village Speed Limits”. The definition is based on simple criteria relating to frontage development and distance. Both upper and lower tier roads will be subject to a 30mph speed limit through a village if the following criteria are met:
- 20 or more houses (on one or both sides of the road),
 - A minimum density of 3 houses per 100m, and
 - A minimum length of 600m.
- 4.8 In situations where the criteria are not strictly met, and there are fewer than 20 houses, extra allowances will be made for buildings such as schools and churches. In order to avoid ambiguity of this definition, a minimum of 80% of the required housing (16 houses) plus significant other building(s) is necessary for a 30mph limit. Housing density in the 50% to 80% range will be considered for a 40mph speed limit.
- 4.9 East Hill Road and West Hill Road, Kirriemuir were assessed in 2013 as part of the Unclassified roads review using the above criteria and it was concluded that 30mph was the most appropriate speed limit over the developed areas and that the national speed limit (60mph) was the most appropriate speed on the non-developed sections.
- 4.10 Following receipt of a request to extend the 30mph speed limit on East Hill Road and West Hill Road a review was carried out.

- 4.11 The results of a recent speed survey carried out on East Hill Road (within the 30mph speed limit) returned results of an average speed of 31.5mph and an 85th percentile speed (speed at or below which 85% of vehicles are travelling) of 39.0mph.
- 4.12 The results of a recent speed survey carried out on West Hill Road (within the 30mph speed limit) returned results of an average speed of 29mph and an 85th percentile speed (speed at or below which 85% of vehicles are travelling) of 34.6mph.
- 4.13 The results of a speed survey carried out on West Hill Road (between its junction with East Hill Road and the 30mph limit) returned results of an average speed of 37.1mph and an 85th percentile speed (speed at or below which 85% of vehicles are travelling) of 43.3mph.
- 4.14 An analysis of the road traffic accident database showed that there were no recorded injury accidents on either East Hill Road or West Hill Road during the most recent 3 year recording period between 1 May 2014 and 30 April 2017. There is, however a history of damage only accidents on the U376 East Hill Road particularly in the vicinity of the bend near the junction with West Hill Road.
- 4.15 Angus Council's Speed Limit Strategy states that "Intermediate (buffer) 40mph limits may also be considered where there are outlying houses beyond the village boundary or on roads with high approach speeds".
- 4.16 A re-assessment of the speed limit on the section of the U376 East Hill Road from the 30mph limit to the bend near the junction with West Hill Road was carried out using the criteria set out in the Speed Limit Strategy. The assessment noted the following:
- There are no houses fronting onto East Hill Road between the 30mph limit and the bend near the junction with West Hill Road with direct access to the road.
 - There is no footway provision on either the west or east verge of East Hill Road from the 30mph limit to the junction with West Hill Road.
 - There is a playing field located in the area between East Hill Road and West Hill Road.
 - An access to part of the Kirriemuir Path Network is located on the east verge of East Hill Road adjacent to a lay-by parking area.
- 4.17 A re-assessment of the speed limit on the section of West Hill Road from the 30mph limit to the junction with East Hill Road was carried out using the criteria set out in the Speed Limit Strategy. The assessment noted the following:
- There are no houses fronting onto West Hill Road between the 30mph and the junction with East Hill Road with direct access to the road.
 - There is no footway provision on either the north or south verge of West Hill Road from the junction with Muir Road to the junction with East Hill Road.
 - There is a playing field located to the north of West Hill Road and a recreation ground, Play Park and Camera Obscura located to the south of West Hill Road.
 - Forward visibility of pedestrians and cyclists crossing West Hill Road between the playing field and recreation ground could be obscured by trees and vegetation located on the south and north vergers.
- 4.18 Elected Members are asked to consider the findings of the engineering assessment carried out for the speed limit request for East Hill Road and West Hill Road. A plan (**Appendix 2**) has been attached to this report to show the proposed amendment to the existing speed limit.
- 4.19 Following receipt of a request to reduce the speed limit on the access road from West Hill Road to the car parking area at Kirriemuir Hill to 20mph a review was carried out.

