

Shropshire Council
Legal and Democratic Services
Shirehall
Abbey Foregate
Shrewsbury
SY2 6ND

Date: Tuesday, 26 November 2024

Committee:
Cabinet

Date: Wednesday, 4 December 2024
Time: 10.30 am
Venue: Council Chamber, Shirehall, Abbey Foregate, Shrewsbury, SY2 6ND

You are requested to attend the above meeting. The Agenda is attached

There will be some access to the meeting room for members of the press and public, but this will be limited. If you wish to attend the meeting please email democracy@shropshire.gov.uk to check that a seat will be available for you.

Please click [here](#) to view the livestream of the meeting on the date and time stated on the agenda

The recording of the event will also be made available shortly after the meeting on the Shropshire Council Youtube Channel [Here](#)

Tim Collard Assistant Director - Legal and Governance

Members of Cabinet

Lezley Picton (Leader)
Cecilia Motley
Ian Nellins
Robert Macey
Gwilym Butler
Dean Carroll
Kirstie Hurst-Knight
Mark Jones
Dan Morris
Chris Schofield

Your Committee Officer is:

Ashley Kendrick Democratic Services Officer
Tel: 01743 250893
Email: ashley.kendrick@shropshire.gov.uk

AGENDA

1 Apologies for Absence

2 Disclosable Interests

Members are reminded that they must declare their disclosable pecuniary interests and other registrable or non-registrable interests in any matter being considered at the meeting as set out in Appendix B of the Members' Code of Conduct and consider if they should leave the room prior to the item being considered. Further advice can be sought from the Monitoring Officer in advance of the meeting.

3 Minutes (Pages 1 - 8)

To confirm the minutes of the meeting held on 20 November 2024.

4 Public Question Time

To receive any questions from members of the public, notice of which has been given in accordance with Procedure Rule 14. Deadline for notification is not later than 12 noon on Thursday 28 November 2024.

5 Member Question Time

To receive any questions from Members of the Council. Deadline for notification is not later than 12 noon on Thursday 28 November 2024.

6 Scrutiny Items

7 Setting the Council Tax Taxbase for 2025/26 (Pages 9 - 36)

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer - Ben Jay

8 Collaborative Budget (Pages 37 - 44)

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer - Ben Jay

9 Draft Financial Strategy 2024/25 - 2028/29

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer - Ben Jay

REPORT TO FOLLOW

10 Treasury Management Update Quarter 2 2024/25 (Pages 45 - 68)

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer - Ben Jay

11 Treasury Strategy 2024/25 Mid-Year Review (Pages 69 - 96)

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer - Ben Jay

12 Air Quality consultation ESHIA (Pages 97 - 368)

Lead Member – Councillor Chris Schofield, Portfolio Holder for Planning and Regulatory Services

Lead Officer - Rachel Robinson

13 Shropshire Infrastructure Funding Statement 2024 (Pages 369 - 398)

Lead Member – Councillor Chris Schofield, Portfolio Holder for Planning and Regulatory Services

Lead Officer – Eddie West

14 Parking Tariff Consultation

Lead Member – Councillor Dan Morris, Portfolio Holder for Highways

Lead Officer – Andy Wilde

REPORT TO FOLLOW

15 Grounds Maintenance Service Delegation to Shrewsbury Town Council (Pages 399 - 416)

Lead Member – Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities

Lead Officer – Jane Trethewey

16 Leisure Services Review Consultation (Pages 417 - 438)

Lead Member – Councillor Rob Macey, Portfolio Holder for Culture and Digital

Lead Officer – Jane Trethewey

17 Exclusion of Press and Public

To resolve that, in accordance with the provisions of schedule 12A of the Local Government Act 1972 and Paragraph 10.4 [3] of the Council's Access to Information Rules, the public and press be excluded from the meeting during consideration of the following items

18 Exempt Minutes (Pages 439 - 440)

To confirm the exempt minutes of the meeting held on 20 November 2024.

19 Date of Next Meeting

To note that the next meeting is scheduled to take place on Wednesday 22 January 2025.



Committee and Date

Cabinet

4 December 2024

CABINET

Minutes of the meeting held on 20 November 2024

In the Council Chamber, Shirehall, Abbey Foregate, Shrewsbury, SY2 6ND

10.30 am

Responsible Officer: Ashley Kendrick

Email: ashley.kendrick@shropshire.gov.uk Tel: 01743 250893

Present

Councillor Lezley Picton (Chairman)

Councillors Ian Nellins, Robert Macey, Gwilym Butler, Kirstie Hurst-Knight, Mark Jones, Dan Morris and Chris Schofield

215 Apologies for Absence

Apologies were received from Councillors Dean Carroll and Cecilia Motley.

216 Disclosable Interests

No declarations were received.

217 Minutes

RESOLVED:

That the minutes of the meeting held on 16 October 2024 be confirmed as a correct record.

218 Public Question Time

Public questions were received from:

David Andrew, in relation to green waste collections.

Frank Oldaker, in relation to flooding.

The full questions and response provided can be found on [Responses to Public Questions - Cabinet 20 November 2024.pdf](#)

219 Member Question Time

Councillor Tom Biggins, in relation to the Mini Roundabout at the Junction of Claypit Street and London Road, Whitchurch – 22/09212/ENF.

Councillor David Vasmer (read out by Councillor Roger Evans) in relation to a commemorative plaque in the Market Square. **Page 1** Response to a supplementary question,

the Portfolio Holder confirmed that he would be happy to co-ordinate a meeting with interested parties to investigate options. He would make contact with Councillor Vasmer outside the meeting.

The full questions and responses provided can be found on [Responses to Member Questions - Cabinet 20 November 2024.pdf](#)

220 Scrutiny Items

There were no scrutiny items.

221 Financial Monitoring Report Quarter 2 2024/25

The Portfolio Holder for Finance, Corporate Resources and Communities introduced the report which provided a detailed review of the Council's financial position as at 30 September 2024. He highlighted a slight improvement in the projected overspend, from £38.5m to £35.1m. He gave reassurance that spending boards were in place to monitor spending, and savings were being achieved. Members noted that as the year progressed, a greater proportion of the Council's spending and income becomes certain, and the risks associated with the diminishing remainder of the financial year also diminishes. Furthermore, estimates from earlier in the year can be revisited and reworked, strengthening the robustness of financial projections.

A query was received regarding the percentage of the Council's total spend on third-party contracts and the percentage of spending reductions achieved in that area. The Executive Director for Resources advised that the overall gross budget was £709 million and the cost of third-party spend was approximately £400 million, but would provide detailed figures after the meeting.

Members inquired about the progress of the sale and leaseback scheme mentioned in the report and the budget overspend in the Place Directorate.

The Executive Director for Resources explained that multiple options for the sale and leaseback scheme were being considered, with confidence that one would be delivered by the end of the financial year.

The Executive Director for Place addressed the Place Directorate's overspend, attributing it to the Veolia contract, property-related issues, and capitalisation.

Members thanked the Executive Management Team and officers for their hard work.

RESOLVED:

that:

- A. Cabinet Members continue to work closely with the Chief Executive and senior officers to urgently take the necessary actions to improve further the Quarter 2 forecast of a projected spend over budget of £35.095m (30th September 2024), by year end, predominantly focussing on remaining savings or mitigating actions to be delivered in 2024/25.

- B. Cabinet Members discussed the impact of the projected expenditure forecast on the General Fund Balance and note the risk of further service pressures (savings required) in next year if financial performance in the current year is not improved.

222 Performance Monitoring Report Quarter 2 2024/25

The Portfolio Holder for Culture and Digital presented the performance monitoring report for quarter two, noting improvements in key performance indicators, such as the percentage of educational healthcare plans issued within 20 weeks. He also acknowledged areas needing attention, like the rate of deaths by suicide in Shropshire and advised that targeted work continued through the multi-agency Suicide Prevention Action Group to address this issue.

Members recognised the significant progress in the issuance of educational healthcare plans and expressed gratitude for the efforts of officers involved.

In response to a query regarding renewable energy, the Portfolio Holder for Climate Change, Environment and Transport advised members that areas for wind turbines had been mapped out, pending government stance on onshore wind turbines.

Concerns were raised regarding the average number of days lost to sickness absence, which was approximately 10% above target. The Portfolio Holder for Finance, Corporate Resources and Communities advised that the detailed health and safety report would address this further, emphasising the importance of staff well-being.

RESOLVED:

That Cabinet:

- Reviewed and considered performance dashboard information alongside this exception report.
- Noted progress to date in achieving the outcomes of The Shropshire Plan (TSP) and commented as appropriate.
- Confirmed that the KPIs currently agreed remain the same for 2024/2025 and agreed to individual Portfolio Holders reviewing the targets for the agreed KPIs with the relevant Executive Director.

223 Annual H&S Performance Report 2023/24

The Portfolio Holder for Finance, Corporate Resources and Communities presented the Health and Safety performance for 2023-2024, which detailed the key Health and Safety data for the Council, progress on last year's Annual Report and identified key priorities for 2024-2025.

Members inquired about the specific measures being taken to support staff well-being and reduce sickness absence. The Portfolio Holder reiterated the importance of staff well-being and mentioned regular communication and availability of well-being initiatives and counselling support. He also highlighted the role of the health and safety team in leading these efforts.

Members noted that the health and safety team is working towards more digitalised processes, including e-learning modules for staff training and the development of a Power BI screen to monitor health and safety performance regularly.

The Leader shared positive feedback from a staff member about the mental health first aiders initiative, highlighting its impact on staff well-being.

RESOLVED:

That Cabinet Members considered the contents of the report and noted that:

- A. Progress has been maintained during 2023-2024 on managing health safety and wellbeing across the Council.
- B. Agreed actions for 2024/25 are included in section 7.

224 Draft Strategic Equality Objectives Action Plan for 2024-2028

The Portfolio Holder for Finance, Corporate Resources and Communities presented the report which sought Cabinet approval in order to enable compliance with specific duties under the Equality Act 2010. Approval would also facilitate demonstration of good practice in regard to equality.

Members were advised that the key actions from 2020-2024 included increasing understanding among officers and elected members about the challenges faced by people with protected characteristics and those at risk of social exclusion. Efforts included promoting positive community initiatives, marking commemorations and celebrations, and signing the Safe Ageing No Discrimination (SAND) covenant.

Members noted the new strategic equality action areas for 2024-2028.

Members emphasized the importance of the SAND covenant and its role in encouraging other organisations to sign up, promoting broader equality efforts.

RESOLVED:

That Cabinet agreed to the publication of Shropshire Council's Equality Objectives Action Plan for 2024 to 2028, (as set out in Appendix A) in order to meet legal requirements for compliance with the Public Sector Equality Duty placed upon the Council through the Equality Act 2010.

225 Request for approval to consult on the draft Oswestry Shop Front Design Guide (Standing Pre-Application Advice Note)

The Portfolio Holder for Planning and Regulatory Services presented the report which sought approval to undertake a public consultation on the draft Oswestry Shop Front Design Guide, which aimed to ensure that future shop front designs in Oswestry are in keeping with the town's historic character while supporting modern businesses.

Members welcomed the report and questioned how the guide would help with enforcement against shops not complying with conservation area standards. The Portfolio Holder explained that the guide would provide a baseline for enforcement and help ensure that new shop fronts are in keeping with the historic character of the area.

Members queried the impact of the guide on the decline of the High Street and how it could be applied to other communities. Members noted that the guide would help reverse the decline of the High Street by ensuring that shop fronts are attractive and in keeping with the town's character. It could also serve as a template for other market towns in Shropshire.

The Portfolio Holder emphasised the importance of community input during the consultation process.

Members praised the joint working between Shropshire Council, the Town Council, the BID community, and Heritage England. Particular thanks were given to the historic environment team for their work on the guide.

RESOLVED:

- To approve an eight week public consultation on the Draft Oswestry Shop Front Design Guide: Standing Pre-Application Advice Note – see Appendix 1.
- That authority is given to the Executive Director of Place, in consultation with the Portfolio Holder for Planning and Regulatory Services, to agree any additional minor-changes to the Draft Oswestry Shop Front Design Guide: Standing Pre-Application Advice Note ahead of this consultation.

226 Highways Term Maintenance Contract - Proposed 1 Year Extension

The Portfolio Holder for Highways introduced the report which recommended a one-year extension of the Highways Term Maintenance Contract with Kier Transportation, highlighting significant service improvements and cost efficiencies. The extension would ensure service continuity and allow time to develop a future operating model.

Members noted that:

- This financial year had seen an increase in productive output on repairs of 46% (50% of which were carried out within five days) with no budget increase.
- The average cost to the council of repairing a pothole has fallen by 66% in the past four years and is now below the national average.
- The percentage of the right first-time, permanent repairs, was now at 96%. This is the highest level ever as a unitary council.
- The mixed economy model has been beneficial, with spending on the contract 50% below previous levels while maintaining economies of scale for larger purchases like tarmac.
- The new 'hybrid' model has received industry recognition for being at the leading edge of national best practice, with Shropshire winning both "Team of the Year"

and also the “Collaborate Partnership Award” at the Department for Transport Special Recognition awards in October this year.

Members raised concerns about the contract's performance and queried whether alternatives to the current contract had been considered. Criticism was also expressed regarding insurance claims issues and the fixed overhead payments. The Portfolio Holder acknowledged the challenges with insurance claims and overhead costs but emphasised that the overhead figure was the lowest in the country for Kier contracts.

Members sought clarification on the mixed economy model, the use of direct labour, and the incentive payments structure. The Assistant Director for Highways and Transport explained that the mixed economy model includes direct labour through agency arrangements and contracts with other contractors. He mentioned that the incentive payments were linked to key performance indicators (KPIs) to drive performance and that these payments would be phased out in the extension.

Praise was given for the flexibility and control provided by the mixed economy model, highlighting its positive impact on road safety and cross-portfolio work.

RESOLVED:

That Cabinet:

1. Approved the recommended amendments to the conditions of the contract and the commercial arrangements as set out in Section 7.5 of this report.
2. Authorised the implementation of the amendments via a deed of variation to the current contract between the Council and the Contractor for a period of 12 months from 1st April 2025.
3. Give delegated authority for the Executive Director of Place to explore and agreed further contract amendments, in consultation with the Portfolio Holder for Highways and Transport.

227 Exclusion of Press and Public

RESOLVED:

That, in accordance with the provisions of schedule 12A of the Local Government Act 1972 and Paragraph 10.4 [3] of the Council's Access to Information Rules, the public and press be excluded from the meeting during consideration of the following items.

228 SUE West Options Appraisal

RESOLVED:

To approve the recommendations as set out in the exempt report.

229 Chief Officer Pay Report

RESOLVED:

That Cabinet considered the options contained within the exempt report and approved the recommendation.

230 Date of Next Meeting

Members noted that the next meeting was scheduled for Wednesday 4 December 2024.

Signed (Chairman)

Date:

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Committee and Date

Cabinet
4th December 2024

Council
12th December 2024

Item

Public



Setting the Council Tax Taxbase for 2025/26

Responsible Officer:

James Walton

email: james.walton@shropshire.gov.uk

Tel: 01743 258915

Cabinet Member (Portfolio Holder):

Cllr Gwilym Butler, Finance & Corporate Support

1. Synopsis

This report presents the Council Tax Taxbase for 2025/26. The report outlines the Council Tax discount policies, Council Tax Support Scheme and the Collection Rate and the impact of these on the taxbase.

2. Executive Summary

- 2.1. In order to determine the appropriate Council Tax levels for Shropshire Council, it is necessary to determine the Council Tax taxbase for the area. The budget requirements of the various precepting authorities are divided by this figure to arrive at the Band D Council Tax.
- 2.2. This report sets out the Council Tax taxbase for 2025/26 and the policies used to determine the taxbase.
- 2.3. For 2025/26 the Council Tax taxbase will be 121,374.04 Band D equivalents, this is an increase of 1.83% from 2024/25.
- 2.4. The policies and assumptions used in determining the taxbase are:
 - A. The minor amendments to the Council Tax Support scheme have no impact on the taxbase determination

- B. Continuation of the discretionary Council Tax discount policy to not award a discount in respect of vacant dwellings undergoing major repair, i.e. former Class A exempt properties
- C. Continuation of the discretionary Council Tax discount policy in respect of vacant dwellings, i.e. former Class C exempt properties, of 100% for one month
- D. Continuation of the “six week rule” in respect of vacant dwellings, i.e. former Class C exempt properties
- E. Continuation of the discretionary Council Tax discount policy in respect of properties which have been unoccupied and substantially unfurnished for more than one year
- F. Implementation of the revised discretionary Council Tax policy to levy a Council Tax premium of 100% in respect of second homes (other than those that retain a 50% discount through regulation as a result of job related protection)
- G. Estimated Collection rate of 98.2% for 2025/26

3. Recommendations

Cabinet members are asked to agree and recommend to full Council:

- 3.1. To approve, in accordance with the Local Authorities (Calculation of Tax Base) (England) Regulations 2012, the amount calculated by Shropshire Council as it's Council Tax taxbase for the year 2025/26, as detailed in Appendix A, totalling 121,374.04 Band D equivalents.
- 3.2. To note the changes to the Council's localised Council Tax Support (CTS) scheme in 2025/26. The scheme is attached at Appendix B.
- 3.3. To note the Council Tax Support Scheme amendments detailed in Appendix B have no impact on the taxbase determination.
- 3.4. To note the exclusion of 8,146.06 Band D equivalents from the taxbase calculation as a result of localised Council Tax Support.
- 3.5. To note continuation of the discretionary Council Tax discount policy to not award a discount in respect of vacant dwellings undergoing major repair, i.e. former Class A exempt properties.
- 3.6. To note continuation of the discretionary Council Tax discount policy in respect of vacant dwellings, i.e. former Class C exempt properties, of 100% for one month i.e. effectively reinstating the exemption and the resulting exclusion of 232.45 band D equivalents from the taxbase calculation.
- 3.7. To note continuation of the “six week rule” in respect of vacant dwellings, i.e. former Class C exempt properties.

- 3.8. To note continuation of the discretionary Council Tax discount policy to levy a Council Tax premium of 100% in relation to dwellings which have been unoccupied and substantially unfurnished for more than one year (but less than five years) and the resulting inclusion of an additional 752.78 Band D equivalents in the taxbase calculation.
- 3.9. To note continuation of the discretionary Council Tax discount policy to levy a Council Tax premium of 200% in relation to dwellings which have been unoccupied and substantially unfurnished for more than five years (but less than ten years) and the resulting inclusion of an additional 204.00 Band D equivalents in the taxbase calculation.
- 3.10. To note continuation of the discretionary Council Tax discount policy to levy a Council Tax premium of 300% in relation to dwellings which have been unoccupied and substantially unfurnished for more than ten years and the resulting inclusion of an additional 196.67 Band D equivalents in the taxbase calculation.
- 3.11. To note the implementation of the discretionary Council Tax discount policy to levy a Council Tax premium of 100% in relation to second homes (other than those that retain a 50% discount through regulation as a result of job related protection) and the resulting inclusion of an additional 1,833.88 Band D equivalents in the taxbase calculation.
- 3.12. To approve a collection rate for the year 2025/26 of 98.2%.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. Expression of Council Tax Support in terms of Band D equivalents results in a higher potential for inaccuracies in the determination process as Council Tax Support is a significantly more volatile discount element.
- 4.2. Details of the potential risk in relation to establishing a collection rate allowance is detailed within this report in Section 8.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve

- scaling down initiatives,
- changing the scope,
- delaying implementation, or
- extending delivery timescales.

- 5.2. The Council Tax taxbase figure impacts on the Council Tax that will be levied by the Council for 2025/26.
- 5.3. The implication of the Council's localised Council Tax Support scheme are detailed in Appendix B.
- 5.4. The financial implications of the discounts and premiums to be applied in 2024/25 are detailed in Appendix C.
- 5.5. Proposed amendments to premiums for 2025/26 onwards are detailed in Appendix C.
- 5.6. The implications regarding the determined collection rate are detailed in Section 8.

6. Climate Change Appraisal

- 6.1. The Setting the Council Tax Taxbase 2025/26 report and recommendations have no direct effect on climate change.

7. Background

- 7.1. Shropshire Council has responsibility for determining the Council Tax taxbase for the Council's geographical area.
- 7.2. The taxbase for Council Tax must be set between 1 December 2024 and 31 January 2025 in relation to 2025/26 as prescribed by the Local Authorities (Calculation of Council Tax Base) Regulations 2012.
- 7.3. The Council is also required to inform the major precepting authorities, West Mercia Police & Crime Commissioner and Shropshire & Wrekin Fire Authority, of the taxbase in order to enable the calculation of Council Tax for the following year. Each town and parish council is also notified of its own Council Tax taxbase. A detailed build of the taxbase analysed by both parish and town council and Environment Agency region is shown in Appendix A.
- 7.4. The purpose of this report, therefore, is to determine and approve the Council Tax taxbase for Shropshire Council for 2025/26.

8. Additional Information

Taxbase Calculation

8.1. Based on the valuation list, the Council Tax taxbase is the number of properties in the area falling within each council tax property valuation band, modified to take account of the adjustments set out below. Taxbase is expressed as a Band D equivalent.

8.2. An analysis of Council Tax bands within Shropshire Council is detailed below:

Property Band	House Value	Ratio to Band D	Analysis of Dwellings on the Valuation List (%)	% Increase / (Decrease) over 2023/24
A	Under £40,000	6/9	18.0	0.7
B	40,001 - 52,000	7/9	25.6	0.9
C	52,001 - 68,000	8/9	20.8	1.0
D	68,001 - 88,000	9/9	14.5	1.0
E	88,001 - 120,000	11/9	11.6	1.2
F	120,001 - 160,000	13/9	6.1	0.9
G	160,001 - 320,000	15/9	3.2	0.7
H	Over 320,000	18/9	0.2	2.3

8.3. There are 151,872 properties in the valuation list for the Shropshire Council area. This compares with a figure of 150,504 in the list at the same time last year. There has been an increase of 1,368 properties overall, which equates to 0.91%.

8.4. The methodology followed for calculating the taxbase is as follows:

- Ascertain the number of properties in each Council Tax band (A to H) shown in the valuation list as at 9 September 2024.
- Adjust for estimated changes in the number of properties through new build, demolitions and exemptions.
- The number of discounts and disabled relief allowances which apply as at 7 October 2024.
- Convert the number of properties in each Council Tax band to Band D equivalents by using the ratio of each band to Band D and so arrive at the total number of Band D equivalents for the Council.
- Adjust the total number of Band D equivalents by the estimated Council Tax collection rate for the year

8.5. These calculations are undertaken for each property band in each parish.

Collection Rate

8.6. In determining the taxbase, an allowance must be made to provide for changes to the taxbase during the year (e.g. due to new properties, appeals against banding, additional discounts, Council Tax Support award changes, etc.) as well as losses on collection arising from non-payment. This is achieved by estimating a Council Tax collection rate for the year and must be common for the whole of Shropshire.

- 8.7. A collection rate of 98.5% was assumed for the 2024/25 financial year and it is recommended that a collection rate of 98.2% should be assumed for the purpose of determining the Council Tax taxbase in 2025/26.
- 8.8. Actual in year collection rates in 2021/22, 2022/23 and 2023/24 were 98.1%, 98.2% and 97.8% respectively.
- 8.9. If the actual rate exceeds 98.2% a surplus is generated, which is shared between the Unitary Council, West Mercia Police & Crime Commissioner and Shropshire & Wrekin Fire Authority, pro rata to their demand on the Collection Fund for the relevant year. Conversely, any shortfall in the collection rate results in a deficit, which is shared in a similar manner. The surplus or deficit is taken into account in setting the Council Tax in the following year.

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

Local Member: All

Appendices

Appendix A: 2025/26 Parish and Town Council Tax Taxbase Summary for Shropshire Council.

Appendix B: Shropshire Council's Localised Council Tax Support Scheme

Appendix C: Discretionary Discount Policies

2025/26 Parish and Town Council Council Tax Taxbase Summary for Shropshire Council	APPENDIX A
Parish / Town Council	Council Tax Taxbase (Band D Equivalents)
Abdon & Heath	120.38
Acton Burnell, Frodesley, Pitchford, Ruckley & Langley	275.42
Acton Scott	43.19
Adderley	199.68
Alberbury with Cardeston	423.53
Albrighton and Donington	2,332.65
All Stretton, Smethcott & Woolstaston	186.43
Alveley & Romsley	898.06
Ashford Bowdler	37.61
Ashford Carbonel	196.90
Astley	214.68
Astley Abbots	260.62
Aston Bottrell, Burwarton & Cleobury North	116.83
Atcham	97.07
Badger	59.98
Barrow	276.34
Baschurch	1,332.37
Bayston Hill	1,851.73
Beckbury	152.43
Bedstone & Bucknell	347.55
Berrington	480.86
Bettws-Y-Crwyn	96.44
Bicton	383.32
Billingsley, Deuxhill, Glazeley & Middleton Scriven	170.59
Bishops Castle Town	701.46
Bitterley	369.27
Bomere Heath & District	837.24
Boningale	146.59
Boraston	80.64
Bridgnorth Town	4,706.72
Bromfield	124.66
Broseley Town	1,611.93
Buildwas	114.75
Burford	467.27
Cardington	222.27
Caynham	552.50
Chelmarsh	232.25
Cheswardine	411.41
Chetton	166.06
Childs Ercall	312.05
Chirbury with Brompton	348.24
Church Preen, Hughley & Kenley	133.03
Church Pulverbatch	173.26
Church Stretton & Little Stretton Town	2,260.53
Claverley	960.07
Clee St. Margaret	73.25
Cleobury Mortimer	1,212.97
Clive	249.12
Clun Town with Chapel Lawn	557.59
Clunbury	266.16

2025/26 Parish and Town Council Council Tax Taxbase Summary for Shropshire Council	APPENDIX A
Parish / Town Council	Council Tax Taxbase (Band D Equivalents)
Clungunford	152.14
Cockshutt-cum-Petton	328.50
Condover	961.15
Coreley	146.75
Cound	215.90
Craven Arms Town	852.34
Cressage, Harley & Sheinton	426.92
Culmington	174.09
Diddlebury	299.86
Ditton Priors	374.06
Eardington	256.97
Easthope, Shipton & Stanton Long	210.49
Eaton-Under-Heywood & Hope Bowdler	197.28
Edgton	54.8
Ellesmere Rural	1006.61
Ellesmere Town	1595.89
Farlow	198.48
Ford	332.24
Great Hanwood	428.05
Great Ness & Little Ness	577.41
Greete	49.92
Grinshill	116.77
Hadnall	384.83
Highley	1147.3
Hinstock	559.77
Hodnet	606.66
Hope Bagot	33.02
Hopesay	272.73
Hopton Cangeford & Stoke St. Milborough	173.83
Hopton Castle	42.28
Hopton Wafers	317.42
Hordley	104.49
Ightfield	225.76
Kemberton	123
Kinlet	458.67
Kinnerley	539.89
Knockin	148.21
Leebotwood & Longnor	203.25
Leighton & Eaton Constantine	211.46
Llanfairwaterdine	112.53
Llanyblodwel	278
Llanymynech & Pant	699.13
Longden	558.75
Loppington	288.11
Ludford	477.84
Ludlow Town	3714.23
Lydbury North	238.31
Lydham & More	139.33
Mainstone & Colebatch	92.17

2025/26 Parish and Town Council Council Tax Taxbase Summary for Shropshire Council	APPENDIX A
Parish / Town Council	Council Tax Taxbase (Band D Equivalents)
Market Drayton Town	4,302.41
Melverley	52.86
Milson & Neen Sollars	126.62
Minsterley	639.68
Montford	260.93
Moreton Corbett & Lee Brockhurst	153.03
Moreton Say	219.48
Morville, Acton Round, Aston Eyre, Monkhoppton & Upton Cressett	404.84
Much Wenlock Town	1,276.40
Munslow	188.46
Myddle & Broughton	641.51
Myndtown, Norbury, Ratlinghope & Wentnor	281.00
Nash	150.66
Neen Savage	159.93
Neenton	63.66
Newcastle	136.89
Norton-In-Hales	353.94
Onibury	135.13
Oswestry Rural	1,724.20
Oswestry Town	5,494.51
Pontesbury	1,439.61
Prees	1,202.00
Quatt Malvern	102.68
Richards Castle	147.71
Rushbury	287.90
Ruyton-XI-Towns	474.77
Ryton & Grindle	79.23
Selattyn & Gobowen	1,376.82
Shawbury	906.14
Sheriffhales	339.65
Shifnal Town	3,610.14
Shrewsbury Town	27,453.97
Sibdon Carwood	49.71
St. Martins	1,063.54
Stanton Lacy	174.28
Stanton-Upon-Hine Heath	262.72
Stockton	138.14
Stoke-Upon-Tern	512.08
Stottesdon & Sidbury	356.08
Stowe	51.89
Sutton Maddock	114.24
Sutton-Upon-Tern	421.54
Tasley	415.03
Tong	127.94
Uffington	109.47
Upton Magna	157.96
Welshampton & Lyneal	393.42
Wem Rural	712.90
Wem Town	2,066.32
West Felton	605.65

2025/26 Parish and Town Council Council Tax Taxbase Summary for Shropshire Council	APPENDIX A
Parish / Town Council	Council Tax Taxbase (Band D Equivalents)
Westbury	523.51
Weston Rhyn	915.72
Weston-Under-Redcastle	125.92
Wheathill	83.63
Whitchurch Rural	696.65
Whitchurch Town	3,697.20
Whittington	998.94
Whitton	59.80
Whixall	337.22
Wistanstow	343.74
Withington	109.54
Woore	624.39
Worfield & Rudge	949.59
Worthen with Shelve	865.15
Wroxeter & Uppington	169.83
Shropshire Council Total	121,374.04
Environment Agency - Severn Trent Region	113,801.99
Environment Agency - Welsh Region	4,824.22
Environment Agency - North West Region	2,747.83
Shropshire Council Total	121,374.04

Council Tax Support

- 1.1. The 2010 Spending Review announced the localisation of council tax support and The Welfare Reform Act 2012 abolished Council Tax Benefit from 31 March 2013 and required that Local Government created a localised Council Tax Support (CTS) scheme effective from 1 April 2013, accommodating a reduction in funding of 10%.
- 1.2. Shropshire Council's localised CTS scheme was approved in December 2018. A number of small amendments have been made to the main Council Tax Support Scheme to take effect from 1st April 2025. These amendments are detailed in the scheme summary included in section 1.7 below.
- 1.3. From 2013, therefore, council tax support has taken the form of reductions within the council tax system, replacing national council tax benefit. Making reductions as part of the council tax system reduces a billing authority's Council Tax taxbase. Billing and major precepting authorities receive funding (Council Tax Support Grant) which reduce their council tax requirement and, depending on the design of the local council tax scheme, can help offset the council tax revenue foregone through reductions.
- 1.4. An estimate of the effect of the local Council Tax Support Scheme on the Council Tax taxbase has been determined for Shropshire. It is estimated that the Council Tax Support Scheme will reduce the Council Tax taxbase by 8,146.06 Band D equivalents.
- 1.5. As Council Tax Support entitlement will vary throughout the year and this will affect the taxbase it is more likely that the amount of Council Tax collected in 2025/26 will vary from the estimate.
- 1.6. A link to the full scheme for 2024/25 is below.

