

Agenda Item	16
Report No	ECI/25/2021

HIGHLAND COUNCIL

Committee: Economy and Infrastructure

Date: 5 May 2021

Report Title: 20mph Speed Limits

Report By: Executive Chief Officer Infrastructure and Environment

1. Purpose/Executive Summary

- 1.1 This report is brought to the Economy and Infrastructure Committee to provide information and background on the preparation and introduction of 20mph speed limits, and now that the Proposed Restricted Roads (20mph Limit) (Scotland) Bill will not come into force provide a direction going forward for the implementation of 20mph limit schemes in the Highland Council Area.

2. Recommendations

2.1 Members are asked to:-

- i. Agree that up to £200,000 of the Council's Cycling, Walking and Safer Routes 2021/22 grant award is allocated to the delivery of a new Council 20mph programme and 10% of this annual budget is used in future years;
- ii. Approve that an appropriate Assessment Criteria, similar to that detailed in Appendices B and C, for the prioritisation of schemes for a new Council wide 20mph programme is used;
- iii. Agree that the outstanding 4 schemes from the previous Council programme, namely Invergordon, Tain, Kingussie and Maryburgh, are reassessed using the new criteria as this will include utilisation of recent collision data;
- iv. Agree that Highland Council continue to lobby through CoSLA for the implementation of the National 20mph Restricted Roads Bill; and
- v. Agree that Highland Council adopts a policy of supporting 20mph limits in all urban and rural areas in line with current guidance set out in 4.1, with the focus being on benefitting active travel users.

3. Implications

- 3.1 **Resource** – the programme is dependent on the annual Scottish Government 'Cycling Walking Safer Routes' Grant funding. The Councils Project Design Unit provide technical support to the Road Safety team.
- 3.2 **Legal** - 20mph speed limits require to be supported by formal Road Traffic Regulation Orders.
- 3.3 **Community (Equality, Poverty and Rural)** – None arising from this report.
- 3.4 **Climate Change / Carbon Clever** – Reduced traffic speeds will have a positive effect on the street environment and reduce carbon emissions. Reduced speed limits also support a modal shift from cars to cycling and walking which will also have a positive contribution to reducing carbon emissions.
- 3.5 **Risk** – Sole dependence on the Cycling, Walking and Safer Routes budget for programme implementation.
- 3.6 **Gaelic** - None arising from this report.

4. Background

- 4.1 The current guidance used in Scotland for setting local speed limits, including all 20mph limits, is 'Setting Local Speed Limits: Guidance for Local Authorities: Enterprise, Transport and Lifelong Learning Department (ETLLD) Circular No 1/2006'. The 'Traffic Signs Regulations and General Directions' (TSRGD) document is used to design the details of each scheme and the Transport Scotland 'Good Practice Guide on 20mph Speed Restrictions, Review June 2016, Version 2' document is used to ensure the most effective implementation of each scheme.
- 4.2 The reduction in speed limits to 20mph directly links with National Strategy as set out in 'Scotland's Road Safety Framework to 2030'. This sets out Scotland's Road Safety Vision, Targets and Commitments to casualty reduction with safe speeds being one of the 5 pillars of the Safe System approach to road casualty reduction. It was also identified as a Highland Council corporate priority in the Community Services Service Plan, 'continue to introduce 20mph speed limits and work with partners to improve road safety on all our roads', which continues in the new Infrastructure and Environment Service Plan.
- 4.3 In September 2018 Mark Ruskell MSP put forward a Private Members Bill to the Scottish Parliament which proposed to reduce the general speed limit on restricted roads (C and U class roads in built up areas) to 20mph. Highland Council was called to give evidence at the Scottish Parliaments Rural Communities & Connectivity Committee meeting held on Thursday 28th February 2019 in relation to this. Highland Council supported the proposal put forward by the MSP, this support was tempered by the need for the Scottish Government to make available suitable funding for Local Authorities to enable implementation.

