

RURAL ECONOMY AND CONNECTIVITY COMMITTEE
RESTRICTED ROADS (20 MPH SPEED LIMIT) (SCOTLAND) BILL
SUBMISSION FROM CITY OF EDINBURGH COUNCIL

Is reducing the speed limit to 20mph the best way of achieving the aims of the Bill?

Edinburgh is the first city in Scotland to introduce a citywide approach. A high percentage of urban streets now have a 20mph speed limit, following completion of the 20mph rollout in March 2018. From that experience we can advise that a default 20mph limit would greatly reduce the administrative requirement to establish the 20mph speed limit, significantly reduce the signage requirements (and associated street clutter especially in conservation or heritage areas) and reduce the opportunity for driver “confusion” by setting a clear and understandable national policy rather than a variety of approaches within different local authorities. There would also be a consequent reduction in the associated costs of introducing speed limits. The City of Edinburgh Council has committed through its Active Travel Action Plan to encourage the Scottish Government to seriously consider reducing the default urban speed limit from 30mph to 20mph.

A national 20mph default would help create a culture where driving at 20mph in urban areas is considered to be the norm, encouraging compliance and reducing the need for ongoing promotion and enforcement. It would also create streets where the space is shared more equally between different road users, creating a more people friendly environment.

Road safety

Lower speed limits help to reduce the risk and severity of road collisions and related casualties. Research by the UK Transport Research Laboratory has shown that every 1 mph reduction in average speeds can result in a 6% fall in the number of collisions. Fewer casualties results in less strain on the NHS and emergency services. In terms of future cost savings, the Department for Transport estimates are as follows per incident: Fatal - £2,053,814; Serious - £237,527; Slight - £ 24,911. (Road Casualty in Great Britain, Dft2016). In addition to this the emotional impact on the victim and their family and time spent away from school and work must also be taken into account.

Health/active travel

Health professionals see lower traffic speeds as the foundation for increasing ‘active travel’ leading to healthier communities. The lower speeds help to create a calmer, safer environment. Evidence from cities such as Bristol and Portsmouth have reported an increase in levels of walking and cycling since the introduction of 20mph.

At the moment 7.5% of commuting journeys are already made in Edinburgh by people using bicycles, and the 20mph speed limits help to encourage more people to commute, explore their neighbourhoods and visit local shops either by foot or by bike.

Slower speed limits help ensure that streets become safer and more pleasant for all, particularly children, older members of the community and disabled people. Walking, cycling or scooting to school becomes a safer option for Edinburgh's children which will have a positive effect on their health and well-being.

Evaluation of the 20mph pilot project in South Edinburgh identified that the proportion of children (all school ages) walking to school increased from 63% to 65%, while the proportion of children cycling to school increased from 4% to 12%. Other benefits evidenced through the pilot were safety for children walking about the area, safety for children to play in the street, better conditions for walking and cycling, lower vehicle speeds, and strong support from local residents for 20mph limits.

The 20mph pilot scheme reduced the speed limit from 30mph to 20mph on 38km of streets. A further 34km of streets in the area were already included in 20mph zones. Speeds were monitored at 28 locations on the streets with newly reduced speed limits and no traffic calming. At these locations the average speed reduced by 1.9mph, from 22.8mph to 20.9 mph. 85th percentile speeds fell by 2.9mph to 25.1mph.

There were 12 locations (from the 28 locations reduced to 20mph) where the average 'before' speed exceeded 24mph, with an overall average speed across the sites of 25.8mph. The overall average 'after' speed at the same 12 locations was 22.4mph, representing an average reduction of 3.4mph.

Placemaking

Edinburgh is well suited for active travel. It is compact and for many residents work, shopping and leisure facilities are all within easy walking or cycling distance.

The 20mph scheme in Edinburgh helps to make streets calmer, quieter and more pleasant places to spend time in. When traffic is slowed to 20mph, research shows people are friendlier with their neighbours, feel safer in their area, and take part in more community activities. The introduction of 20mph in Edinburgh has received strong levels of support from walking and cycling organisations including Living Streets, Spokes, Sustrans and Paths for All. The public consultation in 2014, revealed over 60% in favour of the new 20mph network.

20mph is central to Edinburgh's approach to how we develop the city's streets for the future and fits well with the emerging themes from extensive consultations undertaken as part of the development of our new 2050 Edinburgh City Vision and City Mobility Plan. Furthermore, the 20mph scheme supports the aims of our City Centre Transformation project by improving the way the city and its residents can move about, enjoy spaces and places.

The Edinburgh Street Design Guidance brings together previously separate Council guidance on street design to achieve coherence and co-ordination across the city, with the ultimate goal of providing the people of Edinburgh with a world-class network of vibrant, safe, attractive, effective and enjoyable streets. The introduction of 20mph speed limits allows greater flexibility in street and road design, which has assisted with the development of a number of high profile walking and cycling projects that will encourage more people of different ages and abilities to walk and cycle.