<https://www.shropshire.gov.uk/media/28775/ctrs-scheme-2024-2025.pdf>

- 1.7 The CTS scheme summary is provided on the following pages.

SHROPSHIRE COUNCIL – BENEFITS SERVICE

COUNCIL TAX SUPPORT (CTS)

Introduction

The current Council Tax Benefit scheme is a means tested benefit that helps people with a low income to pay their Council Tax.

From April 2013 this will be abolished and all local authorities will provide a new scheme called 'Council Tax Support'. The funding that is provided for this scheme will be reduced by 10% and therefore it is likely that some people will have to pay more towards their Council Tax bill.

The changes will not affect pensioners even though they will move into the new scheme.

The Government have confirmed that all pensioners will be protected and receive the same amount of benefit they do now under the current Council Tax Benefit Scheme.

Each local authority will be able to provide Council Tax support in a different way depending on local needs, funding available and how it can be administered. Each Council is expected to devise a new scheme and then put this to public consultation by the end of 2012.

Our new scheme was devised and published on the Shropshire Council website for customers, stakeholders and other agencies to comment on. Public consultation closed on the 14th December and the new scheme was formally adopted by the Council on 16th January 2013.

Anyone of working age will now be subject to the new scheme from April 2013. The differences that you will see in the new Council Tax Support Scheme are: -

- Removal of second adult rebate
- Reduction of the capital limit from £16,000 to £10,000
- Removal of earnings disregards
- Removal of child benefit disregard
- Increase in non-dependant deductions

Please note the following amendments are for the calculation of Council Tax Support only and do not affect Housing Benefit calculations.

Removal of Second Adult Rebate

Second Adult Rebate (2AR) is awarded to a customer based on the circumstances of a second adult living in the property. Under the new scheme this has been abolished and will no longer be effective from 01.04.13.

Reduction of the capital limit

For working age people the capital limit will reduce to £10,000 from 01.04.13. This will mean that if a customer's savings amounts to more than £10,000 they will not be entitled to CTS. The lower capital limit of £6,000 remains the same.

Tariff income calculations remain as is i.e. from the total amount if capital £6,000 is deducted, the remainder is then divided by 250 if the result is not an exact multiple of £1 the result is rounded up to the next whole £1

All other capital rules including static savings, land and property, shares, etc remain the same.

Removal of Earnings disregards

All income disregards for working age people will cease from the 01.04.13.

Removal of Child Benefit disregards

Child benefit will no longer be disregarded from the calculation of CTS from the 01.04.03.

Increase in non-dependant earned income deductions (working age only)

From 01.04.13 non dep deductions will increase to the following: -

£5 for anyone earning under £100,
£10 for anyone earning between £100 and £150
£20 for anyone earning over £150 per week

This deduction will only be made from their earned income. It won't affect any other income they receive.

Non-dependant earned income deductions (pension age only)

Gross income less than £186.00	=	£3.65
Gross income £186.00 to £321.99	=	£7.25
Gross income £322.00 to £400.99	=	£9.15
Gross income £401.00 or above	=	£10.95

Unearned income will attract the following disregards (working age and pension age):

Others aged 18 or over incl. JSAC & ESAC	=	£3.65
In receipt of Pension Credit, IS, JSA (IB), ESA(IR)	=	nil

(This disregard will be up-rated annually in line with figures provided annually by DCLG)

A new minimum earnings threshold will be introduced with effect from 01/04/15 to reflect the current arrangements in the Housing Benefit scheme.

This minimum earnings threshold will help to determine whether a European Economic Area (EEA) national's previous or current work can be treated as genuine and effective for the purposes of deciding whether they have a right to reside in the UK as a worker or self-employed person.

The minimum earnings threshold has been set at the level at which workers start to pay National Insurance Contributions (NICs), currently £153 a week in the 2014/15 tax year. If an EEA national can prove that they have been earning at least this amount for a period of 3 months immediately before they claim CTS their work can be treated as genuine and effective and they will have a right to reside as a worker or self-employed person.

If they do not satisfy the minimum earnings threshold criteria, a further assessment will be undertaken against a broader range of criteria (such as hours worked, pattern of work, nature of employment contract etc.) to determine whether their employment is genuine and effective.

Ultimately, if an EEA national's income does not meet the minimum earnings threshold or the additional criteria to be classified as genuine and effective employment they will not be eligible for CTS.

Special Educations Needs Allowance – to be disregarded in full with effect from 01/09/14

War Pensions / Armed Forces Compensation Scheme Guaranteed Income Payments – to be disregarded in full with effect from 01/04/13 (and to be consistent with Housing Benefit)

From 01/04/15 the CTR scheme will include changes to the habitual residency test to reflect changes to the Housing Benefit (HB) regulations.

The amendments to the CTS scheme removes access to CTS for EEA jobseekers who make a new claim for CTS on or after 1 April 2015. EEA nationals who are self-employed, are workers or who are unemployed but retain their worker status have the same rights to CTS as a UK national and their situation remains unchanged.

EEA jobseekers who are entitled to CTS and JSA(IB) on 31 March 2015 will be protected until they have a break in their claim for CTS or JSA. If their JSA ends because they have started work, then as long as we can be satisfied that their employment is genuine and effective they will be able to access in-work CTS as either a worker or a self-employed person. Claimants receiving in-work CTS beyond 1 April will continue to be able to access CTS, if they become entitled to JSA(IB) on or after that date, but only if they retain their worker status. If they are a jobseeker then their CTS entitlement ends from the Monday following the cessation of work.

Changes with effect from 1 April 2018 to bring the scheme in line with Housing Benefit changes

- **2 child cap**

The Government has announced that they will limit benefit support by only taking into account a maximum of two dependent children per family. It affects all claims where new children are born after April 2017. This will apply in Housing Benefit to families that make a new claim from April 2017

- **Loss of the family premium**

The Government removed the family premium for new claims within the assessment of Housing Benefit with effect from May 2016

- **Bereavement Support Payments to be disregarded in full**

This was introduced into Housing Benefit with effect from April 2017

- **Any payments from the 'We love Manchester Fund' and the 'London Emergency Trust' to be disregarded in full**

- **Maximum backdate period of 1 month**
- **Absence from home limited to 4 weeks when outside GB**
The temporary absence rules for Housing Benefit were amended in 2015 reducing the allowable period of temporary absence outside Great Britain from 13 weeks to 4 weeks.

The limit applies to new periods of absence only. Exceptions are when an absence is in relation to
 - Death of a partner, child or close relative
 - Receiving medical treatment
 - A person who has fled their home due to fear of violence
 - A member of Her Majesty's forces posted overseas
- **Beneficial changes in circumstances to be reported within one month of the change in order for the claim to be updated from the date of change, otherwise changes will take effect from the Monday following date notified.**
- **All working aged claimants who receive Council Tax Support (unless they are a pensioner or classed as vulnerable) will pay 20% of their council tax liability, (after appropriate discounts have been awarded)**

An example of this change is as follows:

- 1) Current scheme (which allows for 100% reduction)
The customer's liability is £20.00 per week. As they are in receipt of Jobseekers Allowance they are entitled to full Council tax reduction making their council tax balance for the year £0.00
- 2) Proposed new scheme (20% minimum payment)
The customer liability is £20.00. Before any calculation takes place 20% of this amount is reduced from the liability to be used. This means that any calculation will be carried out on a figure of £16.00. Again the customer is on Jobseekers Allowance and so they are entitled to a full award. This will mean their council tax balance for the year will be £208.00 (£4.00 x 52).

- **De Minimis change amount of £10.00 per week for claimants in receipt of Universal Credit**
- **Apply a minimum award of £1.50**
- **Claimant or partner who meet the specific criteria of severe disablement contained within the policy will be protected from any percentage reduction in council tax support. Claimant or partner in receipt of Employment and Support Allowance will be protected from any percentage reduction in council tax support. This will also apply to customers who meet the criteria for receiving a war compensation related benefit or pension. Specifically this includes**

Criteria to be awarded for the severe disability premium:

- The customer has to be in receipt of
 - 1) Attendance allowance or

- 2) Higher or middle rate care component of disability living allowance or
- 3) The daily living allowance rate of personal independence payments
- They must not have a resident non-dependant
- No person is entitled to, and in receipt of, carers allowance in respect of caring for the customer and;
- If the customer has a partner they must also meet all above criteria

Criteria to be awarded the support component of employment and support allowance

It is accepted that some people's difficulties or disabilities are such that not only is the person not expected to look for work but are also not expected to undertake an work related activities or plan for starting work due to the severity of their difficulties

Criteria to qualify for the war pension's exemption

The customer and/or partner has to be in receipt of either:

- War pension
- War disablement pension
- War service attributable pension
- War widows pension
- War mobility supplement

Changes with effect from 1 April 2019

Severe Disability Premium does not exist in Universal Credit. From 1 April 2019 claimants or couples that have moved into Universal Credit but meet the above criteria for the severe disablement premium will be exempt from the percentage reduction.

Employment and support allowance does not form part of Universal Credit. Instead there is a limited capability for work and limited capability for work related activity element in Universal Credit which is similar to that used for identifying the work related activity group and support group of Employment Support Allowance. From 1 April 2019 claimants or partners in receipt of the limited capability for work related activity element in Universal Credit that is the equivalent to the support element of employment and support allowance will be exempt from the percentage reduction.

Changes with effect from 1 April 2020

- We have defined a council tax reversal as an amount of Council Tax Support to which the claimant was not entitled, and we have clarified what action the Council will take depending on whether the reversal is caused by claimant error, or official error.
- We have clarified that where a reversal is due to claimant error the total sum of the reversal shall be fully chargeable and recoverable as part of the claimant's council tax liability
- We have clarified that where the reversal arose due to official error, that where the claimant or their representative could reasonably have been expected at the time to realise that the assessment had been made in error, the total sum of the reversal shall be fully chargeable and recoverable as part of the claimant's council tax

liability. Otherwise, the amount of the reversal will not be chargeable and recoverable as part of the claimant's council tax liability

- In the event of a council tax reversal, the Council will consider any underlying award that the claimant should have been entitled to provided evidence is received from the claimant within 1 month of the claimant being notified of the reversal, or where an appeal against a recoverable reversal is made
- We have clarified the definition of pensioner in accordance with new benefit rules for mixed age couples and eligibility for Local Council Tax Reduction Schemes
- Any payment made by the Home Office under the Windrush Compensation Scheme or the Windrush Exceptional Payment Scheme will be disregarded as capital

Changes with effect from 1 April 2022

CTRS scheme reg 74 (a)

Insert

(aa) who is a person on universal credit, except where the award of universal credit to that person includes an amount in respect of a liability to make payments in respect of the accommodation they occupy as their home, in accordance with section 11 of the Welfare Reform Act 2012 (housing costs);

Note: This is to align the CTRS scheme with a statutory amendment to the qualifying criteria for Housing Benefit, this amendment should prevent circumstances where an applicant is excluded from CTRS whilst being eligible for HB or UCHE

CTRS scheme part 13 (106)

Insert

(14) Where there is a change of circumstances which results in a change to the maximum council tax reduction for the purposes of calculating eligibility for a reduction under PART 7 (28), from the first day of the benefit week after the date on which the change first occurred.

Note: This will insert an 80%/100% cap on maximum council tax reduction and aligns the circumstances of claimants in receipt of UC with those in receipt of Passported Benefits to ensure that a claimant's maximum CTRS is calculated appropriate to their status and that vulnerable households are not disadvantaged.

Changes with effect from 1 April 2023

Added to schedules 9 and 10 capital to be disregarded, both pens and WA (and also income other than earnings for good measure)

(7) any payment made under or by the approved blood scheme, or the Scottish Infected Blood Support Scheme as established or approved by the Secretary of State, or trust established with funds provided by the Secretary of State

(8) any payment made under or by a trust, established for the purpose of giving relief and assistance to disabled persons whose disabilities were caused by the fact that during their mother's pregnancy she had taken a preparation containing the drug known as Thalidomide, and which is approved by the Secretary of State.

Add to interpretation

““approved blood scheme” means a scheme established or approved by the Secretary of State, or trust established with funds provided by the Secretary of State, for the purpose of providing compensation in respect of a person having been infected from contaminated blood products;”;

Amended

105 6

From

Where the change of circumstances is the death of an applicant's partner or their separation, it takes effect on the day the death or separation occurs.

To

Where the change of circumstances is the death of an applicant's partner or their separation, it takes effect on the day the death or separation occurs.

(a) Where the applicant was included as “the partner” of the deceased (or ex-partners) Council Tax Support entitlement at date of death or separation, The Council Tax Liability created following the death of an applicant's partner or their separation falls to be treated as “first liable” within Reg 105 (2) of this scheme

Changes with effect from 1 April 2024

Added to schedule 10 capital to be disregarded (and also income other than earnings for good measure). In order to mirror changes to housing benefit regulations.

Any payment made under the post office compensation scheme (horizon compensation)

Amend regulation 109(d)

From: (d) in a case where—

i (i) an applicant or his partner is a person on income support, an income-based jobseeker's allowance or an income-related employment and support allowance or has an award of universal credit,

ii (ii) the applicant becomes liable for the first time to pay council tax in respect of the dwelling which he occupies as his home, and

iii (iii) the application to the authority is received at the designated office within one month of the date of the change, the date on which the change takes place; (e) in a case where—

iv (i) the applicant is the former partner of a person who was, at the date of his death or their separation, entitled to a reduction under this scheme, and

v (ii) where the applicant makes an application for a reduction under this scheme within one month of the date of the death or the separation, the date of the death or separation;

To: (d) in a case where—

vi (i) the applicant becomes liable for the first time to pay council tax in respect of the dwelling which he occupies as his home, and

vii (ii) the application to the authority is received at the designated office within one month of the date of the change, the date on which the change takes place; (e) in a case where—

viii (i) the applicant is the former partner of a person who was, at the date of his death or their separation, entitled to a reduction under this scheme, and

ix (ii) where the applicant makes an application for a reduction under this scheme within one month of the date of the death or the separation, the date of the death or separation;

This allows for the customer to have a calendar month to apply for council tax support once a new liability has been created for all claims, not just those on means tested benefit. Currently those not on means tested benefit has have to apply within the benefit week.

Amendments from 01st April 2025

In regulation 2(1) (interpretation)—

(a)for the definition of “Grenfell Tower support payment” substitute—

““Grenfell Tower support payment” means a payment made for the purpose of providing compensation or support in respect of the fire on 14th June 2017 at Grenfell Tower;”;

(b)after the definition of “historical child abuse payment” insert—

““the Horizon system” means any version of the computer system used by the Post Office known as Horizon, Horizon Legacy, Horizon Online or HNG-X;”;

(c)after the definition of “polygamous marriage” insert—

““the Post Office” means Post Office Limited (registered number 02154540);“Post Office compensation payment” means a payment made by the Post Office or the Secretary of State for the purpose of providing compensation or support which is—

(a)

in connection with the failings of the Horizon system; or

(b)

otherwise payable following the judgment in *Bates and Others v Post Office Ltd* ((No. 3) “Common Issues”)(1);”;

(d)in the definition of “qualifying person”—

(i)for “or a Windrush payment” substitute “, a Windrush payment, a Post Office compensation payment or a vaccine damage payment”;

(ii)after “the National Emergencies Trust” insert “, the Victims of Overseas Terrorism Compensation Scheme”;

(e)after the definition of “universal credit” insert—

““vaccine damage payment” means a payment made under the Vaccine Damage Payments Act 1979(2);“the Victims of Overseas Terrorism Compensation Scheme” means the scheme of that name established by the Ministry of Justice in 2012 under section 47 of the Crime and Security Act 2010(3);”.

In paragraph (5) of regulation 12 (persons treated as not being in Great Britain), before sub-paragraph (a) insert—

“(zd)a person who was residing in Israel, the West Bank, the Gaza Strip, East Jerusalem, the Golan Heights or Lebanon immediately before 7th October 2023, left Israel, the West Bank, the Gaza Strip, East Jerusalem, the Golan Heights or Lebanon in connection with the Hamas terrorist attack in Israel on 7th October 2023 or the violence which rapidly escalated in the region following the attack and—

(i)has been granted leave in accordance with immigration rules made under section 3(2) of the Immigration Act 1971(1),

(ii)has a right of abode in the United Kingdom within the meaning given in section 2 of that Act(2), or

(iii)does not require leave to enter or remain in the United Kingdom in accordance with section 3ZA of that Act;

(ze)a person who was residing in Sudan before 15th April 2023, left Sudan in connection with the violence which rapidly escalated on 15th April 2023 in Khartoum and across Sudan and—

(i)has been granted leave in accordance with immigration rules made under section 3(2) of the Immigration Act 1971,

(ii)has a right of abode in the United Kingdom within the meaning given in section 2 of that Act, or

(iii)does not require leave to enter or remain in the United Kingdom in accordance with section 3ZA of that Act;”.

(1) Schedule 1 (pensioners: matters that must be included in an authority’s scheme) is amended as follows.

(f)in sub-paragraph (9)—

(i)in paragraph (b) after “the National Emergencies Trust” insert “, the Victims of Overseas Terrorism Compensation Scheme”;

(ii)after paragraph (bc) insert—

“(bd)any Post Office compensation payment;

(be)any vaccine damage payment;”;

(g)in sub-paragraph (10), after paragraph (ac) insert—

“(ad)any Post Office compensation payment;

(ae)any vaccine damage payment;

(af)any payment out of the estate of a person to that person’s son, daughter, step-son or step-daughter, which derives from a payment to meet the recommendation of the Infected Blood Inquiry in its interim report published on 29th July 2022(1) made under or by the Scottish Infected Blood Support Scheme or an approved blood scheme ;”.

In Schedule 6 (capital to be disregarded)—

(a)in paragraph 16—

(i)in sub-paragraph (1) after “the National Emergencies Trust” insert “, the Victims of Overseas Terrorism Compensation Scheme”;

(ii)after sub-paragraph (1D) insert—

“(1E) Any Post Office compensation payment.

(1F) Any vaccine damage payment.

(1G) Any payment out of the estate of a person, which derives from a payment to meet the recommendation of the Infected Blood Inquiry in its interim report published on 29th July 2022 made under or by the Scottish Infected Blood Support Scheme or an approved blood support scheme to the estate of the person, where the payment is made to the person’s son, daughter, step-son or step-daughter.”;

(iii)in each of sub-paragraphs (2), (3), (5), (6) and (7) for “or a Windrush payment” substitute “, a Windrush payment, a Post Office compensation payment or a vaccine damage payment”;

(b)in paragraph 21(2)—

(i)in sub-paragraph (w) omit “or”;

(ii)after sub-paragraph (x) insert—

“or

(y)bereavement support payment under section 30 of the Pensions Act 2014(1).”;

(c)after paragraph 22 insert—

“22A. Any payment of a widowed parent’s allowance made pursuant to section 39A of the SSCBA (widowed parent’s allowance)—

(a)to the survivor of a cohabiting partnership (within the meaning in section 39A(7) of the SSCBA) who is entitled to a widowed parent’s allowance for a period before 9th February 2023(2), and

(b)in respect of any period of time during the period ending with the day before the survivor makes the claim for a widowed parent's allowance,

but only for a period of 52 weeks beginning with the date of receipt of the payment or 1st April 2024, whichever is later.

22B.—(1) A payment of bereavement support payment in respect of the rate set out in regulation 3(2) or (5) of the Bereavement Support Payment Regulations 2017 (rate of bereavement support payment)(3), but only for the period of 52 weeks from the date of receipt of the payment.

(2) Where bereavement support payment under section 30 of the Pensions Act 2014 is paid to the survivor of a cohabiting partnership (within the meaning of section 30(6B) of that Act) in respect of a death occurring before 9th February 2023, any amount of that payment which is—

(a)in respect of the rate set out in regulation 3(1) of the Bereavement Support Payment Regulations 2017, and

(b)paid as a lump sum for more than one monthly recurrence of the day of the month on which their cohabiting partner died,

but only for a period of 52 weeks beginning with the date of receipt of the payment or 1st April 2024, whichever is later.”.

SUMMARY OF CHANGES FROM 01.04.13

Current Council Tax Benefit Scheme (CTB)	Council Tax Support (CTS)
Second Adult Rebate - Awarded to the customer based on the circumstances of 'second adult'. Can be awarded due to a 'better buy' comparison	No award due for second person. On 'better buy' calculation customer will only be awarded any CTS due.
Reduction of the capital limit - Upper capital limit of £16,000. Above this limit the person would not qualify for CTB. Lower capital of £6,000. Below this figure amount is ignored. Amounts above £6,000 attract tariff income at £1 for every £250 or part of above the lower capital limit	Upper capital limit of £10,000. Above this limit the person would not qualify for CTB. Lower capital of £6,000. Below this figure amount is ignored. Amounts above £6,000 attract tariff income at £1 for every £250 or part of above the lower capital limit
Removal of earnings disregards – Permitted work - £97.50 Lone parents - £25.00 Disabled, carers or special occupations - £20.00 Couples - £10 Single £5	Permitted work - £0 Lone parents - £0 Disabled, carers or special occupations - £0 Couples - £0 Single £0
Removal of Child Benefit disregard – Child Benefit is fully disregarded for the calculation of CTB	Child benefit is fully included for the calculation of CTS
Increase in non-dependant deductions (using current figures) On pass ported benefit - £0.00 On JSA C/ESAC - £3.30 Works less than 16 hours on maternity, paternity, adoption or sick leave - £3.30 Income more than £394.00 per week – £9.90 £316.00 to £393.99 per week – £8.25 £238.00 to £315.99 per week - £6.55 £183.00 to £237.00 per week - £3.30 £124.00 to £182.99 per week – £3.30 Under £124.00 – £3.30	On pass ported benefit - £0.00 On JSA C/ESAC - £3.30 Works less than 16 hours on maternity, paternity, adoption or sick leave - £3.30 Earnings less than £100 - £5.00 Earnings between £100 and £150 - £10.00 Earnings above £150 - £20.00

APPEALS

There will be no joint HB/CTR appeals – they will be heard separately by different bodies. First Tier Tribunals will hear the Housing Benefit appeals (as now) and the Valuation Tribunals Service will hear Council Tax Support appeals.

The legislation is contained within the Local Government Finance Act. Appeals against the local Council Tax Support Scheme will be covered by Regulation 16(b).

Process:

- The customer firstly needs to write to the Council saying they disagree with the decision. There is no time limit to do this. They can request this at any time.
- If we do not alter our original decision the customer has the right to appeal to the Valuation Tribunal.
- To appeal to the Valuation Tribunal the customer will need to do this on line at www.valuationtribunal.gov.uk
- The customer must complete the on line appeal application within two months of the date of the decision notice sent by ourselves upholding the original decision

As local schemes are not legislation, but are locally defined schemes, the Valuation Tribunal will not consider an appeal against a billing authority's actual scheme, as that is beyond their jurisdiction. However, the Valuation Tribunal will advise dissatisfied claimants of their right to apply to the billing authority for a discretionary discount under section 13 (1) (c) of the Local Government Finance Act 1992. They will also hear appeals where the authority refuses to exercise this discretion.

APPENDIX C**Discretionary Discount Policies****1. Second Homes**

- 1.1. Second homes are defined as furnished properties which are not occupied as a person's main residence and include furnished properties that are unoccupied between tenancies.
- 1.2. The Local Government Act 2003 gave councils new discretionary powers to reduce the 50% Council Tax discount previously awarded in respect of second homes to between 10% and 50% with effect from 1st April 2004. Councils retain the additional income raised by reducing the second homes Council Tax discount.
- 1.3. The Local Government Act 2012 further extended billing authorities' discretion over the second homes discount to between 0% and 50%. On 17 October 2012 Cabinet approved the reduction of the second homes Council Tax discount from 10% to 0%.
- 1.4. The Levelling Up and Regeneration Act 2023 passed in October 2023 enables billing authorities to introduce a council tax premium of up to 100% in respect of second homes.
- 1.5. The Act requires billing authorities to make a resolution confirming their intentions on the application of the premium at least twelve months prior to the start of the financial year in which the changes would come into effect. On 14 December 2023 Council approved the introduction of a council tax premium of 100% in respect of second homes from 1 April 2025.
- 1.6. The figures used for the 2025/26 Council Tax taxbase incorporate a 100% Council Tax premium in respect of second homes (other than those that retain a 50% discount through regulation as a result of job-related protection). Implementation of this policy results in the inclusion of 1,833.88 Band D equivalents in the taxbase calculation.

