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| Agenda Item | 15 |
| Report No | ECI/29/2023 |

HIGHLAND COUNCIL

Committee: Economy and Infrastructure

Date: 4 May 2023

Report Title: Culture and Speed Limit Compliance

Report By: Executive Chief Officer Infrastructure & Environment

1 Purpose/Executive Summary

- 1.1 In response to action 6iii detailed in the minutes of the Economy and Infrastructure Committee held on 2 February 2023, the purpose of this report is to highlight additional actions and interventions that could be initiated to change culture and improve compliance in terms of speed limit adherence.

2 Recommendations

- 2.1 Members are asked to **note** the contents of this report.

3 Implications

- 3.1 **Resource** – No financial implications as Transport Scotland are fully funding the delivery of this project as they have approached the Council to be their early adopter pilot Council for 20mph speed limit implementation in Scotland.
- 3.2 **Legal** – Highland will adhere to relevant legal requirements for the Use of Temporary Road Traffic Regulation Orders, including the preparation of temporary and permanent Traffic Regulation Orders.
- 3.3 **Community (Equality, Poverty, Rural and Island)** – There are no direct equality, poverty, rural or island implications arising from this report.
- 3.4 **Climate Change / Carbon Clever** – Reduced traffic speed has a positive effect on the street environment which in turn can lead to a reduction in emissions. Reduced speed limits also support a modal shift from cars to walking, cycling and wheeling which has a positive contribution to reducing emissions.

3.5 **Risk** – Timescales and volume of work required to enable full delivery of Council wide 20mph speed limits by Summer 2023, as an early adopter of the national roll out, are incredibly tight. If the assessment is not undertaken accurately, there is a risk that sufficient financial support for implementation may not be provided. The number of roads where physical measures would be required to support the introduction of a 20mph limit is unknown at this stage and discussions will take place with the Scottish Government on this following the completion of the assessment phase.

3.6 **Gaelic** – None arising from this report.

4 Highland Council Early Adoption of 20mph Speed Limits - Delivery Approach

4.1 The National Strategy for 20mph speed limits in Scotland aims to expand 20mph speed limits across the country and ensure all appropriate roads in built-up areas have a safer speed limit of 20mph by 2025. The strategy seeks to introduce a consistency for 20mph speed limits across the country, simplifying speed limits for drivers. It seeks to reduce perceptions of road danger, encourage people to walk and wheel, and create more pleasant streets and neighbourhoods by providing a more equitable balance between different road users and will also contribute to the implementation of the safe system.

4.2 Highland Council are Transport Scotland's pilot Authority for the introduction of 20mph limits, which means the reduced speed limits will be introduced around the entire council area in the summer of 2023.

4.3 To inform the development of the National Strategy for 20mph and ensure that a consistent method of assessment is used across Scotland, guidance on how to undertake the 'Road Assessment' for assessing whether a 20mph limit should be introduced was provided by Transport Scotland. This Road Assessment criteria can be found in **Appendix 1**.

4.4 The Highland Council's Road Safety Team assessed around 130 settlements in Highland using this criterion and, to date, 118 settlements are proposed to have a 20mph limit introduced in them as a result. This process is still under review and there is a high possibility that additional settlements will be added.

4.5 Full details of settlements and background information is detailed in the Highland Council Webpages www.highland.gov.uk/20mph.

4.6 Simplified Early Adoption Implementation timeline:-

- Collection of 'before' speed count data at 250 sites around highland – complete.
- Assessment of existing 30mph road network – complete.
- Recommendations to Transport Scotland as to those settlements to change to 20mph – complete.
- The current settlement list is not exhaustive, and the process of review is ongoing, as and when requests for any new settlements to be assessed comes into the Council – ongoing.
- New 20mph scheme extents uploaded to 20mph website – complete.
- Writing of a Highland Wide Temporary Road Traffic Regulation Order which is valid for 18 months – complete.
- Limits introduced on ground signing only – summer 2023.

- After speed count data collected – autumn 2023.
- Further measures that require no statutory consultation introduced on ground, e.g., further signing, lining, speed indication devices signage where appropriate – winter/spring 2023/24.
- Further speed count data collected – spring/summer 2024.
- Discussions with members and local communities with regards to speed count results and appropriate decisions made as to whether additional measures, e.g., traffic calming, are appropriate and what will go forward into final Permanent Road Traffic Regulation Order – Summer 2024.
- Statutory Consultation for permanent Road Traffic Regulation Order – 2024.
- Implementation of any additional traffic calming including statutory consultation – Autumn 2024.
- Making of Permanent Highland Wide 20mph Road Traffic Regulation Order – late 2024/early 2025.