- 4.4 MSP's voted against the Bill in the Scottish Parliament in June 2019 therefore at present there will be no funding forthcoming from the Government to implement 20mph schemes as had been hoped.
- 4.5 A number of Area Committees, in particular the Badenoch and Strathspey Area Committee meeting held on 9 February 2021, have expressed a desire for a wider roll out of 20mph limits in communities around the Highland Council Area.
- 4.6 In response to 4.5, the following motion was submitted by Cllr Gordon Adam to the Highland Committee Meeting held on 25 March 2021:-

'In response to increasing public concern on road safety resulting in several Area Committees passing motions in favour of 20mph speed limits in built up areas, and in order to sustain the uptake in active travel resulting from the Covid-19 pandemic and to advance the Council's climate change targets, the Council calls on the Administration Leadership to engage urgently with the Scottish Government to revive legislation which will make 20mph the default speed limit in built up areas and allow Councils to vary this depending on local opinion and make sufficient funds available for Councils to allow them to undertake the necessary traffic calming measures and signage'.

The Council **AGREED** the terms of the Notice of Motion as detailed.

- 4.7 In terms of enforcement, Police Scotland have confirmed there is a need to prioritise the deployment of police resources to those sites which represent the greatest risk. Any decision to lower the speed limit to 20 mph should seek to avoid the need for extensive police enforcement. They confirmed that 20mph limits will not routinely be enforced unless it is considered absolutely necessary and in the interest of casualty reduction. The only exception to this will be the enforcement of 20mph speed limits outside schools which will continue on a regular basis. They also outline that it should also be recognised that the introduction of a 20mph speed limit is one method of speed management and should **not** be implemented in isolation but considered alongside a range of other measures to manage speed, improve safety, and meet other objectives including the encouragement of active travel. They have requested that should a 20mph speed limit be implemented, changes in driver behaviour should be monitored and where compliance levels are not at an acceptable level, consideration should be given to the addition of traffic calming measures or if necessary, reverting to a 30mph limit.
- 4.8 It is envisaged that future enforcement of all speed limits will be complimented by the use of in vehicle technology.

5. Highland Council 20mph Programme

- 5.1 On 15 August 2013 the Transport, Environment and Community Services Committee received report TEC 60/13 20mph Speed Limits – Proposed Schemes. The report confirmed that the capital programme included £50,000 per annum for the implementation of the Council 20mph programme. This budget was due to run until 2022/23 but was cut in 2017/18 in anticipation of the Scottish Government approval of a private members bill which subsequently failed. At present there is no dedicated budget to deliver 20mph schemes.

- 5.2 The team delivered over 20 schemes throughout the council area from the previous capital budget. The final scheme in 2019/20 (Wick) was delayed due to the need to address objections from the public consultation. From the prioritised list of schemes for delivery via this budget, as detailed in report number PDI/73/16 taken to the Planning, Development and Infrastructure Committee Meeting of 2 November 2016, only Invergordon, Tain, Kingussie and Maryburgh are outstanding. As a number of years have now passed, it is proposed that these remaining schemes are assessed in accordance with the criteria set out in **Appendix B**.
- 5.3 Implementation of 20mph schemes in Munloch, Conon Bridge and Drakies (Inverness) are planned for delivery via the 2021/22 Safer Routes to School Programme, and designs are currently being progressed.
- 5.4 The implementation of any 20mph speed limit follows a systematic and legal process which includes the analysis of Collision Data, existing speed surveys, development of the proposal, public consultation, formalisation of the legal Road Traffic Regulation Order (RTRO), implementation on the ground (signs, lining and other works) and making of the legal RTRO.
- 5.5 This process can take over one year to complete, depending on the scheme size/complexity, feedback from consultees requiring subsequent changes, and the status of any sustained objections. A diagram showing the various stages and indicative timescales is set out in **Appendix A**.
- 5.6 Any new 20mph scheme is required to be designed to ensure it is self-enforcing. If existing mean average speeds are 24mph or below the new reduced limit can be introduced with signing and lining only. If existing mean average speeds are higher than 24mph, traffic calming measures are required to be implemented before a 20mph limit can be introduced.