- 4.20 An analysis of the road traffic accident database showed that there were no recorded injury accidents on the access road during the most recent 3 year recording period between 1 May 2014 and 30 April 2017.
- 4.21 An assessment of the speed limit on the access road was carried out using the criteria set out in the Speed Limit Strategy. The assessment noted the following:
- The access road is a 4 metre wide carriageway with passing places.
 - There is no footway provision on the east or west verge of the access road.
 - A concrete post and metal rail fence runs the entire length of the west verge of the access road and boulders line the east verge to prevent vehicles parking on the verges.
 - The access road is well used by pedestrians and cyclists.
- 4.22 Elected Members are asked to consider the findings of the engineering assessment carried out for the speed limit request for the access road from West Hill Road to Kirriemuir Hill car park. A plan (**Appendix 2**) has been attached to this report to show the proposed amendments to the existing speed limit.
- 4.23 Cortachy Road and Slade Road, Kirriemuir were assessed in 2008 as part of the A and B Class review using the above criteria and it was concluded that it did not meet the requirements for a 30mph speed limit and that a 40mph speed limit was the appropriate speed limit.
- 4.24 Following receipt of a request to lower the existing 40mph speed limit on Cortachy Road and Slade Road, Kirriemuir a review was carried out.
- 4.25 The results of a recent speed survey carried out on Cortachy Road returned results of an average speed (over 7 days) of 32.9mph and an 85th percentile speed (speed at or below which 05% of vehicles are travelling) of 39.3mph.
- 4.26 An analysis of the road traffic accident database showed that there had been no recorded injury accidents on Cortachy Road or Slade Road during the most recent 3 year recording period between 1 May 2014 and 30 April 2017.
- 4.27 A re-assessment of the speed limit on the section of the B955 Cortachy Road from Woodend Drive to the Slade Road/Lochmill junction was carried out using the criteria set out in the Speed Limit Strategy. The assessment noted the following:
- The number of houses fronting on to Cortachy Road with direct access to the road is 2. There is also direct access to Car Transporter Services (Northern) Limited taken from Cortachy Road.
 - There is one property taking access to Cortachy Road from the Car Transporter Services yard.
 - The density of housing along Cortachy Road fails to meet the 3 houses per 100m length between Woodend Drive and the junction with Slade Road and Lochmill.
 - There is no footway provision on the east verge of Cortachy Road between Woodend Drive and Kinnordy Road. Engineers have investigated the possibility of installing a footway at this location but due to restricted verge width on this stretch of road they would be unable to construct a footway on the east verge.
- 4.28 Elected Members are asked to consider the findings of the engineering assessment carried out for the speed limit request for the B955 Cortachy Road and Slade Road, Kirriemuir. A plan (**Appendix 3**) has been attached to this report to show the proposed amendments to the existing speed limit.

5. FINANCIAL IMPLICATIONS

There are no direct financial implications from the recommendations of this report.

6. CONCLUSION

This report details the request received from a local member with regards to reducing the speed limit on East Hill Road, West Hill Road, the access road from West Hill Road to Kirriemuir Hill car park and the B955 Cortachy Road and Slade Road, Kirriemuir. The report seeks the Committee to determine the appropriate speed limits for Kirriemuir.

7. CONSULTATION

The Chief Executive, Strategic Director – Place, Head of Corporate Finance, Head of Legal & Democratic Services and the local Police Commander for Tayside Division have been consulted in the preparation of this report.

