

PROPOSED 20MPH SPEED RESTRICTIONS / SCHOOL STREETS PROGRAMME FOR SHROPSHIRE SCHOOLS

Responsible Officer Steven Brown

Email: steven.brown@shropshire.gov.uk Tel: 01743 253949

1.0 Summary

- 1.1 At its meeting on 19th December 2019, Shropshire Council passed a motion to support the principle of a 20mph speed limit outside all schools in the county and requested officers to bring a report to Council within 6 months to consider how this could be implemented. Due to the impact of COVID19, the report has been deferred until the September 2020 Council meeting.
- 1.2 This report provides an overview of how 20mph speed restrictions can be implemented in Shropshire and the site-specific considerations that must be made. Further the report also considers how the “School Streets” Initiative, that was brought forward as a motion and subsequently approved at July 2020 Council meeting. Thus, this report blends those two initiatives, as in our communities, local geography and local conditions one approach isn’t appropriate to all, but certain aspects or interventions may be, and for the purposes of this report any proposed intervention should be regarded as School Streets or 20 mph interchangeably, or that an intervention may not be appropriate.
- 1.3 There are 150 schools in Shropshire and 126 sites would require a level of intervention, if the Council opted to progress with a county wide programme of interventions (20 mph or school streets). The scale of intervention would depend upon any existing measures already in place and the local context. The report outlines that there is no single generic approach for the application of any intervention that is in line with Department for Transport guidance,
- 1.4 Reducing traffic speed can reduce road traffic collision frequency and reduce the risk of fatal injury to casualties where collisions occur. 20mph speed restrictions can also present the potential for a range of environmental, health and community benefits, depending on the style of intervention and supporting measures and behaviour. Police data on reported personal injury accidents occurring outside schools has been reviewed for the last three years, this identified eleven accidents have been reported outside Shropshire schools. Three were serious and eight were slight in severity.

- 1.5 This report presents a range of considerations in relation to the potential benefits and disbenefits in Shropshire of different types of intervention some of which can be confidently forecast in time and cost and some will only emerge following local consultation in respect of appropriateness of intervention and time and cost
- 1.6 Current guidance from the Department for Transport suggests that vehicle speeds must already be low before a signed only 20mph speed limit is introduced. Signed-only speed limits typically only lead to small reductions in vehicle speeds so the extent to which a defined benefit can be achieved must be considered. There are further considerable financial (capital and revenue for ongoing maintenance) implications for sites where traffic calming is deemed necessary to achieve low vehicle speeds, either as part of a scheme or post-implementation. It is important that the potential financial legacy of this blended approach to the introduction of 20mph speed restrictions outside all schools and or elements of the Safer Schools is understood, notwithstanding the local community view of any physical interventions.
- 1.7 20 mph / School Streets are an obvious option that could support improvements and would combine several issues and strategies of this council such as Clean Air, Carbon Reduction, Active Travel etc, however the coordination, liaison and officer time and financial cost would undoubtedly require a dedicated Member of staff to support and facilitate to ensure the overall programme is delivered.
- 1.8 The estimated cost of delivering a programme of mandatory 20mph speed restrictions outside schools is estimated to be between £1.8M and £2.9M, depending upon the scale of intervention required, could take between five and seven years to complete as they are reasonably predictable, whereas school's street interventions are less so, and indeed it may not be appropriate to provide any interventions at all at some schools, and some multi-site locations may benefit from minimal interventions and until the local liaison and consultation is completed a complete picture of cost and time scale cannot be provided with any certainty. As explained within this report, the identification of proposed interventions at schools, the necessary consultation time and programme development the availability of the capital funding provided each year and programming of works dependent upon the level of resource applied. If a full-time additional resource (staff) was identified and dedicated to this programme, then this would reduce the estimated programme length significantly. If progressed, initial data collection and feasibility work could commence in 2021/22, which would determine an ongoing programme of work, as stated a dedicated staff resource would be required to support and drive this.

2.0 Recommendations

2.1 That Shropshire Council approves:

- a) That a consultation process that engages with School Governing Bodies and Senior Leaders, local Member's and communities is implemented to ensure

the appropriateness of specific interventions for each school are identified as required.

- b) That the Council commits to preliminary investment in traffic data collection and design advice to ensure appropriate options with defined benefits are selected for any future programme of work.
- c) That parking behaviour and existing traffic regulations near schools are also reviewed and, where appropriate, new enforceable parking measures are introduced to complement any introduction of 20mph speed restrictions outside schools, as part of programmed work.
- d) Delegate authority to the Assistant Director of Infrastructure, in consultation with the Portfolio Holders for Highways and Transport and Portfolio Holder for Children's Services, to undertake the necessary investigations and develop a programme of design and works to implement appropriate improvements outside schools where considered necessary.
- e) That the Council notes that resources will be diverted from other streams of work typically funded through the Integrated Transport programme to support this initiative, except for where there are legal and statutory requirements placed on the authority (for example, accident data investigations under the Road Traffic Act 1988). Where possible, additional funding options, such as the Community Infrastructure Levy (CIL) will be investigated.
- f) That, if progressed, the programme of review, design and delivery is reported to the Communities Overview Scrutiny Committee as appropriate.

REPORT

3.0 Risk Management and Opportunities

Human rights

3.1 The following article of the Human Rights Act is likely to be relevant to this report:

- Article 2 – The Right to Life. The presence of appropriate traffic management measures on the highway outside of schools can have a direct impact on the likelihood highway related personal injury accidents occurring and the severity of any casualty caused. In general terms, killed or seriously injured casualties are less likely to be a result of low speed accidents. This report deals with 20mph speed restrictions outside of schools, where there is the additional consideration of the presence of vulnerable road users at peak times. If the Council takes the decision to progress with the introduction of appropriate low speed traffic management measures, this is unlikely to result in an increase in the likelihood of killed or seriously injured accidents outside schools.

3.2 Police data on reported personal injury accidents outside schools has been reviewed. There is no evidence to suggest the occurrence of killed or seriously injured accidents outside schools at high risk times (the start and the end of the school day) over the last three years or accidents that are speed related.

- 3.3 Shropshire Council has a statutory duty under the Road Traffic Act 1988 to conduct studies into accidents on roads, other than trunk roads, within the local authority area and take appropriate measures to prevent such accidents, further identification of data for other forms of transport such as cycling should also be considered.
- 3.4 Through the annual identification and assessment of accident cluster sites in conjunction with routine liaison with West Mercia Police, any sites with known highway risks are already prioritised for funding for appropriate remedial measures. Therefore, if the decision is taken to not progress with the implementation of 20mph speed restrictions outside all schools, this does not mean that there is likely to be an increase in the number of killed and seriously injured accidents outside schools.

“School Streets” – impacts and issues.

- 3.5 “School Streets” are short term road closures except for pedestrians and cyclists at key school times which are enforceable. Where installed already, these are either by zone and camera, or by installing physical barriers. Short term is likely to be barriers, but long term can be by camera enforcement. A good low-cost starting point is to encourage schools to introduce a voluntary 5-minute walk bubble.
- 3.6 The focus is to encourage more pupils to walk or cycle to school, however in response to the pandemic it is likely that there will be demand in relation to creating more space outside of schools. Key factors to consider would be sites where a street may serve more than one school, sites where footways are already constrained, sites where there are high numbers of pupils arriving by car or where there is the greatest potential for people to use alternative modes (need to be realistic).
- 3.7 “School Streets” require a legal order. Experimental orders are the most useful if schools are looking at staggering start times etc. however signs would need to reflect times. On busy streets, it may be necessary to consider other options to create more space but maintain traffic, this may be by removing parking.
- 3.8 Key considerations are:
- Appropriateness and prioritisation. This approach would not be necessary or appropriate for all schools in Shropshire for example geographical issues (schools on main roads etc)
 - Engaging with schools and preparing assessments and consultation, whilst schools will be focused on other initial priorities such as return to school and COV19
 - How would any portable barriers be stored, erected and dismantled and arrangements in place to ensure barriers are utilised as agreed, at the locations and times required
 - How would any proposed intervention impact on the local area, typically traffic congestion displacement,
 - Who is permitted into the zone?
 - How is the scheme communicated, consulted upon and monitored and evaluated post interventions?
- 3.9 “School Streets” could combine several strategies of this council such as Clean Air, Carbon Reduction - research demonstrates possible reductions in air pollutants and traffic reduction which is not displaced. Active Travel, Health Improvements - coordination, liaison and officer time, financial costs would require dedicated staff resources to support and facilitate to ensure the overall programme is delivered.