2. Vacant Properties – Former Class A & Class C Exempt Properties

- 2.1. The Local Government Act 2012 abolished both Class A and Class C exemptions and gave billing authorities' discretion to give discounts of between 0% and 100%. Class A exemptions were previously available for up to 12 months in respect of a vacant property which required, was undergoing, or had recently undergone major repair work to render it habitable, or a structural alteration. Class C exemptions were previously available for up to six months after a dwelling became vacant.
- 2.2. On 14 December 2017 Council approved the removal of a 50% Council Tax discount in respect of vacant dwellings undergoing major repair, i.e. former Class A exempt properties.
- 2.3. In respect of former Class A exempt properties the figures used for the 2024/25 Council Tax taxbase allow for the continuation of the decision previously approved by Council, i.e. to award no discount.

- 2.4. On 17 October 2012 Cabinet approved the award of a 25% Council Tax discount in respect of vacant dwellings, i.e. former Class C exempt properties.
- 2.5. Implementation of this policy resulted in a large number of low value Council Tax demands being raised primarily in relation to landlords whose properties are between tenants. A significant number of landlord complaints were received in relation to these Council Tax demands and these small amounts proved to be very difficult to collect. It was, therefore, proposed and approved that a 100% discount be awarded for one month, i.e. effectively reinstating the exemption, and then a 25% discount be awarded for the remaining five months.
- 2.6. In order to avoid fraudulent 100% claims in respect of these types of properties it was also proposed and approved that the “six week rule” be applied, i.e. if a dwelling which is unoccupied and unfurnished is either exempt or entitled to a discount, becomes occupied or substantially furnished for a period of less than six weeks, after which it falls empty again, it will only resume exemption or discount for any of the original exemption or discount period which remains.
- 2.7. On 14 December 2017 Council approved the continuation of the policy to award one month exemption when a property becomes unoccupied and substantially unfurnished (subject to the six week rule) and approved a revised policy to remove the 25% for the following five months. This means that when a property becomes unoccupied and substantially unfurnished it would attract one month exemption, then pay full charge for the following twenty three months, then attract an additional 100% council tax premium after two years.
- 2.8. In respect of former Class C exempt properties the figures used for the 2025/26 Council Tax taxbase incorporate a discount of 100% for one month. Continuation of this policy to award the one month exemption results in the exclusion of 232.45 Band D equivalents from the taxbase calculation.

3. Vacant Properties – Empty Homes Premium

- 3.1. The Local Government Act 2012 amended the Local Government Finance Act 1992 and also gave billing authorities’ discretion to levy an empty homes premium of 50% after a dwelling has been empty and substantially unfurnished for at least two years. In December 2013 Shropshire Council chose to enact this discretionary power with effect from April 2014.
- 3.2. On 1 November 2018 the Rating (Property in Common Occupation) and Council Tax (Empty Dwellings) Act 2018 was passed which further amended the Local Government Finance Act 1992. This gave billing authorities’ discretion to levy an empty homes premium of 100% from 1 April 2019 after a dwelling has been unoccupied and substantially unfurnished for at least two years, a 200% premium from 1 April 2020 for properties unoccupied and substantially unfurnished for at least 5 years and a 300% premium from 1 April 2021 for properties unoccupied and substantially unfurnished for at least 10 years.
- 3.3. The Levelling Up and Regeneration Act 2023 passed in October 2023 further enhanced charging options with effect from 1 April 2024. The Act enables billing authorities to reduce the minimum period for the implementation of the council tax premium for long term empty premises from two years to one year.

- 3.4. The figures used for the 2025/26 Council Tax taxbase incorporate a 100% Council Tax premium in respect of dwellings which have been unoccupied and substantially unfurnished for more than one year, a 200% Council Tax premium in respect of dwellings which have been unoccupied and substantially unfurnished for more than five years and a 300% Council Tax premium in respect of dwellings which have been unoccupied and substantially unfurnished for more than ten years. Implementation of this policy results in the inclusion of 752.78 Band D equivalents in the taxbase calculation in relation to properties unoccupied and substantially unfurnished for more than one year, 204.00 Band D equivalents in the taxbase calculation in relation to properties unoccupied and substantially unfurnished for more than five years and 196.67 Band D equivalents in the taxbase calculation in relation to properties unoccupied and substantially unfurnished for more than ten years.

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Committee and Date

Transformation &
Improvement Scrutiny

2nd December 2024

Cabinet
4th December 2024

Item

Public



Collaborative Budget

Responsible Officer:	James Walton		
email:	james.walton@shropshire.gov.uk	Tel:	01743 258915
Cabinet Member (Portfolio Holder):	Cllr Gwilym Butler, Finance & Corporate Support		

1. Synopsis

This report of the cross-party Collaborative Budget task and finish group briefly sets out the work done and broad themes identified as contributions to the 2025/26 budget setting process.

2. Executive Summary

- 2.1. One of the priorities of the Council under The Shropshire Plan is to be a 'Healthy Organisation' which includes strategic objectives around good communication, strong Councillors and aligned resources. The Collaborative Budget process is an example of how these objectives can be put into practice, providing timely and transparent information to Members representing all political groups in a way that was efficient and helpful to officers; with the ultimate aim of enabling the Council to align our resources to set a legal and balanced budget for 2025/26. An added benefit of the approach, in the context of Shropshire's particular financial challenges, is that developing the budget in an inclusive way is helpful to the long-term sustainability of the council.
- 2.2. The convening of a cross-party task and finish group to consider pressures, growth and savings options was agreed at Council on the 26 September 2024. The approach was put forward by the Leader of the Council as a way to enable

members from across the groups to hear from officers and each other to inform the development of the budget for 2025/26.

- 2.3. The approach has helped to make best use of officer time, whilst they work to meet the financial challenges of the current year, as well as providing a forum for open and transparent discussions, where members from all parties had access to the same information and answers to the questions asked and points raised.
- 2.4. Initially meetings were planned to be held every two weeks, but it soon became clear that meeting weekly (face to face, hybrid and virtual) would allow adequate Member time to consider, question and challenge the information provided to them.
- 2.5. Over eight meetings the group took into account the current position of the Council's finances and performance, and considered in greater detail the pressures, forecast growth requirements, broad areas for savings, and the capital strategy. This also included work underway and planned looking at Third Party Spend, and the implications from the Government's Autumn Statement.
- 2.5. Having considered the information available the group identified several broad areas of focus for savings in 2025/26 that included demand mitigation (mainly adults and children's), having a focus on outcomes (linked to rightsizing within a developing operating model), increasing efficiency (linked to digital design within the operating model), and increasing income (full cost recovery and durability).
- 2.6. In addition to these themes, the group also identified the following as points they would like to raise in relation to the budget for 2025/26:
 - Capital Strategy – development of proposals around Children's Care Homes
 - Focus on Third Party Spend – initially looking at the top 10 to 15 contracts
 - More consideration of opportunities for waste minimisation and the benefits to the delivery of the climate change agenda
 - Opportunities to increase enforcement [to address issues of concern raised by communities]
 - Taking the opportunity to engage communities and consult proactively on options to change the way outcomes are delivered [and funded].

3. Recommendations

Transformation & Improvement Scrutiny Members are asked to:

- 3.1. Following consideration, put forward to Cabinet the themes identified by the cross-party task and finish group to be taken into account in the development of the council budget for 2025/26.
- 3.2. Provide feedback to Cabinet on learning from the collaborative budget process and how it compares to the previous alternative budget arrangements.
- 3.3. Consider and confirm whether the Collaborative Budget approach should be adopted in future years.

Cabinet Members are asked to:

- 3.4. Accept the themes identified by the cross-party task and finish group and take them into account in the development of the council budget for 2025/26.
- 3.5. Accept the feedback from the Transformation & Improvement Scrutiny on learning from the collaborative budget process and how it compares to the previous alternative budget arrangements.
- 3.6. Consider and confirm whether the Collaborative Budget approach should be adopted in future years.

Report

4. Risk Assessment and Opportunities Appraisal

<i>Risk</i>	<i>Mitigation</i>
There is a risk that opportunities are advanced by opposition group members which are not taken forward by Cabinet, leading to a loss of confidence in the process.	The Collaborative budget process has taken place alongside the development of the Council budget, and so engagement opportunities created across political groups are genuine. The support and participation of the Executive Leader has helped develop trust and confidence in the process.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve
 - scaling down initiatives,
 - changing the scope,
 - delaying implementation, or
 - extending delivery timescales.

- 5.2. There are no direct financial implications arising from this paper. Budget proposals advanced by the Collaborative Budget Working Group will be considered by

Cabinet and a separate paper (the Financial Strategy) will be produced for approval of the budget by Cabinet for public consultation. Post consultation consideration will be undertaken before the Council Budget is presented to Full Council for approval in February.

6. Climate Change Appraisal

- 6.1. The discussions of the task and finish group identified broad areas of focus for savings. As part of this work there was the recognition that some changes to the way that outcomes were achieved and service delivered could make positive contributions to climate change.
- 6.2. Changes to services could result in reduced trips and transport requirements, thereby reducing energy and fuel consumption, as could looking at contract requirements and seeking a change in the vehicles used. Equally, enabling and encouraging more people to use public transport options such as Park and Ride, could help reduce car journeys into town centres.
- 6.3. Members also considered the move from the Shirehall to the Guildhall, asking and learning about the level of difference between the buildings in terms of energy and heating requirements, and what this could mean financially, and environmentally.

7. Background

- 7.1 The establishment of a cross-party task and finish group to look at options and opportunities for the Budget 2025/26 was approved at Council on the 26 September. This included agreement to suspend the Alternative Budget procedure, as set out in the Financial Rules.
- 7.2 The group membership consisted of the Leader and Deputy Leader of each political group, the Portfolio Holder for Finance, Corporate Resources and Communities, and was chaired by the Chair of the Transformation and Improvement Overview and Scrutiny Committee.
- 7.3 The objectives of the group were confirmed as:
 - To review projections for the Council's budget over the medium term
 - To agree the extent of, and approach to managing, any resulting financial gap between projected expenditure and income
 - To consider proposals from officers to close the funding gap in 2025/26, as a minimum
 - To consider and challenge the implications of any proposals put forward by officers
 - To reach agreement on proposals to be put forward for public consultation on the 2025/26 Budget
- 7.4 This report will be considered by the Transformation and Improvement Overview and Scrutiny Committee on 2 December and Cabinet on 4 December. There will be an opportunity for the Chair of the Task and Finish Group to make oral representations from the Committee to Cabinet on 4 December.

- 7.5 The timing of the Financial Strategy report to Cabinet is planned to enable the normal consultation process to take place under existing governance arrangements, before the final budget is approved by Council in February 2025.

8. Additional Information

Work done

- 8.1. In completing their work, the task and finish group has met 8 times since the 30 September, considering in detail the pressures, current and potential savings, the capital strategy, the Target Operating Model and resizing and right sizing the Council, and the wider public sector financial context including the implications of the 30 October Autumn Budget Statement. The information from the slides shared is available in the Member Portal.
- 8.2. They have heard from the Executive Director of People, Executive Director of Place, The Executive Director of Resources, and the Executive Director of Health, and from the Chief Executive, as well as from the Assistant Director Finance and Technology and other Assistant Directors from across the Council.

Meeting date	Focus
30 September	- Kick-off meeting, confirmation of topics - MTFS Background and Analysis.
14 October	People Directorate growth pressures
21 October	Follow-up on the 14 October meeting outputs
28 October	- Place Directorate pressures and revenue savings - Third Party Spend (Part 1) - Capital Strategy - Cornovii Developments Ltd - CIL and S.106 in the context of the MTFS and Budget
4 November	- Responses to questions from the 28 October meeting - Officer views on the Autum Budget Statement and the implications and opportunities for the Council.
11 November	- Growth pressures and savings for the Health and Wellbeing Directorate - Third Party Spend (Part 2)
18 November	- Spend Control/Third Party Spend - Top 10-15 Contracts - Update on the revised funding gap and summary position around savings - Review and discussion of the final position of the group [on pressures, growth, areas for savings, and the capital strategy]
25 November	To confirm the final position and report of the group

Key learning

- 8.3. This year has been the first time that a collaborative and inclusive approach to setting the budget has been used at the Council. It was suggested by the Leader of the Council as a way for all political groups to be involved together in understanding pressures, and growth requirements and savings, with the potential to reach a shared view for budget setting for the coming year.
- 8.4. The approach has seen Members from across all political groups be presented with the same information and ask questions and hear the answers in the same meetings.
- 8.5. This transparency has been combined with positive, consistent and constructive engagement across the different political groups in the meetings, focused on shared understanding and identifying and discussing challenges, concerns and potential options for the future.
- 8.6. The group have worked through how the budget setting relates to the Medium-Term Financial Strategy and developing a common view of how government financial decision making translates and relates to local government funding. Members reflected on demand-led services that might be for vulnerable people such as Social Care, where legal requirements (e.g. the Care Act) impact on the ability to restrict them, and cash-limited services that can be restricted such as addressing potholes and libraries.
- 8.7. Discussions also took account of the 30 October 2024 Autumn Statement by the Government and what this might mean for the Council. A key feature of this was consideration of the benefit for the Council of multi-year settlements rather than one year funding settlements. Members recognised that this would help plan budgets and services for longer than 12 month periods.
- 8.8. Having heard from the Executive Directors about their directorates and services, Members asked about pressures and growth and savings, and how these were going to be addressed and balanced in the coming year. A significant point they focused on was how directorates/service areas would work to mitigate the amount of growth required and would then need to find the money for any remaining growth from within their areas in the first instance. They also highlighted opportunities to ensure that the Capital Strategy included the development of children's care homes, in recognition of the higher cost of out of county placements, demand, and where safe and appropriate, the benefit of children being able to live closer to their community.
- 8.9. Members were particularly keen to explore the progress in delivering efficiencies from Third Party Spend (TPS) during 2024/25, progress made with the input of the Council's delivery partner, PWC, and plans that would contribute to delivering cost reductions going forwards. They considered the introduction of spend control boards and how their impact had been evaluated and learned about the shift to looking at the top 10 to 15 contracts to focus tactically and strategically on maximising the potential to deliver cashable savings.
- 8.10. They also followed up on the current and expected impact of resizing the council and the move to right-sizing the council through the delivery of the future operating model, which Executive Directors are developing This included harnessing the

potential that technology, and automation through the adoption of AI can bring to changing the way that people contact the council, access services, and how officers work.

8.11. The group heard about the level of savings initially identified as needed for 2025/26 and the development of the MTFS based on the estimated resources, estimated spending, and therefore the savings required. They were informed that targeted savings were expected to be in the region of £20m, marking a lower level than in previous years. Delivery planning and management would be critical to their realisation.

8.12. Broad areas of focus for savings in 2025/26 were discussed by the group and the following encompasses areas that are being considered:

- Main themes
 - Managing demand (mainly adults and children's including increasing foster care numbers)
 - Simplifying the Council (focus on outcomes, linked to rightsizing within the Council's operating model and asset review)
 - Making Council Tax work better (changing the way the Council works and interacts with our customers within the Council's operating model)
 - Increasing income (full cost recovery for services including Social Care)
- Considering the level of ongoing support for schools provided directly by the Council and reviewing cost recovery from Dedicated Schools Grant related to the high needs pupils.
- Sharing services and working closer with other organisations such as Town and Parish Councils.
- Reviewing traffic management related costs and income (e.g. car parking, park and ride, residents parking and street lighting)
- Assessing options for waste minimisation
- Considering civil enforcement options including dog fouling, litter, parking and waste disposal
- Maximising council tax receipts and securing benefit by enhancing debt recovery

8.13. These areas will be discussed and expanded to provide more detail, enabling public consultation on the budget proposals to be launched in the first half of December for six weeks.

9. Conclusions

9.1 The Collaborative Budget approach has been successful in providing the mechanism for cross-party consideration of the key issues and information to set the 2025/26 budget; providing those involved with the opportunity to ask questions and hear answers. The engagement of the Members on the working group has directly contributed to its effectiveness and the ability to reach shared understanding and broad outcomes. Should there be interest in using this approach in the future, capturing the learning will be very helpful in shaping and informing how it develops and is deployed.

9.2 In addition to the themes identified in paragraph 8.12, the group have identified the following as points they would like to raise in relation to the budget for 2025/26:

- Capital Strategy – development of proposals around Children’s Care Homes
- Focus on Third Party Spend – progress with the work with PWC initially looking at the top 10 to 15 contracts
- More consideration of opportunities for waste minimisation and options for waste management arrangements, as well as the benefits to the delivery of the climate change agenda
- Opportunities to increase enforcement [to address issues of concern raised by communities]
- Taking the opportunity to engage communities and consult proactively on options for changes to the way that outcomes are delivered [and funded] in the coming year to help develop and move forward with changes efficiently.

9.3 Proposals for Consultation: The group identified that there was not always a clear understanding amongst residents of the range of services that the Council provided, and as such what services might stop or be reduced as a result of the Council delivering a balanced budget. They highlighted that this needed to be made clear in order to help provide clarity about the financial position of the Council and the implications of delivering a balanced budget.

9.4 In terms of communication and any consultation on the budget, they felt that it was important that issues related to budget proposals and decisions were made real and relevant to communities. This needed to set out what the savings mean in terms of what people would see stopping or reducing, or where they may be asked to pay (more). The consultation should aim to seek responses based on people being informed and understanding the potential impact and implications. This included making it accessible to as many people as possible who want to respond.

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

Local Member: All

Appendices

None



Committee and Date

Cabinet
4th December 2024

Item

Public



Treasury Management Update Quarter 2 2024/25

Responsible Officer:	James Walton		
email:	james.walton@shropshire.gov.uk	Tel:	01743 258915
Cabinet Member (Portfolio Holder):	Cllr Gwilym Butler, Finance & Corporate Support		

1. Synopsis

The Council currently holds £22m in investments and £311m of borrowing. This report shows the return on those investments over quarter 2, the economic outlook for the next 3 years and confirms activities align with the Council approved Treasury Management Strategy and prudential indicators.

2. Executive Summary

- 2.1. The report outlines the treasury management activities of the Council in the second quarter of 2024/25. It highlights the economic environment in which treasury management decisions have been made and the interest rate forecasts of the Council's Treasury Advisor, Link Asset Services. It also updates Members on the internal treasury team's performance.
- 2.2. During Quarter 2 the internal treasury team achieved a return of 5.11% on the Council's cash balances, which was marginally lower than the benchmark by 0.01%. The returns amount to net income of £1.059m during the quarter which is included within the Council's outturn position in the Financial Monitoring Report. The Monetary Policy Committee (MPC) reduced the Bank Rate to 5.00% in August 2024 and held it at this level for its September meeting. A further rate cut is

anticipated in the third quarter of 2024/25.

- 2.3. Under the CIPFA Treasury Management Code, it is best practice to provide quarterly Treasury Management updates.

3. Recommendations

- 3.1. Members are asked to review the position as set out in the report
- 3.1.1 Noting the summary of the wider economic environment and the Council's borrowings and investments set out in Appendix A.
- 3.1.2 Noting the performance within prudential indicators for quarter 2, 2024/25 (Appendix B)

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. The assessment and management of risk are key considerations for any Treasury Management approach. Compliance with the CIPFA Code of Practice on Treasury Management, the Council's Treasury Policy Statement and Treasury Management Practices and the Prudential Code for Capital Finance together with the rigorous internal controls will enable the Council to manage the risk associated with Treasury Management activities and the potential for financial loss.
- 4.2. The Council's Audit Committee is the committee responsible for ensuring effective consideration of the Council's Treasury Management Strategy and policies.
- 4.3. The recommendations contained in this report are compatible with the provisions of the Human Rights Act 1998.
- 4.4. There are no direct environmental, equalities or climate change consequences arising from this report.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve
- scaling down initiatives,
 - changing the scope,

- delaying implementation, or
- extending delivery timescales.

- 5.2. The Council makes assumptions about the levels of borrowing and investment income over the financial year. Reduced borrowing as a result of capital receipt generation or delays in delivery of the capital programme will both have a positive impact of the council's cash position. Similarly, higher than benchmarked returns on available cash will also help the Council's financial position. For monitoring purposes, assumptions are made early in year about borrowing and returns based on the strategies agreed by Council in the preceding February. Performance outside of these assumptions results in increased or reduced income for the Council.
- 5.3. The Quarter 2 performance is slightly below the benchmark and has delivered net income of £1.059m. Further details on the performance against benchmark are detailed in paragraph 8.3.
- 5.4. As at 30 September 2024 the Council held £22 million in investments as detailed in Appendix A and borrowing of £311 million at fixed interest rates. The ability to secure fixed rates helps to manage the uncertainty and risk of changes to interest rates.

6. Climate Change Appraisal

- 6.1. The Council's Financial Strategy includes proposals to deliver a reduced carbon footprint for the Council therefore the Finance Team is working with the Council to achieve this. There are no direct climate change impacts arising from this report. Shropshire Council's investment portfolio has no direct scope 1, 2 or 3 emissions. It comprises of straightforward cash deposits with financial institutions and other Local Authorities.

7. Background

- 7.1. The Council defines its treasury management activities as "the management of the authority's borrowing, investments and cash flows, its banking, money market and capital market transactions, the effective control of the risks associated with those activities, and the pursuit of optimum performance consistent with those risks". The report informs Members of the treasury activities of the Council between 1 April 2024 and 30 September 2024.
- 7.2. For wider context and consideration of the global financial outlook, an economic and borrowing update for the second quarter is considered in Appendix D.

8. Additional Information

- 8.1. The Council receives its treasury advice from Link Asset Services. Their latest interest rate forecasts to 31 March 2027 are shown below. The Bank Rate reduced from 5.25% to 5.00% in August, however it is anticipated that the rate will reduce later in the year.

Link Group Interest Rate View	28.05.24									
	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26	Mar-27
BANK RATE	4.50	4.00	3.50	3.25	3.25	3.25	3.25	3.00	3.00	3.00
3 month ave earnings	4.50	4.00	3.50	3.30	3.30	3.30	3.30	3.00	3.00	3.00
6 month ave earnings	4.40	3.90	3.50	3.30	3.30	3.30	3.30	3.10	3.10	3.20
12 month ave earnings	4.30	3.80	3.50	3.40	3.40	3.40	3.40	3.20	3.30	3.40
5 yr PWLB	4.50	4.30	4.10	4.00	3.90	3.90	3.90	3.90	3.90	3.80
10 yr PWLB	4.60	4.40	4.30	4.10	4.10	4.10	4.00	4.00	4.00	3.90
25 yr PWLB	5.00	4.80	4.70	4.50	4.50	4.40	4.40	4.40	4.30	4.30
50 yr PWLB	4.80	4.60	4.50	4.30	4.30	4.20	4.20	4.20	4.10	4.10

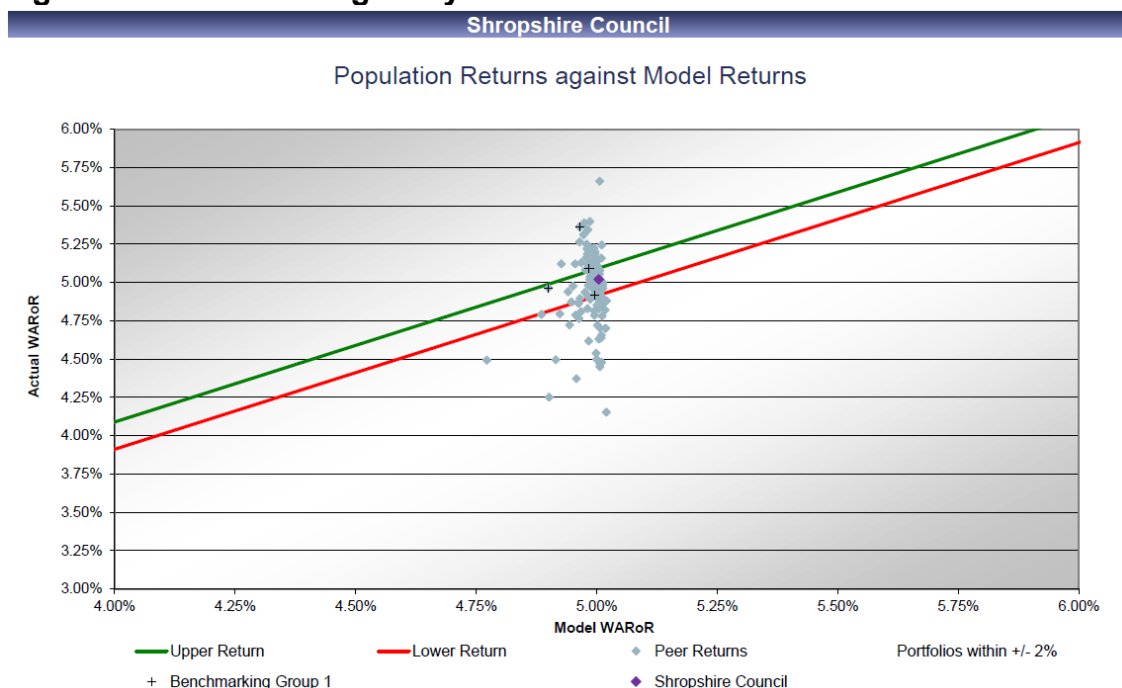
8.2. The Council aims to achieve the optimum return on investments commensurate with the proper levels of security and liquidity. In the current economic climate, it is considered appropriate to:

- Keep investments short term (up to 1 year),
- Only invest with highly credit rated financial institutions using Link's suggested creditworthiness approach, including sovereign credit rating and Credit Default Swap (CDS) overlay information provided by Link.

The Finance Team continue to take a prudent approach keeping investments short term and with the most highly credit rated organisations.

8.3. In the second quarter of 2024/25 the internal finance team's return achieved was marginally lower than its benchmark by 0.01%. The gross investment return was 5.11% compared to the benchmark of 5.12%. As cash balances held are lower than in previous years, the Council need to ensure cash balances are highly liquid, resulting in lower interest rates on short term deals. Whilst returns on investment are important, as we strive to achieve the best investment we can, the Council's priority is always to ensure security of funds and ensure we hold sufficient liquid balances. With this in mind, this will often mean that we cannot secure the higher rate investments as these are offered to longer term deals. The Council does receive benchmarking analysis of its investments in relation to its comparative group and throughout the second quarter of 2024/25, its performance on investment were considered in line with the other organisations.

Figure 1: Benchmarking analysis of investment returns



- 8.4. It should be noted that at the end of June, short term funds were secured for a week over the end of the month in order to manage cashflow, which resulted in a £0.003m interest cost being incurred. The net investment income achieved during the second quarter was £1.059m which is included in the Council's financial outturn position.
- 8.5. A full list of investments held as at 30 September 2024, compared to Link's counterparty list, and changes to Fitch, Moody's and Standard & Poor's credit ratings are shown within Link's Monthly Investment Analysis Review at Appendix 1. None of the approved limits within the Annual Investment Strategy were breached during the second quarter of 2024/25. Officers continue to monitor the credit ratings of institutions on a daily basis. Delegated authority has been put in place to make any amendments to the approved lending list.
- 8.6. As illustrated above it is unlikely that investment rates in the market will increase above the current level of 5.00%. The average level of funds available for investment purposes in the second quarter of 2024/25 was £41.5million.