NOTE: The background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) which were relied on to any material extent in preparing the above report are:

- Report No. 1397/06 “Setting Local Speed Limits” – Infrastructure Services Committee on 23 November 2006
- Report No. 266/08 “Speed Limit Review – A & B Class Local Roads” – Infrastructure Services Committee on 4 March 2008
- Report No 51/13 “Speed Limit Review – C Class Local Roads” – Infrastructure Services Committee on 29 January 2013
- Report No 35/14 “Speed Limit Review – Unclassified Local Roads” – Communities Committee on 21 January 2014

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List of Appendices:

- Appendix 1: Angus Council Speed Limit Strategy 2008
- Appendix 2: Proposed speed limit amendment – U376 East Mill Road, West Mill Road & access road from West Mill Road to Kirriemuir Hill, Kirriemuir
- Appendix 3: Proposed speed limit amendment – B955 Cortachy Road and Slade Road, Kirriemuir

ANGUS COUNCIL

SPEED LIMIT STRATEGY 2008

Background

In August 2006 the Scottish Government published new guidance on setting local speed limits [Enterprise, Transport and Lifelong Learning Department (ETLLD) Circular 1/2006]. The production of this guidance followed a 4 year period of development and consultation and it replaces the previous guidance [Scottish Office Industry Department (SOID) Circular 1/93] which has now been withdrawn.

Contained within Circular 1/2006 is a requirement to review formally the speed limits on all Class A and B roads in Angus by 2011, in accordance with the revised guidance. In order to ensure that all future speed limits are assessed consistently, in line with the review of A and B class roads, it was decided to update the current Angus Council Speed Limit Policy which was agreed by the Roads Committee on 22 November 2001.

The setting of national speed limits for different road types, and which exceptions to the general limits can be applied, is the responsibility of the UK Government. The three national speed limits are:

- The 30mph speed limit on restricted roads (in Scotland Class C or Unclassified roads with street lighting)
- The speed limit of 60mph on single carriageway roads
- The 70mph limit on dual carriageways and motorways

These national limits are not necessarily appropriate to all roads. The responsibility for determining local speed limits lies with Traffic Authorities having regard to guidance issued by the Scottish Government together with relevant advice from the Department for Transport (DfT).

The current guidance, to which this strategy makes reference, is as follows:

- ETLLD Circular No 1/2006 - "Setting Local Speed Limits"
- Scottish Executive Development Department (SEDD) Circular No 6/2001 - "20mph Speed Limits"
- ETLLD Circular No 1/2004 - "20mph Speed Limits Around Schools on Roads with Speed Limits Higher Than 30mph"
- DfT Traffic Advisory Leaflet 1/04 - "Village Speed Limits"

Legislation and Regulations

Speed limits are covered by legislation set out in Part VI of the Road Traffic Regulation Act 1984. Local speed limits are made by Traffic Authorities, by order, under section 84 of this Act. Speed limits must be signed in accordance with section 85 of the Act and all signs must comply with The Traffic Signs Regulations and General Directions 2002 as amended.

Strategy Objectives

Effective speed management on the road network involves many components designed to encourage, help and require road users to adopt appropriate and safe speeds. Speed Limits are a key source of information to road users and play a fundamental role in indicating the nature of, and risks posed by a road to both themselves and other motorised and non-motorised road users. Therefore, speed limits should be evidence led, self-explaining and seek to reinforce peoples' assessment of what is a safe speed at which to travel. They should also encourage self-compliance and not be seen by drivers as being a target speed at which to drive in all circumstances.

Responsibility and Underlying Principles

The Scottish Government is responsible for determining speed limits on the trunk road and motorway network. Angus Council, as Traffic Authority for Angus, is responsible for determining local speed

limits on the local road network. The underlying principles of this new speed limit strategy are as follows:

- Angus Council and Tayside Police will work closely together in determining, or considering, any changes to speed limits
- Alternative speed management options will always be considered before a new speed limit is introduced
- The underlying aim is to achieve a 'safe' distribution of speeds which reflects the function of the road and the impacts on the local community. The needs of vulnerable road users will be fully taken into account.
- What the road looks like to road users will be a key factor when setting a speed limit.
- Mean speeds will be used to determine local speed limits.
- The minimum length of a speed limit will generally be not less than 600 metres to avoid too many changes of speed limit along a route.
- Speed limits will not be used to attempt to solve the problem of isolated hazards, such as a single road junction or reduced forward visibility such as a bend.