Equalities

3.10 An Equality and Social Inclusion Impact Assessment (ESIIA) has been carried out and is contained in Appendix A.

Risks

3.11 20mph speed restrictions can present several potential benefits to Shropshire's people and places:

- A reduction in road traffic collision frequency and casualties and a lower risk of fatal injury to casualties where collisions occur. This is particularly in relation to potentially high numbers of vulnerable young people who may be present on the highway at the start and end of the school day.
- Where vehicles are travelling at low speeds the likelihood and severity of road traffic accidents is reduced. Therefore, the introduction of 20mph speed restrictions outside schools where a defined reduction in actual vehicle speeds is achieved, will reduce the risk of accident and killed or seriously injured casualties. However, it is considered that where vehicle speeds are already low, the introduction of a 20mph speed restrictions will add no further reduction in risk.
- Shropshire Council will continue to address accident cluster sites in line with statutory duties placed on it by the Road Traffic Act 1988.
- Modal shift to healthier and more sustainable transport such as walking and cycling due to improved perceptions of road safety. Walking and cycling can improve health, contribute towards tackling congestion, improve accessibility, reduce carbon emissions and improve local environments.
- Improved quality of life and community benefits.
- Environmental benefits. Where motorists drive appropriately at a slow and steady pace, they can reduce pollution and save fuel.

3.12 The current approach to the implementation of 20mph speed restrictions in Shropshire is based upon Department for Transport (DfT) guidance and is expected to ensure that appropriate and achievable traffic management interventions are delivered in locations where the potential benefits are greatest.

3.13 The Department for Transport Circular 01/2013 "Setting Local Speed Limits" is the key guidance relating to why and how speed limits are determined on local roads. The Circular outlines that speed limits should:

- Be evidence-led and self-explaining.
- seek to reinforce people's assessment of what is a safe speed to travel, and
- encourage self-compliance.

3.14 The Circular also states that to achieve self-compliance i.e. through existing road conditions together with measures such as signing or traffic calming, there should be no expectation on the police to provide additional enforcement beyond their routine activity. *This presents the following risks to Shropshire Council:*

- Managing the public's perceptions of what can be realistically achieved on many of Shropshire's roads.
- Interventions must be considered on a site by site basis; blanket delivery of a generic scheme is not possible.
- Environmental impacts in terms of sign clutter and traffic calming in the context of Shropshire's natural and historic environments, and
- Environmental impacts arising from physical traffic calming measures. There is evidence to suggest that measures that promote stop-start driving styles increase fuel consumption and emissions.
- The movement of vehicles and longer journey times associated with schools that are on primary or main traffic distributor routes. This risk could be reduced by the introduction of variable speed limits that only operate at key times.
- The potential for low levels of modal shift, where no obvious change in vehicle behaviour is observed outside of schools. There is currently no clear resource for the promotion and support of positive journey choices for school travel.
- Lack of impact on behavioural change associated with other school related highway issues such as indiscriminate parking and the adverse effect on air quality arising from parents waiting with vehicle engines running.
- Potential challenge from campaign groups such as '20s Plenty' to extend 20mph speed restrictions to wider urban areas.

3.15 As a key partner in road safety and speed management, Shropshire Council's highway officers have detailed discussions with the local traffic liaison officer for West Mercia Police, who provides additional support and guidance in determining appropriate traffic management interventions. Where Police advice is not followed, this could lead to ongoing issues with enforcement where speed restrictions are inappropriate or in the case of 20mph speed restrictions, not self-enforcing.

3.16 There are also short term and long-term resource risks in relation to:

- Availability of staff resource within the Highways and Transport Department to oversee and manage the design, delivery and consultation associated with a large programme of site-specific proposals.
- Financial risk in terms of available funds to deliver schemes associated with the Integrated Transport Block capital grant (see Section 4) and the availability of revenue funding for initial feasibility work coupled with the fact that a complete programme and cost cannot be arrived at until local discussions and liaison have concluded.
- Increased maintenance burden in relation to signs, lines and traffic calming.

Environmental

3.17 A climate change appraisal has been completed and is contained in Section 10.

- 3.18 There are additional considerations in relation to the visual impact of highway infrastructure associated with the introduction of 20mph speed restrictions, in whatever form, on Shropshire's natural and historic environments. Signs, lines, flashing lights or physical traffic calming can have a detrimental impact on the aesthetics and appearance of the streetscape. In terms of the proposals contained within this report, this may have an impact on schools in either historically sensitive environments or in rural villages.

Consultation

- 3.19 Consultation has not yet been carried out. School Leaders have been briefed on the intention to move forward on this work.
- 3.20 Consultation would be carried out on a site by site basis, depending on the level of scheme proposed or the type of intervention required, Consultation is likely to be a combination of meetings with schools, letter drops to affected properties (both residential or otherwise) and online information available via Shropshire Council's website.
- 3.21 If a mandatory 20mph speed restriction is recommended to be implemented with an associated Traffic Regulation Order (TRO), Shropshire Council are required to undertake a statutory consultation exercise. This involves a statutory process whereby interested parties are consulted for 21 days and a draft TRO for the new speed limit is formally advertised for objection. Significant objections to a proposed speed restriction may result in a decision to not progress. Road traffic law pertaining to speed limits is contained in the Road Traffic Regulation Act 1984¹.
- 3.22 Where physical traffic calming measures are proposed, Shropshire Council is required to notify customers of the proposals and comments can be made over a 21-day period.
- 3.23 Consultation will be carried out with West Mercia Police regarding the design of measures that are appropriate, and enforcement requirements and constraints.

4.0 Financial Implications

Scheme costs

- 4.1 Table 1 provides an indication of estimated costs for works and design associated with various options for the introduction of 20mph speed restrictions. Design has been estimated at 20% of the estimated construction cost. The appropriate type of intervention can only be determined through the collection of robust traffic data, therefore an estimate for the cost of data collection using an Automatic Traffic Counter (ATC) has been included for both before and after scheme implementation.
- 4.2 There are considerable financial implications associated with delivering schemes where physical traffic calming is required to achieve a 'self-enforcing' speed restriction, as recommended by the Department for Transport. The cost of including traffic calming either initially or as a remedial measure to an existing scheme, can vary considerably, therefore Table 1 contains estimates for both minimum and maximum interventions. The maximum estimate is based on the implementation of three raised tables. It should be noted that costs for school streets interventions will only emerge from local liaison and engagement and these costs have not been forecast.

¹ *Road Traffic Regulation Act 1984*. [Online]. [Accessed: 05-03-2020]. Available from: Norwich: The Stationery Office. Available from: <http://www.legislation.gov.uk/ukpga/1984/27/contents>

- 4.3 It should be noted that some schools may have multiple access points and as such interventions may be required on more than one section of highway. The cost estimates shown are based on a linear intervention on one section of highway with two vehicular approaches.

Table 1: Estimated cost for 20mph speed restriction interventions

| Option | Works | Design 20% | Data* | Total |
|--|----------|------------|--------|----------|
| 1 Do nothing | £0 | £0 | £0 | £0 |
| 2 Advisory 20mph speed restriction - signs only | £1,000 | £200 | £1,000 | £2,200 |
| 3 Mandatory 20mph speed restriction - signs only | £5,500 | £1,100 | £1,000 | £7,000 |
| 4 Variable 20mph speed restriction - advisory | £8,000 | £1,600 | £1,000 | £10,600 |
| 5 Variable 20mph speed restriction - mandatory | £8,500 | £1,700 | £1,000 | £11,200 |
| 6 Mandatory 20mph speed restriction - zone with traffic calming, minimum | £25,000 | £5,000 | £1,000 | £31,000 |
| 7 Mandatory 20mph speed restriction - zone with traffic calming, maximum | £100,000 | £20,000 | £1,000 | £121,000 |
| 8 Average intervention for schools on secondary distributor routes* | £19,150 | £3,830 | £1,000 | £23,980 |

*Data costs are based on one Automatic Traffic Counter (ATC) per site, before and after. In some locations more than one counter may be required.