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

Council, 29 February 2024 – Treasury Strategy 2024/25

Cabinet, 11 September 2024 – Treasury Management Update Quarter 1 2024/25

Local Member: N/A

Appendices [Please list the titles of Appendices]

- A. Shropshire Council Monthly Investment Analysis Review as at 30 September 2024 (provided by Link Group)
- B. Prudential Indicators for Quarter 2 2024/25
- C. Prudential Borrowing Approvals
- D. Economic Background and Borrowing Update

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Shropshire Council

Monthly Investment Analysis Review

September 2024

Monthly Economic Summary

General Economy

The preliminary reading of the UK Manufacturing PMI fell to 51.5 in September from 52.5 in August, below market expectations. While still indicative of expansion, the slower growth was attributed to a wait-and-see approach that respondents took ahead of the Autumn Statement. Job cuts increased, and subdued demand led to leaner inventory strategies. Furthermore, delivery times have lengthened to the greatest extent since April, with freight delays being attributed to the ongoing Red Sea crisis. On the price front, purchase price inflation hit its highest level since January 2023. Meanwhile, the UK services PMI dropped to 52.8 in September from 53.7 in August in its preliminary reading, missing market expectations of 53.5. Despite the slowdown in growth, this marked the eleventh consecutive monthly expansion, supported by steady inflows of new business. On the price front, input cost inflation rose on the month due to increased labour and shipping costs. Combined, these saw the preliminary UK composite PMI headline rate fall to 52.9 in September from 53.8 in the previous month, also below market expectations of 53.5. Separately, the UK Construction PMI fell to 53.6 in August from 55.3 in July (it is released on a one-month lag to other sector reports), below forecasts of 54.9. Nevertheless, as with other readings, it still indicated expansion in the sector, with output volumes underpinned by robust new order growth and a more supportive economic backdrop.

The UK economy stalled once again in July, mirroring June's performance, and below market expectations of a 0.2% increase. Services output rose by 0.1% but this was offset by industrial production output falling 0.8% and construction output dropping 0.4% on the month. Elsewhere, the UK's trade deficit increased to £7.51 billion in July from £5.32 in June. Imports shrank 1.5%, while exports fell by a larger 4.7%, marking the largest trade gap since April.

The UK recorded a 265k rise in jobs in the three months to July, following the 97k increase in the previous period. This marked the largest growth in job creation since November 2022, and it was the third consecutive period of growth, largely driven by an increase in full-time employees. Meanwhile, average weekly earnings (including bonuses) increased 4% y/y in the three months to July, compared to the upwardly revised 4.6% in the previous period. The unemployment rate fell to 4.1% between May and July, matching market expectations.

The monthly Consumer Price Index (CPI) rose by 0.3% in August, and in line with market expectations, leaving the headline annual rate unchanged at 2.2%, matching market forecasts. The largest upward contribution came from air fares, while the largest offsetting contributions came from motor fuels.

The Bank of England kept Bank Rate unchanged at 5% during its September meeting. This decision met market expectations, though one member favoured a further 0.25 percentage point cut to 4.75%. In addition to the 8-1 vote, a more moderate expected pace of rate cuts was evidenced by the tweak in the accompanying statement, which said "...in the absence of material developments, a gradual approach to removing policy restraint remains appropriate." In the retail sector, overall sales rose by 1% in August, after an upwardly revised 0.7% rise in July. This was materially higher than markets had expected, with sales jumped 1.8% in food stores, while those at non-food stores increased by 0.4%.

Meanwhile, the GfK Consumer Confidence indicator fell sharply to -20 in September, missing forecast for a third straight reading of -13. Elsewhere, public sector borrowing, excluding public sector banks, rose to £13.7 billion in August compared to market expectations of £12.4 billion. Total public sector spending increased by £7 billion, driven by rising central government expenditure on public services and benefits. While receipts also rose, the gain of £3.8 billion was modest compared to outflows.

US Economy

The US economy added 142k jobs in August, more than a downwardly revised 89k in July and below market expectations of 165k. The main areas of gain were construction, healthcare, government and social assistance, while manufacturing lost jobs. The US economy expanded an annualised 3% in Q2, up from an upwardly revised 1.6% increase in Q1 and matching market expectations. The US inflation rate fell for a fifth consecutive month to 2.5% in August, the lowest since February 2021, and below market forecasts. On the monetary policy front, the Fed delivered a 50bps rate cut, its first since 2020 and above market expectations of a 25bps move, with the central bank seemingly placing more emphasis on supporting growth, especially the labour market, than concerns over inflation.

EU Economy

Eurozone's inflation rate eased to 2.2% in August, from 2.6% in July. This matched market expectations and was the lowest rate since July 2021. Meanwhile, the core rate, excluding food and energy prices, slowed to 2.8% from 2.9% in the previous month. GDP in the bloc expanded by 0.2% in Q2, matching market forecasts. Across the key economies France, Italy and Spain all expanded while Germany contracted. Away from data releases, the ECB cut its Deposit Facility Rate by 25 bps to 3.5%, following up the first move it made in its downcycle in June.

Housing

The Halifax House Price index rose 4.3% y/y in August, the biggest rise since November 2022, above the upwardly revised 2.4% rise in July. The Nationwide House Price Index rose by 3.2% y/y in September 2024, the fastest pace since November 2022 and above the 2.4% increase in August.

Currency

Sterling appreciated against the Euro and Dollar over the month.

September	Start	End	High	Low
GBP/USD	\$1.3153	\$1.3414	\$1.3414	\$1.3015
GBP/EUR	€1.1882	€1.2019	€1.2019	€1.1821

Interest Rate Forecasts

Link Group did not revise their forecasts, however Capital Economics now forecast a slower pace of rate cuts to a low of 3.00%.

Bank Rate											
	Now	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26	Mar-27
Link Group	5.00%	4.50%	4.00%	3.50%	3.25%	3.25%	3.25%	3.25%	3.00%	3.00%	3.00%
Capital Economics	5.00%	4.75%	4.50%	4.25%	3.75%	3.25%	3.00%	3.00%	3.00%	3.00%	-

Shropshire Council

Current Investment List

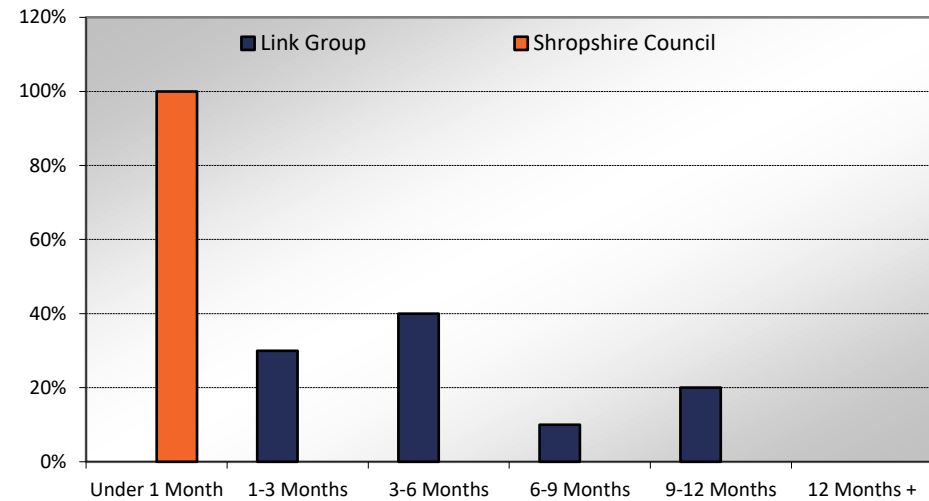
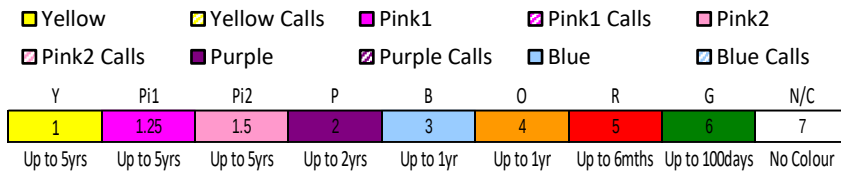
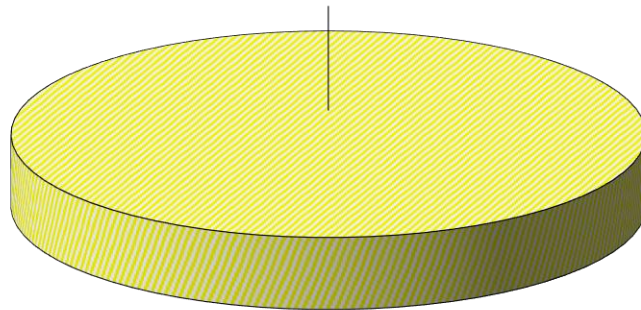
Borrower	Principal (£)	Interest Rate	Start Date	Maturity Date	Lowest LT / Fund Rating	Historic Risk of Default	Expected Credit Loss (£)
Aberdeen City Council	7,000,000	5.02%		Call	AA-	0.000%	0
MMF Insight	15,000,000	5.02%		Call	AAAm		
Total Investments	£22,000,000	5.02%				0.000%	£0

Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

The Historic Risk of Default column is based on the lowest long term rating. If clients are using this % for their Expected Credit Loss calculation under IFRS 9, please be aware that the Code does not recognise a loss allowance where the counterparty is central government or a local authority since relevant statutory provisions prevent default. For these instruments, the Expected Credit Loss will be nil. Please note that we are currently using Historic Default Rates from 1990-2023 for Fitch, 1983-2023 for Moody's and 1981 to 2023 for S&P.

Where Link Group have provided a return for a property fund, that return covers the 12 months to June 2024, which are the latest returns currently available.

Portfolio Composition by Link Group's Suggested Lending Criteria



Portfolios weighted average risk number = 1.00

WARoR = Weighted Average Rate of Return

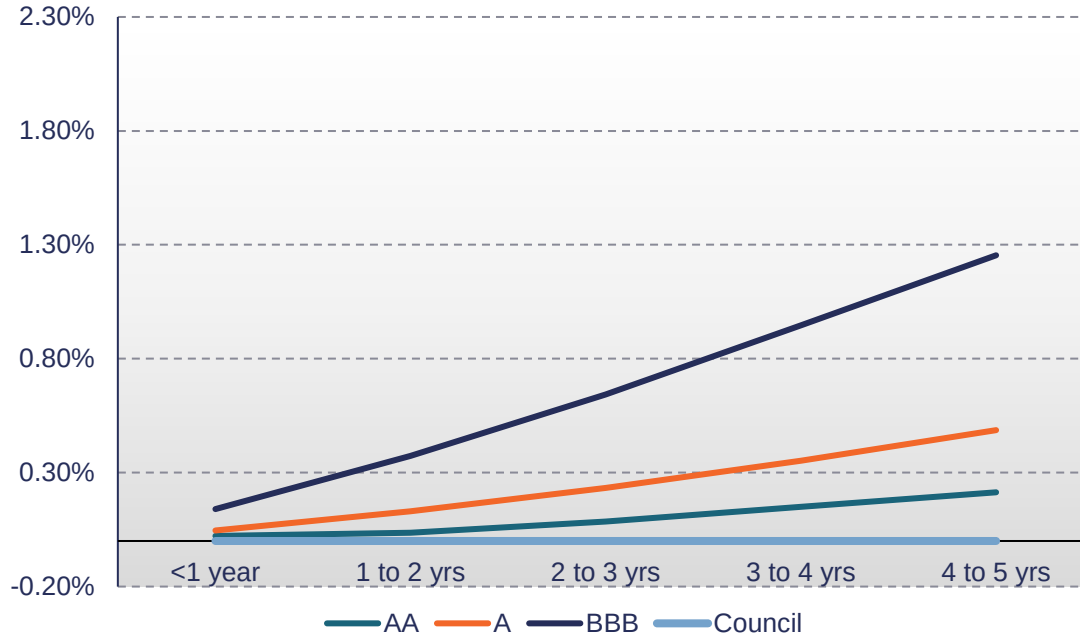
WAM = Weighted Average Time to Maturity

	Excluding Calls/MMFs/USDBFs									
	% of Portfolio	Amount	% of Colour in Calls	Amount of Colour in Calls	% of Call in Portfolio	WARoR	WAM	WAM at Execution	WAM	WAM at Execution
Yellow	100.00%	£22,000,000	100.00%	£22,000,000	100.00%	5.02%	0	0	0	0
Pink1	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Pink2	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Purple	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Blue	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Orange	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Red	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Green	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
No Colour	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Total	100.00%	£22,000,000	100.00%	£22,000,000	100.00%	5.02%	0	0	0	0

Shropshire Council

Investment Risk and Rating Exposure

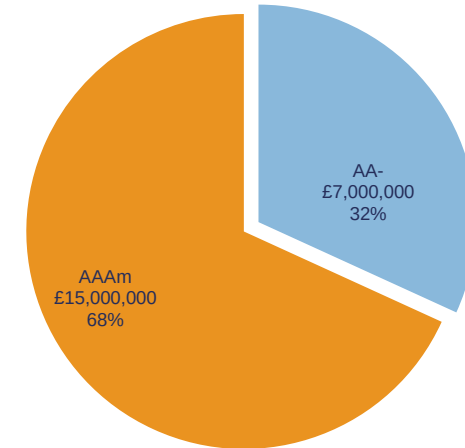
Investment Risk Vs. Rating Categories



Historic Risk of Default

Rating/Years	<1 year	1 to 2 yrs	2 to 3 yrs	3 to 4 yrs	4 to 5 yrs
AA	0.02%	0.04%	0.09%	0.15%	0.21%
A	0.05%	0.13%	0.23%	0.35%	0.49%
BBB	0.14%	0.37%	0.64%	0.95%	1.25%
Council	0.00%	0.00%	0.00%	0.00%	0.00%

Rating Exposure



Historic Risk of Default

This is a proxy for the average % risk for each investment based on over 30 years of data provided by Fitch, Moody's and S&P. It simply provides a calculation of the possibility of average default against the historical default rates, adjusted for the time period within each year according to the maturity of the investment.

Chart Relative Risk

This is the authority's risk weightings compared to the average % risk of default for "AA", "A" and "BBB" rated investments.

Rating Exposures

This pie chart provides a clear view of your investment exposures to particular ratings.

Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

Shropshire Council

Monthly Credit Rating Changes FITCH

Date	Update Number	Institution	Country	Rating Action

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Monthly Credit Rating Changes MOODY'S

Date	Update Number	Institution	Country	Rating Action
09/09/2024	2041	Clydesdale Bank PLC	United Kingdom	The Long Term Rating was Upgraded to A1 from A3 and the Short Term Rating was Upgraded to P-1 from P-2. The Positive Watches were removed and replaced with Stable Outlooks.
09/09/2024	2042	Standard Chartered Bank	United Kingdom	The Long Term Rating and Short Term Rating Outlooks were changed to Positive from Stable.
25/09/2024	2044	National Bank of Canada	Canada	The Positive Outlook on both Long Term and Short Term Rating were replaced by Positive Watch.

Shropshire Council

Monthly Credit Rating Changes S&P

Date	Update Number	Institution	Country	Rating Action
20/09/2024	2043	Swedbank	Sweden	The Outlook on both Long Term and Short Term Ratings were Upgraded to Positive from Stable.

Whilst Link Group makes every effort to ensure that all the information it provides is accurate and complete, it does not guarantee the correctness or the due receipt of such information and will not be held responsible for any errors therein or omissions arising there from. All information supplied by Link Group should only be used as a factor to assist in the making of a business decision and should not be used as a sole basis for any decision. The Client should not regard the advice or information as a substitute for the exercise by the Client of its own judgement.

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APPENDIX B – PRUDENTIAL INDICATORS FOR QUARTER 2

Prudential Indicator	2024/25 Indicator £m	Quarter 1 – Actual £m	Quarter 2 – Actual £m	Quarter 3 – Actual £m	Quarter 4 – Actual £m
Non HRA Capital Financing Requirement (CFR)	345	336	336		
HRA CFR	111	105	105		
Gross borrowing	285	311	311		
Investments	50	21	22		
Net borrowing	235	290	289		
Authorised limit for external debt	546	311	311		
Operational boundary for external debt	480	311	311		
Limit of fixed interest rates (borrowing)	546	311	311		
Limit of variable interest rates (borrowing)	273	0	0		
Internal Team Principal sums invested > 364 days	70	0	0		
Maturity structure of borrowing limits	%	%	%	%	%
Under 12 months	15	10	10		
12 months to 2 years	15	0	0		
2 years to 5 years	45	0	2		
5 years to 10 years	75	24	26		
10 years to 20 years	100	26	22		
20 years to 30 years	100	20	25		
30 years to 40 years	100	11	6		
40 years to 50 years	100	2	2		
50 years and above	100	7	7		

The Gross Borrowing Prudential Indicator for 2024/25 was based on existing known borrowing taken out as at the end of January 2024. This borrowing position was based on the policy of utilising internal borrowing rather than external borrowing for capital schemes, whilst cash balances allowed this to continue, in order to minimise the interest cost to the Authority. As at the end of the 2023/24 financial year, it was deemed necessary to re-evaluate the under-borrowed position of the Council, and as a result, PWLB borrowing of £30m over a 12 month period was secured to fund existing capital schemes, and in order to manage the treasury management position of the authority. No further PWLB or borrowing has been undertaken since this period, although this accounts for the reason why the position at Quarter 2 is greater than the 2024/25 indicator, as highlighted in the table above. It is anticipated that the Council will be undertaking more borrowing before the end of the calendar year, as we look to re-address the under-borrowed position and remove the reliance on internal borrowing through the use of cash balances.

The key prudential indicators which dictate the level of borrowing that can be undertaken by the Authority are the Operational Boundary which determines the likely level of borrowing that may be required to deliver the known commitments of the capital programme; and the Authorised limit provides the total borrowing that the Council may undertake if it should progress all plans as laid out in the Capital Strategy. As noted in the table above, the borrowing level undertaken as at Quarter 2 is well within the parameter of the Operational and Authorised limit for external debt.

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APPENDIX C -PRUDENTIAL BORROWING APPROVALS

Prudential Borrowing Approvals	Date Approved	Amount Approved £	Applied (Spent) 2006/07 £	Applied (Spent) 2007/08 £	Applied (Spent) 2008/09 £	Applied (Spent) 2009/10 £	Applied (Spent) 2010/11 £	Applied (Spent) 2011/12 £	Applied (Spent) 2012/13 £	Applied (Spent) 2013/14 £	Applied (Spent) 2014/15 £	Applied (Spent) 2015/16 £	Applied (Spent) 2016/17 £	Applied (Spent) 2017/18 £	Applied (Spent) 2018/19 £	Applied (Spent) 2019/20 £	Applied (Spent) 2020/21 £	Applied (Spent) 2021/22 £	Applied (Spent) 2022/23 £	Applied (Spent) 2023/24 £	Budgeted 2024/25 £	Budgeted 2025/26 £	Budgeted 2026/27 £	Budgeted 2027/28 £	First year MRP Charged	Asset Life	Final year MRP Charged	
Monkmoor Campus	24/02/2006	3,580,000																										
Capital Receipts Shortfall - Cashflow Applied:	24/02/2006	5,000,000																										
			3,000,000		0																					2007/08	25	2031/32
Monkmoor Campus				0																								
William Brooks					2,000,000		3,580,000																			2011/12	25	2035/36
Tern Valley																										2010/11	35	2044/45
		8,580,000	3,000,000	0	2,000,000	0	3,580,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0				
			2,000,000																						2007/08	20	2026/27	
Highways	24/02/2006																											
Accommodation Changes	24/02/2006	650,000	410,200	39,800																						2007/08	6	2012/13
Accommodation Changes - Saving	31/03/2007	-200,000																										
		450,000	410,200	39,800	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0				
Waste Management Site - Oswestry	29/06/2007	712,500																										
Waste Management Site - Oswestry	20/06/2008	-712,500																										
		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0				
William Brooks	18/07/2008	0					0																			2011/12	25	2035/36
Primary School Capital Programme	19/12/2008	0						0																		2012/13	25	2036/37
The Ptarmigan Building	05/11/2009	3,744,000			3,744,000																					2010/11	25	2034/35
The Mount McKinley Building	05/11/2009	2,782,000			2,782,000																					2011/12	25	2035/36
The Mount McKinley Building	05/11/2009	0					0																		2011/12	5	2015/16	
Capital Strategy Schemes - Desktop Virtualisation	25/02/2010	187,600				187,600	0	0	0	0	0	0	0	0	0	0	0								2010/11	5	2014/15	
Carbon Efficiency Schemes/Self Financing	26/02/2010	1,512,442					115,656	1,312,810	83,976	0	0	0	0	0	0	0									2011/12	5	2017/18	
Transformation schemes		92,635						92,635	0	0																2012/13	3	2014/15
New School Amalgamations - Self Financing	26/02/2010	0							0	0	0	0	0	0	0	0									2013/14	25	2037/38	
Renewables - Biomass - Self Financing	14/09/2011	92,996						82,408	98,258	-87,670	0														2014/15	25	2038/39	
Solar PV Council Buildings - Self Financing	11/05/2011	56,342						1,283,959	124,584	-1,352,202	0														2013/14	25	2038/39	
Depot Redevelopment - Self Financing	23/02/2012	0							0	0	0														2014/15	10	2023/24	
Street Lighting - part night lighting - Self Financing	04/04/2012	0							0	0	0														2013/14	10	2022/23	
Oswestry Leisure Centre Equipment - Self Financing	04/04/2012	124,521						124,521																	2012/13	5	2016/17	
Leisure Services - Self Financing	01/08/2012	711,197						711,197																	2013/14	5	2016/17	
Mardol House Acquisition	26/02/2015	4,160,000								4,160,000	0															2015/16	25	2039/40
Mardol House Adaptation and Refit	26/02/2015	3,340,000						167,641	3,172,359	0	0	0	0												2016/17	25	2041/42	
Oswestry Leisure Centre Equipment - Self Financing	01/08/2012	290,274								274,239			16,035													2018/19	5	2022/23
Car Parking Strategy Implementation	17/01/2018	590,021									588,497	1,524													2020/21	5	2024/25	
JPUT - re Shrewsbury Shopping Centres	13/12/2017	55,299,533									52,204,603	-208,569	2,791,967	320,079	191,453										2018/19	45	2042/43	
JPUT - SSC No 1 Ltd	13/12/2017	527,319									527,319																	
CDL Shareholding	28/02/2019	1															1								2021/22			
Children's Residential Care	28/02/2019	2,000,000										1,381,539	230,765	38,487	316,210	33,000									2020/21	25	2044/45	
Pride Hill Shopping Centre Reconfiguration - LEP Match	19/12/2019	1,928,978											434,027	842,293	652,658										AUC	45		
Pride Hill Shopping Centre Reconfiguration - Feb 22 approval	01/02/2022	2,273,921														197,614	1,076,307	1,000,000							AUC	45		
Multi Agency Hub - Feb 22 approval	01/02/2022	1,000,000															1,000,000								AUC	45		
Greenacres Supported Living Development	24/09/2020	3,126,978															34,317	41,688	1,979				1,048,995	2,000,000	2023/24	25	2046/47	
Bishops Castle Business Park	19/09/2019	3,124,695																2,900	1,545,847	1,271,102	55,046	250,000			2023/24	25	2044/45	
Whitchurch Medical Practice (Pauls Moss Development)	26/07/2018	3,063,835																171,509	1,392,326	1,500,000					2023/24	25	2047/48	
Oswestry Castleview - Site Acquisition	19/12/2019	3,256,241										3,256,241													2020/21	25	2044/45	
Former Morrisons Site, Oswestry	19/09/2019	3,390,145										3,390,145													2021/22	25	2045/46	
Meole Brace Pitch & Putt		5,414,827																11,927	136,349	263,137	2,003,415	2,500,000	500,000		AUC	25		
Maesbury Solar Farm		2,046,558																	19,682	26,876	500,000	1,000,000	500,000		AUC	25		
Commercial Investment Fund	Fin Strat 19/20	2,000,000																				1,000,000	1,000,000		2021/22	25	2044/45	
The Tannery Development Block A - Land Acquisition		657,253																	62,500	594,753					2022/23	25	2045/46	
The Tannery Development Block A		6,356,606																			56,606	1,300,000	2,500,000	2,500,000	AUC			
The Tannery Development - Block B & C		7,471,562												3,677,844	3,456,019	311,325	16,614	3,847	5,912						2019/20	25	2045/46	
Oswestry Property Acquisition	12/05/2022	3,332,304																		3,332,304					2023/24	25	2047/48	
Shrewsbury Property Acquisition		3,837,012																		3,837,012					2023/24	25	2047/48	
Blochar Pyrolysis Project		2,009,420																			9,420	500,000	1,500,000		2023/24	25	2047/48	
Recycling Bin Roll Out Programme		2,029,778															4,395	2,025,384							2022/23	10	2032/33	
Highways Investment Programme	Capital Strat Feb 22	25,284,755																3,983,412	18,011,589	0	959,754	2,330,000			2022/23	25	2046/47	
Oswestry Innovation Park		10,750,425																		4,218,112	6,532,313				2022/23	25	2046/47	
Cambrian Building Oswestry - UKSPF		285,007																			14,900	270,107			2022/23	25	2046/47	
Whitchurch Swimming & Leisure Facility	22/09/2022	13,371,760																	390,954	3,010,525	7,269,718	2,067,303	633,261		2026/27	40	2065/66	
Previous NSDC Borrowing		955,595			821,138	134,457																			2009/10	5/25	2065/66	
Capital Receipts Released By Additional Borrowing		8,226,507																										

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Economic Background and Borrowing Update

Economic Background

The second quarter of 2024/25 saw:

- GDP growth stagnating in July following downwardly revised Q2 figures (0.5% q/q)
- A further easing in wage growth as the headline 3myy rate (including bonuses) fell from 4.6% in June to 4.0% in July;
- CPI inflation hitting its target in June before edging above it to 2.2% in July and August;
- Core CPI inflation increasing from 3.3% in July to 3.6% in August;
- The Bank of England initiating its easing cycle by lowering interest rates from 5.25% to 5.0% in August and holding them steady in its September meeting;
- 10-year gilt yields falling to 4.0% in September.

The economy's stagnation in July points more to a mild slowdown in GDP growth than a sudden drop back into a recession. Moreover, the drop in September's composite activity Purchasing Managers Index, from 53.8 in August to 52.9, was still consistent with GDP growth of 0.3%-0.4% for the summer months. This is in line with the Bank of England's view, and it was encouraging that an improvement in manufacturing output growth could be detected, whilst the services PMI balance suggests non-retail services output grew by 0.5% q/q in Q3.

The 1.0% m/m jump in retail sales in August was stronger than the consensus forecast for a 0.4% m/m increase. The rise was reasonably broad based, with six of the seven main sub sectors recording monthly increases, though the biggest gains came from clothing stores and supermarkets, which the ONS reported was driven by the warmer-than-usual weather and end of season sales.

The government's plans to raise public spending by around £16bn a year (0.6% GDP) have caused concerns that a big rise in taxes will be announced in the Budget, which could weaken GDP growth in the medium-term. However, if taxes are raised in line with spending (i.e., by £16bn) that would mean the overall stance of fiscal policy would be similar to the previous government's plan to reduce the budget deficit. Additionally, rises in public spending tend to boost GDP by more than increases in taxes reduce it.

The further easing in wage growth will be welcomed by the Bank of England as a sign that labour market conditions are continuing to cool. The 3myy growth rate of average earnings fell from 4.6% in June to 4.0% in July. On a three-month annualised basis, average earnings growth eased from 3.0% to 1.8%, its lowest rate since December 2023.

