



| <u>Committee and Date</u> |
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| Cabinet |
| 8th June 2022 |

| <u>Item</u> |
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| <u>Public</u> |

REPORT HEADING: Copthorne and Porthill 20mph Speed Limit Zone

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1. Synopsis

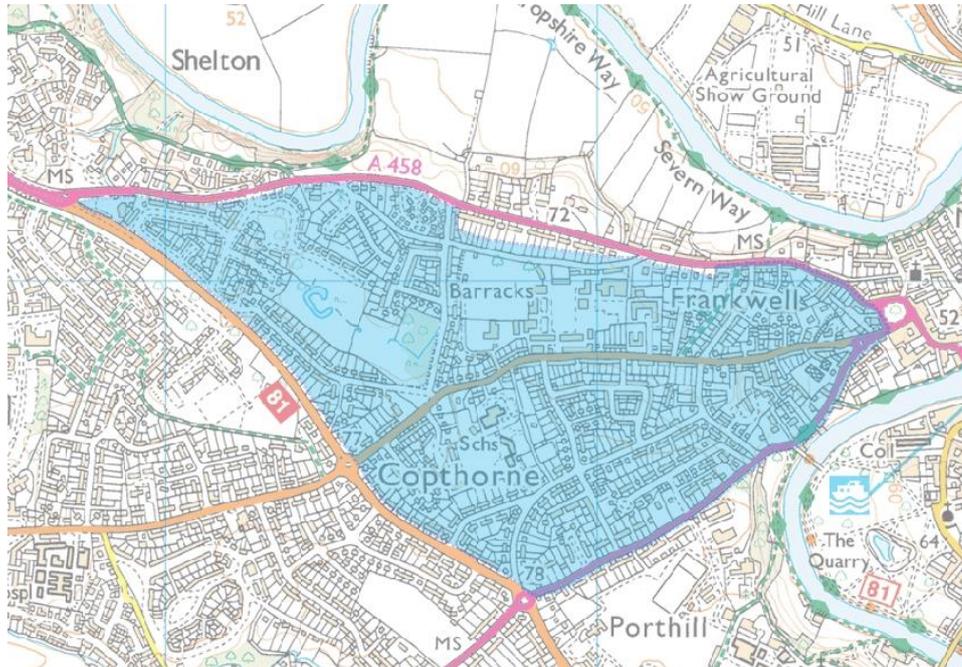
- 1.1. The purpose of this report is to seek Cabinet's endorsement to develop the principle of Liveable Neighbourhoods and to go out to public consultation to implement a pilot 20mph speed limit zone in the ward areas of Copthorne and Porthill (Shrewsbury).

2. Executive Summary

- 2.1. A 20mph speed limit zone for the ward areas of Copthorne and Porthill (Shrewsbury) known in this report as 'the study area' study area was put forward as part of the proposed Liveable Neighbourhood Trials Community Engagement Exercise undertaken in late 2021. It received the most support (up to 85%) out of all the proposed measures the community were asked to provide feedback on.
- 2.2 The core aim of implementing a 20mph speed limit zone in the study area would be to reduce overall traffic speeds in the area closer to 20mph rather than to bring average speeds on all roads in the area down to 20mph or below. This would be implemented via a phased approach with the initial introduction of low-cost measures including signage and road markings and a community behaviour change campaign to encourage drivers over time to drive at an appropriate speed without excessive reliance by the Council on enforcement by the Police. It is envisaged that speeds across the area will be monitored as part of the pilot and will be used to inform whether further engineering measures are required to reduce vehicular speeds at problem sites.
- 2.3 The proposed 20mph speed limit zone for the study area, would cover the area within (and inclusive of) The Mount (A458) - from 55 metres

west of its junction with Hafren Road), the whole length of Porthill Road (A488) and (but not including) Shelton Road (See Figure 1 below). New St (A488) had a 20mph speed limit order approved in April 2022. A schedule of those roads which the proposed 20mph speed limit zone would cover is contained in Appendix 1.

Figure 1: Proposed 20mph Speed Limit Zone – Copthorne and Porthill



- 2.4. There is overwhelming evidence that lower speeds result in fewer collisions and a reduced severity of injuries; and consistent evidence that casualties are reduced when 20mph speed limit zones are introduced¹. It should be noted that these benefits are achieved even when average speeds do not drop to 20mph - any speed reduction leads to a positive outcome (see Section 8 for further detail).
- 2.5 The core outcome sought from introducing a 20mph speed limit zone in the study area is to make the built environment safer and a more attractive place to walk and cycle. Introduction of a 20mph speed limit zone can help to address the widely held perception of people feeling unsafe walking and cycling in and around their community. This was reflected in the Copthorne and Porthill Liveable Neighbourhood Trials consultation where traffic speeds were cited by respondents as the top concern when walking and cycling around the area.
- 2.6. Shropshire Council, as the Highway Authority, is responsible for the setting of all local speed limits across the road network throughout Shropshire excluding motorways and trunk roads. The Council's

¹ The Royal Society for the Prevention of Accidents (RoSPA), *Road Safety Factsheet: 20mph Zones and Speed Limits Factsheet (November 2020)*

current approach to 20mph speed limits and speed limit zones follows the Department for Transport (DfT) Guidance – "Setting Local Speed Limits" Circular 01/2013₂. This Guidance states that local authorities can set speed limits on their roads in situations where local needs and conditions suggest a speed limit which is lower than the national speed limit, for example, in urban areas that are primarily residential and where cycle movements are high (or potentially high) and where the safety benefits are seen to outweigh the disadvantage of longer journey times for motorised traffic.

2.7. The Guidance also notes that 20mph speed limits are most appropriate for roads where average speeds are already low, below 24mph, and the layout of the road also gives the clear impression that a 20mph speed or below is the most appropriate to encourage self-compliance. In February 2018, the Place Overview Committee undertook work on 20mph speed limits and speed limit area zones and concluded that 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.

2.8. For the most part, a 20mph speed limit zone for the study area meets the requirement outlined in the second bullet-point as follows:

- The study area is primarily made up of urban residential streets
- A high level of community support for a 20mph speed limit zone has been demonstrated through the results of the community survey undertaken for the proposed Liveable Neighbourhood trials (see section 7.4)
- Traffic surveys undertaken provide evidence that there are currently moderate to high numbers of both pedestrians and cyclists using the streets in the study area (see Appendix 2)

2.9. However, although the characteristics and layout of many of the local roads in the study area give the clear impression that low speeds are required, the characteristics of other roads, primarily those strategic roads in the study area do not meet these requirements (see Appendix 2 for further detail on traffic speeds in the area).

2.10. The DfT Guidance is now nine years old and is regarded by many industry experts as being out-of-date. It is set to be reviewed in

light of more recent evidence which shows that 20mph speed limit zones are about bringing vehicle speeds down closer to 20mph rather than reducing all speeds to below 20mph. Local authorities that have adopted this approach include Oxfordshire County Council (OCC), Kent County Council (KCC) and Bristol City Council (BCC). OCC is currently trialling five pilot areas to establish the methodology for a proposed county-wide 20mph speed limit zone approach. KCC considers 'signed only' 20mph speed limits where existing average speeds are up to 26mph and there is strong local support. BCC rolled out a 20mph speed limit across the city between 2012-15. A major review of the schemes in 2020 determined that no significant changes needed to be made to these measures and that they were to be made permanent.

2.11. A peer review of other local authorities 20mph speed limit zones and a review of the existing evidence base suggests that implementing the following low-cost measures can result in lowering traffic speeds across the whole area².

- Area-wide signage (repeater signs, roundels and Vehicle Activated Signage)
- Road markings to complement signage
- Planter boxes (in risk-assessed areas) to narrow wide kerb turning radii at junctions.
- Community behaviour change campaign (see section 8.2)
- Proactive policing (see section 8.1)
- Changes in vehicle technology (see section 8.3).

2.12. The implementation of a pilot 20mph speed limit zone speed would require an Experimental Traffic Regulation Order (ETRO) to be made by Council. There is no legislative requirement to undertake public consultation when implementing an ETRO but it is recognised that for this type of scheme, it would be best practice to do so. Whilst an ETRO is in place comments can be made and are taken into account before any decision is taken to make an ETRO permanent.