**The network hierarchy has been used to inform the level of intervention that may be required at sites. Secondary distributor routes can vary considerably in local nature and for this reason are difficult to assign a predicted level of intervention in the absence of robust traffic data. Therefore, a random sample of schools located on secondary distributor routes has been taken and reviewed. Either Option 3 or 6 has been assigned and the proportionate split of interventions across the same has been used to generate an average cost for schemes on these parts of the network.

- 4.4 Site specific information has been reviewed to determine the likely level of intervention required at the 150 schools in Shropshire and the costs outlined in Table 1 have been assigned. As the Council motion refers to 20mph speed restrictions, only mandatory measures have been allocated. Further details on the potential types of intervention are contained in Section 6. Table 2 shows the estimated cost of delivering a programme of mandatory 20mph speed restrictions outside schools in Shropshire.

Table 2: Estimated cost of programme to deliver 20mph speed restrictions outside schools

| Option | Works | Design | Data | Total |
|--|------------|----------|---------|------------|
| 1 Do nothing | £0 | £0 | £0 | £0 |
| 3 Mandatory 20mph speed restriction - signs only | £407,000 | £81,400 | £74,000 | £562,400 |
| 5 Variable 20mph speed restriction - mandatory | £42,500 | £8,500 | £5,000 | £56,000 |
| 6 Mandatory 20mph speed restriction - zone with traffic calming, minimum | £300,000 | £60,000 | £12,000 | £372,000 |
| 7 Mandatory 20mph speed restriction - zone with traffic calming, maximum | £1,200,000 | £240,000 | £12,000 | £1,452,000 |

| | | | | | |
|--|---|----------|----------|---------|-------------------|
| 8 | Average intervention for schools on secondary distributor routes* | £670,250 | £134,050 | £35,000 | £839,300 |
| Total cost - minimum traffic calming (excl. Option 7) | | | | | £1,829,700 |
| Total cost - maximum traffic calming (excl. Option 6) | | | | | £2,909,700 |

- 4.5 The introduction of signs and infrastructure associated with 20mph speed restrictions outside of schools would present a future maintenance burden consequently incur additional revenue costs.
- 4.6 To form a more robust profile of the level of intervention required at each school, traffic data would need to be collected and some preliminary feasibility design work undertaken. This work would need to be procured through Shropshire Council's term engineering contract. Table 3 provides an indication of how much of the total estimated cost for the programme (Table 2) would need to be invested as a first stage.

Table 3: Preliminary costs to establish programme

| | |
|---|--------------------|
| Cost of before monitoring (50% of data cost) | £69,000.00 |
| Cost of preliminary design (25% of design cost) | £115,987.50 |
| Total | £184,987.50 |

Budget

- 4.7 20mph speed restriction schemes would typically be funded from the Integrated Transport Block capital grant (capital). This grant is 100% externally funded by the Department for Transport and is not augmented by Shropshire Council.
- 4.8 This grant provides funding support for transport capital improvement schemes costing less than £5m. The grant is intended to fund projects that aim to address improvements in a range of areas such as road safety, congestion, traffic signals, air quality, public transport infrastructure and accessibility. Demand upon this budget is always greater than the available financial resource.
- 4.9 The allocation for Shropshire has remained static at £1,626,000 since 2015/16. £500,000 of this grant has been allocated to the Shrewsbury Integrated Transport Package (SITP) major scheme annually since 2016/17 and will continue until 2021/22. As stated in this report, 20 mph interventions can be forecast with some relative certainty, this isn't the case for School streets and those costs will only emerge once initial discussions and liaison with schools have been completed.
- 4.10 In 2018, Shropshire Council reduced its entire Highways and Transport capital budget by £5m per annum. This reduction was initially put in place for two financial years: however, it has been extended to 2020/21. As such, there has been a proportionate impact on the Integrated Transport work. The focus of any remaining Integrated Transport budget has therefore been restricted to dealing statutory requirements in relation accident data led schemes and post-scheme safety reviews.
- 4.11 In some instances, the Community Infrastructure Levy (CIL) may be appropriate, and this would be explored to determine if there was an ability to derive funding from this source.
- 4.12 Without additional capital funds identified and in consideration of the range of requirements of the Integrated Transport capital grant, a potential funding scenario is that following completion of SITP, £500,000 is reallocated to delivering a programme of 20mph speed restrictions county wide. This would diminish the ability to fund and support other Integrated

Transport elements such as community led road safety concerns, traffic signal enhancements and air quality and sustainable travel initiatives that may come forward. Staff costs will be included as the total cost recovery “capitalisation” of a scheme. On this basis, the financial profile would be as shown in Table 4.

- 4.13 Year 1 (2021/2022) would be focused on data collection and preliminary design options to effectively and efficiently programme future delivery. This work is required to be revenue funded and can be capitalised where the work results in the implementation of a scheme. Until this work is completed a fully forecast budget and programme cannot be provided. Where the feasibility work indicates that a scheme will not be progressed, this will remain as a revenue cost to the authority, and budgetary provision will have to be identified to fund the cost of work that does not progress, and a development budget to progress work and necessary studies would be required. Due to the current pressures on the highways budget this additional budget should be identified before the plan progresses.

Table 4: Potential financial profile for delivery

| | Funding by financial year ('000s) | | | | | | |
|---------------------------------|-----------------------------------|----------|----------|----------|----------|----------|----------|
| Potential level of intervention | 2022 /23 | 2023 /24 | 2024 /25 | 2025 /26 | 2026 /27 | 2027 /28 | 2028 /29 |
| Minimum traffic calming | £185 | £500 | £500 | £500 | £145 | - | - |
| Maximum traffic calming | £185 | £500 | £500 | £500 | £500 | £500 | £225 |

- 4.14 If the level of investment was reduced to an average of £300,000 per annum, the programme delivery period would be extended by three years for each potential implementation level.
- 4.15 The routine maintenance of any signs, lines, lights or other highway features associated with 20mph speed restrictions is provided through Shropshire Council's revenue budgets for highways maintenance.
- 4.16 A new post would be required to be created on a fixed term contract to plan, prepare, coordinate delivery and provide ongoing monitoring. A fixed term posts a Band 11 (is required for this programme). This would give additional pressure to an already strained revenue budget; additional funds should be made available for this post.

5.0 Climate Change Appraisal

Energy and fuel consumption (buildings and / or travel)

- 5.1 NICE (National Institute for Health and Care Excellence) guideline [NG70] published in 2017² suggests that evidence on using lower speed limits and encouraging smoother driving rather than 'stop-go' driving could help reduce emissions of air pollutants. The guideline suggests that this can be promoted by using “20 mph limits without physical measures to reduce speeds in urban areas where average speeds are already low (below around 24 mph) to avoid unnecessary accelerations and decelerations”. This has implications for sites where measured vehicle speeds suggest that additional physical measures are required to comply with Department for Transport guidelines that promote the self-regulation of 20mph speed restrictions.
- 5.2 If 20mph speed restrictions are implemented outside schools, the need to travel will not be reduced. There is, however, potential that more sustainable travel choices will be made for

² NICE. 2017. *Air Pollution: outdoor air quality and health*. [Online]. [Accessed 13 February 2020]. Available from: <https://www.nice.org.uk/guidance/ng70>

the journey to school rather than use of the private car, if parents and pupils feel safer. In general, this would be more likely in urban rather than rural areas due to shorter journey to school distances.

- 5.3 A study commissioned by the Department for Transport³ in 2018 to evaluate the effectiveness of 20mph signed only speed limits suggested only small increases in the use of active travel modes following the introduction of a 20mph speed restriction. The report also highlights that “in addition to the need to address wider physical aspects of the walking and cycling environment, other personal and psychological factors are important including recognition of the benefits of changing behaviour and perception that it’s the right thing to do from a personal, social, environmental perspective; knowledge about the options available and experience of using these modes; and perceptions about time and cost implications.”
- 5.4 The Department for Education no longer collects mode of travel as a data item within the School Census and as such, it is not possible to determine whether there has been any demonstrable modal shift at schools where a 20mph speed restriction has already been implemented.

Renewable energy generation

- 5.5 The decision arising from this report is not considered to create opportunities to generate renewable energy.

Carbon offsetting or mitigation

- 5.6 A decision to introduce a 20mph speed restriction could be done in conjunction with wider initiatives to promote carbon reduction such as campaigns to promote active travel or to turn vehicle engines off when waiting outside of schools. Any such initiative would require dedicated resource and funding from Shropshire Council.