Speed Limits in Urban Areas

The national speed limit in urban areas is 30mph. A 40mph limit may be used where appropriate and, in exceptional circumstances, a 50mph limit may be considered.

Roads suitable for 40mph are generally higher quality suburban roads or those on the outskirts of urban areas where there is little development. These roads should have good width and layout and wherever possible cater for the needs of non-motorised road users through segregation of road space or the provision of adequate footways and crossing points. In exceptional circumstances a 50mph limit may be used on higher quality roads where there is little or no roadside development and segregation of both junctions and vulnerable road user facilities. 20mph limits can be applied in residential areas and in situations where there is a particular risk to vulnerable road users subject to the criteria of SEDD Circular No 6/2001 - "20mph Speed Limits" being met.

Rural Speed Limits

In accordance with the guidance set out in Circular 1/2006, the rural road network in Angus has been divided into upper and lower tier roads. Upper tier roads are those with a primarily through function where mobility is important, typically Class A and B roads, whilst, lower tier roads are those with a primarily local or access function. However, where accident rates exceed the thresholds specified in Circular 1/2006 lower speed limits will be considered. The accident rates for upper and lower tier roads are as follows:

- Upper Tier - threshold of 35 accidents per 100 million vehicle kilometres
- Lower Tier - threshold of 60 accidents per 100 million vehicle kilometres

The accident rate is a trigger for possible intervention, indicating that speed management measures may be required on a particular section of road. In accordance with the guidelines, accident remedial measures and alternative speed management options will always be considered in detail before the introduction of a lower speed limit. Circular 1/2006 states quite clearly "speed limits should not be used to attempt to solve the problem of isolated hazards, such as a single road junction or reduced visibility such as a bend". For both Upper and Lower tier roads, 30mph will be the norm in villages.

Village Speed Limits

In order to implement the government policy that, where appropriate, 30mph speed limit should be the norm in villages it is necessary to define a 'village'. For the purpose of this speed limit policy Angus Council will adopt the definition from Traffic Advisory Leaflet 1/04 - "Village Speed Limits". This definition is based on simple criteria relating to frontage development and distance. Both upper and lower tier roads will therefore be subject to a 30mph speed limit through a village if the following criteria are met:

- 20 or more houses (on one or both sides of the road);
- a minimum density of 3 houses per 100m; and
- a minimum length of 600m.

The minimum length of 600m is recommended so as to avoid too many changes of speed limit along a given road and because many drivers are unlikely to reduce their speed to a new 30mph limit if it is over a very short stretch of road, particularly if the end of the limit can be seen from the entry point. However, in Angus there are several 'villages' where the development density criteria are met over a much shorter distance. In these instances the 30mph limit will be imposed over the length of the development (minimum length 300m), and in this case an intermediate (buffer) speed limit of 40mph will be implemented prior to the 30mph terminal signs at the entrance to the village to ensure a minimum 'speed restricted' length of 600m. Intermediate 40mph limits may also be considered where there are outlying houses beyond the village boundary, or roads with high approach speeds.

In situations where the above criteria for a village are not strictly met, and there are just fewer than 20 houses, extra allowances will be made for buildings such as schools or churches. In order to avoid ambiguity of this definition, a minimum of 80% of the required housing (16 houses) plus significant other building(s) is necessary for a 30mph limit. Housing density in the 50% to 80% range will be considered for a 40mph speed limit.

Village speed limits will be signed to a standard layout to ensure consistency across Angus. This layout is described in a separate section of this strategy.

All new 30mph speed limits will be monitored and should mean speeds be found to be significantly above the new limit then further measures, designed to reinforce the new speed limit, such as speed activated signs, will be considered.