4.7 As per 4.6 above, full consultation with elected members, communities and statutory bodies will take place prior to the introduction of any permanent Road Traffic Regulation Order for the new 20mph speed limits.

5 Driver Behaviour Change - Multi Agency Approach

5.1 The key to success of this widespread speed limit reduction programme lies with community buy in and through developing, advertising and promoting the programme in partnership with multiple organisations. To this end the Road Safety Team are continuing to work with several partners as the process progresses, to roll this out within Highland communities.

5.2 Police Scotland

5.2.1 In the interests and benefit of public safety, Police Scotland support the principles of reducing speed limits.

5.2.2 Council Officers have held discussions and shared briefings with Police Scotland (Highland) Officers both at Divisional Level (Superintendent) and with the Road Policing (Inspector) with regards to the Council wide roll out of 20mph speed limits within Highland Communities.

5.2.3 At present there is no expectation from Highland Council for Police Scotland to amend the current policy regarding 20mph area enforcement which focuses on roads outside schools.

5.2.4 As per section 5.7, Transport Scotland are looking at further measures that can support the 20mph programme nationally.

5.3 Transport Scotland

- 5.3.1 Transport Scotland are looking at introducing public information and behavioural change campaigns in support of the introduction of widespread 20mph speed limits in Scotland. They are also looking at how they can support individual Local Authorities in terms of positive PR promotion at a local level. Nationally, these are planned as a two prong approach, pre and post implementation to help road users understand why 20mph speed limits are in place and encourage them to comply with the new speed limit.
- 5.3.2 To progress this work, Transport Scotland commissioned an external consultant to carry out an insight gathering process to best inform this process. Results were reported to Transport Scotland in February 2023, which are informing the ongoing internal discussions within Transport Scotland with regards to the most appropriate way to reach the target audience in terms of 20mph marketing.
- 5.3.3 In conjunction with the media marketing campaign, Transport Scotland are also working on a paper of possible speed reduction measures for 20mph locations. The paper will be put to the main task group for discussion. They are looking at sustainable measures that will reduce drivers speed but not negatively impact other policies such as climate, bus or Active Travel. Again, this work is on-going, due to be reported on soon, and following discussion with the national 20mph Task Group information will be disseminated out to Local Authorities.
- 5.3.4 Collectively, with the use of soft measures such as signs and media campaigns, the hope is to gain a level of compliance. However, if there is still an issue after monitoring, engineering and safety cameras may be considered as an option. The use of Active Travel measures in itself and the repurposing of roads can also impact speeds and gain a greater reduction.

5.4 Safety Camera Partnership

- 5.4.1 The Safety Camera Partnership Programme is a national one and they are exploring ways in which its resources could be deployed in a way which meets its primary road safety objectives, while at the same time helping to deliver broader national transport priorities associated with active travel (sustaining and increasing the proportion of journeys by walking, wheeling and cycling) and the national net zero ambition (improving air quality).
- 5.4.2 At present, work is underway to undertake a limited number of changes in safety camera technology, from mobile to fixed cameras, at a small number of existing camera locations in Edinburgh. That mobile camera resource will then be redeployed in areas where there is a speeding profile, and where its active travel can be supported, air quality improved and crucially where these changes can be measured.