CPI inflation stayed at 2.2% in August, but services inflation rose from a two-year low of 5.2% in July to 5.6%, significantly above its long-run average of 3.5%. Food and fuel price inflation exerted some downward pressure on CPI inflation, but these were offset by the upward effects from rising furniture/household equipment inflation,

recreation/culture inflation and a surprisingly large rise in airfares inflation from -10.4% in July to +11.9% in August. As a result, core inflation crept back up from 3.3% to 3.6%. CPI inflation is also expected to rise in the coming months, potentially reaching 2.9% in November, before declining to around 2.0% by mid-2025.

Looking ahead, CPI inflation will likely rise in the coming months before it falls back to its target of 2.0% in mid-2025. The increasing uncertainties of the Middle East may also exert an upward pressure on inflation, with oil prices rising in the aftermath of Iran's missile attack on Israel on 1 October. China's recent outpouring of new fiscal support measures in the latter stages of September has also added to the upshift in broader commodity prices, which, in turn, may impact on global inflation levels and thus monetary policy decisions. Despite these recent developments, our central forecast is still for rates to fall to 4.5% by the end of 2024 with further cuts likely throughout 2025. This is in line with market expectations, however, although a November rate cut still looks likely, December may be more problematic for the Bank if CPI inflation spikes towards 3%.

Looking at gilt movements in the first half of 2024/25, and you will note the 10-year gilt yield declined from 4.32% in May to 4.02% in August as the Bank's August rate cut signalled the start of its loosening cycle. Following the decision to hold the Bank Rate at 5.0% in September, the market response was muted, with the 10-year yield rising by only 5bps after the announcement.

A summary overview of the future path of Bank Rate

The Bank of England's Monetary Policy Committee (MPC) voted 5 -4 to reduce the Bank Rate by 25bps to 5% in the August meeting. However, subsequent speeches from MPC members have supported Governor Bailey's tone with its emphasis on "gradual" reductions over time. Markets thought there may be an outside chance of a further Bank Rate reduction in September, but this came to nothing. Nonetheless, November still looks most likely to be the next month to see a rate cut to 4.75% but, thereafter, inflation and employment data releases, as well as geo-political events, are likely to be the determinant for what happens in the remainder of 2024/25 and into 2025/26.

Borrowing

It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits". The Council's approved Treasury and Prudential Indicators (affordability limits) are included in the approved Treasury Management Strategy. A list of the approved limits is shown in Appendix B. The Prudential Indicators were not breached during the second quarter of 2024/25 and have not been previously breached. The schedule at Appendix C details the Prudential Borrowing approved and utilised to date.

The Council had not undertaken any new borrowing for a number of years prior to taking out some short term borrowing in March 2024. The Council instead has been utilising cash balances to internally "borrow" for prudential borrowing schemes. This has enabled the Council to benefit from saving on interest costs compared to the

returns that could be generated on the cash balances. This approach has been effective during a period where the Council has held significant cash balances.

Cash balances have now reduced as a result of reduced levels of reserves being held and loans continuing to reach their maturity dates. It is therefore planned that significant levels of borrowing will be required in 2024/25 to fund any new capital borrowing requirement, and also re-instate cash balances used for internal borrowing.

PWLB rates decreased during the course of August and the early part of September, but then finish the month at a rate similar to the start of April. The table below shows the high/low/average PWLB rates for the first half of the year.

	1 Year	5 Year	10 Year	25 Year	50 Year
02/04/2024	5.39%	4.72%	4.80%	5.28%	5.07%
30/09/2024	4.95%	4.55%	4.79%	5.33%	5.13%
Low	4.78%	4.31%	4.52%	5.08%	4.88%
Low date	17/09/2024	17/09/2024	17/09/2024	17/09/2024	17/09/2024
High	5.61%	5.14%	5.18%	5.61%	5.40%
High date	29/05/2024	01/05/2024	01/05/2024	01/05/2024	01/05/2024
Average	5.21%	4.76%	4.88%	5.35%	5.14%
Spread	0.83%	0.83%	0.66%	0.53%	0.52%

During the course of second quarter the Finance team have renegotiated two of the Council's Market Loans, with a reduced maturity date and a reduction in the interest rate to be applied to the loan. This has delivered a saving for 2024/25 of £0.977m.

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Committee and Date

Audit Committee
28th November 2024

Cabinet
4th December 2024

Council 12th December
2024

Item

Public



Treasury Strategy 2024/25 Mid-Year Review

Responsible Officer:	James Walton		
email:	james.walton@shropshire.gov.uk	Tel:	01743 258915
Cabinet Member (Portfolio Holder):	Cllr Gwilym Butler, Finance & Corporate Support		

1. Synopsis

As at 30 September 2024 the Council held £22m in investments and had £311m of borrowing. The report confirms compliance with Treasury and Prudential limits agreed by Full Council.

2. Executive Summary

2.1. This mid-year Treasury Strategy report has been prepared in compliance with CIPFA's Code of Practice on Treasury Management 2017 and covers the following:

- An economic update for the first six months of 2024/25
- A review of the Treasury Strategy 2024/25 and Annual Investment Strategy
- A review of the Council's investment portfolio for 2024/25
- A review of the Council's borrowing strategy for 2024/25
- A review of any debt rescheduling taken
- A review of compliance with Treasury and Prudential limits for 2024/25

3. Recommendations

Members of the Audit Committee and Cabinet are asked to:

- 3.1. Agree the Treasury Strategy activity as set out in the report.
- 3.2. Recommend to Council the revision to the Prudential Indicators as set out in section 9 of the report.
- 3.3. To note that the changes to prudential indicators reflect the reduction of internal cash balances and the need to externalise debt; this is a straightforward liquidity requirement unrelated to other financial matters and would have been required at this time regardless of the wider financial position.
- 3.4. To note that provision for additional borrowing costs in revenue budgets was included in the 2024/25 budget.

Members of Council are asked to:

- 3.5. Agree the Treasury Strategy activity as set out in the report.
- 3.6. Approve the revision to the Prudential Indicators as set out in section 9 of the report.
- 3.7. To note that the changes to prudential indicators reflect the reduction of internal cash balances and the need to externalise debt; this is a straightforward liquidity requirement unrelated to other financial matters and would have been required at this time regardless of the wider financial position.
- 3.8. To note that provision for additional borrowing costs in revenue budgets was included in the 2024/25 budget.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. The recommendations contained in this report are compatible with the provisions of the Human Rights Act 1998.
- 4.2. There are no direct environmental, equalities or climate change consequences arising from this report.
- 4.3. The main risk relating to undertaking Treasury Management activities is a potential financial loss and this is considered in the table below:

<i>Risk</i>	<i>Mitigation</i>
Potential financial loss arising from undertaking Treasury Management activities	All Treasury Management practices are in compliance with the CIPFA Code of Practice on Treasury Management, the Council's Treasury Policy Statement, and the Prudential Code for Capital Finance, together with rigorous internal controls.
	Council's Audit Committee is the committee responsible for ensuring effective consideration of the

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve
- scaling down initiatives,
 - changing the scope,
 - delaying implementation, or
 - extending delivery timescales.
- 5.2. The Council makes assumptions about the levels of borrowing and investment income over the financial year. Reduced borrowing as a result of capital receipt generation or delays in delivery of the capital programme will both have a positive impact of the council's cash position. Similarly, higher than benchmarked returns on available cash will also help the Council's financial position. For monitoring purposes, assumptions are made early in year about borrowing and returns based on the strategies agreed by Council in the preceding February. Performance outside of these assumptions results in increased or reduced income for the Council.
- 5.3. The 2024/25 six-month performance is marginally below benchmark but has delivered net income of £1.059m.
- 5.4. During 2024/25, there is a £0.977m saving on interest payable, as a result of a renegotiation of the future terms of two market loans that the council holds.

6. Climate Change Appraisal

- 6.1. The Council's Financial Strategy includes proposals to deliver a reduced carbon footprint for the Council therefore the Treasury Team is working with the Council to achieve this. There are no direct climate change impacts arising from this report. Shropshire Council's investment portfolio has no level 1, 2 or 3 emissions. It comprises of straightforward cash deposits with financial institutions and other Local Authorities.

7. Background

- 7.1. The Council defines its treasury management activities as "the management of the authority's borrowing, investments and cash flows, its banking, money market and capital market transactions, the effective control of the risks associated with the activities, and the pursuit of optimum performance consistent with those risks."

Broadly, cash received by the Council raised during the year will meet its cash expenditure. Treasury Management operations ensure this cash flow is planned and managed. Temporary surplus balances are invested in low-risk counterparties (providing security), ensuring cash availability (liquidity), and only considering investment return (yield) last.

- 7.2. Cash flow management covers in-year (revenue) costs as well as the funding of the Council's long term (capital) plans. Capital plans provide a guide to the future borrowing need of the Council and may involve arranging long or short-term borrowing. Occasionally existing debt may be restructured as opportunities allow.
- 7.3. In December 2017, the Chartered Institute of Public Finance and Accountancy, (CIPFA), issued revised Prudential and Treasury Management Codes. As from 2019/20, all local authorities are required to prepare a Capital Strategy which is intended to provide the following: -
 - A high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
 - An overview of how associated risk is managed
 - The implications for future financial sustainability
- 7.4. A report setting out the Council's Capital Strategy was taken to full Council in February 2024. This report informs Members of the treasury activities of the Council for the first six months of the financial year.
- 7.5. To secure specialist advice on long-term borrowing and investment, the Council works with Link Asset Services, who provide the detailed analysis set out in this report.

8. Economic Update and Forecast

- 8.1. Since the Council's Treasury and Capital strategies were agreed in February 2024, there has been further change in terms of the economic environment. The Bank of England has initiated its easing cycle by lowering interest rates from bank base rate has reduced over the period from 5.25% to 4.75%. A detailed commentary can be found in Appendix D.
- 8.2. Link Asset Services forecast interest rates over the next 36 months. Their latest interest rate forecasts are shown below.

Link Group Interest Rate View 28.05.24										
	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26	Mar-27
BANK RATE	4.50	4.00	3.50	3.25	3.25	3.25	3.25	3.00	3.00	3.00
3 month ave earnings	4.50	4.00	3.50	3.30	3.30	3.30	3.30	3.00	3.00	3.00
6 month ave earnings	4.40	3.90	3.50	3.30	3.30	3.30	3.30	3.10	3.10	3.20
12 month ave earnings	4.30	3.80	3.50	3.40	3.40	3.40	3.40	3.20	3.30	3.40
5 yr PWLB	4.50	4.30	4.10	4.00	3.90	3.90	3.90	3.90	3.90	3.80
10 yr PWLB	4.60	4.40	4.30	4.10	4.10	4.10	4.00	4.00	4.00	3.90
25 yr PWLB	5.00	4.80	4.70	4.50	4.50	4.40	4.40	4.40	4.30	4.30
50 yr PWLB	4.80	4.60	4.50	4.30	4.30	4.20	4.20	4.20	4.10	4.10

9. Treasury Strategy Update

- 9.1. The Treasury Management Strategy (TMS) for 2024/25 was approved by Full Council on 29 February 2024. The underlying TMS approved previously requires revision in the light of economic and operational movements during the year. The proposed changes and supporting detail for the changes are set out below:

Prudential Indicator 2024/25	Original £m	Revised Prudential Indicator £m
Borrowing Need – Gross Borrowing	285	437
Borrowing Need – Net Borrowing	235	387
Operational Boundary	480	632
Authorised Boundary	546	698

Borrowing Need

The capital financing requirement (CFR) is the maximum we would expect to borrow based on the total historic outstanding capital expenditure which has not been paid for from either revenue or capital resources. Therefore it is essentially a measure of the Authority's underlying borrowing need.

The gross borrowing undertaken reflects the estimated position on borrowing to be undertaken. In previous years, the Council has 'internally' borrowed for capital schemes whilst cash balances were significant to reduce the borrowing costs for the Council. This has been possible due to the availability of internal cash balances but led to a high level of 'under-borrowing' against the indicative level of borrowing. In 2024/25 it is now intended that external borrowing will be necessary to address the previously under-borrowed position of the Council, and this has now been reflected in the revised gross and net borrowing anticipated for 2024/25 below. It is acceptable to revise estimated borrowing need up or down as the situation changes; by setting a new threshold in advance, the Council will comply with the requirement to be open and transparent over its borrowing intentions.

	Original Estimate £m	Amendment £m	Revised Prudential Indicator £m
Gross Borrowing less than CFR			
Capital Financing Requirement:			
Non HRA Capital Financing Requirement	345	0	345
HRA Capital Financing Requirement	111	0	111
Total CFR	456	0	456
Movement in CFR represented by			
Net financing need for the year	32	0	32
Less MRP/VRP and other financing movements	1	0	1
Movement in CFR	33	0	33
Gross Borrowing (including HRA)	285	0	285
Borrowing to replace previous Internal Borrowing	0	152	152
Amended Gross Borrowing	285	185	437
Investments	50	0	50
Net Borrowing	235	185	387

Operational Boundary

This indicator shows the maximum permitted amount of outstanding debt for all purposes. The initial starting point for the calculation is the external borrowing currently undertaken and any additional anticipated borrowing required for the capital programme in year. The original estimate did not include any provision for transferring the internal borrowing to external borrowing and so this has now been included. It is acceptable to revise the operational boundary indicator up or down as the situation changes; by setting a new threshold in advance, the Council will comply with the requirement to be open and transparent over its borrowing intentions.

Operational Boundary	Original Estimate £m	Amendment £m	Revised Prudential Indicator £m
Debt	394	152	546
Other long term liabilities	86	0	86
Total	480	152	632

Authorised Boundary

This is a key prudential indicator and represents a control on the maximum level of borrowing. The initial starting point for the calculation is the external borrowing currently undertaken and any additional anticipated borrowing required for the capital programme and strategy. The original estimate did not include any provision for transferring the internal borrowing to external borrowing and so this has now been built in. Again, It is acceptable to revise the Authorised Boundary up or down as the situation changes; by setting the new threshold in advance, the Council will comply with the requirement to be open and transparent over its borrowing intentions.

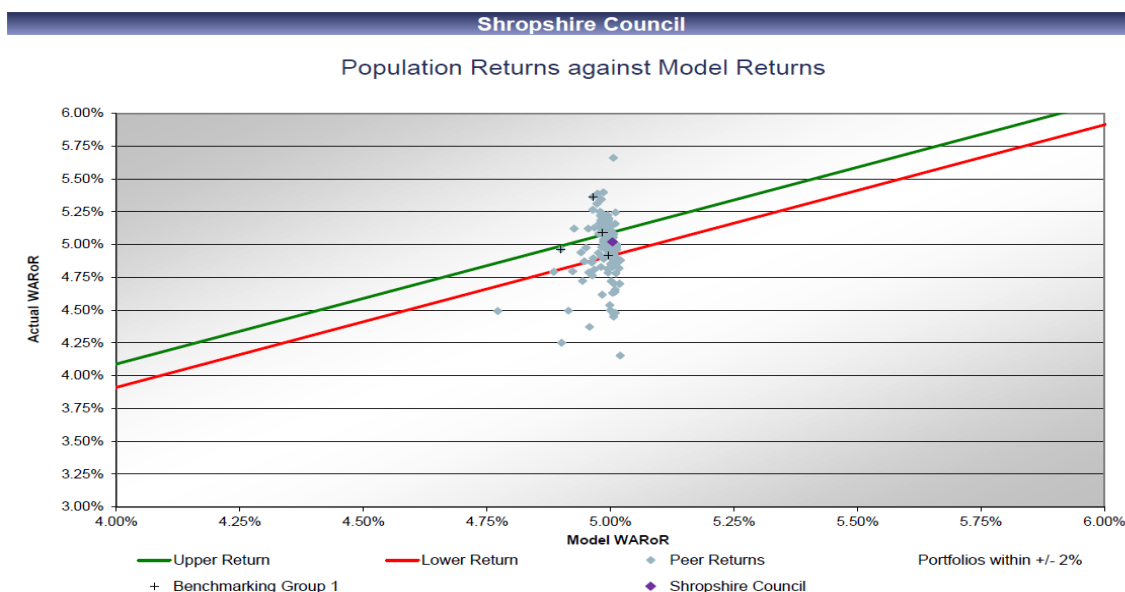
Authorised Boundary	Original Estimate £m	Amendment £m	Revised Prudential Indicator £m
Debt	460	152	612
Other long term liabilities	86	0	86
Total	546	152	698

10. Annual Investment Strategy

- 10.1. The Council's Annual Investment Strategy, which is incorporated in the TMS, outlines the Council's investment priorities as the security and liquidity of its capital. In the current economic climate, it is considered appropriate to keep investments short term to cover cash flow needs, but also to seek out value available in periods up to 12 months with high credit quality financial institutions, using the Link suggested creditworthiness approach, including a minimum sovereign credit rating and Credit Default Swap (CDS) overlay information.

10.2. The average level of funds available for investment purposes during the first half of the financial year was £41.48m. These funds were available on a temporary basis, and the level of funds available was mainly dependent on the timing of precept payments, receipt of grants and progress on the capital programme.

10.3. In the first six months of 2024/25 the internal finance team's return achieved was marginally lower than its benchmark by 0.01%. The gross investment return was 5.11% compared to the benchmark of 5.12%. As cash balances held are lower than in previous years, the Council need to ensure cash balances are highly liquid, resulting in lower interest rates on short term deals. Whilst returns on investment are important, as we strive to achieve the best investment we can, the Council's priority is always to ensure security of funds and ensure we hold sufficient liquid balances. With this in mind, this will often mean that we cannot secure the higher rate investments as these are offered to longer term deals. The Council does receive benchmarking analysis of its investments in relation to its comparative group and throughout the second quarter of 2024/25, its performance on investment were considered in line with the other organisations.



10.4. A full list of investments held as at 30 September 2024, compared to Link's counterparty list, and changes to Fitch, Moody's and Standard & Poor's credit ratings are shown within Link's Monthly Investment Analysis Review at Appendix 1. None of the approved limits within the Annual Investment Strategy were breached during the second quarter of 2024/25. Officers continue to monitor the credit ratings of institutions on a daily basis. Delegated authority has been put in place to make any amendments to the approved lending list.

10.5. Recent investment rates available in the market have decreased due to the central bank rate reducing to 5.00% in August 2024.

10.6. The interest receivable budget is expected to deliver, as a minimum, net income of £1.059m in the first six months of the year. Projections on income will be reviewed monthly. The current estimates are based on assumptions of the value of investment balances. There are also savings of £0.977m projected against interest

payable budgets, as a result of a renegotiation of two Market Loans.

11. Borrowing

11.1. Details of the Council's borrowing activity can be found within Appendix D.

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

Council, 29 March 2024, Treasury Strategy 2024/25.

Council, 29 February 2024, Financial Strategy 2024/25 – 2028/29 and Setting the Council Tax Resolution 2024/25

Local Member: N/A

Appendices [Please list the titles of Appendices]

Appendix A – Investment Report as at 30 September 2024

Appendix B – Prudential Limits

Appendix C – Prudential Borrowing Schedule

Appendix D – Economic Background and Borrowing Update

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Shropshire Council

Monthly Investment Analysis Review

September 2024

Monthly Economic Summary

General Economy

The preliminary reading of the UK Manufacturing PMI fell to 51.5 in September from 52.5 in August, below market expectations. While still indicative of expansion, the slower growth was attributed to a wait-and-see approach that respondents took ahead of the Autumn Statement. Job cuts increased, and subdued demand led to leaner inventory strategies. Furthermore, delivery times have lengthened to the greatest extent since April, with freight delays being attributed to the ongoing Red Sea crisis. On the price front, purchase price inflation hit its highest level since January 2023. Meanwhile, the UK services PMI dropped to 52.8 in September from 53.7 in August in its preliminary reading, missing market expectations of 53.5. Despite the slowdown in growth, this marked the eleventh consecutive monthly expansion, supported by steady inflows of new business. On the price front, input cost inflation rose on the month due to increased labour and shipping costs. Combined, these saw the preliminary UK composite PMI headline rate fall to 52.9 in September from 53.8 in the previous month, also below market expectations of 53.5. Separately, the UK Construction PMI fell to 53.6 in August from 55.3 in July (it is released on a one-month lag to other sector reports), below forecasts of 54.9. Nevertheless, as with other readings, it still indicated expansion in the sector, with output volumes underpinned by robust new order growth and a more supportive economic backdrop.

The UK economy stalled once again in July, mirroring June's performance, and below market expectations of a 0.2% increase. Services output rose by 0.1% but this was offset by industrial production output falling 0.8% and construction output dropping 0.4% on the month. Elsewhere, the UK's trade deficit increased to £7.51 billion in July from £5.32 in June. Imports shrank 1.5%, while exports fell by a larger 4.7%, marking the largest trade gap since April.

The UK recorded a 265k rise in jobs in the three months to July, following the 97k increase in the previous period. This marked the largest growth in job creation since November 2022, and it was the third consecutive period of growth, largely driven by an increase in full-time employees. Meanwhile, average weekly earnings (including bonuses) increased 4% y/y in the three months to July, compared to the upwardly revised 4.6% in the previous period. The unemployment rate fell to 4.1% between May and July, matching market expectations.

The monthly Consumer Price Index (CPI) rose by 0.3% in August, and in line with market expectations, leaving the headline annual rate unchanged at 2.2%, matching market forecasts. The largest upward contribution came from air fares, while the largest offsetting contributions came from motor fuels.

The Bank of England kept Bank Rate unchanged at 5% during its September meeting. This decision met market expectations, though one member favoured a further 0.25 percentage point cut to 4.75%. In addition to the 8-1 vote, a more moderate expected pace of rate cuts was evidenced by the tweak in the accompanying statement, which said "...in the absence of material developments, a gradual approach to removing policy restraint remains appropriate." In the retail sector, overall sales rose by 1% in August, after an upwardly revised 0.7% rise in July. This was materially higher than markets had expected, with sales jumped 1.8% in food stores, while those at non-food stores increased by 0.4%.

Meanwhile, the GfK Consumer Confidence indicator fell sharply to -20 in September, missing forecast for a third straight reading of -13. Elsewhere, public sector borrowing, excluding public sector banks, rose to £13.7 billion in August compared to market expectations of £12.4 billion. Total public sector spending increased by £7 billion, driven by rising central government expenditure on public services and benefits. While receipts also rose, the gain of £3.8 billion was modest compared to outflows.

US Economy

The US economy added 142k jobs in August, more than a downwardly revised 89k in July and below market expectations of 165k. The main areas of gain were construction, healthcare, government and social assistance, while manufacturing lost jobs. The US economy expanded an annualised 3% in Q2, up from an upwardly revised 1.6% increase in Q1 and matching market expectations. The US inflation rate fell for a fifth consecutive month to 2.5% in August, the lowest since February 2021, and below market forecasts. On the monetary policy front, the Fed delivered a 50bps rate cut, its first since 2020 and above market expectations of a 25bps move, with the central bank seemingly placing more emphasis on supporting growth, especially the labour market, than concerns over inflation.

EU Economy

Eurozone's inflation rate eased to 2.2% in August, from 2.6% in July. This matched market expectations and was the lowest rate since July 2021. Meanwhile, the core rate, excluding food and energy prices, slowed to 2.8% from 2.9% in the previous month. GDP in the bloc expanded by 0.2% in Q2, matching market forecasts. Across the key economies France, Italy and Spain all expanded while Germany contracted. Away from data releases, the ECB cut its Deposit Facility Rate by 25 bps to 3.5%, following up the first move it made in its downcycle in June.

Housing

The Halifax House Price index rose 4.3% y/y in August, the biggest rise since November 2022, above the upwardly revised 2.4% rise in July. The Nationwide House Price Index rose by 3.2% y/y in September 2024, the fastest pace since November 2022 and above the 2.4% increase in August.

Currency

Sterling appreciated against the Euro and Dollar over the month.

September	Start	End	High	Low
GBP/USD	\$1.3153	\$1.3414	\$1.3414	\$1.3015
GBP/EUR	€1.1882	€1.2019	€1.2019	€1.1821

Interest Rate Forecasts

Link Group did not revise their forecasts, however Capital Economics now forecast a slower pace of rate cuts to a low of 3.00%.

Bank Rate											
	Now	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25	Mar-26	Jun-26	Sep-26	Dec-26	Mar-27
Link Group	5.00%	4.50%	4.00%	3.50%	3.25%	3.25%	3.25%	3.25%	3.00%	3.00%	3.00%
Capital Economics	5.00%	4.75%	4.50%	4.25%	3.75%	3.25%	3.00%	3.00%	3.00%	3.00%	-

Shropshire Council

Current Investment List

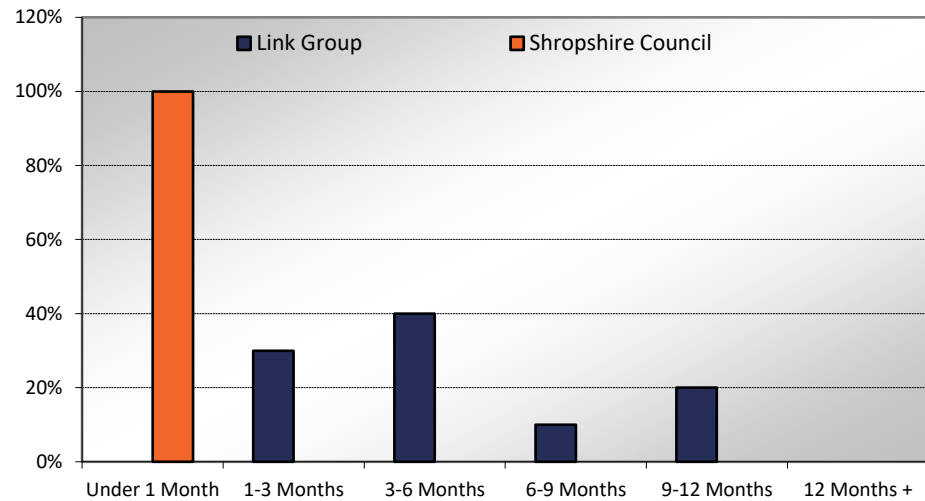
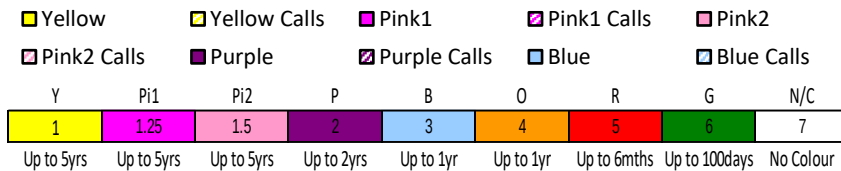
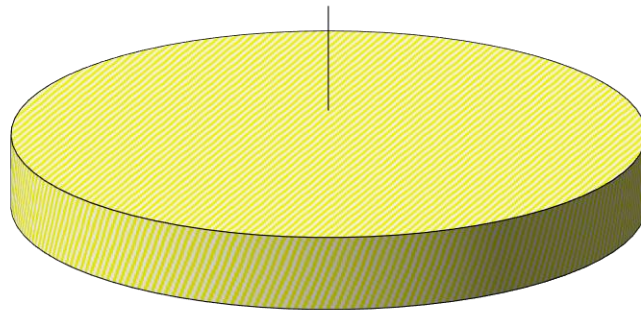
Borrower	Principal (£)	Interest Rate	Start Date	Maturity Date	Lowest LT / Fund Rating	Historic Risk of Default	Expected Credit Loss (£)
Aberdeen City Council	7,000,000	5.02%		Call	AA-	0.000%	0
MMF Insight	15,000,000	5.02%		Call	AAAm		
Total Investments	£22,000,000	5.02%				0.000%	£0

Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

The Historic Risk of Default column is based on the lowest long term rating. If clients are using this % for their Expected Credit Loss calculation under IFRS 9, please be aware that the Code does not recognise a loss allowance where the counterparty is central government or a local authority since relevant statutory provisions prevent default. For these instruments, the Expected Credit Loss will be nil. Please note that we are currently using Historic Default Rates from 1990-2023 for Fitch, 1983-2023 for Moody's and 1981 to 2023 for S&P.