Climate Change adaptation

- 5.7 A decision to introduce 20mph speed restrictions could improve the health and well-being of Shropshire’s residents by improving actual safety by reducing the likely severity of road traffic accidents, perceived safety, and by encouraging the increased use of more sustainable and active modes of transport that can help people to become fitter and healthier. However, as outlined above, there is limited evidence to support large scale modal shift.

6.0 Background

The current approach to implementing 20mph speed restrictions in Shropshire

- 6.1 In Shropshire, the approach to implementing 20mph speed restrictions is based upon supporting the delivery of appropriate and achievable traffic management interventions in locations where the potential benefits are greatest and reflects current Department for Transport guidance (see section 10).
- 6.2 Members will recall that Scrutiny committee undertook significant work on 20mph and concluded that the current council policy remained. It would be appropriate as to update Scrutiny as appropriate on the scheme if this report is approved due to the nature of the

³ Atkins, AECOM, and Maher. 2018. *20mph Research Study: Process and Impact Evaluation Technical Report*. [Online]. [Accessed 13 February 2020]. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/757302/20mph-technical-report.pdf

works and the finalised timetable and costs isn't yet able to be determined , states that in Shropshire 20mph restrictions should only be considered in the following locations:

- Outside schools or where there are high numbers of vulnerable road users.
- On urban residential streets in specific cases (where wide community support can be demonstrated, where there is evidence that streets are being used by people on foot and on bicycles and where the characteristics of the street are suitable) and,
- On town centre streets / pedestrian dominated areas.

6.3 The guidance notes states that 20mph speed restrictions must be implemented with clear objectives and with an understanding of potential future liabilities. The note outlines several key considerations that need to be considered if such schemes are to be progressed:

- Is a 20mph speed restriction the most suitable measure to implement to address a defined problem?
- Is it likely to have a measurable and positive speed reducing effect?
- Is there something that would better address the community's concerns?
- Is implementation of a 20mph speed limit going to need additional physical measures to promote self-compliance and is this suitable in the given location?

6.4 Several additional considerations that traffic engineers might employ are outlined as follows:

- Are there / or could there be significant numbers of non-motorised users?
- Are there / could there be high numbers of vulnerable road users present?
- Will a 20mph limit improve the perception of safety for non-motorised users?
- How will residents and users respond to a 20mph speed limit?
- Do the advantages of slower speeds outweigh the disadvantage of longer journey times for motorised traffic?
- Is there aesthetic sensitivity on the street? How much will a signed only speed limit add to sign clutter?
- Current guidance suggests that average speeds need to be 24mph or less for a signed only speed limit. If this average speed is already being achieved, is there a need for additional sign clutter?

Accident history

6.5 Under the Road Traffic Act 1988, Shropshire Council has a duty to conduct studies into accidents on roads, other than trunk roads, within the local authority area and take appropriate measures to prevent such accidents.

6.6 This duty is currently met through the identification and analysis of accident cluster sites on Shropshire's roads, and through the development of appropriate remedial measures at the highest priority sites. Accident cluster sites are based on reported personal injury accident data generated by West Mercia Police relating to Shropshire's highways.

6.7 Police data on reported personal injury accidents occurring outside schools has been reviewed for the last three years. An overview of the data is contained in Appendix B and shows that:

- Eleven accidents have been reported outside Shropshire schools. Three were serious and eight were slight in severity.
- Six accidents took place at high risk times (08:00 – 09:00 and 15:00 – 16:00). One was serious and five were slight in severity.

- Six casualties were associated with accidents occurring at high risk times. All casualties were pedestrians and four were children.
- For two of the accidents recorded at high risk times, whilst inappropriate vehicle speed was not a cause of the accidents, as in both cases vehicles were already moving slowly, faster moving traffic would have influenced the outcome of the accident. One school already has traffic calming in place.
- For two of the accidents recorded at high risk times, parking was a factor causing the accident.

How are 20mph speed restrictions implemented?

- 6.8 There are two main ways in which a 20mph speed restriction can be implemented: a 20mph speed limit or a 20mph zone.
- 6.9 20mph speed limits are signed only and do not require traffic calming but do need repeater signs. 20 mph limits are like other local speed limits and normally apply to individual or small numbers of roads. DfT evidence suggests that these limits typically only lead to small reductions in vehicle speeds. To implement a signed only limit, a mean vehicle speed of 24mph or less must be achieved.
- 6.10 A 20mph zone requires either traffic calming or signs at frequent intervals. At least one traffic calming feature must be placed in a zone. DfT evidence suggests that 20mph zones are more effective in reducing vehicle speeds than 20mph speed limits. Traffic calming involves the installation of specific physical measures to encourage lower traffic speeds. Some examples may be speed tables, central islands, road narrowing's or chicanes.
- 6.11 In both cases, there is a presumption that vehicle speeds are already low and that 20mph speed restricted areas are self-enforcing. The DfT's guidance "Setting Local Speed Limits" (2013) clearly states that to achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity. Therefore, in Shropshire general compliance needs to be achievable without reliance on enforcement.
- 6.12 The concept of introducing self-enforcing speed limits and zones may, in several circumstances, require supporting engineering measures to encourage compliance and correspondingly the costs of implementation can increase significantly.
- 6.13 In addition to the approaches outlined above, the highway authority is now able to introduce 20mph speed limits that apply only at certain times of day. Shropshire currently has one such system in place in Minsterley.

Current interventions at Shropshire schools

- 6.14 Table 5 provides a summary of the current interventions in place at Shropshire schools based on the nearest street to the main access.

Table 5: Summary of interventions at Shropshire schools

| School type | No. | Number with existing 20mph speed restriction | Number with advisory 20mph speed restriction | Number with school safety zone |
|-------------|-----|--|--|--------------------------------|
| Primary | 127 | 17 | 23 | 19 |
| Secondary | 20 | 5 | 6 | 5 |
| Other* | 3 | 0 | 1 | 0 |

| | | | | |
|--------------|------------|-----------|-----------|-----------|
| Total | 150 | 22 | 30 | 24 |
|--------------|------------|-----------|-----------|-----------|

*Other relates to special or through schools

- 6.15 Speed data that has been collected since 2016 is held for eight schools, all within 30mph speed restrictions. Average vehicle speeds were recorded at below 30mph for all schools, with speeds of below 24mph recorded at three schools.
- 6.16 22 schools sit within a designated conservation area, where consideration may need to be given to appropriate interventions that limit the aesthetic impact on the surrounding environment.

Potential types of scheme

- 6.17 There is no uniform approach to introducing 20mph speed restrictions due to the nature of specific streets, as outlined above, and the guidance provided by the Department of Transport (Section 10). Therefore, the implementation of 20mph speed restrictions outside schools could take several forms in Shropshire (Table 6):
- 6.18 A robust assessment or validation of specific interventions for individual schools cannot be undertaken without significant investment in traffic data collection and preliminary design advice in order to understand current vehicles flows and speeds. In the absence of this information currently, a desktop review of data relating to the highway outside schools has been carried out and an initial suggestion of the scale of intervention outside schools that do not currently have a mandatory 20mph speed restriction is shown in Table 7.
- 6.19 As the motion relates to speed restrictions, all proposals assume the implementation of mandatory 20mph speed restrictions and therefore any existing advisory 20mph speed restrictions would be replaced. Advisory 20mph speed restrictions are not enforceable however can be placed at most sites and present implementation cost savings.

Table 6: 20mph options

| Option | Works |
|---|--|
| 1 Do nothing | Current highway conditions are considered to promote a low vehicle speeds and further sign clutter will be detrimental to the surrounding environment / school is not on the public highway. |
| 2 Advisory 20mph speed restriction - signs only | Advisory signs can be implemented on any street regardless of current vehicle speeds and there are no concerns about additional sign clutter. |
| 3 Mandatory 20mph speed restriction - signs only | Mean speeds of 24mph or below are recorded and there are no concerns about additional sign clutter. This type of limit typically only leads to small reductions in traffic speeds and are therefore most appropriate for areas where vehicle speeds are already low, and compliance can be achieved. |
| 4 Variable 20mph speed restriction - advisory | Advisory signs can be implemented on any street regardless of current vehicle speeds and there are no concerns about additional sign clutter. These advisory speed limits only apply at certain times. |
| 5 Variable 20mph speed restriction - mandatory | Traffic authorities have powers to introduce 20mph speed limits that apply only at certain times of day. These variable limits may be appropriate where a school is located on a road that is not suitable for a full-time 20 mph zone or limit i.e. a major through route. |
| 6 & 7 Mandatory 20mph speed restriction - zone with traffic calming (minimum & maximum) | Mean speeds of higher than 24mph are recorded and additional measures are required to promote general compliance and self-enforcement. These may be in the form of road narrowing, buildouts, speed cushions / tables etc. |

6.20 In determining the likely level of intervention, consideration has been given to the network hierarchy (as outlined in Shropshire Council's Highway Infrastructure Asset Management Plan, 2019) and any speed data collected in the last three years. Table 7 shows the general parameters that have been applied.