2.13. If the trial is successful then the service would seek to make the scheme permanent at the end of the trial period, subject to any adaptations required arising from the learning gathered. A paper will come to Cabinet at the end of the trial period to advise of the outcome and seek a recommendation to remove, implement or adapt the scheme.

2.14. Subject to the success of the trial other areas could be considered for 20mph zones in the future with a view to providing a safer and more attractive environment for active travel modes, such as

³The state of the evidence on 20mph speed limits with regards to road safety, active travel and air pollution impacts A Literature Review of the Evidence. Dr Adrian L Davis FFPH Adrian Davis Associates Consultant on Transport & Health Bristol, UK. August 2018

walking and cycling, as well as provide broader environmental, health and community benefits.

^[2] Department for Transport Circular 01/2013 (January 2013) [Setting local speed limits - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/270422/Setting_local_speed_limits_-_GOV.UK_(www.gov.uk).pdf)

3. Recommendations

3.1. That Cabinet approves:

1. The proposal to go out to public consultation to implement a pilot 20mph speed limit zone in the study area as shown in Figure 1 above.
2. The receipt of a future report from officers summarising the results of the public consultation exercise with a view to introducing an 18 month pilot 20mph speed limit zone in the study area.
3. The receipt of a future officer's report summarising the results of the pilot 20mph speed limit zone in the study area in the event one is introduced in accordance with 2 above, and recommendation/s for whether or not to roll out other 20mph speed limit zones in other residential or urban settings.

REPORT

4. Risk Assessment and Opportunities Appraisal

4.1. Risk Assessment

- 4.1.1. **Risk:** There may be a level of public concern that the introduction of a 20mph speed limit zone may lead to an increase in vehicle queues at junctions that are already at capacity as well as general congestion both on roads within the 20mph zone and on alternative routes.
- 4.1.2. **Mitigation:** Evidence shows that reducing driver speeds across an area promotes smoother driving thereby reducing congestion. This can be compared to when a 20mph speed limit is introduced to a single street or road – this approach often results in traffic displacement onto alternative routes. However, when a 20mph speed limit is introduced area-wide, it reduces the risk of displacing motorised traffic onto other local roads. In saying this, although the introduction of a 20mph speed limit is unlikely to increase, it may create some initial displacement of traffic onto those roads which drivers and satellite navigation tools ascertain to be the shortest route.

Any increase in vehicle volumes could be mitigated through a wider roll-out of the 20mph speed limit to adjacent areas or 'city-wide' as evidence suggests that this approach often results in traffic 'evaporation' whereby people shift modes from the private car to active travel.

- 4.1.3. **Risk:** The introduction of a 20mph speed limit zone may result in increased cycle and pedestrian casualties because there will potentially be more active users using the network, including sharing the carriageway with vehicular traffic.
- 4.1.4. **Mitigation:** The critical mass effect suggests that more cyclists and pedestrians will reduce the risk to all because motorists will be more aware of them. In addition, collisions that do occur will be of lower speed and recent estimates suggest that at 20 mph there is a 1.5% risk of death, compared with 5% at 30 mph.
- 4.1.5. **Risk:** A lack of resources within West Mercia Police means that it may be challenging to undertake enforcement of the 20mph speed limit zones which may result in an ineffective scheme.
- 4.1.6. **Mitigation:** Although the enforcement of a 20mph speed limit zones may be challenging in the short-term, the need for proactive enforcement should be reduced over the longer term with the use of a behavioural change campaign, the adoption of more 20mph speed zones nation-wide and the introduction of Intelligent Speed Assistance (ISA) technology.
- 4.1.7. **Risk:** Inadequate resources are allocated to deliver the community behavioural change strategies or other soft measures or elements in the scheme delivery that "win hearts and minds".
- 4.1.8. **Mitigation:** Resources are already in place through West Mercia Police and Council's Road Safety services to deliver supporting soft measures, including Community Speedwatch, Bikeability training and child pedestrian training. These initiatives, combined with measures such as repeater signs and VAS, can have a short-term influence on driver behaviour. For influence to be maintained however, the evidence is that 'signed-only' 20mph speed limits need to be supported by enforcement, physical measures and other reinforcing measures. Council is also currently looking to recruit a member of staff specialised in community behavioural change techniques who will lead the proposed behavioural change campaign.

However, there is also evidence to support the idea that community engagement and empowerment – for example through community and voluntary sector initiatives such as DIY Streets and Playing Out – can lead to radical and lasting improvements in the

physical and social street or neighbourhood environment³. If the recommendation to introduce the proposed Copthorne and Porthill 20mph Speed Limit Zone is approved by Cabinet, further investigation can be undertaken into synergising the supporting community behavioural change elements of the project with relevant initiatives through community and voluntary sector organisations

5. Financial Implications

- 5.1 The proposed 20mph speed limit zone scheme would be 100% funded from the DfT Active Travel Fund Tranche 2 and is estimated to cost approximately £20,000 - £30,000.
- 5.2. The implementation of additional signs would place a requirement on the Authority to maintain them to an acceptable standard and would consequently incur additional ongoing revenue costs

6. Climate Change Appraisal

- 6.1. The proposed Copthorne and Porthill 20mph Speed Limit Zone will likely have numerous positive outcomes in terms of climate change and air quality through reducing speeds across the area and enabling modal shift from vehicular modes to active modes of transport. Expected outcomes include:

6.1.1. **Reduced energy and fuel consumption:**

- (a) Driving at lower speeds is proven to reduce fuel consumption. The Department for Transport states driving more slowly at a steady pace will save fuel and reduce pollution, unless an unnecessarily low gear is used.⁴ The provision of measures such as VAS signage that display a driver's current speed will assist in reducing unnecessary accelerations thereby lowering emissions of air pollutants. One study on 30 km/h zones (18.64mph) showed a 12% reduction in fuel consumption, which suggests that 20mph limits without measures such as traffic humps (which cause vehicles to decelerate and accelerate) can cut residential CO2 emissions by 12%⁵.
- (b) Mode shift to active transport is one of the most cost-effective ways of reducing transport emissions and reduced

³The state of the evidence on 20mph speed limits with regards to road safety, active travel and air pollution impacts A

Literature Review of the Evidence. Dr Adrian L Davis FFPH Adrian Davis Associates Consultant on Transport & Health Bristol, UK. August 2018

[enty for Worthing \(20splentyforworthing.org.uk\)](http://20splentyforworthing.org.uk)

⁵ Transform Research and Communication (TRC), 2017. 20mph default speed limits for residential areas, Edinburgh: Transform Scotland.

speeds in urban areas supports a modal shift to walking and cycling. In 2017, greenhouse gas emissions (GHG emissions) from road transport made up around a fifth of the UK's total GHG emissions⁶. Modal shift to active modes, alongside the adoption of low and no emission cars and vans is key as the UK looks to move towards the government's target of adopting net zero emissions by 2050.

7. Background

- 7.1. The proposed 20mph speed limit zone for Porthill and Copthorne forms part of the revised approach that came about as a result of the Porthill and Copthorne Liveable Neighbourhoods engagement exercise. The proposed Liveable Neighbourhoods formed the cornerstone of the wider Bicton to Shrewsbury Active Travel Corridor project which is being core funded by the DfT's Active Travel Fund 2 grant. The aim of this project is to provide for improved active travel infrastructure between both existing and proposed residential areas to the west of Shrewsbury (where there is a high level of development) to Shrewsbury Town Centre.
- 7.2 A large amount of support for a 20mph speed limit zone for the study area was gathered through the Porthill and Copthorne Liveable Neighbourhoods engagement exercise. 83 per cent of Survey One respondents and 85 per cent of Survey Two respondents supported this measure. This was the highest level of support received out of all the proposed measures put forward. Appendix 3 provides further detail on the wider Bicton to Shrewsbury Active Travel Corridor project, the DfT's Active Travel Fund 2 grant and the Porthill and the outcomes of the Copthorne Liveable Neighbourhoods engagement exercise.

8. Additional Information

- 8.1. As noted in section 2.4, there is overwhelming evidence that lower speeds result in fewer collisions and a reduced severity of injuries; and consistent evidence that casualties are reduced when 20mph speed limit zones are introduced. Appendix 4 provides an overview of where road traffic accidents have occurred in the study area over the last five years (November 2016 – November 2021) as well as the type of accident. If an 18-month pilot 20mph speed limit zone in the study area was introduced, it will be important for Council officers to work with West Mercia Police to proactively lower speeds in the area, not just for accident reduction reasons but also in the interests of overall community safety and cohesion. Appendix 4 contains a brief synopsis of how other Police forces around the UK proactive 'police' 20mph speed limit zones.