Where Link Group have provided a return for a property fund, that return covers the 12 months to June 2024, which are the latest returns currently available.

Portfolio Composition by Link Group's Suggested Lending Criteria



Portfolios weighted average risk number = 1.00

WARoR = Weighted Average Rate of Return

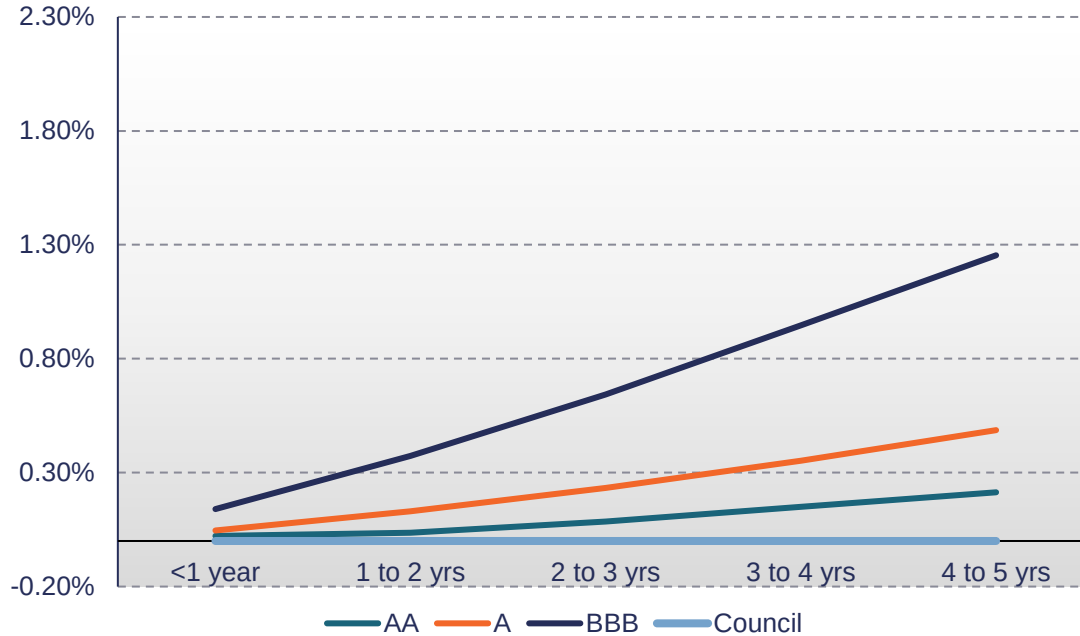
WAM = Weighted Average Time to Maturity

	Excluding Calls/MMFs/USDBFs									
	% of Portfolio	Amount	% of Colour in Calls	Amount of Colour in Calls	% of Call in Portfolio	WARoR	WAM	WAM at Execution	WAM	WAM at Execution
Yellow	100.00%	£22,000,000	100.00%	£22,000,000	100.00%	5.02%	0	0	0	0
Pink1	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Pink2	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Purple	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Blue	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Orange	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Red	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Green	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
No Colour	0.00%	£0	0.00%	£0	0.00%	0.00%	0	0	0	0
Total	100.00%	£22,000,000	100.00%	£22,000,000	100.00%	5.02%	0	0	0	0

Shropshire Council

Investment Risk and Rating Exposure

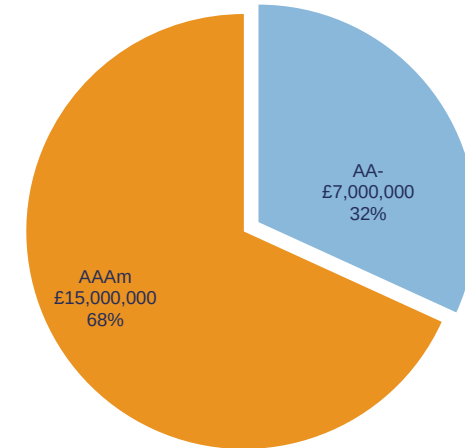
Investment Risk Vs. Rating Categories



Historic Risk of Default

Rating/Years	<1 year	1 to 2 yrs	2 to 3 yrs	3 to 4 yrs	4 to 5 yrs
AA	0.02%	0.04%	0.09%	0.15%	0.21%
A	0.05%	0.13%	0.23%	0.35%	0.49%
BBB	0.14%	0.37%	0.64%	0.95%	1.25%
Council	0.00%	0.00%	0.00%	0.00%	0.00%

Rating Exposure



Historic Risk of Default

This is a proxy for the average % risk for each investment based on over 30 years of data provided by Fitch, Moody's and S&P. It simply provides a calculation of the possibility of average default against the historical default rates, adjusted for the time period within each year according to the maturity of the investment.

Chart Relative Risk

This is the authority's risk weightings compared to the average % risk of default for "AA", "A" and "BBB" rated investments.

Rating Exposures

This pie chart provides a clear view of your investment exposures to particular ratings.

Note: An historic risk of default is only provided if a counterparty has a counterparty credit rating and is not provided for an MMF or USDBF, for which the rating agencies provide a fund rating. The portfolio's historic risk of default therefore measures the historic risk of default attached only to those investments for which a counterparty has a counterparty credit rating and also does not include investments which are not rated.

Shropshire Council

Monthly Credit Rating Changes FITCH

Date	Update Number	Institution	Country	Rating Action

Shropshire Council

Monthly Credit Rating Changes MOODY'S

Date	Update Number	Institution	Country	Rating Action
09/09/2024	2041	Clydesdale Bank PLC	United Kingdom	The Long Term Rating was Upgraded to A1 from A3 and the Short Term Rating was Upgraded to P-1 from P-2. The Positive Watches were removed and replaced with Stable Outlooks.
09/09/2024	2042	Standard Chartered Bank	United Kingdom	The Long Term Rating and Short Term Rating Outlooks were changed to Positive from Stable.
25/09/2024	2044	National Bank of Canada	Canada	The Positive Outlook on both Long Term and Short Term Rating were replaced by Positive Watch.

Shropshire Council

Monthly Credit Rating Changes S&P

Date	Update Number	Institution	Country	Rating Action
20/09/2024	2043	Swedbank	Sweden	The Outlook on both Long Term and Short Term Ratings were Upgraded to Positive from Stable.

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APPENDIX B – PRUDENTIAL INDICATORS FOR QUARTER 2

Prudential Indicator	2024/25 Indicator £m	Quarter 1 – Actual £m	Quarter 2 – Actual £m	Quarter 3 – Actual £m	Quarter 4 – Actual £m
Non HRA Capital Financing Requirement (CFR)	345	336	336		
HRA CFR	111	105	105		
Gross borrowing	285	311	311		
Investments	50	21	22		
Net borrowing	235	290	289		
Authorised limit for external debt	546	311	311		
Operational boundary for external debt	480	311	311		
Limit of fixed interest rates (borrowing)	546	311	311		
Limit of variable interest rates (borrowing)	273	0	0		
Internal Team Principal sums invested > 364 days	70	0	0		
Maturity structure of borrowing limits	%	%	%	%	%
Under 12 months	15	10	10		
12 months to 2 years	15	0	0		
2 years to 5 years	45	0	2		
5 years to 10 years	75	24	26		
10 years to 20 years	100	26	22		
20 years to 30 years	100	20	25		
30 years to 40 years	100	11	6		
40 years to 50 years	100	2	2		
50 years and above	100	7	7		

The Gross Borrowing Prudential Indicator for 2024/25 was based on existing known borrowing taken out as at the end of January 2024. This borrowing position was based on the policy of utilising internal borrowing rather than external borrowing for capital schemes, whilst cash balances allowed this to continue, in order to minimise the interest cost to the Authority. As at the end of the 2023/24 financial year, it was deemed necessary to re-evaluate the under-borrowed position of the Council, and as a result, PWLB borrowing of £30m over a 12 month period was secured to fund existing capital schemes, and in order to manage the treasury management position of the authority. No further PWLB or borrowing has been undertaken since this period, although this accounts for the reason why the position in the first two quarters is greater than the 2024/25 indicator, as highlighted in the table above. It is anticipated that the Council will be undertaking more borrowing before the end of the calendar year, as we look to re-address the under-borrowed position and remove the reliance on internal borrowing through the use of cash balances.

The key prudential indicators which dictate the level of borrowing that can be undertaken by the Authority are the Operational Boundary which determines the likely level of borrowing that may be required to deliver the known commitments of the capital programme; and the Authorised limit provides the total borrowing that the Council may undertake if it should progress all plans as laid out in the Capital Strategy. As noted in the table above, the borrowing level undertaken during the first two quarters is well within the parameter of the Operational and Authorised limit for external debt.

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APPENDIX C -PRUDENTIAL BORROWING APPROVALS

Prudential Borrowing Approvals	Date Approved	Amount Approved £	Applied (Spent) 2006/07 £	Applied (Spent) 2007/08 £	Applied (Spent) 2008/09 £	Applied (Spent) 2009/10 £	Applied (Spent) 2010/11 £	Applied (Spent) 2011/12 £	Applied (Spent) 2012/13 £	Applied (Spent) 2013/14 £	Applied (Spent) 2014/15 £	Applied (Spent) 2015/16 £	Applied (Spent) 2016/17 £	Applied (Spent) 2017/18 £	Applied (Spent) 2018/19 £	Applied (Spent) 2019/20 £	Applied (Spent) 2020/21 £	Applied (Spent) 2021/22 £	Applied (Spent) 2022/23 £	Applied (Spent) 2023/24 £	Budgeted 2024/25 £	Budgeted 2025/26 £	Budgeted 2026/27 £	Budgeted 2027/28 £	First year MRP Charged	Asset Life	Final year MRP Charged		
Monkmoor Campus	24/02/2006	3,580,000																											
Capital Receipts Shortfall - Cashflow Applied:	24/02/2006	5,000,000																											
			3,000,000		0																					2007/08	25	2031/32	
Monkmoor Campus				0																						2011/12	25	2035/36	
William Brooks					2,000,000			3,580,000																		2010/11	35	2044/45	
Tern Valley																													
		8,580,000	3,000,000	0	2,000,000	0	3,580,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
Highways	24/02/2006	2,000,000	2,000,000																							2007/08	20	2026/27	
Accommodation Changes	24/02/2006	650,000	410,200	39,800																									
Accommodation Changes - Saving	31/03/2007	-200,000																								2007/08	6	2012/13	
		450,000	410,200	39,800	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
Waste Management Site - Oswestry	29/06/2007	712,500																											
Waste Management Site - Oswestry	20/06/2008	-712,500																											
		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					
William Brooks	18/07/2008	0					0																			2011/12	25	2035/36	
Primary School Capital Programme	19/12/2008	0						0																		2012/13	25	2036/37	
The Ptarmigan Building	05/11/2009	3,744,000				3,744,000																				2010/11	25	2034/35	
The Mount McKinley Building	05/11/2009	2,782,000				2,782,000																				2011/12	25	2035/36	
The Mount McKinley Building	05/11/2009	0					0																			2011/12	5	2015/16	
Capital Strategy Schemes - Desktop Virtualisation	25/02/2010	187,600				187,600	0	0	0	0	0	0	0	0	0	0	0									2010/11	5	2014/15	
Carbon Efficiency Schemes/Self Financing	26/02/2010	1,512,442					115,656	1,312,810	83,976	0	0	0	0	0	0	0										2011/12	5	2017/18	
Transformation schemes		92,635						92,635	0	0																	2012/13	3	2014/15
New School Amalgamations - Self Financing	26/02/2010	0						0	0	0	0	0	0	0	0	0										2013/14	25	2037/38	
Renewables - Biomass - Self Financing	14/09/2011	92,996						82,408	98,258	-87,670	0															2014/15	25	2038/39	
Solar PV Council Buildings - Self Financing	11/05/2011	56,342						1,283,959	124,584	-1,352,202	0															2013/14	25	2038/39	
Depot Redevelopment - Self Financing	23/02/2012	0							0	0	0															2014/15	10	2023/24	
Street Lighting - part night lighting - Self Financing	04/04/2012	0							0	0	0															2013/14	10	2022/23	
Oswestry Leisure Centre Equipment - Self Financing	04/04/2012	124,521						124,521																		2012/13	5	2016/17	
Leisure Services - Self Financing	01/08/2012	711,197							711,197																	2013/14	5	2016/17	
Mardol House Acquisition	26/02/2015	4,160,000								4,160,000	0															2015/16	25	2039/40	
Mardol House Adaptation and Refit	26/02/2015	3,340,000						167,641	3,172,359	0	0	0	0	0												2016/17	25	2041/42	
Oswestry Leisure Centre Equipment - Self Financing	01/08/2012	290,274										274,239					16,035									2018/19	5	2022/23	
Car Parking Strategy Implementation	17/01/2018	590,021											588,497	1,524												2020/21	5	2024/25	
JPUT - re Shrewsbury Shopping Centres	13/12/2017	55,299,533											52,204,603	-208,569	2,791,967	320,079	191,453									2018/19	45	2042/43	
JPUT - SSC No 1 Ltd	13/12/2017	527,319											527,319																
CDL Shareholding	28/02/2019	1																1								2021/22			
Children's Residential Care	28/02/2019	2,000,000													1,381,539	230,765	38,487	316,210	33,000							2020/21	25	2044/45	
Pride Hill Shopping Centre Reconfiguration - LEP Match	19/12/2019	1,928,978													434,027	842,293	652,658									AUC	45		
Pride Hill Shopping Centre Reconfiguration - Feb 22 approval	01/02/2022	2,273,921																197,614	1,076,307	1,000,000						AUC	45		
Multi Agency Hub - Feb 22 approval	01/02/2022	1,000,000																		1,000,000						AUC	45		
Greenacres Supported Living Development	24/09/2020	3,126,978																34,317	41,688	1,979			1,048,995	2,000,000		2023/24	25	2046/47	
Bishops Castle Business Park	19/09/2019	3,124,695																2,900	1,545,847	1,271,102	55,046	250,000				2023/24	25	2044/45	
Whitchurch Medical Practice (Pauls Moss Development)	26/07/2018	3,063,835																	171,509	1,392,326	1,500,000					2023/24	25	2047/48	
Oswestry Castleview - Site Acquisition	19/12/2019	3,256,241																3,256,241								2020/21	25	2044/45	
Former Morrisons Site, Oswestry	19/09/2019	3,390,145																3,390,145								2021/22	25	2045/46	
Meole Brace Pitch & Putt		5,414,827																	11,927	136,349	263,137	2,003,415	2,500,000	500,000		AUC	25		
Maesbury Solar Farm		2,046,558																		19,682	26,876	500,000	1,000,000	500,000		AUC	25		
Commercial Investment Fund	Fin Strat 19/20	2,000,000																				1,000,000	1,000,000			2021/22	25	2044/45	
The Tannery Development Block A - Land Acquisition		657,253																	62,500	594,753						2022/23	25	2045/46	
The Tannery Development Block A		6,356,606																			56,606	1,300,000	2,500,000	2,500,000		AUC			
The Tannery Development - Block B & C		7,471,562													3,677,844	3,456,019	311,325	16,614	3,847	5,912						2019/20	25	2045/46	
Oswestry Property Acquisition	12/05/2022	3,332,304																		3,332,304							2023/24	25	2047/48
Shrewsbury Property Acquisition		3,837,012																		3,837,012							2023/24	25	2047/48
Blochar Pyrolysis Project		2,009,420																			9,420	500,000	1,500,000				2023/24	25	2047/48
Recycling Bin Roll Out Programme		2,029,778																	4,395	2,025,384						2022/23	10	2032/33	
Highways Investment Programme	Capital Strat Feb 22	25,284,755																		3,983,412	18,011,589	0	959,754	2,330,000		2022/23	25	2046/47	
Oswestry Innovation Park		10,750,425																			4,218,112	6,532,313				2022/23	25	2046/47	
Cambrian Building Oswestry - UKSPF		285,007																				14,900	270,107			2022/23	25		

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Economic Background and Borrowing Update

Economic Background

The second quarter of 2024/25 saw:

- GDP growth stagnating in July following downwardly revised Q2 figures (0.5% q/q)
- A further easing in wage growth as the headline 3myy rate (including bonuses) fell from 4.6% in June to 4.0% in July;
- CPI inflation hitting its target in June before edging above it to 2.2% in July and August;
- Core CPI inflation increasing from 3.3% in July to 3.6% in August;
- The Bank of England initiating its easing cycle by lowering interest rates from 5.25% to 5.0% in August and holding them steady in its September meeting;
- 10-year gilt yields falling to 4.0% in September.

The economy's stagnation in July points more to a mild slowdown in GDP growth than a sudden drop back into a recession. Moreover, the drop in September's composite activity Purchasing Managers Index, from 53.8 in August to 52.9, was still consistent with GDP growth of 0.3%-0.4% for the summer months. This is in line with the Bank of England's view, and it was encouraging that an improvement in manufacturing output growth could be detected, whilst the services PMI balance suggests non-retail services output grew by 0.5% q/q in Q3.

The 1.0% m/m jump in retail sales in August was stronger than the consensus forecast for a 0.4% m/m increase. The rise was reasonably broad based, with six of the seven main sub sectors recording monthly increases, though the biggest gains came from clothing stores and supermarkets, which the ONS reported was driven by the warmer-than-usual weather and end of season sales.

The government's plans to raise public spending by around £16bn a year (0.6% GDP) have caused concerns that a big rise in taxes will be announced in the Budget, which could weaken GDP growth in the medium-term. However, if taxes are raised in line with spending (i.e., by £16bn) that would mean the overall stance of fiscal policy would be similar to the previous government's plan to reduce the budget deficit. Additionally, rises in public spending tend to boost GDP by more than increases in taxes reduce it.

The further easing in wage growth will be welcomed by the Bank of England as a sign that labour market conditions are continuing to cool. The 3myy growth rate of average earnings fell from 4.6% in June to 4.0% in July. On a three-month annualised basis, average earnings growth eased from 3.0% to 1.8%, its lowest rate since December 2023.

CPI inflation stayed at 2.2% in August, but services inflation rose from a two-year low of 5.2% in July to 5.6%, significantly above its long-run average of 3.5%. Food and fuel price inflation exerted some downward pressure on CPI inflation, but these were offset by the upward effects from rising furniture/household equipment inflation,

recreation/culture inflation and a surprisingly large rise in airfares inflation from -10.4% in July to +11.9% in August. As a result, core inflation crept back up from 3.3% to 3.6%. CPI inflation is also expected to rise in the coming months, potentially reaching 2.9% in November, before declining to around 2.0% by mid-2025.

Looking ahead, CPI inflation will likely rise in the coming months before it falls back to its target of 2.0% in mid-2025. The increasing uncertainties of the Middle East may also exert an upward pressure on inflation, with oil prices rising in the aftermath of Iran's missile attack on Israel on 1 October. China's recent outpouring of new fiscal support measures in the latter stages of September has also added to the upshift in broader commodity prices, which, in turn, may impact on global inflation levels and thus monetary policy decisions. Despite these recent developments, our central forecast is still for rates to fall to 4.5% by the end of 2024 with further cuts likely throughout 2025. This is in line with market expectations, however, although a November rate cut still looks likely, December may be more problematic for the Bank if CPI inflation spikes towards 3%.

Looking at gilt movements in the first half of 2024/25, and you will note the 10-year gilt yield declined from 4.32% in May to 4.02% in August as the Bank's August rate cut signalled the start of its loosening cycle. Following the decision to hold the Bank Rate at 5.0% in September, the market response was muted, with the 10-year yield rising by only 5bps after the announcement.

A summary overview of the future path of Bank Rate

The Bank of England's Monetary Policy Committee (MPC) voted 5 -4 to reduce the Bank Rate by 25bps to 5% in the August meeting. However, subsequent speeches from MPC members have supported Governor Bailey's tone with its emphasis on "gradual" reductions over time. Markets thought there may be an outside chance of a further Bank Rate reduction in September, but this came to nothing. Nonetheless, November still looks most likely to be the next month to see a rate cut to 4.75% but, thereafter, inflation and employment data releases, as well as geo-political events, are likely to be the determinant for what happens in the remainder of 2024/25 and into 2025/26.

Borrowing

The Authority's capital financing requirement (CFR) for 2024/25 is £456m. The CFR denotes the Authority's underlying need to borrow for capital purposes. If the CFR is positive the Authority may borrow from the PWLB or the market (external borrowing), or from internal balances on a temporary basis (internal borrowing). The balance of external and internal borrowing is generally driven by market conditions.

It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits". The Council's approved Treasury and Prudential Indicators (affordability limits) are included in the approved Treasury Management Strategy. A list of the approved limits is shown in Appendix B. The Prudential Indicators were not breached during the second quarter of 2024/25 and have not

been previously breached. The schedule at Appendix C details the Prudential Borrowing approved and utilised to date.

No new external borrowing has currently been undertaken to date in 2024/25.

The Council has not undertaken any new borrowing for a number of years, and has been utilising cash balances to internally “borrow” for prudential borrowing schemes. This has enabled the Council to benefit from increased interest costs compared to the returns that could be generated on the cash balances. This approach has been effective during a period where the Council has held significant cash balances.

Cash balances have now reduced as a result of reduced levels of reserves being held and loans continuing to reach their maturity dates. It is therefore planned that significant levels of borrowing will be required in 2024/25 to fund any new capital borrowing requirement, and also re-instate cash balances used for internal borrowing.

PWLB rates reduced over the second quarter, which is to be expected as the Base Rate has also decreased over the period. The table below shows the high/low/average PWLB rates for the first six months of the financial year.

	1 Year	5 Year	10 Year	25 Year	50 Year
02/04/2024	5.39%	4.72%	4.80%	5.28%	5.07%
30/09/2024	4.95%	4.55%	4.79%	5.33%	5.13%
Low	4.78%	4.31%	4.52%	5.08%	4.88%
Low date	17/09/2024	17/09/2024	17/09/2024	17/09/2024	17/09/2024
High	5.61%	5.14%	5.18%	5.61%	5.40%
High date	29/05/2024	01/05/2024	01/05/2024	01/05/2024	01/05/2024
Average	5.21%	4.76%	4.88%	5.35%	5.14%
Spread	0.83%	0.83%	0.66%	0.53%	0.52%

Debt Rescheduling

Debt rescheduling opportunities have increased over the course of the past six months and will be considered if giving rise to long-term savings.

The Council was provided with an opportunity to renegotiate two of the Market Loans held. This involved a reduction in the maturity date of the loans, but also a lower interest rate was negotiated. This has delivered a benefit in 2024/25 of £0.977m.

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Cabinet
4/12/24

Item

Public



Approval of Air Quality Action Plans (AQAPs) for Bridgnorth and Shrewsbury Air Quality Management Areas

Responsible Officer:		Kieron Smith	
email:	Kieron.Smith@shropshire.gov.uk	Tel:	01743 251735
Cabinet Member (Portfolio Holder):		Chris Schofield	

1. Synopsis

This report presents the Air Quality Action Plans (AQAPs) for Bridgnorth and Shrewsbury, developed by Shropshire Council to address air quality issues and improve public health.

2. Executive Summary

- 2.1. Healthy Environment and Healthy People are key objectives of the Shropshire Plan and it commits to providing cleaner air and healthier communities with less inequalities. This report outlines the actions that Shropshire Council will deliver to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to Shrewsbury and Bridgnorth.
- 2.2. Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.

- 2.3. Where the Council find areas that exceed the national air quality objective levels it must declare an Air Quality Management Area and put an Action Plan in place to reduce pollution to compliant levels. Shropshire Council has two Air Quality Management Areas (AQMA) in respect of the annual mean objective for nitrogen dioxide. The AQMA are in Shrewsbury and Bridgnorth, a separate AQAP has been developed for each area.
- 2.4. The plans outline measures to reduce nitrogen dioxide (NO₂) levels and promote sustainable transport between 2024 and 2029. They have been produced to fulfil our statutory duties required under the Local Air Quality Management Framework under Part IV of the Environment Act 1995. Those duties include that the Council must set out how it will exercise its functions to secure compliance with the relevant air quality standards and objectives, set out measures, and a date by which each measure will be implemented.
- 2.5. The two action plans have been summarised below:

Shrewsbury AQAP

- 2.6. The Shrewsbury AQMA (attached in appendix 1) covers the entire of Shrewsbury town, however it should be noted that the exceedances for the last four years have only been observed along Castle Foregate. As such the measures detailed will look to tackle this issue.
- 2.7. Shropshire Council undertake monitoring through a network of diffusion tubes; the highest concentration of NO₂ within the AQMA at the time of declaration was 86µg/m³. In 2022 there were two exceedances of the annual mean air quality objective of 40µg/m³ of NO₂, both of these locations were along Castle Foregate. The concentrations for the past five years show an overall decreasing trend from 54.0 µg/m³ in 2017 to 42.8 µg/m³ in 2022.
- 2.8. The action plan has identified the following measures to achieve these reductions:
- a. Traffic Management at Castle Foregate - changes to simplify the road layouts and create a one-way gyratory system are currently taking place which are expected to reduce congestion through the town centre and improving free flowing traffic.
 - b. Anti Idling signage and enforcement outside the station
 - c. Increase Parking Charges - Within the town centre parking charges have been revised to increase charges within the river loop and decrease charges outside the loop. E-bikes, scooters and rickshaws are proposed to be available in the future outside the river loop to travel into the town centre.
 - d. Local Cycling & Walking Infrastructure Plan (LCWIP) adopted in 2023 - many of the proposed cycling and walking infrastructure projects are proposed to be introduced within Shrewsbury which will encourage the use of sustainable mode of transport.
 - e. North West Relief Road – work is ongoing to progress the NWRR which is expected to reduce traffic travelling through Shrewsbury. This will reduce traffic through the AQMA and improve air quality within Shrewsbury.
 - f. Park & Ride – improvements in Park and Ride facilities
 - g. Smithfield redevelopment – promoting walking and cycling.

- 2.9. The greatest reduction in NO_x emissions is predicted to be achieved by the Castle Foregate Gyratory measures with a 15.2µg/m³ NO₂ Concentration reduction at worst case monitoring location. The NWRR is predicted to give a 4.95 µg/m³ NO₂ Concentration reduction, park & ride to give 0.5-1µg/m³ and all other measures less than 0.5µg/m³ reduction.
- 2.10. The Detailed modelling report estimates that compliance would be achieved by 2029 with only national measures being taken into account. It is estimated that with the implementation of the gyratory measures alone the relevant objective(s) are anticipated to be attained by 2025.

Bridgnorth AQAP

- 2.11. The Bridgnorth air quality action plan (attached in appendix 2) is an area encompassing Pound Street and the junction of Whitburn Street and Salop Street. The AQMA was designated in 2005 for the exceedance of the annual mean NO₂ air quality objective.
- 2.12. The highest monitored concentration of NO₂ within the AQMA was 54.1µg/m³ in 2010. In 2022 there were two exceedances of the annual mean air quality objective of 40µg/m³ both were located on Pound Street where concentrations of 47.8µg/m³ and 41.5µg/m³ were recorded in 2022. However, concentrations for the past five years show an overall decreasing trend.
- 2.13. The necessary reduction in road NO_x emissions required to bring the current AQMA into compliance has been modelled to require a 32.6% reduction in road NO_x. The action plan has identified the following measures to achieve these reductions:
- a) School Travel Plans – promoting alternative travel options.
 - b) Local Cycling and Walking Infrastructure Plan (LCWIP) – Cycle and Walking Path on Whitburn Street.
 - c) Bypass Signage – directing traffic to the bypass rather than through town.
 - d) Traffic Regulation Order to minimise the number of HGVs and LGVs that travel through Bridgnorth.
 - e) Automatic Number Plate Recognition (ANPR) system to assist in enforcing the TRO as at (d) for LGV & HGV along Pound Street.
- 2.14. The greatest reduction in NO_x emissions is predicted to be achieved by the improvement in bypass signage measures with a 1.2 - 2.4µg/m³ NO₂ Concentration reduction at worst case monitoring location. The school travel plans, LCWIP, ANPR and traffic regulation order are predicted to give a less than 0.5µg/m³ NO₂ concentration reduction.
- 2.15. With the decreasing trend in NO₂ concentrations within the AQMA, the Detailed modelling report estimates that compliance would be achieved by 2028 with only national measures being taken into account. It is estimated that with the implementation of the AQAP measures the relevant objective(s) are anticipated to be attained by 2027.