Villages on 'C' and Unclassified roads are predominantly subject to a 30mph speed limit by virtue of the presence of street lighting. Any changes to existing limits where required will be made by Traffic Regulation Order. Buffer speed limits on C and Unclassified roads should not normally be necessary because of low traffic volumes and the localised nature of the traffic.

20mph Speed Limits

As there has been no change to the Scottish Government Guidance on 20mph speed limits (Scottish Executive Circular No 6/2001), the relevant sections of Angus Council's Speed Limit Policy of November 2001 remain valid. For completeness relevant sections from that report (1347/01) are updated below.

20mph Zones - These require traffic calming features to bring down vehicle speeds in order that the legal limit in these zones is effectively self-enforcing. Such schemes can be very expensive and this level of expenditure can normally only be justified where a significant number of accidents have occurred or around schools.

It may be appropriate in new developments for developers to consider the introduction of 20mph limits from the outset and this is an issue which will be considered when approving proposed layouts.

Mandatory 20mph Speed Limits - Where there are no traffic calming features the guidance says that 20mph limits should only be introduced where vehicle speeds are already low (i.e. not greater than 24mph). However the following quote from the guidance is of particular relevance:- "Authorities may regard mandatory 20mph speed limits without relatively expensive speed reduction features as an attractive option, but such limits should not be introduced where there is no realistic expectation that they will achieve the required decrease in traffic speeds, or where the police are unable to give an undertaking to provide an effective level of enforcement.

In situations where speeds are low there is little benefit in introducing a mandatory limit simply to provide a "feel good factor". It is not considered best value to spend limited resources on providing such limits where speeds are already low (For example in town centres).

Part time mandatory 20mph limits (i.e. implemented with a traffic regulation order) have been introduced around schools where appropriate.

Advisory 20mph limits are suitable for areas where the existing speeds are in the range 25 to 30mph. By their nature, advisory speed limits cannot be enforced and therefore the guidance recommends that consultation to gain the support of local residents is crucial. The SEDD guidance recommends that monitoring of the effectiveness of advisory limits be carried out and that consideration be given to the possibility of introducing mandatory limits if the advisory limits are deemed successful. Many advisory limits have been introduced over the years in Angus and these

have been well received by residents. However as they are not enforceable, the initial effect can soon wear off. Before and after speed measurements have shown only very minor reduction in speed. No more 'Twenty's Plenty' schemes are proposed, however, existing schemes will be reviewed with a view to making them self enforcing.

Data Collection and Analysis

The following is a list of data required when carrying out a speed limit assessment:

- Traffic flow data - should be Annual Average Daily Flow (AADF)
- Traffic speed data - based on typical mean journey speeds along individual sections
- Accident data - typically for a minimum of 3 year period, personal injury accidents are required when calculating the accident rate, but such non-injury accidents as are known may be also considered in any detailed investigation.

Signing

The signing of speed limits will be standardised throughout Angus. The layout will be based on a single sign plate incorporating the speed limit roundel, village nameplate and a 'Drive Safely' message, on entry to the village, complemented by a speed limit roundel marked onto the carriageway itself (see Appendix 4). Exit signs (see also Appendix 4) will also be used as indicated. On 'A' and 'B' class roads this sign arrangement will be installed on both the near and offside of the road. On 'C' and Unclassified roads will be by way of standard speed limit roundels in accordance with the requirements of the Traffic Signs Regulations and General Directions (Diag. 670 & 671). Where possible, the speed limit signs and a village nameplate, incorporating the 'Drive safely' message, will be brought together at a single location. This provision is also illustrated graphically in Appendix 4.

Current guidance recommends a minimum length of 600m for a single speed limit, with an allowable minimum of 400m. In situations where an appropriate limit is too short (for example villages where the development is over a short length such as Marywell) then buffer limits will be provided to give overall speed limit of 600m or more as appropriate to the circumstances.

If at any time, additional measures are deemed necessary, to improve the effectiveness of a speed limit, consideration will be given to using speed activated signs either on a cyclic temporary basis or on a semi-permanent basis depending on the individual conditions.