The Council is carrying out a variety of 'before and after' surveys as part of the monitoring programme for the 20mph network. Monitoring to assess traffic speeds, road casualties and public perceptions are included in the programme. It is planned to report findings from the monitoring programme to the Council's Transport and Environment Committee in the summer of 2019.

How will the 20mph Bill affect you?

As the 20mph network is now in place in Edinburgh, the 20mph Bill would affect Edinburgh differently from local authorities who have not introduced 20mph limits widely across their areas. Should the national default speed limit be established, there would be very little difference to speed limits in Edinburgh. However significant alterations to signage would be required. The estimated cost of removing existing 20mph repeater signs throughout the city would be around £414K. In addition to this, the cost to design and erect new 30mph repeater signs would bring the estimated total cost to introduce a new national default 20mph speed limit in Edinburgh to around £1million.

It is proposed that a national awareness campaign is required to introduce a 20mph speed limit. Do you agree with this? And if so -what shape should any campaign take

In our opinion, a national education and awareness campaign would be essential to the successful introduction of a default 20mph speed limit. The campaign should be led by Scottish Government and supported by local authorities. A key objective of the campaign would be to create a culture where driving at 20mph in urban areas is the accepted norm and speeding is perceived as socially unacceptable (similar to the smoking ban). A national awareness campaign would also maximise the likelihood of driver acceptance and therefore compliance, reducing the need for ongoing enforcement and additional measures to reduce speeds.

It would be important for the national campaign to make clear that 20mph is the new, legally enforceable limit. However, the campaign would need to be adapted for Edinburgh and other local authorities that have already implemented 20mph, to explain the different changes to signage in their areas.

Communications channels should include TV and radio to maximise reach. This could be co-ordinated nationally to make best use of resources and keep costs down for local authorities. Other methods would include press, outdoor advertising (lamp post wraps, bill

boards), bus advertising, digital adverts, website, leaflets, posters, toolkits. Posting general updates, photos, video clips on Twitter and Facebook would provide a cost effective way of empowering residents to share with friends and enable information to be widely distributed. In the early stages of the campaign, mythbusters and FAQs are useful in highlighting the benefits of slower speeds and explaining the reasons for introducing 20mph.

A partnership approach would be essential to ensure different target audiences are engaged and that key messages are appropriately tailored. Core partners should include, Police Scotland, Living Streets, Spokes, Sustrans and NHS Scotland. Engagement with local communities and schools is vital too as they have a key role in influencing behaviour change. Children can be a huge influence on adults through techniques such as 'pester power' and it is important to educate the future young drivers early in their development.

In Edinburgh, we recognise that the new 20mph speed limits that have been introduced throughout the city will require a significant change in driver behaviour and we are undertaking various activities to encourage this behaviour change. An online [20mph community toolkit](#) with information, activities and resources is available on the Council website at www.edinburgh.gov.uk/20mph. Promotional materials including 20mph bin stickers, leaflets, and car window stickers are included in the toolkit. We would be happy to share further details of our promotional and behaviour change activities.

Other road safety initiatives such as [Pop Up Bob](#) are being used to help deter speeding and improve road safety. Pop Up Bob, a life size cut out of a police officer holding a speed camera, is not intended to replace real officers but can be deployed by schools and communities in areas where speeding has been reported to be a problem. We are also working jointly with Police Scotland to implement roadside education. Central to the delivery of roadside education is a short video [Kids to Camera](#) featuring local school children who ask speeding drivers to reflect on their driving behaviour.

Should Police Scotland be required to take additional enforcement action, over and above that used to enforce the current limit, following the introduction of a default 20mph limit on restricted roads?

Police Scotland is supportive of improved road safety across Edinburgh and is working with the Council to achieve this through road safety, education and prevention activities.

A national approach to default speeds would make it easier for police to enforce 20mph speed limits. Whilst a 20mph default speed limit might reduce the need for enforcement, compared to widespread 20mph limits introduced under a 30mph default regime, there would need to be continued and ongoing support from Police Scotland.

To maximise compliance with a national 20mph speed limit, an investigation into ways in which Police Scotland can be supported to enforce a new national limit, e.g. additional dedicated resources, more widespread use of speed cameras, community speedwatch and speed awareness courses, would be required.

Good 20mph compliance needs a sustained, multi-agency marketing campaign. Integral is the requirement for the Police to play their role in creating the legal background. Occasional high profile enforcement campaigns would help, particularly at the start when the new speed limits have been introduced.