- 6.21 If a programme was to progress, more detailed investigation could highlight the following:
- Narrow roads are likely to already promote low vehicle speeds regardless of network hierarchy, therefore a signed only 20mph would have limited benefit. Similarly, secondary distributors in rural areas may not require additional traffic calming due to road width.
 - 18 schools that do not currently have a 20mph speed restriction are in conservation areas. The introduction of a 20mph speed restriction could be seen to add additional clutter with no defined benefits.
 - Some rural link roads may have speeds higher than the threshold for signed only speed restrictions and would require additional traffic calming.

Table 7: Allocation of potential interventions to Shropshire schools

| Option | Parameters | Total |
|---|---|-------|
| 1 Do nothing | <ul style="list-style-type: none"> • 20mph restriction already in place • School not on the public highway | 24 |
| 3 Mandatory 20mph speed restriction - signs only | <ul style="list-style-type: none"> • Speed data collected over last three years suggests speeds that comply with DfT guidelines • School is on a link road or local access road | 74 |
| 5 Variable 20mph speed restriction - mandatory | <ul style="list-style-type: none"> • School on a strategic route where priority is given to long distance traffic movement | 5 |
| 6 & 7 Mandatory 20mph speed restriction - zone with traffic calming (minimum and maximum) | <ul style="list-style-type: none"> • School is on a main distributor route where speeds are likely to be higher | 12 |
| 8 Average intervention for schools on secondary distributor routes* | <ul style="list-style-type: none"> • School is on a secondary distributor route with no clear intervention | 35 |

*The network hierarchy has been used to inform the level of intervention that may be required at sites. Secondary distributor routes can vary considerably in local nature and for this reason are difficult to assign a predicted level of intervention in the absence of robust traffic data. Therefore, a random sample of schools located on secondary distributor routes has been taken and reviewed. Either Option 3 or 6 has been assigned and the proportionate split of interventions across the same has been used to generate an average cost for schemes on these parts of the network.

Prioritisation

- 6.22 If a programme of introducing appropriate 20mph speed restrictions was progressed, schemes would be prioritised based on efficiency, using an estimate of potential pupil benefit. The ratio of the cost of the scheme over the number of pupils at an individual school or schools site would be calculated. Schemes that would deliver the greatest potential benefits per pupil would be progressed first.

Parking

- 6.23 Several issues outside schools relate to inappropriate parking and congestion. This can increase the likelihood of road accidents, either between vehicles or where pedestrians moving in between parked vehicles. The Highway Authority can introduce yellow zig-zag markings outside of school which can be used to keep the main access points to the school clear of parked vehicles. This can be particularly important at the start and end of the school day where there can be high pedestrian footfall focused on constrained access points. In Shropshire, there is a legacy of yellow zig-zag markings that have been introduced over time

which means that there is currently an inconsistency between schools and where parking enforcement activity is possible. This report provides the opportunity to review these issues.

- 6.24 If, because of the outcomes of this report, speed limit interventions are to be made at individual schools, it is recommended that parking behaviour near each school should be reviewed with a view to introducing Traffic Regulation Orders (TRO's) where appropriate and enabling parking enforcement activity.

7.0 Additional information

Current Department for Transport Guidance

- 7.1 The Department for Transport (DfT) gives traffic authorities the power to set local speed limits in situations where local needs and conditions suggest a speed limit which is lower than the national speed limit. The DfT Circular 01/2013 "Setting Local Speed Limits" is the key guidance relating to why and how speed limits are determined on local roads. This DfT Circular is used as a basis for reviewing Shropshire Council's position in relation to speed limit policy and strategy. A technical guidance notes outlining Shropshire's approach to implementing 20mph speed restrictions was approved by the Portfolio Holder for Highways and Transport in 2013.
- 7.2 The "Setting Local Speed Limits" Circular states that speed limits should:
- Be evidence-led and self-explaining.
 - seek to reinforce people's assessment of what is a safe speed to travel, and
 - encourage self-compliance.
- 7.3 The Circular also states that speed limits must be appropriate for the individual road and reflect local needs.
- 7.4 The Circular states that traffic authorities can, over time, introduce 20mph speed limits or zones on:
- Major streets where there are or could be, significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic.
- 7.5 This is in addition to:
- Residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support, and the characteristics of the street are suitable.

Enforcement

- 7.6 West Mercia Police will not generally enforce 20mph speed restrictions unless specifically agreed. West Mercia Police currently follow the guidance contained in DfTs "Setting Local Speed Limits" (2013) and the Association of Chief Police Officers (ACPO) guidance on speed enforcement (2013) in relation to the enforcement of 20mph speed restrictions. The DfTs guidance clearly states that to achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity and recommends that 20mph speed restrictions are self-regulating.
- 7.7 Where intelligence indicates deliberate breaches of 20mph speed restrictions, offenders can be targeted through enforcement subject to the availability of limited police resources. The

Police will enforce the law, however individual officers retain the right of discretion in the application of their powers.

Place Plans and Local Community Infrastructure Levy (CIL)

- 7.8 Place plans are documents which focus on local infrastructure needs in communities across the county. There are eighteen Place Plans in the Shropshire Council area. The Place Plans are currently being updated, however there are currently four Place Plans that reference requests for 20mph speed restrictions outside four specific schools. There are seventeen entries, across all Place Plans, which reference general speed reduction and safety around schools.
- 7.9 To date, no CIL Local Expressions of Interest (EOI) have been received by Shropshire Council from Town and Parish Councils for specific 20mph speed restriction projects. One EOI has been received in relation to improvements to school parking. The Council must use CIL funds in accordance with the national CIL regulations on infrastructure to support the development of its area. Therefore, any use of CIL funds for these purposes would have to be justified against that criteria.

External examples

- 7.10 The Midlands Service Improvement Group for Highways has been contacted to determine the approaches of other authorities in implementing 20mph speed restrictions outside schools.
- 7.11 Telford and Wrekin Council is currently delivering a scheme to introduce advisory 20mph speed restrictions with flashing warning lights at peak school times, outside most schools in the authority area. The main objectives of this project are to encourage increased numbers of pupils walking or cycling to school, and to address local parking and congestion issues.
- 7.12 The decision to progress with advisory rather than mandatory 20mph speed restrictions was taken for the following reasons:
- Advice from West Mercia Police that speed restrictions under 30mph would not be enforced.
 - The requirement for statutory consultation associated with introducing a Traffic Regulation Order (TRO) was removed, which presented time and financial savings, and
 - For schools on higher speed roads, a mandatory 20mph speed restriction was considered unsuitable on the basis that the Department for Transport guidance recommends a mean speed of 24mph or below must be achieved to introduce a signed only mandatory 20mph speed restriction.
- 7.13 To determine the allocation of funding, schools were assessed against three factors and categorised as being low, medium or high risk:
- Collision data within 200m of the school site.
 - Any engineering measures implemented within the last five years, and
 - The level of involvement from the school in road safety education schemes.
- 7.14 By the end of August 2020, 36 schemes will have been implemented since August 2019, which equates to around 50% of schools.
- 7.15 Cheshire West and Chester Council have developed a programme to introduce signed only 20mph speed restrictions on roads where average speeds were below 24 mph, in line with Department for Transport guidance. However, the Council decided to deviate from this

guidance and apply the signed only approach to roads outside schools where the average speed was below 30 mph.

7.16 Because of the above, where there have been issues of non-compliance and pressure to enforce, additional measures such as shorter spacing between repeater signs and 20 roundels on the road have been investigated. In reviewing earlier schemes, it has been found that where terminal signs have been installed some distance from a school entrance, the average speeds did not drop to below 24mph.