⁶ Office for National Statistics (ONS), [Road transport and air emissions - Office for National Statistics](#)

- 8.2. Lowering traffic speeds in urban areas should be seen as a behaviour change project and it is important that local communities have a part to play in both designing and delivering 20mph area zones. Behaviour change projects should be based on building social unacceptability for speeding in residential areas, and can be backed up by community speed enforcement campaigns and proactive policing (see section 8.1)
- 8.3. Although the enforcement of 20mph speed limit zones may be challenging in the short-term, the need for proactive police enforcement should also be reduced over the longer term with the introduction of Intelligent Speed Assistance (ISA) technology (see Appendix 5 for further detail).

9. Conclusions

- 9.1. Introduction of a pilot 20mph speed limit zone in Porthill and Copthorne, whereby existing 30mph limits are reduced to 20mph via a phased approach of initial 'signs and lines' only, offers a new approach to reduce speeds in the area. This approach has been adopted by some local authorities and is currently being tested by local authorities as a way to increase the uptake of sustainable travel modes and improve the experience of being on neighbourhood streets as well as making healthy travel safer. A 20mph speed limit zone supports the delivery of other Council objectives including health and wellbeing, creating healthy and dynamic communities and contributing to a carbon-zero transport network.
- 9.2 If the recommendations for a pilot 20mph speed limit are approved by Cabinet, the results of the public consultation exercise will be brought back to Cabinet to inform a decision as to whether to implement a pilot 20mph speed limit zone in the study area via an Experimental Traffic Order (see section 2.10) for a period of 18 months. A robust monitoring and evaluation process will be put in place as part of the pilot scheme to ensure all benefits (and disadvantages) are recorded and analysed to inform any future recommendations for the roll-out of 20mph speed limit zones in other areas.

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

N/A

Cabinet Member (Portfolio Holder)

Ian Nellins

Local Member

Julian Dean (Porthill Ward Member)

Rob Wilson (Copthorne Ward Member)

Appendices

- Appendix 1: Schedule of locations for 20mph speed limit signage
- Appendix 2: Porthill and Copthorne Study Area Traffic Data
- Appendix 3: Background: Proposed Porthill and Copthorne Liveable Neighbourhood Trials
- Appendix 4: Porthill and Copthorne Study Area Road Safety Data
- Appendix 5: Intelligent Speed Assistance (ISA Technology)
- Appendix 6: Survey to Residents
- Appendix 7: Equality, Social Inclusion and Health Impact Assessment (ESHIA) Initial Screening Record 2021-2022

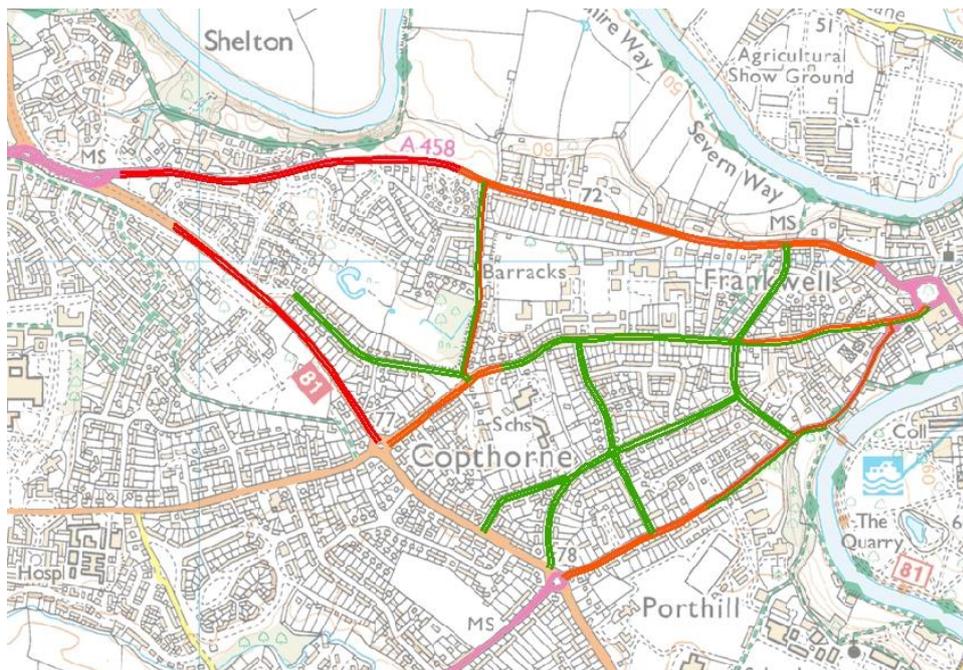
APPENDIX 1: SCHEDULE OF LOCATIONS FOR 20MPH SPEED LIMIT SIGNAGE

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| Alverley Close |
| Aysgarth Road |
| Barracks Lane |
| Bugle Close |
| Cadogan Gardens |
| Copthorne Crescent |
| Copthorne Drive |
| Copthorne Gardens |
| Copthorne Gate |
| Copthorne Park |
| Copthorne Rd (B4386) |
| Downfield Road |
| Eldon Drive |
| Eardley Close |
| Eastwoods Road |
| Granville Street |
| Greenacre Road |
| Greenhill Ave |
| Greenways |
| Hafren Close |
| Hafren Road |
| Kelsalls Lane |
| Lessar Ave |
| Leyburn Ave |
| Lindale Court |
| Pengwern Road |
| Pengwern Close |
| Porthill Close |
| Porthill Drive |
| Porthill Gardens |
| Porthill Road |
| Richmond Drive |
| Shelton Fields |
| Sherbourne Road |
| St George's Court |
| The Mount (from 55m East of Hafren Road only) |
| Thornhill Road |
| Tudor Gate |
| Westwood Drive |
| Whitfield Crescent |
| Willow Place |
| Woodbank Drive |
| Woodfield Ave |
| Woodfield Road |

APPENDIX 2: PORTHILL AND COPTHORNE STUDY AREA TRAFFIC DATA

1. The map below (Figure 1), which was created using data from recent baseline traffic surveys, shows those streets where the average daily traffic speeds are low (below 24mph) in green, moderate (between 24mph – 30mph) in orange and high (above 30mph) in red. According to the DfT Guidelines, the green streets wouldn't require any interventions, the orange streets would require the introduction of speed calming measures (such as speed tables, speed humps and chicanes) and the red streets would not be suitable for inclusion within a 20mph speed limit area zone.

