

# PROMOTING 20MPH

**Inverness City Centre**



We are Living Streets Scotland, part of the UK charity for everyday walking. We want to create a walking nation where people of all generations enjoy the benefits that this simple act brings, on streets fit for walking.



# BACKGROUND

Living Streets Scotland secured funding through the Scottish Government's Road Safety Framework to work in communities across Scotland where speed had been identified as an issue, and communities wanted to see the introduction of a 20mph area.

Highland Council had introduced a 20mph area in the majority of the core city centre in 2009. At the time this was seen to complement the City Centre Streetscape and Transportation Project which upgraded the streetscape to encourage greater access for pedestrians and cyclists while also increasing their sense of safety. Additionally the 20mph area was seen as contributing to the Single Outcome Agreement through increasing healthy life expectancy, especially for the most disadvantaged.

The 20mph area was introduced and has been in operation since. However, no promotional or advertising campaign was undertaken, with there being a reliance on the Transport Regulation Order (TRO) to advertise the intention to implement the area.

Since the introduction of the area there has also not been any monitoring of its effect on speed, driver behaviour or residents and businesses view of its impact.

In 2017 a decision was taken to add additional streets to the 20mph area to give greater coverage within the core city centre area.

Highland Council approached Living Streets about being part of the project. It was agreed that Living Street's intervention in Inverness would focus on:

- Reviewing the existing scheme background and existing signs/markings
- Engaging with stakeholders
- Promoting the 20mph scheme
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The importance of involving a range of interests within Highland Council and beyond was identified. Additionally, the project needed to ensure that it sat beside and complemented other current or future projects, that it was seen as realistic and achievable, that staff in other services could contribute to the project where needed, and that its findings and outputs had buy-in across the Council and other appropriate agencies.

# REVIEWING THE EXISTING SCHEME



The existing 20mph area was put in place in 2009 and 2010. Highland Council reviewed the extent of existing signage and markings. It was noted that there was minimal signage and that the signage was also small. This complied with legislation, but concern was raised that this might not aid in driver or pedestrian recognition that a 20mph area was in place. The signage for the last phase which was introduced in summer 2017 was bigger, brighter and more prevalent.

Speed monitoring showed that, in the main, traffic was travelling within tolerance for a 20mph area, except in one particular location.

# STAKEHOLDER ENGAGEMENT

A two-pronged approach was taken to stakeholder engagement – a survey of individuals and discussions with identified interest groups.

## SURVEY

A survey was carried out through Highland Council's Facebook page, targeting residents and those travelling in to the city. An advertorial ran in the Inverness Courier drawing attention to the survey and encouraging people to complete it. The survey aimed to gather impressions of the impact of the 20mph speed limit and views on safety and ease of movement within the area.

There were over 600 responses and analysis of those responses showed:

69% of respondents were aware of the speed limit with a fairly even split (48% as opposed to 51%) between those believing it had had a positive impact as opposed to those who did not. 63% of respondents drove into the city – the reasons for coming into the city were evenly split between shopping, work and to socialise. When asked about the acceptability of speed, 50% agreed that it was acceptable. 69% stated that crossing the street was easy and 84% said that walking was easy. However, only 57% said that cycling was easy. 85% stated that walking was safe from traffic, but only 54% said cycling was safe from traffic. The top improvements identified were: improved crossing points, improved 20mph signage, cycle lanes, dropped kerbs and more crossings.

However – and perhaps more importantly - analysis of the comments shows a disparity of views between those who identified as primarily drivers when completing the survey as opposed to those who identified as pedestrians or cyclists. Drivers wanted to see the flow of traffic speeding up with a lessening of the stop/start nature of traffic imposed by lights and junctions, while pedestrians wanted a lessening of the volume and speed of traffic.

Cycling is overwhelmingly seen as dangerous and not easy due to driver behaviour, lack of dedicated cycle lanes, inadequacy of existing cycle lanes, narrowness of roads, volume of traffic and state of road surfaces.

Pedestrian views on crossing the street in the city centre raised a range of issues. These include volume and speed of traffic, traffic lights taking a long time to change and not giving enough time to cross, insufficient number of crossings – and often crossing points not matching desire lines leading to conflict between pedestrians and cars. Additionally it was viewed that there were insufficient dropped kerbs and those available were not good enough. Parking was seen as impeding the free movement of pedestrians and there was an imbalance between the needs of cars and pedestrians. Driver behaviour was identified as an issue, with impatience at crossings, approaching too fast, and encroaching onto or blocking crossings cited. Academy Street in particular was cited as an area where traffic speed was too fast and the pedestrian experience was poor.

Walking about Inverness city centre was seen to be impacted by narrow pavements, volume of pedestrians especially during the tourism season, uneven pavements, bins and street furniture, dropped kerbs not being good enough, cyclists on pavements and pavement parking.

# ENGAGEMENT WITH SPECIFIC STAKEHOLDERS

To ensure a wide range of interests were engaged, specific conversations were held with the Crown and City Centre community council, St Josephs and Crown Primary Schools, Business Improvement District, internal Highland Council stakeholders, Living Streets Supporters and cyclists, and Inverness Access Panel. In addition, contact was made with VisitScotland, but there was no response. The purpose of these conversations was to capture views on the impact of the 20mph area, views on promotion and possible improvements. The key points in these discussions are set out below.