6. Temporary 20mph Speed Limits - Spaces for People Programme

- 6.1 In 2020 Highland Council made a successful application to the Scottish Government Spaces for People fund, managed by Sustrans, to implement temporary 20mph speed limits with associated traffic calming in Highland utilising a Temporary Traffic Regulation Order (TTRO) as highlighted in the COVID 19 legislation. These emergency measures are designed to encourage a modal shift to active travel for essential journeys and aid social distancing during the pandemic. Utilising this TTRO process and Spaces for People funding, temporary 20mph schemes have been delivered in Thurso, Dingwall, Portree, Fort William, Aviemore and Inverness and these are allowed to be in place for up to 18 months before a permanent order is required.
- 6.2 Highland Council is closely following the progress being made by Scottish Borders Council whom have taken the approach of implementing trial 20mph speed limits in over 90 of its towns. Scottish Borders Council are working with Edinburgh Napier University to undertake an academic evaluation of their approach to determine the success of the approach.
- 6.3 Recent advice from legal has outlined that the use of COVID regulations to implement temporary 20mph limits is no longer appropriate and therefore any new 20mph limits should be implemented with permanent TRO's.

7. Average cost of implementing a 20mph Scheme

- 7.1 Schemes will vary in price depending on size, number of signs, roundels, new poles, whether traffic calming is required etc. Basing estimates on completed schemes to date, signing and lining schemes alone can vary from approx. £10k - £30k and schemes with associated traffic calming will be well in excess of this depending on number of features required.
- 7.2 It is estimated that if there is no change in legislation it would cost in the region of £2 million to implement signing and lining only 20mph schemes around the Highland Council area. It is estimated that if there was a change in legislation changing certain class of road automatically to 20mph, and thus only requiring a change in terminal signage from 30mph to 20mph and road markings, it would cost around £0.5 million. Neither of these estimates include any traffic calming that may be required.

8. Highland Council 20mph programme going forward

- 8.1 With the increase in the Scottish Governments 'Cycling, Walking and Safer Routes' Grant funding for 2021/22 the opportunity has arisen to utilise some of this grant funding for the implementation of 20mph speed limits in Highland. It is proposed that up to £200,000 of this 2021/22 grant award is allocated to the delivery of a new Council 20mph programme with 10% of this annual budget used for programme delivery in future years. Should this grant funding cease in future years efforts will be made to establish a dedicated capital budget line towards this work.
- 8.2 Current process requires significant officer time, and to meet the Councils future aspirations and delivery increased number so 20mph schemes whilst still maintaining a full road safety service it is recommended that a review of the service is undertaken.
- 8.3 To ensure fairness and best value, it is proposed to use the Assessment Criteria detailed in **Appendix B and C** to determine the priority for programme delivery.
- 8.4 In the spirit of moving schemes forward to ensure progression and deliverability of some 20mph schemes within the current financial year the Road Safety Team have already commissioned speed count data for the list of settlements that feature highly in the collision history element of the criteria outlined in **Appendix B**. This list of 20mph schemes for investigation can be seen in **Appendix D**, at present this is not in a prioritised nor exhaustive list and only includes schemes with a collision history at this time.
- 8.5 Any scheme that includes part of the Trunk Road will require Transport Scotland approval.

8.6 Members are also being engaged through ward meetings and Area Committees to provide a prioritised list of locations they wish to see assessed.