Figure 1: 20mph Speed Limit Zone Study Area - Average Speeds



2. Figures 2 and 3 show peak hour pedestrian and cyclist flows on the strategic roads across the study area.

Figure 2: 20mph Speed Limit Zone Study Area - Peak Hour Pedestrian Flows

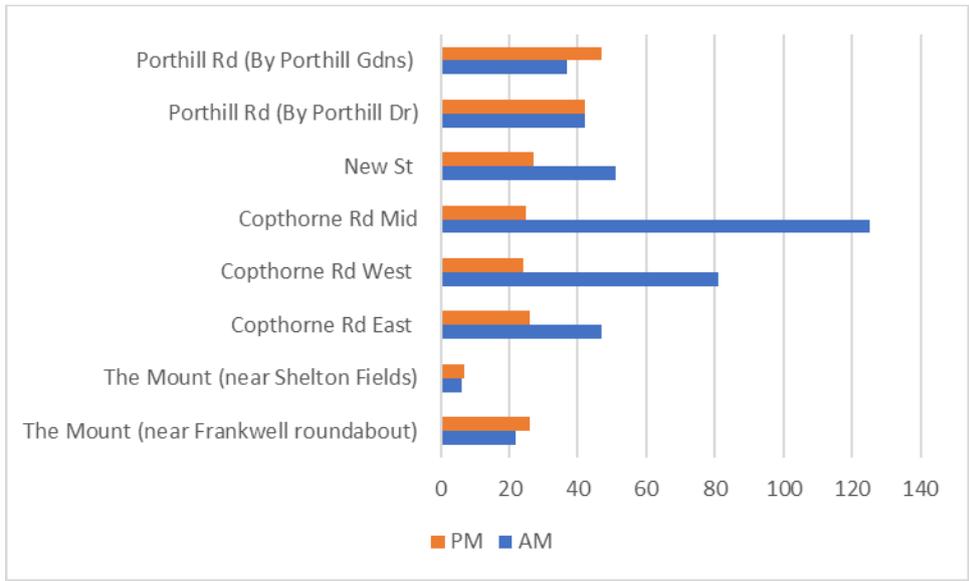
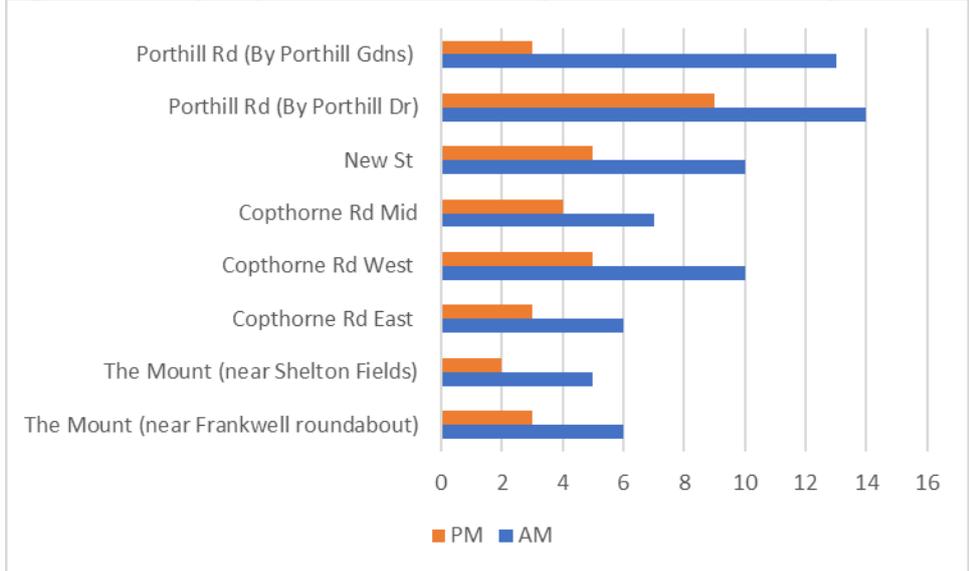


Figure 3: 20mph Speed Limit Zone Study Area - Peak Hour Cyclist Flows



APPENDIX 3: BACKGROUND – PROPOSED PORTHILL & COPTHORNE LIVEABLE NEIGHBOURHOOD TRIALS

1. In May 2020, the government launched a £2billion package to create a new era for cycling and walking in the UK. As part of this, a new Active Travel Fund was released. Shropshire Council successfully bid for funding from two tranches – the Emergency Active Travel Fund (Tranche 1) and the Active Travel Fund Tranche 2. Tranche 1 supported the provision of temporary schemes to enable social-distancing and encourage walking and cycling as an alternative to public transport during the Covid-19 pandemic and Tranche 2 supported the creation of longer-term schemes including the permanent installation of those Tranche 1 schemes which had received community support. The Council was awarded £86,000 through Tranche 1 in June 2020 and £259,500 through Tranche 2 in November 2020.
2. Council's bid for Tranche 2 funding (submitted in August 2020) was for £1.9M to fund four projects. The majority of this funding was sought to progress the Bicton to Shrewsbury Town Centre Active Travel Corridor project – the aim of which was to provide better connectivity for pedestrians and cyclists, through a network of shared-use paths, from Shrewsbury West, where there is a high level of projected growth in residential development, through to the Shrewsbury town centre. Council was awarded just 13% of the total funding requested and were therefore required to work with the DfT to submit a revised proposal. This took a longer amount of time than expected primarily due to a lack of staffing within Council at the time.
3. In May 2021, an Active Travel Manager was appointed whose core role was to submit a revised proposal for Tranche 2 funding. Two proposed 'Liveable Neighbourhood' trials for the Copthorne and Porthill areas (The Copthorne Liveable Neighbourhood Trial (CLiNT) and the Porthill Liveable Neighbourhood Trial (PLiNT) formed the cornerstone of this revised approach along with traffic-calming and additional crossings on Copthorne Rd (B4386) as the connection between the proposed Liveable Neighbourhoods. This revised approach also incorporated the use of Capability funding to progress two feasibility studies for segregated cycle facilities in the area.
4. In October 2021, Council launched a community engagement exercise in the Copthorne and Porthill communities, the core aim of which was to give the local community the opportunity to 'Have their Say' on whether they supported the proposed Liveable Neighbourhoods trials in principle, as well as the individual proposed measures.

5. In line with DfT requirements, Council were required to follow the following 'five-point plan' prior to the implementation of schemes under the Active Travel Fund Tranche 2:
 - Publish detailed consultation plans to show how Councils will consult their communities before funding is released
 - Show 'reasonable evidence' of consultation before schemes can be introduced.
 - Undertake appropriate public opinion surveys before and after implementation.
 - Submit monitoring reports on the implementation of schemes 6-12 months after their opening; and
 - Liaise closely with DfT on these requirements and attend briefing sessions where DfT will communicate the strengthened requirements in more detail.

6. An Active Travel webpage which contained detail on the Bicton to Shrewsbury Active Travel Corridor Programme with a focus on the proposed PLiNT and CLiNT as well as a detailed consultation plan was launched on Council's website on October 1, 2021. The Consultation Plan outlined the following phased consultation approach which was to be undertaken for the proposed Tranche 2 schemes:
 - Pre-consultation planning with Local Members
 - Phase 1: Engagement
 - Phase 2: Consultation

7. Pre-consultation with Local Ward Members, Julian Dean (Porthill) and Rob Wilson (Copthorne) was undertaken between August and October 2021 to inform the development of the proposed Liveable Neighbourhood trials. The pre-consultation process also included a stakeholder mapping exercise to identify local stakeholders, including schools, businesses, professional road users (such as bus operators and the refuse collection contractor, Veolia), statutory consultees (including emergency services) and disability groups. These stakeholders were invited to meet with Rose Dovey (Project Manager) and the Local Ward Members prior to the launch of the Phase 1 Engagement to give them the earliest opportunity to be informed of the proposed Liveable Neighbourhood trials and enable them to raise any concerns directly.

8. The Phase 1: Engagement exercise was held between 4 October and 1 November 2021, the core aim of which was to give the local community the opportunity to 'Have their Say' on whether they supported the PLiNT and the CLiNT proposals in principle, as well as the individual proposed measures. The community were also encouraged to provide suggestions for alternative measures. All formal feedback was collected through the following two survey portals:

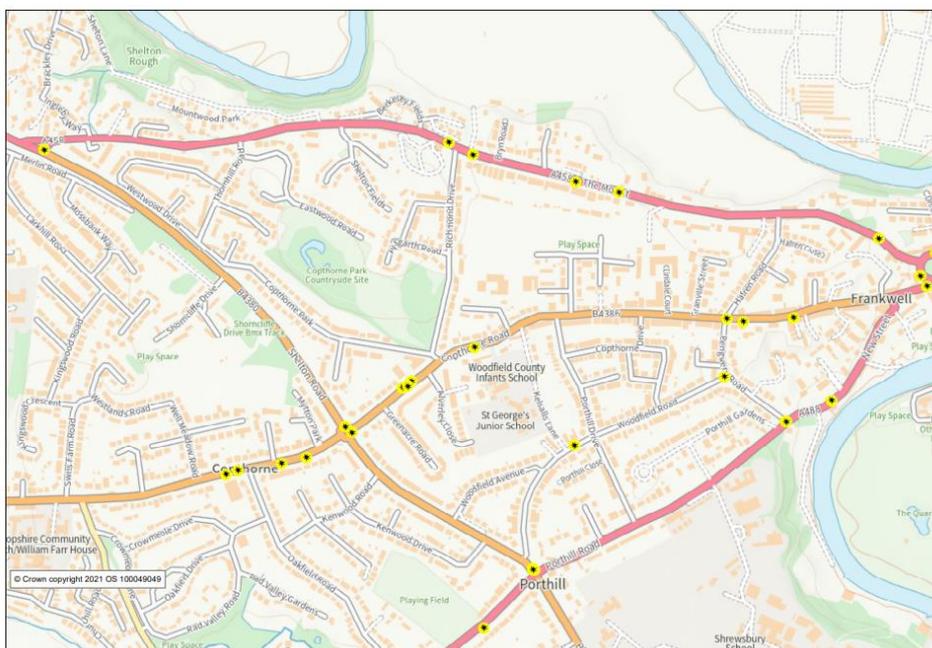
- A Survey Monkey survey (Survey 1) – This was a short survey designed to gather feedback on whether the community supported the proposals or not. This survey received 746 responses.
 - A Common Place survey (Survey 2) – This was a more in-depth survey with a mapping tool showing the boundaries of each area and allowing for interactive location comments (members of the community could review posts, agree and share with social media). This survey received **253** responses.
9. 999 survey responses were received in total. This cannot be viewed as the total number of respondents who took part as some respondents may have chosen to complete both surveys. The majority of respondents to both surveys were Shrewsbury residents with most stating that they live within the Copthorne and Porthill areas (Survey 1 - 83% and Survey 2 – 88%). The results of Survey 1 showed an almost even split between those who supported and those who opposed the proposals. 47.7% of respondents opposed the proposals and 46% of respondents supported the proposals. The results of Survey 2 showed that 59.3% of respondents opposed the proposals and 39.9% of respondents supported the proposals. This demonstrates that overall, more respondents opposed the proposals than supported them.
10. Although the outcome of this engagement exercise was that there was insufficient support for the proposed trials, the surveys indicated a high level of support for a 20mph speed limit zone with 83 per cent of Survey One respondents and 85 per cent of Survey Two respondents supporting this measure. This was the highest level of support received out of all the proposed measures put forward. As a result, a revised approach to the CLiNT and the PLiNT was developed which took into account the into account the following key concerns raised by the community during the Phase 1: Engagement.
- Speed and volume of traffic in the area
 - Safety improvements needed for road and footway users crossing roads
 - Improved environments needed for pedestrians and cyclists
 - Improvements to the 'feel' of the area needed, particularly in regard to reduced traffic and traffic noise.
 - Resident and street parking concerns
11. In December 2021, Council's Active Travel Programme Board (ATPB) reviewed the results of the community engagement exercise. Following that review, it was considered appropriate not to proceed with the Liveable Neighbourhood Trials but instead to put forward a second revised approach for approval by the DfT. The revised approach, consisting of the following projects was approved by DfT at a meeting held in late December 2021:

- A 20mph area zone for Porthill and Copthorne
 - Two additional crossings and traffic calming measures for Copthorne Rd
 - School Travel Planning
12. The ATPB suggested that a report should be presented to Cabinet in early 2022 to seek endorsement to go out for public consultation to introduce a proposed pilot 20mph speed limit zone in the ward areas of Copthorne and Porthill. The additional crossings and school travel planning work is currently being progressed in parallel workstreams.

APPENDIX 4: PORTHILL AND COPTHORNE STUDY AREA ROAD SAFETY DATA

- As noted in section 2.1, There is overwhelming evidence that lower speeds result in fewer collisions and a reduced severity of injuries; and consistent evidence that casualties are reduced when 20mph speed limit zones are introduced. Research shows that even as little as a 1mph reduction in average speed can result in an average 6% reduction in collisions. Figure 3 shows those sites where road traffic accidents have occurred in the study area over the last five years (November 2016 – November 2021).

Figure 3: 20mph Speed Limit Zone Study Area – Road Traffic Accident Data (2016-21)



- An overview of Police data on reported road traffic accidents occurring in the study area over the last five years (November 2016 – November 2021) shows:
 - Twenty-five accidents have been reported in the study area resulting in thirty-two casualties. Ten (40%) of these road traffic accidents were classified as 'serious injury crashes' and fifteen (60%) were slight injury crashes.
 - Of the thirty-two casualties, there were 9 pedestrian casualties and 9 cyclist casualties (28% of all casualties respectively).
Combined, 56% of all casualties were active travel users
 - Fourteen accidents (56%) took place at high-risk times i.e during peak hours (08:00 – 09:00 and 15:00 – 18:00) – These fourteen accidents resulted in twenty casualties, six of which were pedestrian casualties (30%) and four of which were cyclists (20%).

3. Multiple factors, rather than one single factor (such as excessive speed) were identified in the Police reports as contributing to these reported road traffic accidents. These factors included driver error, pedestrian/cyclist error, occurrence of a medical episode resulting in loss of control of a vehicle and lack of visibility. Slower moving traffic would most likely have influenced the outcome of many of these accidents either by preventing the occurrence of the accident in the first place or reducing the severity of the accident.
4. Proactive policing is also key to lowering speeds in an area thereby reducing the number and severity of accidents. West Mercia Police policies and practices, in regard to 20mph speed limit zones, are currently in alignment with the DfT Guidance in that 20mph speed limits and zones should be self-enforcing. However, there are police forces around the country that have departed from the national guidance in the interests of overall community safety and cohesion rather than just for casualty reduction reasons, including:
 - **West Midlands Police:** The Traffic Unit recognises that 20mph limits "... are evidently the most important speed limit to our communities and have the largest potential of any limit to positively affect lifestyle choices and reduce the amount of people killed or seriously injured on our roads, so why not enforce them?"
 - **London Metropolitan Police:** The Traffic Unit are increasing their enforcement of 20mph limits which includes use of Community Speedwatch and also Junior Speedwatch using school children to educate drivers found speeding in the proximity of schools.
 - **Avon and Somerset Police:** The Traffic Unit treat 20mph limits in a similar manner to any other speed limit. They publish speed camera locations in advance each week and these regularly include more than fifty 20mph sites out of a total of around 2004 sites. Motorists are given a clear and unambiguous message that 20mph limits are both mandatory and enforced. Most non-compliers receive the option of a Speed Awareness Course or a Fixed Penalty Notice.

APPENDIX 5: INTELLIGENT SPEED ASSISTANCE (ISA) TECHNOLOGY

1. Intelligent Speed Assistance (ISA) technology uses a speed sign-recognition video camera and/or GPS-linked speed limit data to automatically restrict the speed of the vehicle to the legal limit. ISA systems do not automatically apply the brakes, but simply reduce engine power preventing the vehicle from accelerating past the limit.
2. The European Union agreed in 2019 to make ISA, along with a number of other vehicle safety measures, mandatory on new models of car sold in the EU from May 2022 and on new versions of models currently on the market, from May 2024. The UK's Vehicle Certification Agency (VCA) has stated it intends to adopt the EU rules; also, car manufacturers are unlikely to produce different vehicles specifically for the UK market. Over time, vehicles with ISA technology will make up an increasing proportion of the national fleet thereby helping to progressively reduce the amount of proactive enforcement required.

APPENDIX 6; SURVEY TO RESIDENTS

PROVIDED AS A SEPARATE PAPER

APPENDIX 7; EQUALITY, SOCIAL INCLUSION AND HEALTH IMPACT ASSESSMENT (ESHIA)

Shropshire Council

Equality, Social Inclusion and Health Impact Assessment (ESHIA)

Initial Screening Record 2021-2022

A. Summary Sheet on Accountability and Actions

| |
|--|
| Name of proposed service change |
| Copthorne and Porthill 20mph Speed Limit Zone |
| Name of lead officer carrying out the screening |
| Rose Dovey, Interim Active Travel Manager |

Decision, review, and monitoring

| Decision | Yes | No |
|---|-----|----|
| Initial (part one) ESHIA Only? | x | |
| Proceed to Full ESHIA or HIA (part two) Report? | | x |

If completion of an initial or Part One assessment is an appropriate and proportionate action at this stage, please use the boxes above. If a Full or Part Two report is required, please move on to full report stage once you have completed this initial screening assessment as a record of the considerations which you have given to this matter.

| |
|--|
| <p>Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality, social inclusion, and health considerations</p> <p>The proposed Copthorne and Porthill 20mph Speed Limit Zone affects all people in the given area, both residents and others who use the area as a through route to access their destination by private vehicle. This may have an impact across a range of Protected Characteristic groupings, particularly those with physical or learning disabilities and their carers, and families with children, including those attending schools in the area.</p> <p>It is envisaged that the potential impact in equality terms will be medium to high positive for the groupings of Age, Disability, and Pregnancy and Maternity, and for the tenth grouping used in Shropshire, of Social Inclusion. This because the 20mph speed limit zone is anticipated to result in safety gains for pedestrians, cyclists and other active modes, including users of mobility scooters, wheelchair users, and people with pushchairs and prams.</p> <p>It is envisaged that the potential impact for the Disability grouping will be low positive in that the potential outcome of the 20mph Speed Limit Zone is to lower traffic speeds resulting in safety gains for those people in the Disability groupings</p> |
|--|

who choose to walk, cycle or use other active modes (including mobility scooters) on this corridor.