5.5 The Highland Council

- 5.5.1 Driver behaviour change is key to the success of the 20mph roll out. It is recognised that the norms in terms of the speed limit drivers have been used to seeing and accepting will be changed as a result of this speed limit reduction programme and attitudes towards compliance and acceptance of such changes takes time, e.g., such as the social acceptance around drink driving which has been changed.
- 5.5.2 To this end it will take time for the new speed limit to bed into the driver's consciousness and take multiple interactions with drivers to realise and influence behavioural change. Changing behaviour is not achievable overnight.
- 5.5.3 One of the best tools in the box when influencing behavioural change is a robust communications strategy. To this end, the Road Safety Team has been working very closely with the Corporate Communications Team throughout the early stages of the 20mph early adoption process. Public communication is paramount to the success of this significant project which will transform parts of the Council's Road network. The Communications Strategy is running in conjunction with this project to inform and update local communities and statutory partners of the National approach and the rationale, including the benefits to Highland in undertaking this work as an early adopter.
- 5.5.4 Communications will focus on how reducing the speed limit from 30mph to 20mph has a number of benefits, including:-
- more opportunities to walk and cycle in our communities;
 - helping to improve our health and wellbeing;
 - making our streets safer;
 - safeguarding the environment for future generations; and
 - reducing the number and severity of road collisions
- 5.5.5 To date, a number of press releases have been issued with updates on project progress, a dedicated website page has been developed, a specific email address has been created to allow public interaction with the programme and advertising is being developed. A video is also currently in development to communicate the message and benefits of 20mph limits to the Highland audience. This approach has been successfully used by Scottish Borders Council.
- 5.5.6 As part of the ongoing work to develop communications for the new 20mph limit, the Council are looking to maximise opportunities to advertise the new approach within Highland. To do this we are also looking to make use of the various members of the Highland and Islands Road Safety Group, their links and contacts with tourist organisations and car hire companies, to advertise this approach and raise awareness amongst visitors to the Highlands.

6 Infrastructure Investment and Enhancement for Reduced Speeds

- 6.1 Should signing and behavioural change campaigns alone not result in the desired speed reduction and compliance, the following options are available to utilise should the consensus of the local community be for roads to remain permanently at 20mph.

- 6.2 Road marking (lining) – this can be in the form of 20mph roundels on the road surface, dragon’s teeth enhanced gateway markings or rumble strips, etc. (See images in **Appendix 2**).
- 6.3 Speed Indication Device Signage (SIDs) – these are electronic signs mounted on poles/ lighting columns and are activated by vehicles to let drivers know the speed they are travelling at. They display the numerical speed in either red or green colours depending on whether vehicles are complying with the posted speed limit. (See **Appendix 2** for image).
- 6.4 Reallocation of Road Space and Street Design – this looks at the potential for shifting road space currently devoted to vehicular traffic and how this space can be used to create a calmer feel to the road environment, e.g., parking layouts, wider footways, use of planters, etc, to create an environment where mean average speeds are reduced without having to use physical traffic calming.
- 6.5 Physical Traffic Calming - the aim of the programme is to only use physical traffic calming features where all other options for compliance have been exhausted. If this stage is reached in urban settings, where existing mean average speeds are high, and the consensus is to reduce the speed limit, traffic calming may be required to ensure compliance and make the new reduced speed limit self-enforcing.
- 6.6 Vertical traffic calming examples include speed humps, raised crossings, junction tables and speed cushions (**see Appendix 3**).
- 6.7 Horizontal traffic calming examples include chicanes, buildouts and road narrowings (**see Appendix 4**).

Designation: Executive Chief Officer Infrastructure & Environment

Date: 20 March 2023

Author: Lisa MacKellaich, Road Safety Officer

Background Papers: [ECI/29/22 Early Adoption of 20mph Speed Limits in Highland](#)

Appendix 1 – Assessment Criteria

Place Criteria

The process includes the assessment of the road against the following 'Place Criteria' which will indicate which 30mph roads are considered appropriate for potential alteration to 20mph:-

“A minimum road length for the speed limit is suggested between 400-600m. The length adopted will depend on the conditions at or beyond the end points.”

Place Criteria:-

- Is the road within 100m walk of any educational setting (e.g., primary, secondary, further & higher education)?
- Does the number of residential and/ or retail premises fronting the road (on one or both sides) exceed 20 over a continuous road length of between 400–600m? Other key buildings should also be considered such as a church, shop or school.
- Is the road within 100m walk of any community centre, church, place of worship, sports facility, any hospital, GP or health centre?
- Does the composition of road users imply a lower speed of 20mph which will improve the conditions and facilities for vulnerable road users and other mode shift (reflect on future plans such as active and sustainable travel, places for people, consider existing and potential levels of vulnerable road users)?
- Will the road environment, surrounding environment, community and quality of life impact (e.g. severance, noise, or air quality) be improved by implementing 20mph speed limits?

Appendix 2 – Examples of Soft Measure Traffic Calming Features

Gateway Signing



Dragon's Teeth



Rumble Strips



Speed Indication Device Sign



20mph Roundels



Appendix 3 – Vertical Traffic Calming Features

Speed Hump



Raised Crossing



Junction Table



Cushions



Appendix 4 – Horizontal Traffic Calming Features

Chicane



Build - Out



Road Narrowing