Designation: Executive Chief Officer Infrastructure and Environment

Date: 16 April 2021

Author: Lisa MacKellaich, Road Safety Officer

Background Papers: PDI Committee – 2 November 2016 – Road Safety Activities – Update – (PDI/73/16)
TEC Committee – 15 August 2013 - 20mph Speed Limits – Proposed Schemes – (TEC/60/13)

APPENDIX A – 20mph Limit Scheme Process

Stage	Description	Sub-activities		Time (Weeks)	Narrative
1	Collision Analysis	A	Collision plotting and analysis of results	1	
2	Speed Surveys	A	Prepare and undertake survey	3	Dependant on availability of survey resources
		B	Analysis of data	1	
3	Consultation	A	Ward	6	
		B	Area Community Services	6	
		C	Community Council	6	
		D	Emergency Services	2	
		E	Residents	3	Not required unless traffic calming involved
4	Statutory Traffic Regulation Order (TRO)	A	Prepare TRO, Notice & Statement of Reasons	1	
		B	Consult Legal	3	
		Ci	Advertise draft TRO in the newspaper	4	With corresponding paperwork at Service Point
		Cii	Formal process to deal with sustained objections	12 - 24	Formal Hearing required
		D	Sign off by Proper Officer	2	Subject to no sustained objections
5	Implement scheme of works	A	Community Services – Signs, Lines and Other	12 – 24	Subject to other works programme Lining can only be undertaken at certain times of the year
		Total		46 – 58	

- 1) Each stage to be completed before progressing to the next stage.
- 2) Timescales are indicative (much is dependent on timeous responses from consultees)
- 3) Where objections are received officials will endeavour to negotiate a withdrawal otherwise a formal process involves a report to Area Committee.