## CROWN COMMUNITY COUNCIL

- Impact of 20mph was minimal as traffic volume and lights limit speed
- How aware are drivers that they are in a 20mph area
- 20 mph signage and area needs more continuity
- Driver behaviour change important
- Drivers – and pedestrians – feel that cars have right of way
- People have perceptions of speed and perceptions of the threat of traffic
- Needs to be a safety message/campaign about taking speeds down in residential areas
- Too much focus on the needs of cars in the city centre - pedestrians should have priority
- Pedestrian priority areas need highlighted
- Parking – how does this fit with 20mph, pedestrian priority and encouraging cycling
- People do not understand or realise contraflow cycling on 20mph roads allowed – very little promotion or signage

## BUSINESS IMPROVEMENT DISTRICT

- No consensus within BID Board on the impact of the city centre 20mph scheme
- Has had a limited success in reducing speed
- 20mph has brought no other benefits to the city centre
- Some business have commented that it has had an adverse effect on their business
- 20mph has not encouraged more people to walk and shop

## INTERNAL HIGHLAND COUNCIL STAKEHOLDERS

- 20mph area gives a perception of redressing the balance between cars and other road users, but not there yet. Question about whether more is needed to bring about change in behaviour and actually redress the balance
- The road layout and lights do bring some change
- Enforcement of speed limits and parking restrictions needed
- A need for better, wider pavements to support walking which would also narrow streets and support 20mph limit
- Academy Street seen as a key place - an important vehicular route through the city centre. Perception that this is the area where speed is still an issue. Is a need for a vision and strong leadership for Academy Street. The historic townscape in Academy Street could be the catalyst for this.
- A clear statement is needed about the relative importance of pedestrians and cars. This can be seen to go against the local retail economy (i.e. cars bring trade and need to park near shops). Needs to be more messaging about how people do and could shop and the importance of the cycling and the pedestrian pound.
- The Local Transport Strategy has very little about pedestrian priority
- The City Centre Development Brief needs to be taken into consideration and should support any initiative round 20mph and support for walking and cycling
- Castle Street regeneration should be taken into consideration when looking at future actions – how does this fit into and support an overall approach
- The current location of the Bus Station is not helpful – it is out of the way and appears to add to congestion
- Important to consider how the proposed railway station improvements fit into an overall strategy
- The opening of the West Link might have an impact on some traffic and therefore its impact on the city centre is unclear
- Community Links Plus should reduce traffic flow and change travel modes, however not everyone is convinced

- Transport Planning is working with the bus companies to get people onto buses, with priority signalling for buses. How does this fit with other initiatives and could there be an opportunity to piggy back on this
- Need to develop Park and Ride to support fewer people bringing cars into the city centre eg East Inverness
- A pilot wayfinding scheme is being developed which could support more walking and needs to be part of an overall strategy
- Rational for introduction of 20mph is accident driven – this supports the limited budget available – a question whether this should be the way forward
- Could 20mph be set as a standard requirement in planning conditions?
- Consideration is being given to relaxing parking standards in new developments in the city centre – this will reduce the number of spaces required and send out a message about car use
- In the Crown area a developer is introducing 20mph as part of the development – but there are missing links nearby.
- Traffic in Inverness has increased but in line with other cities? Need to be mindful of the economic growth of Inverness and support this through any development
- However, anything which is done needs to be mindful of the impact of ongoing maintenance

## DISCUSSION WITH LIVING STREETS SUPPORTS AND CYCLISTS

- The traffic in city centre appears to be travelling at 20mph.
- Needs to be extended along Millburn Road to tie in with the Academy
- Need a consistent approach to cycle lanes - Highland Cycle Campaign wants separate cycle ways and accept there is an issue with cycling on pavements
- Needs clarity, consistency and simplicity of message and signage
- Needs enforcement
- Community Links Plus – most people don't know what its about – and therefore the impact it may have
- How does shared space fit into 20mph and other initiatives
- Parking approach should be the same across the city
- Park and Ride needed
- Highland Council needs to join things up
- City Centre Development Brief a missed opportunity – doesn't relate to 20 mph, transport planning, pedestrianisation and cycle ways
- Need an overall vision for the city centre which pulls things together and gives a way forward
- 20mph needs to be extended



## ST JOSEPH'S AND CROWN PRIMARIES

- Welcome the introduction of 20mph
- Have had issues with speeding but not at the moment
- Needs to be a focus on driver behaviour
- Would welcome being involved in any awareness raising campaign

## ACCESS PANEL

This discussion was limited as the Access Panel had not considered the wider issues of speed and access within the city centre.