3. Recommendations

- 3.1. That Cabinet agrees to:

- a) adopt the Shrewsbury Air Quality Action Plan and that the measures detailed within the plan be implemented where possible.
- b) Adopt the Bridgnorth Air Quality Action Plan and that the measures detailed within the plan be implemented where possible.
- c) Delegate responsibility for monitoring and reporting on air quality levels and the ongoing implementation of the plan to the Executive Director of Health Wellbeing and Prevention, in consultation with the Portfolio Holder for Planning and Regulatory Services.
- d) Delegate responsibility for the implementation of measures detailed within each action plan to the Assistant Director of Infrastructure and Growth, in consultation with the Portfolio Holder for Highways to include, but not limited to, finalising the delivery of the action plan, securing funding, and consulting stakeholders on details of proposed measures.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. The Council received a final warning letter from DEFRA in July 2024 for failing to complete the review of the AQAPs within the required timescales. An extension to the deadline has been granted until 31st December 2024. If air quality action plans are not adopted by this date, the Council will receive a Section 85 Secretary of State direction specifying action that needs to be taken.
- 4.2. A further Equality, Social Inclusion and Health Impact Assessment (ESHIA) has been undertaken following the consultation process, and is attached as appendix 3. The initial screening in July had indicated an anticipated low to medium positive equality impact across all nine Protected Characteristic groupings as defined in the Equality Act 2010, as well as for the grouping of veterans and serving members of the armed forces and their families, as defined in the Armed Forces Act 2021. This is due to the anticipated health impact benefits of better air quality for individuals across all groupings, particularly for children and younger people, older people, and people with a range of disabilities and/or limiting long term illnesses including respiratory conditions.
- 4.3. Additionally, the same positive impacts were anticipated for those for whom the Council seeks to have due regard to need through our tenth category of consideration of Social Inclusion. This is not an Equality Act category, rather representing our efforts as a Council to consider the needs of households in Shropshire and the circumstances in which they may find themselves. We similarly anticipate positive impacts for any young people leaving care who may be affected by and through these AQAP actions, as they are also a local grouping for whom we have consideration.

- 4.4. Officers have ascertained following the consultation that overall, the anticipation remains for positive equality and social inclusion impact on the health and quality of life of people who live in, work in, or study in Bridgnorth, Shrewsbury, and the wider Shropshire area, as well as visitors. Respondents were invited to answer questions about both the Shrewsbury and the Bridgnorth plans, and some chose to comment on both plans. While 56 respondents answered the survey, only about 25 chose to answer the optional demographic question. More respondents identified as male than female, though 12% preferred not to provide their gender. The ages reported by respondents (only 25 answered this question) were fairly well distributed. In terms of responses from people with other protected characteristics, three respondents indicated that they have a long-term disability or illness, and one indicated that they are a family member of a serving member of the armed forces
- 4.5. There will need to be ongoing efforts, in this and future related projects, to engage with people in the Protected Characteristic groupings, particularly where low levels of responses to public consultation have been received to date, notably from and for people with disabilities, and children.
- 4.6 The indications are that there will be an anticipated low to medium positive health and wellbeing impact, due to the benefits of better air quality for individuals across all groupings, particularly for children and younger people, older people, and people with a range of disabilities and/or limiting long term illnesses including respiratory conditions. In Bridgnorth, concerns raised about the plans focused largely on the adequacy of traffic management measures and on the safety risk of removing pedestrian crossings, especially for more vulnerable groups such as older people, people with disabilities, and children. In Shrewsbury, respondents also emphasized the need to consider accessibility for people with disabilities and older people and offered alternative suggestions to be considered in the plan, like improving public transport and creating more green spaces. The common theme among these responses was to emphasise the need for measures to take into account accessibility and mobility as part of the plans
- 4.7 Actions within the two AQAPs may also benefit neurodiverse individuals through public space improvements that make such spaces safer and more accessible for everyone including those with neurodiverse conditions, for whom sense of smell and anxieties over traffic noise and speeding traffic may be heightened. Furthermore, there could be a potential drop in referrals to health and social care services arising from better physical and mental health because of better air quality.
- 4.8 The AQAPs will ensure that Shropshire Council will meet its statutory duties required by the Local Air Quality Management framework and also achieves the objectives of both the Shropshire Plan.
- 4.9 The following table details the specific risks associated with the proposals and the proposed mitigation measures.

4.10 Risk table

<i>Risk</i>	<i>Mitigation</i>
If action plan measures are not implemented, there will be continued high levels of NO ₂ emissions, leading to non-compliance with air quality objectives and continuing effect on public health.	Ensure timely implementation of measures within each AQMA. Regular monitoring NO ₂ levels within the AQMAs to ensure levels are reducing as predicted and that these reduced levels are being maintained.
Reputational risk: - Non-compliance with statutory duties leading to poor health outcomes. - outcomes and interventions proposed are perceived not to be appropriate to the local context.	- It achieves compliance with statutory duties - The AQAP has been developed with key stakeholders from across the public, private and voluntary sector, with stakeholders helping to develop the key principles and shape the strategic interventions as part of a Steering Group. The result of the public consultation is provided within appendix 4 & 5 "Public Consultation Report" - Some amendments were made to the action plans in response to consultation comments and final AQAPs demonstrates broad agreement with the proposals.
Limited funding and resources could delay or prevent the implementation of key measures, impacting the overall effectiveness of the AQAP.	Some of the actions identified have already been funded via the levelling up funds, Active Travel England and DfT. Funding for other actions, many of which are relatively low-cost traffic management interventions, will require funding through grants, via section 106 or the Community Infrastructure Levy.
Interventions fail to deliver air quality improvements	Modelling and source apportionment assessments, carried out by specialist consultants were carried out to predict the likely effect of the proposed actions. NO ₂ levels will continue to be monitored within the air quality management areas to assess the impacts of actions taken.
Traffic regulation orders (TROs) and changes to traffic flow could negatively impact local businesses by restricting access and reducing customer footfall.	Before implementing any TROs we will engage with local businesses to understand their concerns and develop solutions that minimize disruption. Consider phased implementation and provide clear communication about the benefits of improved air quality.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve scaling down initiatives, changing the scope, delaying implementation, or extending delivery timescales.

5.2 The UK Health Security Agency (formally Public Health England) has estimated that the costs of air pollution in England to health and social care services could reach between £5.3 and 18.6 billion between 2018 and 2035. Shropshire Council is committed to reducing the exposure of people in Shropshire to poor air quality.

5.2. Many of the measures proposed within the AQAPs are part of wider strategic measures that already have been agreed in principle and have already obtained complete or partial funding i.e. the Station Gyratory scheme, NWRR, Riverside development, LCWIP and school travel plans. The remaining actions are relatively low-cost traffic management interventions, it is anticipated that these will be funded through grants, via section 106 or the Community Infrastructure Levy.

6. Climate Change Appraisal

6.1. The action plans propose a number of measures to reduce emissions of NO_x through reducing congestion and encouraging a modal shift towards more environmentally friendly methods of transportation, such as walking and cycling. These measures will reduce energy and fuel consumption and hence have a positive impact in terms of climate change.

7. Background

7.1. Air quality is the biggest environmental threat to health. Since 2010 we have seen significant improvements in air quality; fine particulate matter has fallen by 10%, emissions of nitrogen oxides have fallen by 45% and sulphur dioxide by 73%. It is important to take continued action to reduce communities' exposure to air pollution.

7.2. Where there is an AQMA declared for an exceedance of an air quality objective, it is a legal requirement for the Council to have an AQAP in place (Environment Act 1995 as amended). The purpose of an AQAP is to set out the plan to meet local air quality objectives and ensure that compliance is maintained. Failure to produce an AQAP and regularly review the actions in it risks exposing the local community to poor air quality.

7.3. The Local Air Quality Management (LAQM) Statutory Policy Guidance 2022 states that following the declaration of an AQMA, a final AQAP should be produced within 18 months and then reviewed every five years as a minimum, to ensure air quality improvement measures remain effective, proportionate and feasible.

7.4. These action plans replace the previous action plans produced in 2008. They bring the format of the AQAPs in line with current guidance and comply with the requirements of The Environment Act 1995 (as amended in 2021).

8. Additional Information

8.1. A steering group was established with officers from Shropshire Council to identify and agree measures for inclusion within the AQAP which would benefit air quality within the Shrewsbury AQMA. The steering group includes officers which special

interests in Environmental Protection, Climate Change, Highways, Communication, Policy, Economic Growth and Passenger Transport. These specialities all have an influence on air quality within Shrewsbury and therefore it is important to evaluate the most effective measures.

- 8.2. The implementation of most of the measures contained in the action plans falls outside of the remit of the Environmental Protection service, with a majority requiring implementation by The Councils Infrastructure and Growth department. The steering group will continue to communicate at regular intervals following the adoption of the AQAP. This is essential to provide progress reports on individual actions in relation to the AQAP measures, discuss any key lessons learnt from the continual implementation of the measures and to continue to discuss any new ideas in terms of future measures and actions within the borough.
- 8.3. The local members covering the relevant parts of Bridgnorth and Shrewsbury have been consulted as part of the wider consultation process. The public consultation reports for each AQAP are attached in appendix 3 & 4.
- 8.4. Councillor Kirsty Hurst Knight, Christian Lea and Rachel Connerly were consulted and the Bridgnorth action plan has been discussed in the Bridgnorth Partnership meetings, whilst members were supportive of actions to improve air quality, they expressed concerns about the safety implications of removing zebra crossings. As a result of these comments and those from members of the public these proposed actions were removed from the plan.
- 8.5. Councillor Nat Green and Alan Mosely were consulted on the Shrewsbury action plan. The majority of actions in the Shrewsbury AQAP are part of a wider strategic scheme for which there has been significant member involvement through regular planning and progress meetings such as the Shrewsbury Big Town Plan Movement and Public Realm Strategy Steering Group.

9. Conclusions

- 9.1. This Air Quality Action Plan (AQAP) has been produced as part of the statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Shropshire Council between 2024 and 2029. The AQAP sets out how Shropshire Council will exercise its functions in order to secure the achievement of the air quality objectives.
- 9.2. This AQAP was prepared by Bureau Veritas on behalf of Shropshire Council with the support and agreement of the Environmental Protection service, Highways and Transportation team and Public Health team. DEFRA has been consulted on the draft AQAP and their comments have been incorporated into the final document. Consultation on the draft Air Quality Action Plan took place between July and September 2024 and comments received are addressed within the final action plans.
- 9.3. Implementation of the proposed action plans are predicted to secure compliance with the air quality objectives by 2025 in Shrewsbury and by 2027 in Bridgnorth.
- 9.4. This AQAP will be subject to an annual review, appraisal of progress and reporting to the Cabinet member for Planning and Regulatory Services. Progress each year

will be reported in the Annual Status Reports (ASRs) produced by Shropshire Council, as part of our statutory Local Air Quality Management duties.

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

- Environmental equity, air quality, socioeconomic status and respiratory health, 2010
- Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006
- Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018
- Defra, Emissions Factors Toolkit – version 11.0 (2021), available at: <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/emissions-factors-toolkit/>
- Shropshire Council Highways Team Traffic Counts 2023, via internal communications
- Department for Transport (DfT) Road Traffic Counts (2023) available at: <https://roadtraffic.dft.gov.uk>
- Defra, 2022, Local Air Quality Management Technical Guidance
- Defra (2024) LAQM.TG(22) Supplementary Guidance England excluding London, Determining the impact of air quality improvement measures
- Population density - Census Maps, ONS
- WSP (2024), Technical Note 1 – LUF2 and NWRR

Local Member:

Nat Green

Alan Mosely

Kirsty Hurst Knight

Christian Lea

Rachel Connerly

Appendices

Appendix 1 – Shrewsbury Air Quality Action Plan 2024

Appendix 2 – Bridgnorth Air Quality Action Plan 2024

Appendix 3 - Equality, Social Inclusion and Health Impact Assessment (ESHIA).

Appendix 4 – Shrewsbury AQAP Public Consultation Report

Appendix 5 – Bridgnorth AQAP Public Consultation Report



Shropshire Council

Shrewsbury Air Quality Action Plan

In fulfilment of Part IV of the Environment Act 1995

Local Air Quality Management

November 2024

Document Control Sheet

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Report Reference Number	15503073
Date	November 2024

1 Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Shropshire Council between 2024 and 2029. The AQAP sets out how the local authority will exercise its functions in order to secure the achievement of the air quality objectives.

This action plan is a final version and the implementation of the outlined measures will result in the relevant objective being attained by 2025.

The relevant Air Quality Management Areas (AQMA) addressed by this action plan are outlined below:

- The Shrewsbury AQMA also known as AQMA No.3 covers the area comprising Frankwell, part of Bridge Street and Smithfield Road Castle Gates and adjacent land, extending to encompass most of the Town Centre including High Street, Wyle Cop, English Bridge and Coleham Head gyratory. The AQMA was designated in 2003 for the exceedance of the annual mean NO₂ air quality objective and amended in 2006.

This action plan replaces the previous action plan which was developed from detailed modelling in 2000 and the action plan was amended in 2008. Projects delivered through the past action plan include:

- 24 electric vehicle (EV) charging points and two rapid chargers have been installed across 10 towns in the county;
- Increases public transportation and improvements to the park and ride facilities.
 - In 2015 – updates to the existing park and ride facilities were completed which included new efficient buses as well as improved timetables to ensure buses ran more efficiently and frequently.
- Enhancements to existing gyratory and road junctions to improve traffic flow.
- Review of taxi licensing to reduce older and high mileage taxis from the fleet

- Introduction of SCOOT traffic management signalling to the gyratory and surrounding junctions.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas^{1,2}.

The UK Health Security Agency (formally Public Health England) has estimated that the costs of air pollution in England to health and social care services could reach between £5.3 and 18.6 billion between 2018 and 2035³. Shropshire Council is committed to reducing the exposure of people in Shropshire to poor air quality in order to improve health.

We have developed actions that can be considered under five broad topics:

- Traffic Management
- Alternatives to private vehicle use
- Promoting low emission transport
- Promoting travel alternatives
- Public information

Our priorities are:

- Improving air quality in Castle Foregate by restricting the direction of travel with a gyratory system to improve congestion.

¹ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

² Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

³ Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

- Increased parking charges within the town centre to discourage the use of central car parks and increase the use of the Park and Rides.
- Promoting sustainable modes of transport following the adoption of the Local Cycling and Walking Infrastructure Plan (LCWIP).
- Reducing the traffic travelling through Shrewsbury following the development of the North West Relief Road (NWRR)

In this AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on policies and issues beyond Shropshire Council's direct influence.

Responsibilities and Commitment

This AQAP was prepared by Bureau Veritas on behalf of Shropshire Council with the support and agreement of the following officers and departments:

- Kieron Smith – Environmental Protection Service Manager
- Joanne Chanter – Environmental Protection Team
- Les Pursglove - Assistant Director of Health, Environmental Protection & Healthy Place
- Matt Johnson - Executive Manager - Strategic Projects - Highways and Transportation
- Ffion Horton - Service Development Programme Manager Highway Policy and Strategic Infrastructure
- James Willocks – Passenger Transport Manager
- Rose Dovey – Active Travel Manager
- Rhiannon Letman-Wade – Sustainable Travel Manager

This AQAP has been approved by:

- Rachel Robinson - Executive Director of Health, Wellbeing and Prevention.
Director of Public Health.
- Tracy Darke - Assistant Director Economy and Place
- Andy Wilde - Assistant Director - Infrastructure • Assistant Director Highways
and Transport

This AQAP has been signed off by Rachel Robinson, Director of Public Health.

This AQAP will be subject to an annual review, appraisal of progress and reporting to the Cabinet member for Planning and Regulatory Services. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Shropshire Council, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP please send them to Joanne Chanter, Environmental Protection at:

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2 Introduction

This document represents the final version of the Air Quality Action Plan which has been submitted for consultation with responses and updates to the action plan included within this final version.

This report outlines the actions that Shropshire Council will deliver between 2024 and 2029 in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to Shrewsbury and the wider Shropshire area.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Shropshire Council's air quality ASR.

3 Summary of Current Air Quality in Shrewsbury

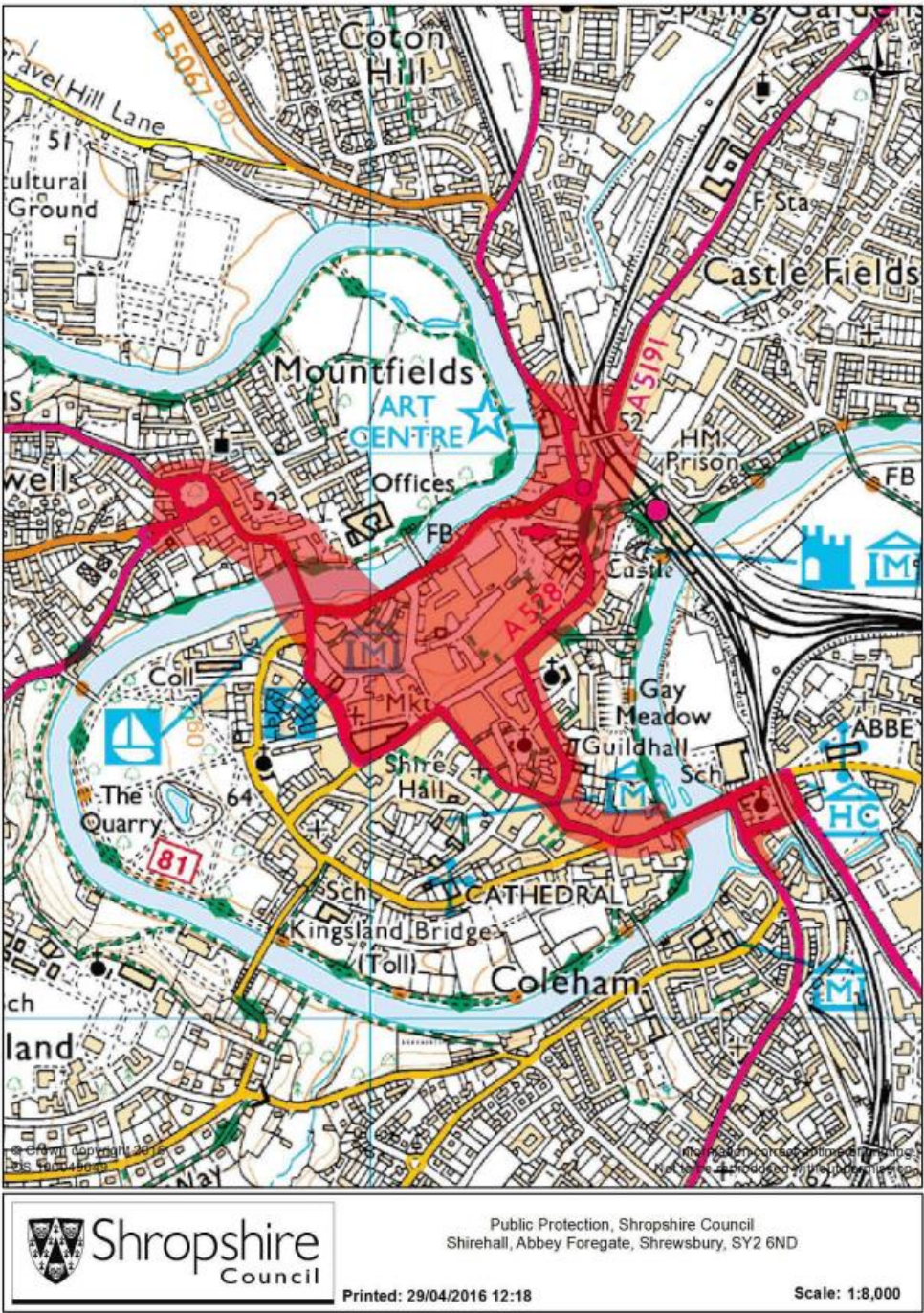
The latest Annual Status Report (ASR) for Shropshire Council is the 2024 ASR⁴ which has been submitted to Defra in 2024.

3.1 Summary of AQMA

The Shrewsbury AQMA also known as AQMA No.3 covers the area comprising Frankwell, part of Bridge Street and Smithfield Road Castle Gates and adjacent land, extending to encompass most of the Town Centre including High Street, Wyle Cop, English Bridge and Coleham Head gyratory. The AQMA was designated in 2003 for the exceedance of the annual mean NO₂ air quality objective and amended in 2006. The AQMA is a result of high traffic volumes and congestion associated with unitary authority roads. The highest concentration of NO₂ within the AQMA at the time of declaration was 86µg/m³. A map of the extent of the AQMA is shown in Figure 3-1.

⁴ Shropshire Council (2024) 2024 Annual Status Report

Figure 3-1 – Shrewsbury AQMA



3.1 Air Quality in Shrewsbury

Table 3-1 – Diffusion Tube Monitoring Data 2018 – 2022 in Shrewsbury

Site ID	Location	OS Grid Ref X	OS Grid Ref Y	Annual Mean NO ₂ Concentration (µg/m ³)				
				2018	2019	2020	2021	2022
DF403*	Smithfield Road Corner of Victoria Avenue	348891	312721	30.5	30.8	23.0	23.0	25.0
DF407*	Dogpole (Car Entrance)	349330	312503	24.1	23.4	18.1	19.6	19.8
DF413*	Ravens Meadow, outside 23 Meadow Terrace	349283	312851	29.5	26.3	21.2	22.7	23.1
DF420*	Outside 25 Castle Street	349396	312742	27.8	26.3	21.2	21.9	23.3
DF428A*	Britannia Inn (Post office lamppost)	349445	313090	38.3	36.1	29.4	30.9	32.4
DF429*	6A Severn Steps adj Lamp Post	349237	312900	-	28.8	21.8	22.7	24.1
DF437*	The Albert (duplicate)	349283	312889	35.6	33.3	25.7	28.1	28.7
DF438*	Station Hotel 4 Castle Foregate (façade)	349400	312954	58.8	53.0	40.2	43.9	43.4 (42.8)
DF458*	Under Railway Bridge Over Castle Foregate	349426	313028	55.0	48.6	38.5	42.2	42.6
DF459*	Post in car park outside railway station	349424	312936	42.1	35.6	26.6	29.2	29.8
DF460*	On Bellstone opposite the Junction with Claremont St	348952	312495	25.7	24.2	18.5	-	-
DF461*	Junction of Dogpole with High St/Wyle Cop	349327	312389	30.9	26.2	18.7	20.1	21.3
DF476*	Chester Street on street parking bay height sensor post	349360	312962	33.1	29.1	22.5	24.4	25.0
DF477*	Bus opp Community Church, Chester St	349299	313108	31.3	29.8	23.1	23.9	24.8
DF480*	lamp post by takeaway near Britannia Inn	349466	313151	31.8	31.6	24.8	27.9	28.3
DF482*	Royal Mail Lamp column by Traffic Lights	349436	313064	45.7	38.2	32.2	32.9	31.7
DF485*	Frankwell Terrace	348815	312854	30.9	26.1	20.3	22.4	22.9
DF487*	English Bridge by St Julian Friars (No Entry Sign)	349529	312328	22.7	21.9	17.5	17.5	17.9
DF501*	Corner of 25 Chester Street/Cross Street	349349	313071	38.2	33.5	24.6	27.8	28.5
DF502*	Post outside Cambrian House	349364	312998	31.2	26.3	18.4	22.1	22.0
DF503	Downspout 68-69 Frankwell	348611	312969	-	-	-	26.1	23.6
DF606,607*	Railway station car park opp DF438 duplicate	349411	312944	-	-	28.7	-	-
DF608,609*	Post in front of Olive Tree, Frankwell duplicate	348676	312955	-	-	22.1	-	-
*Within Shrewsbury AQMA (Value within Brackets)– Distance Corrected Value								

Table 3-1 details the monitoring locations within Shrewsbury and those within the Shrewsbury AQMA. Exceedances of the annual mean air quality objective for NO₂ are highlighted in bold.

Shropshire Council report on air quality within the administrative area through the ASR through the LAQM process. The ASR from 2023 reports on air quality in Shropshire in 2022. It should be noted that since the Draft report was submitted, the

2024 ASR containing the 2023 monitoring data was submitted. This is now the latest's ASR for Shropshire Council.

Shropshire Council do not undertake any automatic monitoring within the local authority area however, passive monitoring through a network of diffusion tubes was undertaken in 2022 at 57 sites; 20 of the sites are within the Shrewsbury AQMA. In 2024, an additional 5 sites were added to the monitoring network in Shropshire, 2 of which are located within the Shrewsbury AQMA.

In 2022 there were two exceedances of the annual mean air quality objective of NO₂ within the Shrewsbury No. 3 AQMA above 40µg/m³, both of these locations were along Castle Foregate. Monitoring location DF438 located on Castle Foregate within the AQMA recorded the highest concentration in Shrewsbury in 2022. In 2023, both sites that had exceed in 2022, DF438 and DF458 were below the annual mean air quality objective for NO₂ however still within 10% of 40µg/m³. The concentrations for the past five years show an overall decreasing trend from 54.0µg/m³ in 2017 to 39.2µg/m³ in 2023 after distance correction. It should be noted that within the detailed modelling of the AQMA within Appendix C, the baseline 2022 modelled result for this monitoring site was 50.2µg/m³, as the receptor was modelled closer to the junction at the hotel as a worst-case location. It should be noted that the difference is likely due to the model unable to accurately represent the microclimate and canyon road effects that are observed on Castle Foregate.

Monitoring location DF458, located under the railway bridge on Castle Foregate, has exceeded the annual mean NO₂ air quality objective in the past five years with the exception of 2020 during the COVID-19 lockdowns and now in 2023. In 2022 the concentration was 42.6µg/m³ and shows a decreasing trend from 55µg/m³ in 2018. DF458 was monitored as 38.3µg/m³ in 2023. Due to the location of the monitoring site, distance correction was not undertaken.

Overall, the detailed modelling of the AQMA, as shown in Appendix C, indicates that the highest concentrations of annual mean NO₂ are along Castle Foregate. This is mainly due to the current geometry of the road network where all vehicles entering Shrewsbury from the north will pass through this road and junction. This area is also the access to the Railway Station. It should be noted that although the boundary of the AQMA is across the entire of the Shrewsbury Town, the exceedances for the last four years have only been observed along Castle Foregate and have only been

observed to be below the AQO in 2023. As such the measures detailed will look to tackle this issue.