7.17 Officers have recently been asked to produce a report that details the costs to implement traffic calmed schemes outside schools where average speeds are between 24 and 30 mph. For school locations where, average speeds are above 30mph, advisory 20 mph speed limits at the start and end of the school day linked to school warning flashing wigwag signs are the only option.

8.0 Conclusions

8.1 There is no single prescriptive approach to introducing 20mph speed restrictions or School Streets outside schools. To reflect current guidance and different environments around schools, careful consideration should be given to appropriate measures that can demonstrate defined benefits.

8.2 In Shropshire, the current approach to implementing 20mph speed restrictions is based upon supporting the delivery of appropriate and achievable traffic management interventions in locations where the potential benefits are greatest; the development of clear objectives and understanding potential future liabilities.

8.3 Where existing vehicles speeds are already low, there could be a low return on investment where resources could be allocated to higher risk sites.

8.4 20mph speed restrictions should be self-enforcing and on this basis West Mercia Police do not routinely enforce these speed limits. Therefore, there are risks associated with managing the public's perceptions of what can realistically be achieved in terms of enforcement.

8.5 A review of reported accident data does not suggest a history of speed related accidents outside schools in Shropshire. Shropshire Council already undertakes accident studies and remedial work at high risk accident sites.

8.6 Other options that can reduce the risk to vulnerable road users at peak times, such as reviewing parking controls, could be considered.

8.7 In some cases, the type of intervention can have a direct environmental impact on air quality and the aesthetics of the surrounding area.

8.8 Further support is likely to be required to promote modal shift to healthier and more sustainable transport.

8.9 Out of 150 schools, 126 would require intervention if the aim to achieve 20mph speed restrictions outside most schools was progressed, other interventions may also be identified, and these may be more suitable than 20 mph and this work needs to progress.

8.10 Significant investment in collecting up to date traffic data, and in preliminary design advice, is required to make a robust assessment of the level of intervention required at individual

schools. This must be funded from revenue in the first instance but can be capitalised later if a scheme is progressed.

- 8.11 The cost of delivering a programme of mandatory 20mph speed restrictions outside schools is estimated to be between £1.8M and £2.9M, depending upon the scale of intervention required, and could take between five and seven years to deliver, if commenced in 2022/23.
- 8.12 Scheme design and delivery would be financed using Integrated Transport capital funding. Resources would need to be diverted from other streams of work typically funded the Integrated Transport budget to support this initiative.
- 8.13 No consultation has been carried out. If the decision is made to proceed with rolling out a programme of 20mph speed restrictions outside schools across Shropshire, the consultation responses from different schools and surrounding neighbourhoods will need to be considered.
- 8.14 There are several advisory 20mph speed restrictions outside schools in Shropshire. Advisory 20mph speed restrictions can demonstrate cost savings however they present the same challenges in terms of enforcement and sign clutter. If a programme of introducing mandatory 20mph speed restrictions outside Shropshire schools was taken forward, all existing advisory 20mph speed limits would be removed.
- 8.15 If the report is approved, then Scrutiny Committee should be provided with updates on programme development, costs and timescales.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Association of Chief Police Officers (ACPO). 2013. *Speed Enforcement Policy Guidelines 2011-2015: Joining Forces for Safer Roads*. [Online]. [Accessed: 27-02-2020]. Available from: <http://library.college.police.uk/docs/appref/ACPO-Speed-Enforcement-Guidance.pdf>

Atkins, AECOM, and Maher. 2018. *20mph Research Study: Process and Impact Evaluation Technical Report*. [Online]. [Accessed 13 February 2020]. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/757302/20mph-technical-report.pdf

Department for Transport. 2013. *Circular 01/2013 "Setting Local Speed Limits"*. [Online]. [Accessed: 27-02-2020]. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/63975/circular-01-2013.pdf

NICE. 2017. *Air Pollution: outdoor air quality and health*. [Online]. [Accessed 13 February 2020]. Available from: <https://www.nice.org.uk/guidance/ng70>

Road Traffic Act 1988. [Online]. [Accessed: 05-03-2020]. Available from: Norwich: The Stationery Office. Available from: <http://www.legislation.gov.uk/ukpga/1988/52/contents>

Road Traffic Regulation Act 1984. [Online]. [Accessed: 05-03-2020]. Available from: Norwich: The Stationery Office. Available from: <http://www.legislation.gov.uk/ukpga/1984/27/contents>

Shropshire Council Highways and Transport Asset Management Steering Group. 2019. *Highway Infrastructure Asset Management Plan, June 2019*. Internal document.

Shropshire Council Place Plans [Online]. [Accessed 08-04-2020]. Available from: <https://www.shropshire.gov.uk/place-plans/view-the-place-plans/>

Shropshire Council. 2013. *Technical Guidance Note 1/13: 20mph speed restrictions*. [Online]. [Accessed: 27-02-2020]. Available from: <https://shropshire.gov.uk/committee-services/Data/Decision%20Making%20Session%20by%20Portfolio%20Holder%20for%20Highways%20and%20Transport/20131220/Agenda/1A%20Appendix%20A%20Technical%20guidance%2020mph.pdf>

Cabinet Member (Portfolio Holder)

Steve Davenport, Portfolio Holder - Highways and Transport

Local Member

All

Appendices

A: Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA)

Appendix A: Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA)**Part One Screening Record****A. Summary Sheet on Accountability and Actions**

| |
|--|
| Name of proposed service change |
| 20mph speed restrictions outside schools in Shropshire |

| |
|--|
| Name of lead officer carrying out the screening |
| Victoria Merrill, Highway Policy and Strategy Manager |

| |
|--|
| Decision, review and monitoring |
|--|

| Decision | Yes | No |
|----------------------------------|-----|----|
| Part One ESIIA Only? | ✓ | |
| Proceed to Part Two Full Report? | | ✓ |

If completion of a Part One assessment is an appropriate and proportionate action at this stage, please use the boxes below and sign off as indicated. If a Part Two report is required, please move on to separate full report stage.

| |
|---|
| <p>Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality and social inclusion considerations</p> <p>At this stage, the potential impact in equality terms across Protected Characteristic groupings is not yet known. It is envisaged that the impact will be low to medium positive for the groupings of Age, Disability, Pregnancy and Maternity, and Social Inclusion, as there will be potential safety gains for children and families in these groupings.</p> <p>A review of police data on reported personal injury accidents indicates that there is no evidence to suggest the occurrence of killed or seriously injured accidents outside schools at high risk times over the last three years, or accidents outside schools that are speed related.</p> <p>Shropshire Council has a statutory duty under the Road Traffic Act 1988 to conduct studies into accidents on roads, other than trunk roads, within the local authority area and take appropriate measures to prevent such accidents. Through the annual identification and assessment of accident cluster sites in conjunction with routine liaison with West Mercia Police, any sites with known highway risks are already prioritised for funding for appropriate remedial measures.</p> <p>Based on the above, if a programme of implementation of 20mph speed restrictions outside all schools is not progressed, this does not mean that there is likely to be an increase in the number of killed and seriously injured accidents outside schools in Shropshire. However, in general, the presence of a 20mph can support reductions in road traffic collision frequency and casualties and a lower risk of fatal injury to casualties where collisions occur. This is particularly in relation to potentially high numbers of vulnerable young people who may be present on the highway at the start and end of the school day.</p> |
|---|

In addition, where vehicles are travelling at low speeds the likelihood and severity of road traffic accidents is reduced. Therefore, the introduction of 20mph speed restrictions outside schools where a defined reduction in actual vehicle speeds is achieved, will reduce the risk of accident and killed or seriously injured casualties. However, it is considered that where vehicle speeds are already low, the introduction of a 20mph speed restrictions will add no further reduction in risk.

Whilst a defined reduction in travelled vehicle speeds can make some streets easier to negotiate for non-motorised users, some physical measures may present challenges to some disability groups, people with mobility impairments or vulnerable users. This also includes people with temporary mobility difficulties, such people who are pregnant or families with young children. The prevalence of these users may be exacerbated at locations, for example outside schools. Where these measures pose such challenges, the negative impact will need to be mitigated through consultation, communication and engagement. Shropshire Council may also need to consider that speed reduction is not the only measure that can reduce risk to highway users at school times, for example in some cases vehicles speeds may already be slow but existing parking arrangements present challenges to the user groups outlined above. Again, this will need to be reviewed through consultation and engagement.