The proposed 20mph Speed Limit Zone is expected to present the following positive impacts:

1. Fewer collisions and reduced severity of collisions and injuries

There is overwhelming evidence that lower speeds result in fewer collisions and in reduced severity of collisions and injuries. This evidence has built up over more than two decades⁷. From the evidence base, it can be clearly understood that the higher the speed the longer it takes to stop the vehicle and the greater the harm on impact. At the point a car travelling at 20mph car would have stopped, a car travelling at 30mph would still be doing 24mph. Additionally, the risk of being killed is almost 5 times higher in collisions between a car and a pedestrian at 50km/h (31mph) compared to the same type of collisions at 30 km/h (18.6mph)ⁱ In 2018.

2. Increased physical and health outcomes

Increasing walking and cycling is an important policy goal of the Government who has set a national target for half of all journeys in towns and cities being cycled or walked by 2030 ([Gear Change – A Bold Vision for Walking and Cycling](#)). Lower traffic speeds will encourage more uptake of active travel modes due to the increased (actual and perceived) safety benefits, convenience and comfort of walking and cycling in the area.

Physical inactivity costs the NHS up to £1 billion each year, with additional indirect costs of £8.2 billion according to a report by the Department for Transport (DfT) in 2014 on the economic benefits of walking and cycling⁸. This report also highlights a link between adult obesity levels and travel behaviour as countries with the highest levels of cycling and walking generally have the lowest obesity rates. The Local Government Association (LGA), in its Growing Cycle Use, report stated that if cycling rates were elevated to London levels across other UK cities, this would avoid at least 34,000 incidences of 8 life-threatening conditions between 2017 and 2040. Regular commuting by bike is also linked to a lower risk of cancer, asthma, diabetes and heart disease⁹ compared to other forms of transport.

Increased levels of walking and cycling amongst a community can also have positive mental health outcomes. According to the NHS, physical activity can protect against anxiety and depression, in particular, exercising outdoors has been shown to have additional benefits¹⁰. Research in the British Medical Journal suggests that exercise can also help reduce stress. Guidance from the UK Chief Medical Officers' on physical activity suggests that 30 minutes of moderate activity per day almost halve the odds of experiencing depression. Additionally, the Gear Change Strategy states that completing 20 minutes of exercise each day cuts the risk of depression by 31% and increases worker productivity.

3. Reduced carbon emissions and air pollution

⁷ Welsh 20mph Task Force Group Final Report (July 2020, page 8)

⁸ Active travel: local authority toolkit - GOV.UK (www.gov.uk)

⁹ Active travel: local authority toolkit - GOV.UK (www.gov.uk)

Active travel: local authority toolkit - GOV.UK (www.gov.uk)

More walking and cycling, as a result of implementing a 20mph speed limit zone in Porthill and Copthorne, will help reduce carbon emissions and air pollution. Sustrans, the national travel charity, estimates that 28,000 to 36,000 early deaths occur each year in the UK due to air pollution worsening heart and lung disease. As more of our short journeys (43% of all urban and town journeys are under 2 miles) are cycled or walked, the carbon and air quality benefits will be complemented by significant improvements in public health and wellbeing¹¹

4. Reduced noise

Evidence for other changes in health impacts resulting from the implementation of a 20mph speed limit zone include likely reductions in noise as motor traffic will be travelling at lower speeds. Research suggests that higher motor vehicle speeds lead to greater annoyance, but more significantly lower speeds and hence reduced noise could result in positive changes in physical and mental health outcomes including lowering hypertension.

5. An increase in independent mobility for children

In surveys of children's school travel mode repeatedly across the UK the top concern of parents/ guardians is fear of motor traffic¹². This then leads to the vicious spiral of increased danger as more people drive their children to school – which amplifies health inequalities. Minimising a child's independent transport is associated with substantial loss of physical, mental and social health benefits and can establish habitual sedentary behaviours across the life-course. A 20mph Speed Limit Zone can play an important part in tackling road danger at source which may lead to reducing parents/guardians fear of motor traffic and allowing their children to travel to school by bike or on foot.

The proposed 20mph speed limit zone is anticipated to present the following neutral or negative impacts:

1. Delayed journey times

Slower traffic speeds across the study area may result in delayed journey times across the area

2. Traffic displacement

Introduction of the proposed 20mph speed limit zone may result in an increase in traffic flows on some roads. Traffic modelling undertaken has shown that traffic may re-route across the study area onto those roads that offer the quickest and most direct route. This may result in increased exposure to carbon emissions and air pollution for both residents and people travelling on these roads.

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

¹¹ Active travel: local authority toolkit - GOV.UK (www.gov.uk)

¹² Welsh 20mph Task Force Group Final Report (July 2020), page 8.

Specific actions proposed to enhance the anticipated positive impacts will focus upon communication of the benefits of implementing a 20mph speed limit zone across a range of potential audiences.

Monitoring of the following potential impacts of implementing the 20mph speed limit zone will be undertaken six-monthly (in accordance with DfT Guidelines) and will be assessed across a longer term (5 –10 year) period

- Average and 85th percentile speeds across the study area
- Number of traffic collisions and the severity of collisions
- Carbon emissions and air pollution levels
- Community satisfaction levels
- Numbers of children walking and cycling to school
- Bike ownership and usage levels
- Numbers and frequency of residents walking and cycling for everyday trips
- Noise levels
- Area-wide traffic levels

The proposed public consultation process with residents and key stakeholders will help identify any additional potential negative impacts of the proposed 20mph speed limit zone in terms of equality, social inclusion and health considerations. This feedback, in turn, will help officers to develop mitigation measures.

Additionally, officers will also continue to monitor and review similar 20mph speed limit zones that are in operation across the UK enabling them to build upon the knowledge gained from the research undertaken to develop this report.

This will draw upon shared learning with Oxfordshire CC, Kent CC, and Bristol City Council, as well as learning from approaches by police forces including West Midlands Constabulary. Officers will continue to share learning with local SC councillors and portfolio holder as well as with the local MP, in their complementary roles as community leaders.

Associated ESHIAs

Relevant associated ESHIAs and ESIIAs include those undertaken for pedestrianisation measures during lockdown, as well as those in relation to economic growth initiatives in Shrewsbury.

Actions to mitigate negative impact, enhance positive impact, and review and monitor overall impacts in terms of any other considerations. This includes climate change considerations

Climate change

As per the relevant section in the committee report, the proposed Copthorne and Porthill 20mph speed limit zone point will likely have numerous positive outcomes in terms of climate change through encouraging modal shift from vehicular modes to active modes of transport. Expected outcomes include:

Reduced energy and fuel consumption: Mode shift to active transport is one of the most cost-effective ways of reducing transport emissions. In 2017, greenhouse gas emissions (GHG emissions) from road transport made up around a fifth of the UK's total GHG emissions¹¹. Modal shift to active modes, alongside the adoption of low and no emission cars and vans is key as the UK looks to move towards the government's target of adopting net zero emissions by 2050. In order to encourage modal shift to active modes, there needs to be a large-scale provision of safe active travel corridors that connect people to employment and education as well as key services and shopping facilities.

Renewable energy generation: This decision doesn't create any opportunities to generate renewable energy.

Carbon offsetting: This decision doesn't create any opportunities for carbon off-setting.

Climate change adaption: This decision doesn't create any opportunities for climate change adaption.

Economic and societal/wider community:

Streets that enable more walking and cycling produce more cohesive and safe communities for people to live, work and socialise in. The proposed 20mph speed limit zone will help enhance the liveability of the Copthorne and Porthill area by reducing the domination of vehicular traffic in the area which will encourage both individuals and families to walk and cycle both for leisure and for transport purposes and also to 'dwell' in the area. This, in turn, means there is enhanced surveillance of the area thereby reducing the likelihood of crime. More pedestrians and cyclists on streets may also encourage motorists to be more vigilant and adhere to lower speed limits as they will expect to encounter more pedestrians and cyclists.