APPENDIX B – 20mph Limit Scheme Assessment Criteria

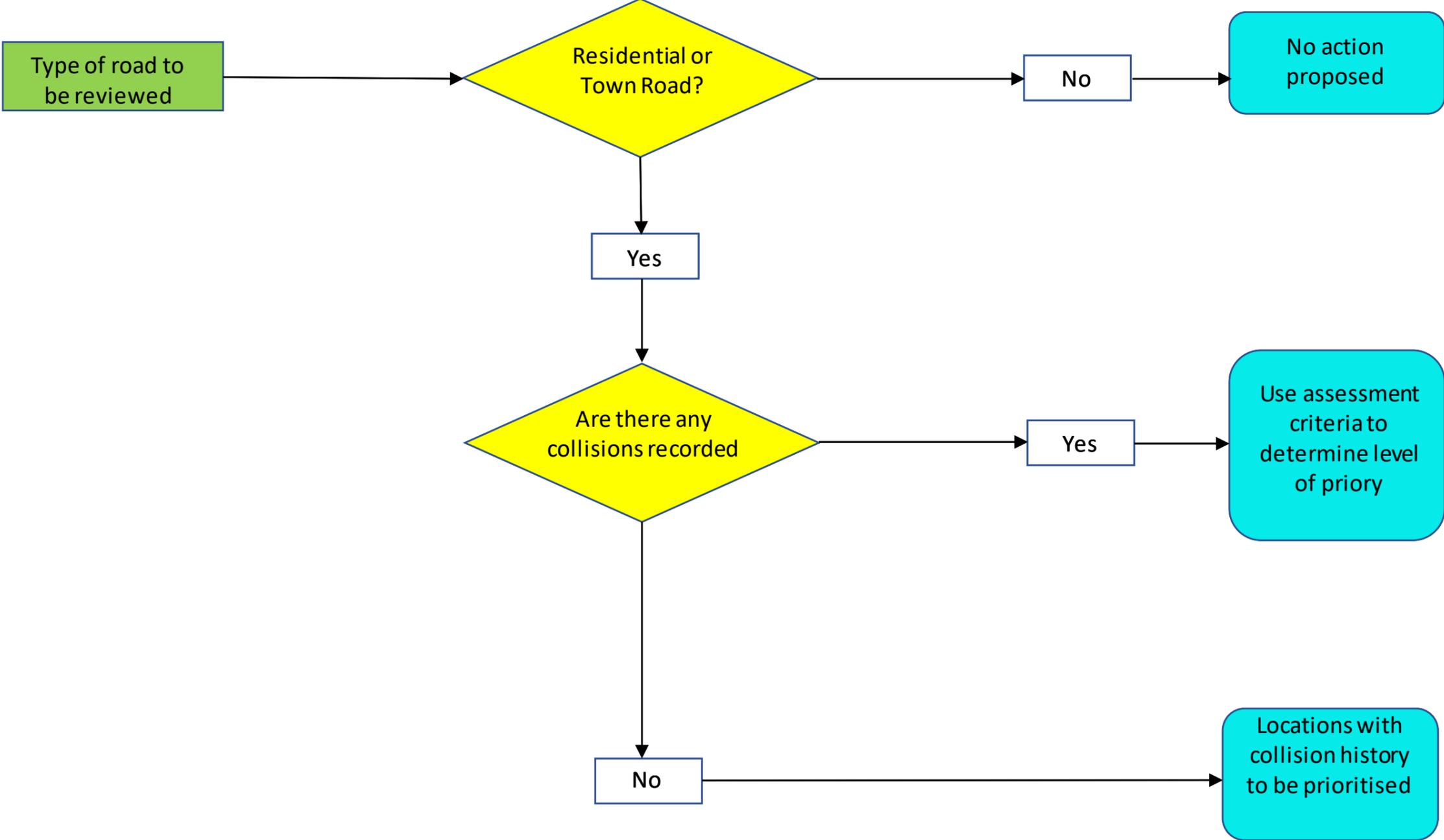
Scoring Matrix for 20 mph Schemes

Scheme: **Date of survey:**

5 yr collision period ending:

Collision Environment (A)		No. of Collisiions (F)	Rating (R)	Total Rating (F×R)	Remarks	Collision Environment With Trunk Road (T)		No. of Collisiions (F)	Rating (R)	Total Rating (F×R)	Remarks
Injury Collision	All		100	0		Injury Collision	All		100	0	
Extra over	Speed causation (i.e. 306 & 307 from Stats 19)		50	0		Extra over	Speed causation (i.e. 306 & 307 from Stats 19)		50	0	
Extra over	Pedestrian & cyclist (all ages)		50	0		Extra over	Pedestrian & cyclist (all ages)		50	0	
Extra over	Pedestrian & Cyclist (with age <16 yr old or >60 yr old)		50	0		Extra over	Pedestrian & Cyclist (with age <16 yr old or >60 yr old)		50	0	
		Total (A)		0				Total (T)		0	
Environmental Character of the site (B)		No. of Premisis (N)	Rating (R)	Total Rating (R×R)	Remarks	*Exceeding the seed limit **Traveling too fast for the road conditions					
Education setting	Per setting		5	0							
Residential home, etc	Per premisis		0.2	0							
Sports facilities, Shops, etc	Per premisis		3	0							
		Majority of area	Rating	Total Rating	Remarks						
Footways	None		20	0							
	< 1.5 m		10	0							
	≥ 1.5 m		5	0							
		Majority of area	Rating	Total Rating	Remarks						
Carriageway	< 5 m		20	0							
	5 m to 6 m		10	0							
	>6 m		5	0							
		Total (B)		0							
Total rating without Trunk Road (A + B)				0							
Total rating with Trunk Road (T + B)				0							

APPENDIX C – 20mph Limit Scheme Assessment Criteria Flow Chart



APPENDIX D – 20mph Limit Scheme Initial Collision Only Assessment List

List of proposed 20 mph schemes					
Locations	Collisions (y/n)	Matrix Score		Priority	Remarks
		LA Roads	With Trunk		
Beauly	y		N/A		
Brora	y				May include a Trunk Road
Dornoch	y		N/A		
Drumnadrochit	y				May include a Trunk Road
Fort Augustus	y				May include a Trunk Road
Golspie	y				May include a Trunk Road
Grantown of Spey	y		N/A		
Helmsdale	y				May include a Trunk Road
Invergordon	y		N/A		
Lairg	y		N/A		
Mallaig	y				May include a Trunk Road
Newtonmore	y				May include a Trunk Road
Tain	y		N/A		