# CENTRAL MESSAGES FROM STAKEHOLDER ENGAGEMENT

From the discussion with stakeholders, clear and consistent messages emerged:

1. Speeds may be low but drivers' acceptance of this is also low
2. Pedestrian and cyclists views on the impact of 20mph for safety, movement and redressing the balance within the city centre are mixed
3. In the absence of clear messages about the reason for 20mph, people think it is about redressing the balance and making the city centre more cycle and pedestrian friendly
4. A need for Highland Council to join up initiatives and strategic approaches. A need for leadership.
5. A need to address behaviour change
6. Clear issues for cyclists
7. A need for clear messaging and signage
8. A need for streetscape work to enhance pedestrian benefits
9. Consider extending 20mph area

# ISM WORKSHOP



Following the discussions with stakeholders, a workshop was held using the Individual, Social and Material (ISM) Tool to explore further the issues raised during discussions and agree future actions.

The ISM Workshop was held with stakeholders who had contributed to the previous discussions. The workshop explored the question ‘What would success look like for the 20 mph area in Inverness?’

The ISM Tool is the Scottish Government’s behaviour change model. The model is based on insights from three key disciplines – behavioural economics, social psychology and sociology (social practice theory). The tool describes a range of different factors within each of the three ISM contexts that influence behaviours. It has been successfully used to develop new policies and interventions, and as an analytical framework to evaluate previous research or intervention activity.

Underpinning the use of the tool is an understanding that, for substantive and lasting behaviour change, we should work across multiple contexts (the individual, social and

material), involve multiple stakeholders in fostering behaviour change and combine or consider a package of interventions and routes to change that are mutually reinforcing.

The clear overarching message which came from the workshop was that 20 mph should not be seen as an end in itself, rather how 20mph **contributes** to desired end outcomes.

The key outcomes were defined as:

- Users of streetscape feel safer
- Inverness is more attractive
- Improved amenity and economy

Intermediary success factors –that is success on the way to achieving the end outcomes, were defined as:

- Reduction in conflict between users/ shared understand
- Understanding across all stakeholders of needs how 20mph contributes to outcomes and what else needs to be in place

This can be more fully expressed in the following table, with a clear understanding that all success factors identified below could be used to develop actions to deliver an approach and monitor success.

<b>KNOWLEDGE</b>	<b>BEHAVIOUR</b>	<b>OUTCOMES</b>		
People know 20mph exists	People drive at / around/ below 20mph	Reduction in accidents / safer for all users	Increased footfall in City Centre	People feel safer
People know that 20mph makes a difference	People drive less aggressively	Improved / reduced air quality *	Vehicles (seen as) less dominant in City Centre	City Centre more attractive/ welcoming/ is a 'destination'
People think 20mph is important	(people perceive) Shift in emphasis on car	Reduced / increased congestion *	Streets more useable for all (incl. pedestrians)	Fewer empty premises; new developments seen in City
People value 20mph (in relation to all street users)	Acceptance of all street users' needs (by all users)	Reduction in traffic conflicts		Improved street / café culture

The following factors/ issues were perceived by the group to be of particular importance:

- Change perceptions of transport hierarchy in the City Centre
- Explore how a 20mph area could/should be promoted in line with the desired outcomes

- How the benefits of the area can be communicated to users

The ISM Workshop gave a clear understanding of the **purpose** of the 20mph area in Inverness City Centre, the **role** it plays in a larger vision and undertaking to improve the city centre, clear **criteria** for success and the **change** which is desired.

# SUMMARY OF FINDINGS

Although there were indications of the intention and desired effect being sought from the 20mph area, it is clear that this had not been explicitly stated or communicated externally or more widely in the local authority. Indeed, it could be said that the reason why it had been introduced had been forgotten. There had also been no continuing messaging or promotion of the area and its purpose, and little complementary activity to support it or reinforce its purpose. Drivers – as evidenced from the survey – therefore reported frustration with the driving experience, pedestrians and cyclists were frustrated with their experience viewing it as unsafe and not supported, and there was a lack of understanding of the desired balance between vehicles and other users in the city centre. However, the stakeholder discussions and the ISM workshop displayed clear agreement about the issues facing the city centre, the contribution and role which the 20mph area plays, and the way forward, including the beginnings of a vision for the city centre itself. This gives a solid platform from which future action can be developed.

# NEXT STEPS

This section sets out the recommended next steps and actions for Highland Council together with its partners.

- Highland Council brings together policies, strategies and initiatives affecting the city centre to create an overall vision for the city centre, with a clear statement on the contribution and role of the 20mph area
- Agreement is reached on the overall outcomes sought in the city centre with buy-in from politicians and stakeholders
- Once the vision and outcomes are agreed, a messaging campaign is developed targeting and using different interest groups – motorists, pedestrians, police, tourists, cyclists, shops and businesses, people with disabilities, parents and children – to explain the benefits and the part everyone can play. The focus should be on why a 20mph area was introduced, the part it plays in a wider vision for the city centre and benefits it brings. There should be a focus on behaviour change – how we drive, moving to walking and cycling more. Above all, it should recognise we all have something to gain.
- Undertake an analysis of potential streetscape improvements with input from pedestrians, cyclists and those with a disability.
- Improve signage for the 20mph area and install gateway features welcoming people to the city centre
- Agree and undertake a phased approach to streetscape and cycling improvements to enhance the walking and cycling experience and as a physical sign of the support for active travel and slower speeds



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