The proposed 20mph speed limit zone will also provide enhanced access to local shops and facilities by foot or cycle thereby encouraging the local community to visit local shops and services rather than drive to shops further afield. This, in turn, provides an economic benefit for the community as active travel improvements can lead to an increase in shopping footfall, increased spend and increased frequency of return visits.

Increased levels of active travel in the community may lead to the longer-term benefit of reducing road congestion, particularly at peak times, leading to increased productivity and improved movement of goods and services. Sustrans estimated that congestion costs £10 billion per year in 2009 in urban areas, and that this cost could rise to £22 billion by 2025¹³.

Scrutiny at Part One screening stage

| People involved | Signatures | Date |
|-----------------|------------|------|
|-----------------|------------|------|

¹³ Active travel: local authority toolkit - GOV.UK (www.gov.uk)

| | | |
|--|---|-----------------------------|
| Lead officer carrying out the screening | Rose Dovey | 28 th April 2022 |
| Any internal service area support* | | |
| Any external support** Mrs Lois Dale, Rurality and Equalities Specialist |  | 29 th April 2022 |

*This refers to other officers within the service area

**This refers to support external to the service but within the Council, e.g., the Rurality and Equalities Specialist, the Feedback and Insight Team, performance data specialists, Climate Change specialists, and Public Health colleagues

Sign off at Part One screening stage

| Name | Signatures | Date |
|----------------------------|------------|------------|
| Lead officer's name | Rose Dovey | 2 May 2022 |
| Accountable officer's name | | |

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

B. Detailed Screening Assessment

Aims of the service change and description

The purpose of this Cabinet report is to seek Cabinet's endorsement to go out to public consultation to implement a pilot 20mph speed limit zone in the ward areas of Copthorne and Porthill (Shrewsbury) known in this report as 'the study area'. The aim of the pilot 20mph speed limit zone would be to establish the best methodology for the roll-out of 20mph speed limit zones in other areas.

This report explains how implementing area-wide 20mph speed limit zones can provide a safer and more attractive environment for active modes as well as provide broader environmental, health and community benefits.

The core aim of implementing a 20mph speed limit zone in Copthorne and Porthill would be to reduce overall traffic speeds in the area closer to 20mph rather than to bring average speeds on all roads in the area down to 20mph or below. This would be implemented via a phased approach with the initial introduction of low-cost measures including signage and road markings and a community behaviour change campaign to encourage drivers over time to drive at an appropriate speed without excessive reliance by the Council on enforcement by the Police. It is envisaged that speeds across the area will be monitored as part of the pilot and will be used to inform whether further engineering measures are required to reduce vehicular speeds at problem sites.

Intended audiences and target groups for the service change

The proposed pilot scheme will affect all people in the given area, both residents and others who travel through the study area.

This includes children and their families and carers accessing the two schools (Woodfield Infants School and St George's Junior School) in the study area, as well as teaching and support staff.

All vehicles answering emergency calls will be exempt from the proposed 20mph speed limit zone.

Target groups also include the elected Shropshire Council councillor for the ward, along with Shrewsbury Town Council Councillors and the MP for the town.

Evidence used for screening of the service change

As part of the 'Liveable' Neighbourhood' trials work, WSP were commissioned to undertake traffic surveys and review and analyse the traffic data. As part of this commission, WSP also performed tests within the SATURN Strategic model (which was built for the North-West Relief Road work) to understand the implications of the changes, including a 20mph speed limit zone, to the highway network on traffic flows. The following traffic surveys were undertaken in the study area during November and December 2021.

- Manual Classified Counts (MCCs)
- Queue surveys.
- Automatic Traffic Counts (ATCs) including pedestrian and cyclist counts via camera

A thorough evidence review has been undertaken to inform the screening of the service change. Evidence reviewed included:

- An analysis of other local authorities' 20mph speed limit zone policies and public-facing reports and reviews.
- The Royal Society for the Prevention of Accidents (RoSPA), *Road Safety Factsheet: 20mph Zones and Speed Limits Factsheet* (November 2020)
- Department for Transport Circular 01/2013 (January 2013) [Setting local speed limits - GOV.UK \(www.gov.uk\)](#)
- Office for National Statistics (ONS), [Road transport and air emissions - Office for National Statistics](#)
- Welsh Government *20mph Task Force Group Final Report* (July 2020)
- ADEPT Speed Management Workshop – *20mph Speed Limits, Recent Developments*, Phil Jones (Phil Jones Associates) (14 January 2022)
- *Quantifying the effectiveness of 20mph speed limits in urban and rural areas*, Dr Adrian Davis, Professor of Transport and Health (Transport Research Institute, Edinburgh Napier University)

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

A 20mph speed limit zone for the study area was put forward as part of the proposed Liveable Neighbourhood Trials Community Engagement Exercise undertaken in late 2021. It received the most support (up to 85%) out of all the proposed measures the community were asked to provide feedback on.

This Cabinet report outlines the need for specific consultation on the proposed 20mph speed limit zone with the community. The initial consultation will focus on the benefits of introducing a pilot 20mph speed limit zone and building support and awareness as well as educating the community to help overcome doubts as to its effectiveness. Core messages can be themed to include community benefits, a sense of place, health and wellbeing as well as road safety. Intended audiences and target groups include:

- Residents
- Key stakeholders (for example bus companies, waste and refuse collection, emergency services)
- Schools - including students, staff and parents/carers
- Businesses
- Disability groups
- Church groups

If the results of the consultation exercise establish that there is a desire in the community to introduce a 20mph speed limit zone, an area-wide behavioural change campaign will be developed and launched into the community alongside the implementation of signage, lining and low-cost speed management measures (via a Experimental Traffic Order).

Initial equality impact assessment by grouping (Initial health impact assessment is included below)

A. Please rate the impact that you perceive the service change is likely to have on a group, through stating this in the relevant column.

B. Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.

| Protected Characteristic groupings and other groupings 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, negative, or neutral impact (please specify) <i>Part One ESIIA required</i> |
|--|---|---|---|---|
| <u>Age</u> (please include children, young people, young people leaving care, people of working age, older people. Some people may belong to more than one group e.g., a child or young person for whom there are safeguarding concerns e.g., an older person with disability) | | | X | |
| <u>Disability</u> | | | X | |

| | | | | |
|--|--|--|---|---------|
| (please include mental health conditions and syndromes; hidden disabilities including autism and Crohn's disease; physical and sensory disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; and HIV) | | | | |
| Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | | Neutral |
| Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment) | | | | Neutral |
| Pregnancy and Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | X | |
| Race (please include ethnicity, nationality, culture, language, Gypsy, Traveller) | | | | Neutral |
| Religion and belief (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Zoroastrianism, and any others) | | | | Neutral |
| Sex (this can also be viewed as relating to gender. Please include associated aspects: safety, caring responsibility, potential for bullying and harassment) | | | | Neutral |
| Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment) | | | | Neutral |
| Other: Social Inclusion (please include families and friends with caring responsibilities; households in poverty; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities; veterans and serving members of the armed forces and their families) | | | X | |

Initial health and wellbeing impact assessment by category

A. Please rate the impact that you perceive the service change is likely to have with regard to health and wellbeing, through stating this in the relevant column.

B. Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.

| Health and wellbeing: individuals and communities in Shropshire | High negative impact <i>Part Two HIA required</i> | High positive impact | Medium positive or negative impact | Low positive negative or neutral impact (please specify) |
|---|---|-----------------------------|--|---|
| <p>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing? For example, would it cause ill health, affecting social inclusion, independence and participation?</p> <p>.</p> | | | X medium positive: improvements to perceived safety, road safety and community cohesion. | |
| <p>Will the proposal <i>indirectly impact</i> an individual's ability to improve their own health and wellbeing? For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?</p> <p>.</p> | | | X medium positive: improved opportunities for safer walking and cycling | |
| <p>Will the policy have a <i>direct impact</i> on the community - social, economic and environmental living conditions that would impact health? For example, would it affect housing, transport, child development, education, employment opportunities, availability of green space or climate change mitigation?</p> <p>.</p> | | | X medium positive: improved opportunities for safer walking and cycling | |
| <p>Will there be a likely change in <i>demand</i> for or access to health and social care services? For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services?</p> <p>.</p> | | | | X neutral |

Identification of likely impact of the service change in terms of other considerations including climate change and economic or societal impacts

In terms of **climate change**, a range of mitigation measures could contribute towards improving the health and well-being of Shropshire's residents by facilitating more walking and cycling, in response to the improving perceived safety, and by facilitating the increased use of more sustainable and active modes of transport that can help people to become fitter and healthier.