If Shropshire Council makes the decision to progress with the implementation of 20mph speed restrictions outside of all schools in Shropshire, in whatever engineering format, consultation will need to be carried out with the individual schools in the first instance to establish any travel / access requirements and the level of support for any potential proposal. The Highways Department will work in conjunction with the Learning and Skills Department to establish appropriate consultation mechanisms with schools. Depending upon the type of intervention, consultation may also need to be carried out with neighbouring properties, both residential and otherwise.

The Council will also be mindful of the need to look at the impacts and arrangements for rural schools and urban schools alike, recognising that there will be differing physical road layouts which could pose both positive and negative influences on the potential scale of intervention at different schools. This could include narrow rural roads, practical limitations on access past sites, and suitable parking for residents and for school users. Consideration will also be given to the visual impact of any highway infrastructure installed as part of this programme, if it is progressed, on Shropshire's natural and historic environments. Attention will be given to schools that are in either historically sensitive environments or in rural villages.

Any proposals will be developed will be done so in collaboration with Shropshire Council's term engineering consultants and in line with current national guidance. Where possible, and appropriate, specific user groups or local interest groups will be consulted.

Where mandatory speed limits are to be implemented, statutory consultees will be contacted.

Actions to review and monitor the impact of the service change in terms of equality and social inclusion considerations

Any scheme designs will be developed in consultation the school and wider local community, where appropriate. Depending on the scale of intervention, safety audits are required before and after construction of a scheme, which will consider the needs of end users.

Local Members will be consulted as part of the development of schemes within their respective areas and encouraged to participate with any engagement with schools /

communities and act as a first point of contact post scheme development for any unforeseen issues arising.

As part of developing the response to Council on the motion outlined, the Midlands Service Improvement Group for Highways has been contacted to determine what approaches other authorities had considered with regard to 20mph speed restrictions outside of schools. Responses are outlined in Section 7 of the report. The Highways Department will continue to review experience and best practice arising from comparable local authority areas as well as any national guidance in relation to the implementation of 20mph speed restrictions.

Associated ESIIAs

Shropshire Council. 2019. *Managing Highway Risks: Appendix C ESIIA*. (Cabinet report 13-02-2019, p289). [Online]. Shrewsbury, Shropshire Council. [Accessed: 23-03-2020]. Available from: <http://shropshire.gov.uk/committee-services/documents/g3685/Public%20reports%20pack%2013th-Feb-2019%2011.00%20Cabinet.pdf?T=10>

Shropshire Council. 2018. *Shropshire Local Plan Partial Review: Third Stage: Preferred Sites ESIIA*. (Cabinet report 07-11-2018, Item 97). [Online. Shrewsbury, Shropshire Council. [Accessed: 08-04-2020]. Available from: <http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=130&MId=3681&Ver=4>

Actions to mitigate negative impact, enhance positive impact, and review and monitor overall impacts in terms of any other considerations

Energy and fuel consumption (buildings and / or travel)

NICE (National Institute for Health and Care Excellence) guideline [NG70] published in 2017 suggests that evidence on using lower speed limits and encouraging smoother driving rather than 'stop-go' driving could help reduce emissions of air pollutants. The guideline suggests that this can be promoted by using "20 mph limits without physical measures to reduce speeds in urban areas where average speeds are already low (below around 24 mph) to avoid unnecessary accelerations and decelerations". This has implications for sites where measured vehicle speeds suggest that additional physical measures are required to comply with Department for Transport guidelines that promote the self-regulation of 20mph speed restrictions.

If 20mph speed restrictions are implemented outside schools, the need to travel will not be reduced. There is however, potential that more sustainable travel choices will be made for the journey to school rather than use of the private car, if parents and pupils feel safer. In general, this would be more likely in urban rather than rural areas due to shorter journey to school distances.

A study commissioned by the Department for Transport in 2018 to evaluate the effectiveness of 20mph signed only speed limits suggested only small increases in the use of active travel modes following the introduction of a 20mph speed restriction. The report also highlights that "in addition to the need to address wider physical aspects of the walking and cycling environment, other personal and psychological factors are important including recognition of the benefits of changing behaviour and perception that it's the right thing to do from a personal, social, environmental perspective; knowledge about the options available and experience of using these modes; and perceptions about time and cost implications." The Department for Education no longer collects mode of travel as a data item within the School Census and as such, it is not possible to determine whether there has been any

demonstrable modal shift at schools where a 20mph speed restriction has already been implemented.

Renewable energy generation

The decision arising from this report is not considered to create opportunities to generate renewable energy.

Carbon offsetting or mitigation

A decision to introduce a 20mph speed restriction could be done in conjunction with wider initiatives to promote carbon reduction such as campaigns to promote active travel or to turn vehicle engines off when waiting outside of schools. Any such initiative would require dedicated resource and funding from Shropshire Council.

Climate Change adaptation


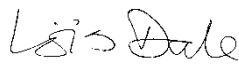
A decision to introduce 20mph speed restrictions could improve the health and well-being of Shropshire's residents by improving actual safety by reducing the likely severity of road traffic accidents, perceived safety, and by encouraging the increased use of more sustainable and active modes of transport that can help people to become fitter and healthier. However, as outlined above, there is limited evidence to support large scale modal shift.

Corporate Plan

Shropshire Council's Corporate Plan 2019/20 to 2021/22 provides a guide to the corporate approach towards prioritising and measuring overall economic, environmental and community outcomes:

<https://www.shropshire.gov.uk/shropshire-council/corporate-plan/>


Scrutiny at Part One screening stage


| People involved | Signatures | Date |
|--|---|-----------------------------|
| Lead officer carrying out the screening |  | 5 th March 2020 |
| Any internal support* | | |
| Any external support** Mrs Lois Dale Rurality and Equalities Specialist |  | 17 th March 2020 |

*This refers to other officers within the service area

**This refers either to support external to the service but within the Council, e.g. from the Rurality and Equalities Specialist, or support external to the Council, e.g. from a peer authority

Sign off at Part One screening stage

| Name | Signatures | Date |
|---------------------|---|----------------------------|
| Lead officer's name |  | 5 th March 2020 |

| | | |
|-----------------------------|---|----------------------------|
| Accountable officer's name* |  | 5 th March 2020 |
|-----------------------------|---|----------------------------|

**This may either be the Head of Service or the lead officer*

B. Detailed Screening Assessment

Aims of the service change and description

At its meeting on 19th December 2019, Shropshire Council passed a motion to support the principle of a 20-mph speed limit outside all schools in the county and asks officers to bring a report to Council within 6 months to consider how this could be implemented. This ESIIA supports the report.

Shropshire Council's current approach for dealing with 20mph speed restrictions is embedded in Shropshire Council's Road Safety Policy and is based upon supporting the delivery of appropriate and achievable traffic management interventions in locations where the potential benefits are greatest.

The technical guidance note that was approved by the Portfolio Holder for Highways and Transport in 2013 states that in Shropshire 20mph restrictions should only be considered in the following locations:

- Outside schools or where there are high numbers of vulnerable road users;
- On urban residential streets in specific cases (where wide community support can be demonstrated, where there is evidence that streets are being used by people on foot and on bicycles and where the characteristics of the street are suitable) and,
- On town centre streets / pedestrian dominated areas.

The guidance notes states that 20mph speed restrictions must be implemented with clear objectives and with an understanding of potential future liabilities. There are several key considerations that need to be considered if such schemes are to be progressed:

- Is a 20mph speed restriction the most suitable measure to implement to address a defined problem?
- Is it likely to have a measurable and positive speed reducing effect?
- Is there something that would better address the community's concerns?
- Is implementation of a 20mph speed limit going to need additional physical measures to promote self-compliance and is this suitable in the given location?

Intended audiences and target groups for the service change

If this approach were to be adopted by Shropshire Council, and funding identified to implement the associated highway schemes, it would affect all those who live work or visit Shropshire. It would affect residents living near schools in Shropshire and individuals associated with attending, working at or visiting Shropshire Schools.

Evidence used for screening of the service change

This paper associated with the ESIIA has been written in response a motion passed by Shropshire Council on 19th December 2019 to support the principle of a 20-mph speed limit outside all schools in the county and asked officers to bring a report to Council within six months to consider how this could be implemented. The extent to which service will be changed will be dependent on decisions made by Councillors in response to this report.