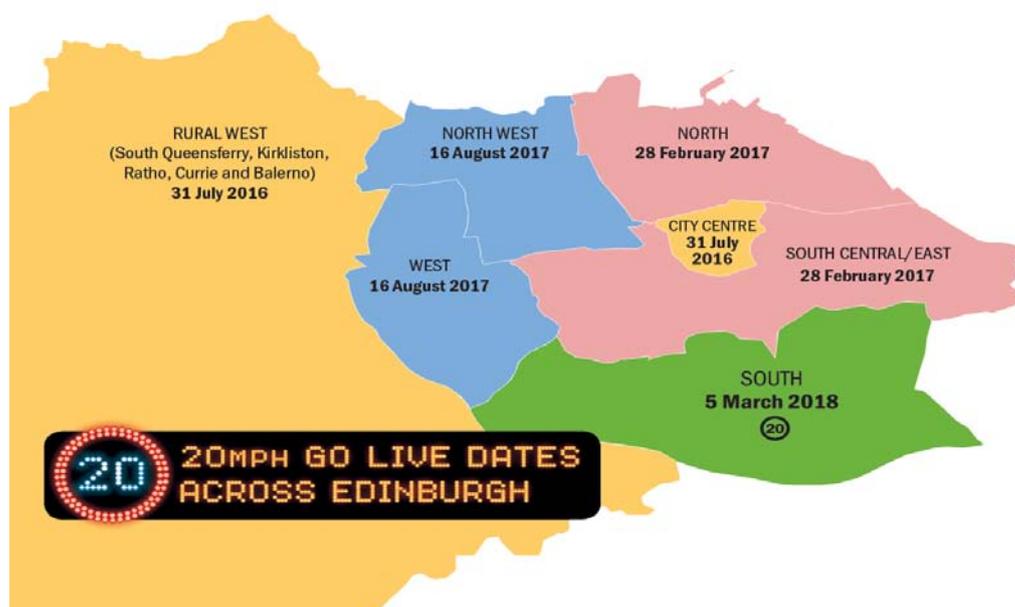
What kind of timescale is needed for the 20mph speed limit to be introduced?

Timescale is likely to vary depending on the size and nature of each local authority. In Edinburgh the [process](#) took 4 years to implement and involved the following stages:

- Initial identification of streets for inclusion in the 20mph network
- June – Oct 2014, Public consultation and consideration of feedback
- Jan 2015, Network approved by Transport & Environment Committee
- Jan 2015 – March 2015, development of implementation plan
- March 2015 – Jan 2016, statutory process for citywide Traffic Regulation Order (TRO) and start of design process

Phase	Implementation of signs and lines	Go live date
Phase 1 (City Centre, Rural West)	June - July 2016	31 July 2016
Phase 2 (North, South Central East)	Dec 2016 - Feb 2017	28 Feb 2017
Phase 3 (North West)	June - Aug 2017	16 Aug 2017
Phase 4 (South)	Jan - March 2018	5 March 2018

In addition to the initial citywide TRO, a separate TRO was required for each of the 4 implementation phases to reflect subsequent changes to the road network.



Do you have any comments on the impact that the Bill might have in relation to the following:

➤ **Human rights or equalities for a particular group of people**

Reduced speed limits are better for independence and equality, especially amongst vulnerable groups including children, older people, the infirm, and those who are visually, hearing or mobility impaired. A default 20mph limit would contribute to the duty of care, especially for children under 12 who are unable to accurately judge the speed of cars travelling over 20mph. Younger and older people are also more likely to be involved in road traffic collisions. A measure that reduces the number and severity of collisions will therefore have a disproportionately positive impact on people in these age groups. The introduction of a national default would also help to reduce street clutter, which particularly affects people with visual impairments, parents with pushchairs, wheelchair users and other disabled people.

➤ **Sustainable development**

The positive impacts for sustainability relate to the principle that places are for people rather than motor traffic. Reducing speed on our roads helps to create streets which are shared more equally between different road users. It also helps create a safer environment, encouraging people to walk and cycle and enjoy spending time in their neighbourhoods. It is also expected that environmental and air quality benefits will be realised if safer road conditions result in increased levels of walking and cycling.

The Edinburgh Street Design Guidance, which brings together previously separate Council guidance on street design to achieve coherence and co-ordination across the city, specifies that all new residential streets in the city should be designed to have a 20mph speed limit.

➤ **Island, rural or remote communities**

The Council has no comment to make on this issue.

Is there anything else that should be included or excluded in the Bill?

Subject to approval of the Bill, the following provisions should be included within the Act:

- Provision for financial assistance for Local Authorities towards the costs incurred to convert signage to comply with a new default speed limit.
- An extended period of grace to remove existing 20mph signage that is no longer needed.

It would also be helpful to for guidance to be developed on changes to signage (requirements around traffic calming, removal of road humps etc). This should be developed in collaboration with Local Authorities.

Appendix**Estimated conversion costs for the City of Edinburgh Council to implement a new national 20mph default speed limit**

	Implementation works estimated costs	
Cost of new 30mph repeater signs and roundels		
repeater signs	342,000	
road markings	13,000	
	355,000	
Cost of removal of existing 20mph repeater signs		
pole removal	33,000	
sign removal	381,000	
	414,000	
Other costs		
Development & Design	192,000	
Education and Awareness	20,000	
	212,000	
Total Cost	981,000	-
Urban Road Length (km)	1,448	
Cost per km Urban Road Length	677	
Population (approx.)	495,000	
Cost per person (Population)	1.98	