In terms of **Human Rights**, the proposed Copthorne and Porthill 20mph speed limit zone is likely to be most relevant to Article 2 of the Human Rights Act– The Right to Life. The presence of a 20mph speed limit zone will be likely to have a favourable impact on the likelihood of injury crashes occurring, particularly injury crashes involving pedestrians and motor vehicles and cyclists and motor vehicles (see section 4.1.4).

Guidance Notes

1. 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. By way of illustration, some local authorities focus more overtly upon human rights; some include safeguarding. It is about what is considered to be needed in a local authority's area, in line with local factors such as demography and strategic objectives as well as with the national legislative imperatives.

Carrying out these impact assessments 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.

These screening assessments for any proposed service change go to Cabinet as part of the committee report, or occasionally direct to Full Council, unless they are ones to do with Licensing, in which case they go to Strategic Licensing Committee.

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.

These screening assessments are recommended to be undertaken at timely points in the development and implementation of the proposed service change.

For example, an ESHIA would be a recommended course of action before a consultation. This would draw upon the evidence available at that time, and identify

the target audiences, and assess at that initial stage what the likely impact of the service change could be across the Protected Characteristic groupings and our tenth category of Social Inclusion. This ESHIA would set out intended actions to engage with the groupings, particularly those who are historically less likely to engage in public consultation eg young people, as otherwise we would not know their specific needs.

A second ESHIA would then be carried out after the consultation, to say what the feedback was, to set out changes proposed as a result of the feedback, and to say where responses were low and what the plans are to engage with groupings who did not really respond. This ESHIA would also draw more upon actions to review impacts in order to mitigate the negative and accentuate the positive. Examples of this approach include the Great Outdoors Strategy, and the Economic Growth Strategy 2017-2021

Meeting our Public Sector Equality Duty through carrying out these ESHIAs is very much about using them as an opportunity to demonstrate ongoing engagement across groupings and to thus visibly show we are taking what is called due regard of the needs of people in protected characteristic groupings

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.

In practice, Part Two or Full Screening Assessments have only been recommended twice since 2014, as the ongoing mitigation of negative equality impacts should serve to keep them below the threshold for triggering a Full Screening Assessment. The expectation is that Full Screening Assessments in regard to Health Impacts may occasionally need to be undertaken, but this would be very much the exception rather than the rule.

2. Council Wide and Service Area Policy and Practice on Equality, Social Inclusion and Health

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, Social Inclusion and Health Impact Assessments (ESHIA) come in. Where you carry out an ESHIA 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 in order 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 stand-alone for a member of the public to read. The approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions, or projects, may have an adverse impact on a particular 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 or households that we may describe as vulnerable.

Examples could be households on low incomes or people for whom there are 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. Another specific vulnerable grouping is veterans and serving members of the Armed Forces, who face particular challenges with regard to access to Health, to Education, and to Housing.

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 ESHIA, you still need to demonstrate and record 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 behaviour, for contractors to read and sign. It may well not be something that is in the public domain like an ESHIA, but you should still be ready for it to be made available.

Both the approaches sit with a manager, and the manager has to 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 ESHIA:

- 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 particular 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 maximise

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 with regard to equality, where you are commissioning a service or product from them.
- If you are setting out the standards of behaviour that 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 in regard to these groupings in particular.

3. Council wide and service area policy and practice on health and wellbeing

This is a relatively new area to record within our overall assessments of impacts, for individual and for communities, and as such we are asking service area leads to consider health and wellbeing impacts, much as they have been doing during 2020-2021, and to look at these in the context of direct and indirect impacts for individuals and for communities. A better understanding across the Council of these impacts will also better enable the Public Health colleagues to prioritise activities to reduce health inequalities in ways that are evidence based and that link effectively with equality impact considerations and climate change mitigation.

Health in All Policies – Health Impact Assessment

Health in All Policies is an upstream approach for health and wellbeing promotion and prevention, and to reduce health inequalities. The Health Impact Assessment (HIA) is the supporting mechanism

- Health Impact Assessment (HIA) is the technical name for a common-sense idea. It is a process that considers the wider effects of local policies, strategies and initiatives and how they, in turn, may affect people's health and wellbeing.
- Health Impact Assessment is a means of assessing both the positive and negative health impacts of a policy. It is also a means of developing good evidence-based policy and strategy using a structured process to review the impact.

- A Health Impact Assessment seeks to determine how to maximise health benefits and reduce health inequalities. It identifies any unintended health consequences. These consequences may support policy and strategy or may lead to suggestions for improvements.
- An agreed framework will set out a clear pathway through which a policy or strategy can be assessed and impacts with outcomes identified. It also sets out the support mechanisms for maximising health benefits.

The embedding of a Health in All Policies approach will support Shropshire Council through evidence-based practice and a whole systems approach, in achieving our corporate and partnership strategic priorities. This will assist the Council and partners in promoting, enabling and sustaining the health and wellbeing of individuals and communities whilst reducing health inequalities.

Individuals

Will the proposal have a *direct impact* on health, mental health and wellbeing?

For example, would it cause ill health, affecting social inclusion, independence and participation?

Will the proposal directly affect an individual's ability to improve their own health and wellbeing?

This could include the following: their ability to be physically active e.g., being able to use a cycle route; to access food more easily; to change lifestyle in ways that are of positive impact for their health.

An example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g., green highways), and changes to public transport that could encourage people away from car usage. and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve lives.

Will the proposal *indirectly impact* an individual's ability to improve their own health and wellbeing?

This could include the following: their ability to access local facilities e.g., to access food more easily, or to access a means of mobility to local services and amenities? (e.g. change to bus route)

Similarly to the above, an example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g. pedestrianisation of town centres), and changes to public transport that could encourage people away from car usage, and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve their health and well being.

Communities

Will the proposal directly or indirectly affect the physical health, mental health, and wellbeing of the wider community?

A *direct impact* could include either the causing of ill health, affecting social inclusion, independence and participation, or the promotion of better health.

An example of this could be that safer walking and cycling routes could help the wider community, as more people across groupings may be encouraged to walk more, and as there will be reductions in emission leading to better air quality.

An *indirect impact* could mean that a service change could indirectly affect living and working conditions and therefore the health and well being of the wider community.

An example of this could be: an increase in the availability of warm homes would improve the quality of the housing offer in Shropshire and reduce the costs for households of having a warm home in Shropshire. Often a health promoting approach also supports our agenda to reduce the level of Carbon Dioxide emissions and to reduce the impact of climate change.

Please record whether at this stage you consider the proposed service change to have a direct or an indirect impact upon communities.

Demand

Will there be a change in demand for or access to health, local authority and social care services?

For example: Primary Care, Hospital Care, Community Services, Mental Health and Social Services?

An example of this could be: a new housing development in an area would affect demand for primary care and local authority facilities and services in that location and surrounding areas. If the housing development does not factor in consideration of availability of green space and safety within the public realm, further down the line there could be an increased demand upon health and social care services as a result of the lack of opportunities for physical recreation, and reluctance of some groupings to venture outside if they do not perceive it to be safe.

For further information on the use of ESHIAs: please contact your head of service or contact Mrs Lois Dale, Rurality and Equalities Specialist and Council policy support on equality, via telephone 01743 258528, or email lois.dale@shropshire.gov.uk.

For further guidance on public health policy considerations: please contact Amanda Cheeseman Development Officer in Public Health, via telephone 01743 253164 or email amanda.cheeseman@shropshire.gov.uk

¹ Office for National Statistics (ONS), Road transport and air emissions - Office for National Statistics

ⁱ International Transport Forum/OECD, 2018. Speed and Crash Risk. Paris: OECD www.itf-oecd.org/sites/default/files/docs/speed-crash-risk.pdf accessed 18th July 2018.