The minutes of the Council meeting held on 19th December 2019 can be accessed via the following link:

<http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=125&MId=3882&Ver=4>

Specific consultation and engagement with intended audiences and target groups for the service change

Consultation has not yet been carried out.

Consultation will be carried out on a site by site basis, depending on the outcome of the Council's decision and the level of scheme proposed. Consultation is likely to be a combination of meetings with schools, letter drops to affected properties (both residential or otherwise) and online information available via Shropshire Council's website.

Where a mandatory 20mph speed restriction is to be implemented with an associated Traffic Regulation Order (TRO), Shropshire Council are required to undertake a statutory consultation exercise which lasts for 21 days. Where physical traffic calming measures are proposed, Shropshire Council is required to notify customers of the proposals and comments can be made over a 21-day period.

Initial assessment for each group

Please rate the impact that you perceive the service change is likely to have on a group, through inserting a tick in the relevant column. Please add any extra notes that you think might be helpful for readers.

| Protected Characteristic groups and other groups in Shropshire | High negative impact <i>Part Two ESIIA required</i> | High positive impact <i>Part One ESIIA required</i> | Medium positive or negative impact <i>Part One ESIIA required</i> | Low positive or negative impact <i>Part One ESIIA required</i> |
|---|--|--|---|---|
| Age (please include children, young people, people of working age, older people. Some people may belong to more than one group e.g. child for whom there are safeguarding concerns e.g. older person with disability) | | . | ✓ Potential accident likelihood and severity is reduced for children, young people and all using the highway near a school | |
| Disability (please include: mental health conditions and syndromes) | | | ✓ | |

Council 14-05-2020: 20mph speed restrictions outside schools

| | | | | |
|---|--|--|--|---|
| including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV) | | | Lower vehicle speeds may make some streets easier to negotiate however, some physical measures can provide challenges to some disability groups. | |
| Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | | ✓ |
| Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment) | | | | ✓ |
| Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | ✓ Potential accident likelihood and severity is reduced for children, young people and all using the highway near a school | |
| Race (please include: ethnicity, nationality, culture, language, gypsy, traveller) | | | | ✓ |
| Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non-conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others) | | | | ✓ |
| Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | | ✓ |
| Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment) | | | | ✓ |
| Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people for whom there are safeguarding concerns; people you consider to be vulnerable) | | | ✓ Reduced vehicle speeds outside schools may make it more attractive to people to use | |

| | | | | |
|--|--|--|--|--|
| | | | sustainable modes of travel to school. | |
|--|--|--|--|--|

Identification of likely impact of the service change in terms of other considerations

As outlined in report to Council: Risk Assessment and Opportunities Appraisal and Climate Change Appraisal.

Guidance Notes

1. Corporate and Service Area Policy and Practice on Equality and Social inclusion

This involves taking an equality and social inclusion approach in planning changes to services, policies or procedures, including those that may be required by Government.

The decisions that you make when you are planning a service change need to be recorded, to demonstrate that you have thought about the possible equality impacts on communities and to show openness and transparency in your decision-making processes.

This is where Equality and Social Inclusion Impact Assessments (ESIAs) come in. Where you carry out an ESIA in your service area, this provides an opportunity to show:

- What evidence you have drawn upon to help you to recommend a strategy or policy or a course of action to Cabinet;
- What target groups and audiences you have worked with to date;
- What actions you will take to mitigate any likely negative impact upon a group or groupings, and enhance any positive effects for a group or groupings; and
- What actions you are planning to review the impact of your planned service change.

The formal template is there not only to help the service area but also to act as a standalone for a member of the public to read.

The approach helps to identify whether any new or significant changes to services, including policies, procedures, functions or projects, may have an adverse impact on a group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people we may describe as vulnerable, for example due to low income or to safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, e.g. Age. We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging or delivering services.

When you are not carrying out an ESIA, you still need to demonstrate that you have considered equality in your decision-making processes. It is up to you what format you choose.-You could use a checklist, an explanatory note, or a document setting out our expectations of standards of behavior, for contractors to read and sign. It may well not be in the public domain like an ESIA, but you should still be ready for it to be made available.

Both the approaches sit with a manager, and the manager must make the call, and record the decision made on behalf of the Council. Help and guidance is also available via the Commissioning Support Team, either for data, or for policy advice from the Rurality and Equalities Specialist. Here are some examples to get you thinking.

Carry out an ESIIA:

- If you are building or reconfiguring a building;
- If you are planning to reduce or remove a service;
- If you are consulting on a policy or a strategy;
- If you are bringing in a change to a process or procedure that involves other stakeholders and the wider community as well as groupings

For example, there may be a planned change to a leisure facility. This gives you the chance to look at things like flexible changing room provision, which will maximize positive impacts for everyone. A specific grouping that would benefit would be people undergoing gender reassignment

Carry out an equality and social inclusion approach:

- If you are setting out how you expect a contractor to behave about equality, where you are commissioning a service or product from them;
- If you are setting out the standards of behavior we expect from people who work with vulnerable groupings, such as taxi drivers that we license;
- If you are planning consultation and engagement activity, where we need to collect equality data in ways that will be proportionate and non-intrusive as well as meaningful for the purposes of the consultation itself;
- If you are looking at services provided by others that help the community, where we need to demonstrate a community leadership approach

For example, you may be involved in commissioning a production to tour schools or appear at a local venue, whether a community hall or somewhere like Theatre Severn. The production company should be made aware of our equality policies and our expectation that they will seek to avoid promotion of potentially negative stereotypes. Specific groupings that could be affected include: Disability, Race, Religion and Belief, and Sexual Orientation. There is positive impact to be gained from positive portrayals and use of appropriate and respectful language regarding these groupings.

2. Legal Context

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. It is up to us as an authority to decide what form our equality impact assessment may take. Carrying out ESIIAs helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010, and to thus demonstrate that the three equality aims are integral to our decision-making processes. These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

Service areas would ordinarily carry out a screening assessment, or Part One equality impact assessment. This enables energies to be focussed on review and monitoring and ongoing evidence collection about the positive or negative impacts of a service change upon groupings in the community, and for any adjustments to be considered and made accordingly.

If the screening indicates that there are likely to be significant negative impacts for groupings within the community, the service area would need to carry out a full report, or Part Two assessment. This will enable more evidence to be collected that will help the service area to reach an informed opinion. Please contact the equality policy lead within the Council for more advice and guidance in this regard, as per details below.

Appendix B: Summary of recorded personal injury accidents outside schools

Police data on reported personal injury accidents has been reviewed for the last three years to determine how many accidents have been recorded on streets outside schools in Shropshire. The following tables provide a summary of the findings.

Table 1: Accidents reported outside Shropshire schools (three years up to March 2020)

| School | No. accidents | Accident severity | | | Number of casualties* | Number of pedestrian casualties | Number of child casualties |
|--------------|---------------|-------------------|----------|----------|-----------------------|---------------------------------|----------------------------|
| | | Fatal | Serious | Slight | | | |
| Primary | 8 | 0 | 2 | 6 | 19 | 4 | 4 |
| Secondary | 3 | 0 | 1 | 2 | 3 | 3 | 2 |
| Special | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 11 | 0 | 3 | 8 | 22 | 7 | 6 |

Table 2: Accidents reported outside Shropshire schools (three years up to March 2020) at school times**

| School | No. accidents | Accident severity | | | Number of casualties* | Number of pedestrian casualties | Number of child casualties | Speed factor*** | Other school issue**** |
|--------------|---------------|-------------------|----------|----------|-----------------------|---------------------------------|----------------------------|-----------------|------------------------|
| | | Fatal | Serious | Slight | | | | | |
| Primary | 3 | 0 | 0 | 3 | 3 | 3 | 2 | 1 | 1 |
| Secondary | 2 | 0 | 1 | 2 | 3 | 3 | 2 | 1 | 1 |
| Special | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 6 | 0 | 1 | 5 | 6 | 6 | 4 | 2 | 2 |

* One accident may result in multiple casualties

**School time relates to 08:00 – 09:00 and 15:00 – 16:00 as these times are when school pupils are most likely to be moving around the highway network.

*** The recorded details for each accident have been reviewed and a judgement made about whether speed would have been a contributory factor in causing the accident, or in affecting the outcome of the accident.

**** The recorded details for each accident have been reviewed and a judgement made about whether another issue relating to the presence of the school was a contributory factor in causing the accident, or in affecting the outcome of the accident (parking for example).