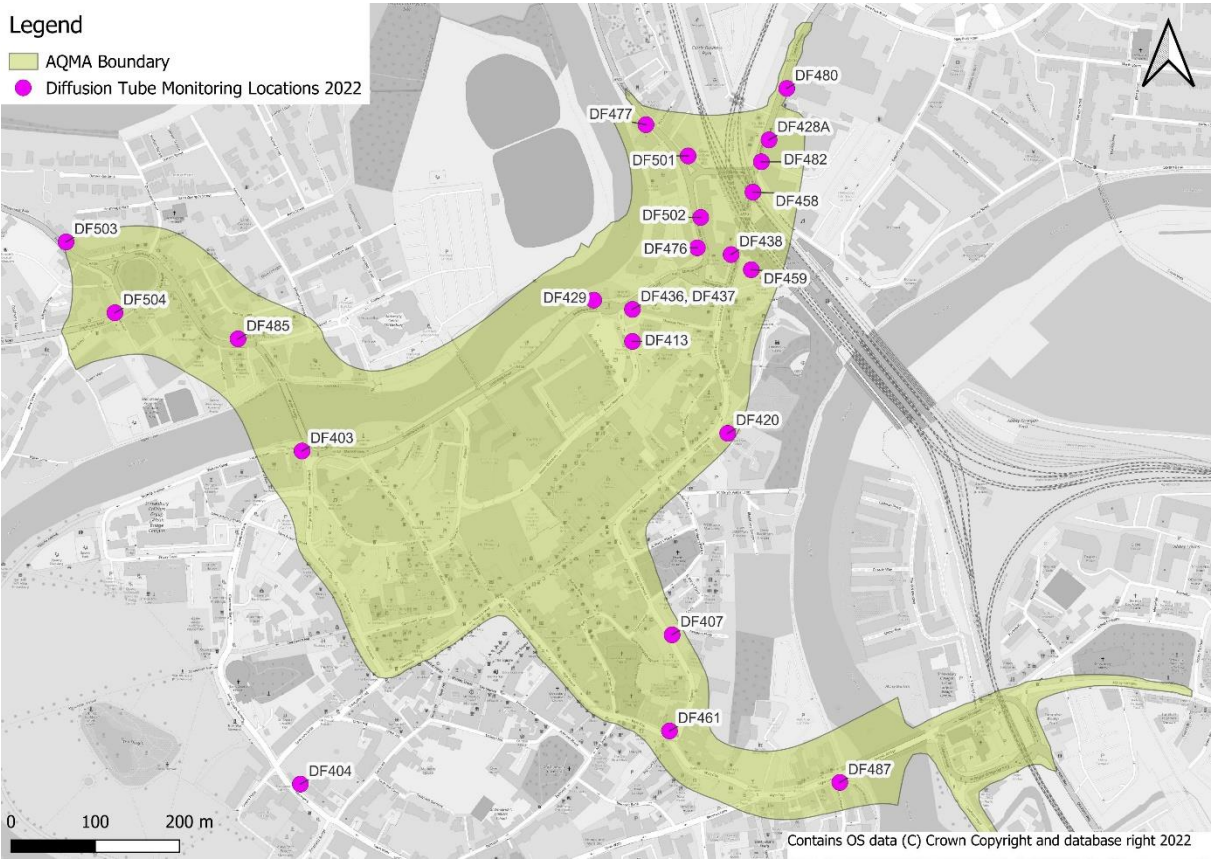
These two diffusion tubes are the only monitoring locations within the Shrewsbury AQMA which are exceeding the NO₂ air quality objective or within 10% of the objective in the 2022 and 2023.

Pollutant concentrations in 2020 and 2021 were affected by COVID-19 lockdown restrictions and therefore are not considered suitable ground for the revocation of an AQMA, however elevated concentrations were still recorded and concentrations within the AQMA were still above the annual mean NO₂ air quality objective in 2022 in the two locations. The overall trend of NO₂ concentrations within the Shrewsbury AQMA is a decreasing trend which is encouraging as shown with both these sites now below the AQO but still within 10%, however there is still scope to improve air quality further.

With the decreasing trend in NO₂ concentrations within the AQMA, using the Roadside NO₂ projection factors⁵ it is expected that in 2029, the highest modelled receptor along Castle Foregate, which is currently modelled at 50.2µg/m³ will be below 10% of the Air Quality Objective. This is through a natural decreasing trend in NO₂ concentrations and not as a result of the measures to improve air quality in Shrewsbury which are detailed within this AQAP.

⁵ <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/roadside-no2-projection-factors/>

Figure 3-2 Monitoring Locations with Shrewsbury AQMA



4 Shropshire Council's Air Quality Priorities

4.1 Public Health Context

The Air Quality Indicator in the Public Health Outcomes Framework (England) (PHOF) provides further impetus to join up action between the various local authority departments which can impact on the delivery of air quality improvements. The “Air Quality – A Briefing for Directions of Public Health⁶” document published in March 2017 provides a one-stop guide to the latest evidence on air pollution, guiding local authorities to use existing tools to appraise the scale of the air pollution issue in its area. It also advises local authorities how to appropriately prioritise air quality alongside other public health priorities to ensure it is on the local agenda.

The latest Public Health Outcomes Framework Indicator number D01 - Fraction of mortality attributable to particulate air pollution (New Method) for Shropshire was noted to be 4.4% in 2022, down from 5.8% in 2019 but slightly increased from 4.3% in 2020/2021. This is the mortality lowest percentage in the West Midlands Area and below the average for England at 5.5% attributable to air pollution.

To further understand the number of the population of Shrewsbury exposed to poor air quality, a review of the Indices of Multiple Deprivation (IMD) are also included. This has been completed using the Office for National Statistics ‘Lower Super Output Area’ (LSOA) information.

The number for the IMD are based on deciles of multiple factors of deprivation. The larger the score, the more deprived the area. Shrewsbury has a IMD of 7 out of possible 10 with the 10th indices being the least deprived areas of England. Shrewsbury has a IMD of 6 out of possible 10 with the 10th indices being the least deprived areas of England. Shrewsbury is in the 6th indices for deprivation in England and therefore lower than the median for England.

⁶ <https://laqm.defra.gov.uk/assets/63091defraairqualityguide9web.pdf>

Following a review of the LSAO information, as well as the national population statistics for areas within Shrewsbury ⁷, it was calculated that the population that were living within the Shrewsbury AQMA is approximately 1,850 people.

4.2 Planning and Policy Context

4.2.1 Shropshire Local Plan

The Shropshire Local Plan was adopted on 24 February 2011 and informs strategic development until 2026. There are no air quality specific policies, however there are policies focusing on promoting sustainable transport methods where developments are expected to generate significant traffic levels.

The draft Shropshire Local Plan was submitted to the Secretary of State for examination on 3 September 2021. The plan once examined this will be adopted and sets out the strategies and policies 2016 to 2038. The draft Local Plan includes the following policies specific to air quality and the AQAP. Policy SP6 states

“8. Protect against exposure to pollution in line with policy DP18 by:

- a. Minimising exposure to airborne pollutants in the location and design of new development and securing the implementation of the Council’s Air Quality Action Plans, having regard to national and international obligations; and*
- b. Safeguarding against the environmental impacts of new development in terms of community/public safety, noise, vibrations and odour and the legacy of contaminated land.”*

Policy DP18 Pollution and Public Amenity sets out the council’s focus on prioritising the environment and amenity for residents. Specifically, the policy states:

“Opportunities to improve air quality through the provision of green infrastructure in accordance with Policy DP14, industry relevant best available techniques, traffic and travel management (including linking to active travel networks) and the provision of electric charging facilities for vehicles should be

⁷ [Population density - Census Maps, ONS](#)

maximised. Proposals which would lead to an unacceptable risk from air pollution or prevent sustained compliance with limit values or national objectives for air pollutants will be refused unless they can be practicably amended to avoid that risk.”

Additionally, policy DP28 Communications and Transport encourages the use of sustainable transport modes which will benefit air quality.

“Responding positively to changes in our climate will require access to better communications infrastructure and more sustainable travel options and services offering choices about the need to travel and the best transport modes. This will help to manage the environmental impacts of travel on climate change, air quality, network noise and public health contributing to the sustainability of communities and protecting our environment.”

4.2.2 Shropshire Local Transport Plan Strategy 2011 – 2026

The current LTP3 Local Transport Plan Strategy details the transport objectives, policies and programmes for Shropshire. Some of the proposed plans and objectives within this strategy align with those improvements in traffic management within the Shrewsbury AQMA and as such improvements in Air Quality. LTP3 looks to focus on areas such as encouraging more sustainable modes of transport, adoption of new park and rides, considering site specific measures within Shropshire’s AQMAs. Shropshire Council are currently in development of the LTP4 which is planned to run into 2038.

4.2.3 Shropshire Council Corporate Climate Change Strategy and Action Plan

The Shropshire Corporate Climate Change Strategy and Action Plan was adopted in December 2020. This strategy aims to reduce the carbon footprint of Shropshire Council. Measures included in the action plan include the installation of EV charging, replacing council fleet vehicles with ultra low emission vehicles and increasing the reliance on renewable energy sources.

4.2.4 Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP)

The LCWIP aims to increase cycling and walking in Shropshire by improving safety and accessibility to these transport methods. In Shrewsbury only 13% of commuters

walk or cycle. Barriers include steep inclines and the ability to cross the River Severn so the LCWIP aims to improve safety and access across the river to improve the use cycling or walking to work.

4.2.5 Clean Air Strategy 2019

The Clean Air Strategy sets out the case for action at a national level, identifying a number of sources of air pollution within the UK, including road transportation (relevant in terms of the AQMAs currently present within Shropshire). It also sets out the actions required to reduce the impact upon air quality from these sources. It has been developed in conjunction with three other UK Government Strategies; the Industrial Strategy, the Clean Growth Strategy, and the 25 Year Environment Plan.

Key actions that are detailed within the strategy aimed at reducing emissions from transportation sources include the following:

- The publication of the Road to Zero strategy, which sets out plans to end the sale of new conventional petrol and diesel cars and vans by 2040
- New legislation to compel vehicle manufacturers to recall vehicles and non-road mobile machinery for any failures in emission control systems, and to take effective action against tampering with vehicle emissions control systems
- Develop new standards for tyres and brakes to reduce toxic non-exhaust particulate emissions from vehicles. [NB: This action would not necessarily target reductions in NO₂ for which the AQMAs have been declared].
- The encouragement of the cleanest modes of transport for freight and passengers
- Permitting approaches for the reduction of emissions from non-road mobile machinery, especially in urban areas

4.2.6 Air Quality Strategy 2023

In April 2023, the Air Quality Strategy, which supersedes the Air Quality Strategy (2008), was published. The strategy plans to set out a framework to enable local authorities to deliver for their communities and contribute to the governments long term air quality goals, this includes the new targets for PM_{2.5}.

The Air Quality Strategy is designed for local authorities in England to focus on actions to reduce three main pollutants, PM_{2.5}, NO_x and NH₃. The Air Quality Strategy is also designed to support and provide relevant information to those local authorities that are preparing AQAPs.

The Air Quality Strategy develops and encourages local authorities to collaborate on the development of measures to improve Air Quality. This includes involving Directors of Public Health at all stages throughout the discussions of Air Quality Action as Air Quality is a public health concern. The Air Quality Strategy also pushes for measures to detail the costs and benefits to help determine the feasibility of a measure.

More emphasis on the dates that measures within an Air Quality Action Plan are also detailed to ensure that measures are carried out and will help to achieve compliance in a reasonable timeframe.

To promote effective local action, a wider range of bodies are ideally brought into the process of the Air Quality Action Plan, this includes any neighbouring local authorities, The Environment Agency and National Highways. These are denoted as Air Quality Partners. Where a source is controlled by an Air Quality Partner and contributing toward exceedances of the AQO resulting in an AQMA to be declared, the relevant body can be declared an Air Quality Partner. Air Quality Partners must propose measures they will take to contribute to the AQAP and the dates they will be carried out.

4.3 Source Apportionment

The AQAP measures presented in this report are intended to be targeted towards the predominant sources of emissions within the Shrewsbury AQMA. A source apportionment exercise was carried out by Shropshire Council using a baseline year of 2022, which is considered the new baseline following the vehicular restrictions associated with COVID-19. The pollutant of concern within the Shrewsbury AQMA has been identified as nitrogen dioxide (NO₂) predominantly from road traffic.

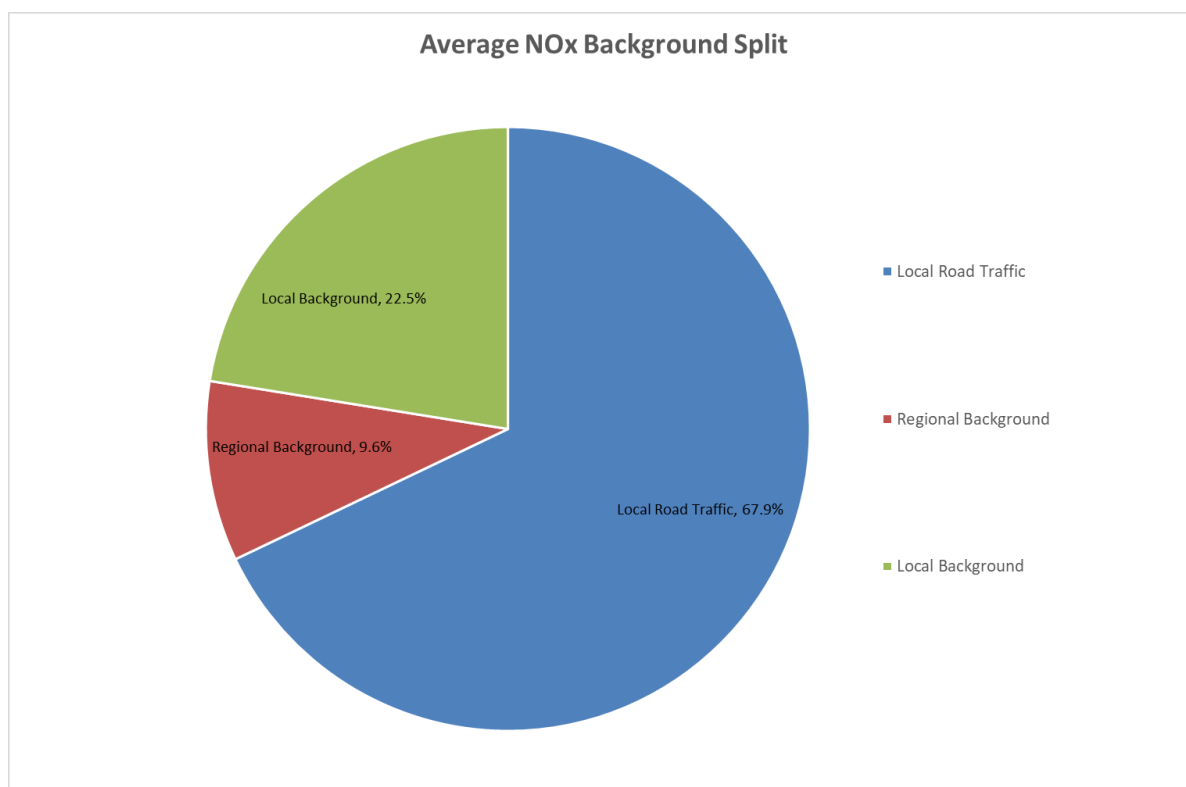
A source apportionment exercise was carried out by Bureau Veritas in 2024. The following vehicle classes were modelled:

- Petrol and Diesel Cars

- Petrol and Diesel LGVs
- Rigid and Artic HGV
- Buses
- Motorcycle
- Full Hybrid Petrol Cars
- Plug-in Hybrid Petrol Cars
- Full Hybrid Diesel Cars
- EV Cars

Receptors were modelled within and within 20m of the boundary of the AQMA using ADMS Roads 5.1, Emissions Factors Toolkit (EFT) version 12.0¹ and road traffic data provided by Shropshire Council Highways Team² and Department for Transport (DfT) Road Traffic Statistics³. The full modelling methodology is available within the Shrewsbury AQMA Technical Report produced by Bureau Veritas⁴ included in Appendix C.

The source apportionment modelling undertaken, identified that within the AQMA, the predominant source contributions were apportioned to local road traffic, specifically 68% when compared to regional and local background concentrations.

Figure 4-1 - Average NO_x Background Split

From source apportionment analysis for the Shrewsbury AQMA, diesel cars account for the largest amounts of road NO_x (around 46%) with diesel LGVs and buses the next largest contributors (21.5% and 19.9% respectively). As such, measures contained within the AQAP look to focus on reducing emissions from these vehicle classes. The concentrations are detailed in Table 4-1.

It should be noted that the emissions associated with the rail line within Shrewsbury has also been considered within the Local Background contribution. Monitoring previously undertaken by Shropshire council for emissions from the station determined that it was not observed at street level. As shown in Figure 4-1 Local Road Traffic is considered to be the largest contributor to NO₂ concentrations in Shrewsbury which is the focus of this AQAP.

Figure 4-2 - NOx Source Apportionment Average Across All Modelled Receptors

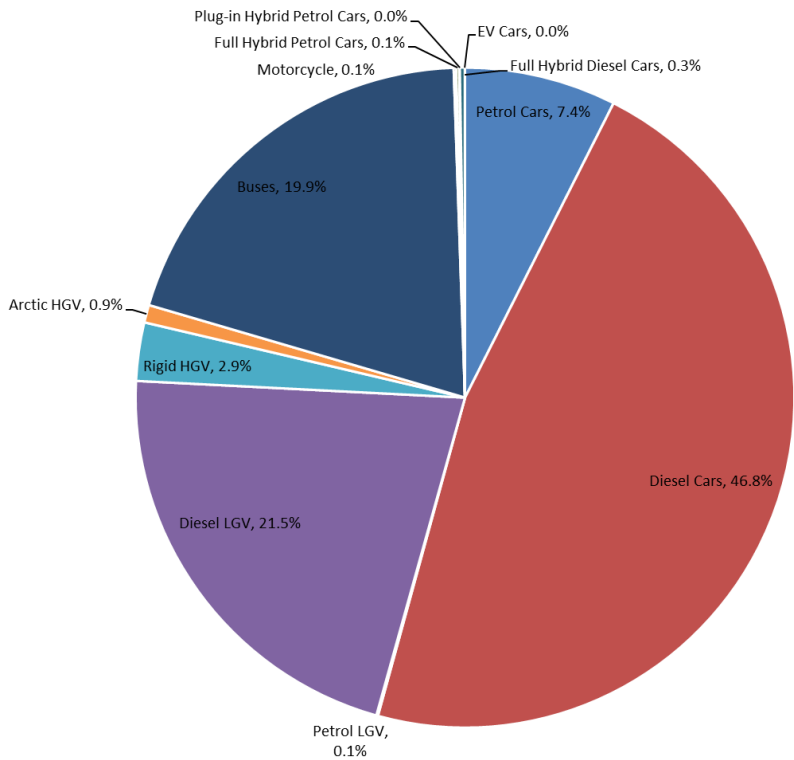


Table 4-1 – NOx Source Apportionment Results

Results	All Vehicle s	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorc ycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Backgr ound
Average Across All Modelled Receptors														
NOx Concentration (µg/m³)	22.0	1.6	10.3	0	4.7	0.6	0.2	4.4	0.0	0.0	0.0	0.1	0.0	10.4
Percentage of Total NOx	67.9%	5.1%	31.8%	0.1%	14.6%	1.9%	0.6%	13.5%	0.1%	0.1%	0.0%	0.2%	0.0%	32.1%
Percentage Contribution to Road NOx	100.0%	7.4%	46.8%	0.1%	21.5%	2.9%	0.9%	19.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
At Receptor with Maximum Road NOx (11)														
NOx Concentration (µg/m³)	88.7	6.0	40.4	0.1	17.7	2.8	0.9	21.0	0.1	0.1	0.0	0.2	0.0	11.3

Percentage of Total NO _x	88.7%	6.0%	40.4%	0.1%	17.1%	2.8%	0.9%	21.0%	0.1%	0.1%	0.0%	0.2%	0.0%	11.3%
Percentage Contribution to Road NO _x	100.0%	6.8%	45.5%	0.1%	19.2%	3.2%	1.0%	23.7%	0.1%	0.1%	0.0%	0.2%	0.0%	-

Table 4-2 – NO₂ Source Apportionment Results

Results	All Vehicles	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Background
Average Across All Modelled Receptors														
NO ₂ Concentration (µg/m ³)	11.6	0.9	5.4	0.0	2.5	0.3	0.1	2.3	0.0	0.0	0.0	0.0	0.0	8.1
Percentage of Total NO ₂	59.0%	4.4%	27.6%	0.0%	12.7%	1.7%	0.5%	11.7%	0.1%	0.1%	0.0%	0.1%	0.0%	41.0%

Percentage Contribution to Road NO ₂	100.0%	7.5%	46.8%	0.1%	21.5%	2.8%	0.9%	19.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
At Receptor with Maximum Road NO₂ (11)														
NO ₂ Concentration (µg/m ³)	41.5	2.8	18.9	0.0	8.0	1.3	0.4	9.8	0.0	0.1	0.0	0.1	0.0	8.7
Percentage of Total NO ₂	82.6%	5.6%	37.6%	0.1%	15.9%	2.6%	0.8%	19.6%	0.1%	0.1%	0.0%	0.2%	0.0%	17.4%
Percentage Contribution to Road NO ₂	100.0%	6.8%	42.5%	0.1%	19.2%	3.2%	1.0%	23.7%	0.1%	0.1%	0.0%	0.2%	0.0%	-

The above Table and Figures detail the source apportionment results for NO_x and NO₂ concentrations at modelled receptors for two scenarios:

- The average NO_x and NO₂ contributions across all modelled locations representative of sensitive human exposure (called 'receptors'). This provides useful information when considering possible action measures to test and adopt.
- The location where the maximum road NO_x and NO₂ concentrations have been predicted within the AQMA. This is likely to be in the area of most concern within the proposed AQMA and so a good place to test and adopt action measures. Any gains predicted by action measures are likely to be greatest at this location and so would not represent gains across the whole modelled area.

When considering average NO_x concentration across all modelled receptors locations, the following observations were found:

- Road traffic accounts for 67.9% (22.0µg/m³) of the total average NO_x, with background concentrations accounting for 32.1% (10.4µg/m³)
- Diesel cars account for 31.8% (10.3µg/m³) of the total NO_x and 46.8% of all the road traffic.
- Diesel LGVs account for 14.6% (4.7µg/m³), the second largest contributor of the vehicle categories.

When considering average NO₂ concentration across all modelled receptors locations, the following observations were found:

- Road traffic accounts for 59.0% (11.60µg/m³) of the total average NO₂, with background concentrations accounting for 41.0% (8.1µg/m³)
- Diesel cars account for 27.6% (5.4µg/m³) of the total NO_x and 46.8% of all the road traffic.
- Diesel LGVs account for 12.7% (2.5µg/m³), the second largest contributor of the vehicle categories.
- Buses closely follow Diesel LGVs and account for 11.7% (2.3µg/m³).

When considering average NO_x concentration at the max receptor (2 Castle Foregate), the following observations were found:

- Road traffic accounts for 88.7% (88.7µg/m³) of the total NO_x with background concentrations accounting for 11.3% (11.3µg/m³)
- Diesel cars account for 40.4% (40.4µg/m³) of the total NO_x and 45.5% of all the road traffic.
- Buses exceed Diesel LGVs at receptor 11 and account for 17.7% (17.1µg/m³).
- Diesel LGVs account for 21.0% (21.0µg/m³), the third largest contributor of the vehicle categories.

When considering average NO₂ concentration at the max receptor (2 Castle Foregate), the following observations were found:

- Road traffic accounts for 59.0% (11.6µg/m³) of the total NO₂ with background concentrations accounting for 41.0% (8.1µg/m³)
- Diesel cars account for 27.6% (5.4µg/m³) of the total NO₂ and 42.5% of all the road traffic.
- Buses exceed Diesel LGVs at receptor 11 and account for 19.6% (9.8µg/m³) NO₂.
- Diesel LGVs account for 15.9% (8.0µg/m³), the third largest contributor of the vehicle categories.

Source apportionment analysis of the Shrewsbury AQMA demonstrates that diesel cars account for the largest amount of road NO_x (46.8%) with diesel LGVs and buses the next largest contributors (21.5% and 19.9% respectively). As such, measures contained within the AQAP should focus on reducing emissions from these vehicle classes.

4.4 Required Reduction in Emissions

In line with the methodology presented in Box 7.6 of TG(22)⁵, the necessary reduction in Road NO_x emissions required to bring the current AQMA into compliance is shown in Table 4-3. This has been completed at the maximum annual mean concentration location which is receptor 11. The TG(22) procedure calculates

the required reduction of road NO_x to achieve a total NO₂ concentration of 40µg/m³. We have used a figure of 36.0µg/m³ for total NO₂ concentration to account for the uncertainty associated with modelling. Receptor 11 is located on Castle Foregate, at the Smithfield Road junction where the canyon effects are observed due to the high buildings.

Table 4-3 – NO_x Reduction Required

Metric	Concentration µg/m ³
Maximum Modelled NO ₂ Concentration (µg/m ³)	50.2
Road NO _x Concentration (µg/m ³)	100.0
Required Road NO _x Reduction (µg/m ³)	43.2
Required Percentage Reduction	43.2%

4.5 Key Priorities

4.5.1 Priority 1 – Traffic Management at Castle Foregate

The receptor with the maximum predicted road NO_x is located on Castle Foregate. Shropshire Council proposed changes at Castle Foregate to simplify the road layouts and create a one-way gyratory system which is expected to reduce congestion through the town centre and improving free flowing traffic. The gyratory system will include A5191 Castle Foregate, A5191 Castle Gates, A528 Cross Street, A528 Chester Road and A458 Smithfield Road, which are all located within the AQMA.

The proposals include moving Castle Foregate to a single lane road with the second lane changed to a cycle lane. This is expected to encourage more cyclist movements within Shrewsbury. Chester Street, which was previously a one-way road going north, has now been proposed to be a two-way road. This will alleviate the amount of traffic travelling on Castle Foregate North from the two main roads travelling into Shrewsbury, the A528 and A5191, to just the A5191.

In addition to the source apportionment modelling shown above, an additional modelling study was undertaken by WSP⁸ to understand the impact of the proposed infrastructure improvements to the gyratory at Castle Gates, this has been funded through the UK Government Levelling Up (LUF2) Schemes planned by Shropshire Council. The study also considered the North West Relief Road, in combination with the gyratory scheme and separately.

The modelling study undertaken by WSP predicts maximum annual mean NO₂ concentrations of 35.5µg/m³ at the façade of Castle Gates (north of Smithfield Road). This is the area of the AQMA with the highest modelled and monitored NO₂ concentrations. WSP have modelled a worst-case opening year of 2023, whereas the gyratory is expected to be completed in 2025. This assumes that future vehicle exhaust emissions rates will not reduce in accordance with DEFRA predictions and is considered a conservative approach. As such it is likely that emissions in 2025 after the construction of the gyratory will be further reduced below the AQO from the modelled 35.5µg/m³.

It should be noted that whilst the gyratory will reduce NO₂ concentrations to below the AQO at the worst-case modelled receptors along Castle Gates North of Smithfield, there are some increases in NO₂ concentrations associated with the gyratory at other areas within the AQMA. These increases are due to the redistribution of traffic associated with the gyratory and are observed at, Castle Gates South of Smithfield Road, Meadow Place, The Alb and Chester Street. These locations can be seen in the technical note produced by WSP shown in Appendix C. Whilst the gyratory is resulting in increases to the annual mean NO₂ concentrations at these receptors, they are all still below the annual mean AQO for NO₂, with only one receptor within 10% of the AQO, Castle Gates South of Smithfield Road.

As mentioned above, modelling undertaken by WSP presents a worst-case conservative assessment of the impact on the wider receptors associated with the gyratory. The expected opening year of the gyratory is 2025 whereas the modelling undertaken by WSP assumes a 2023 opening year. As such emissions will likely

⁸ WSP (2024), Technical Note 1 – LUF2 and NWRR

further reduce from those calculated by WSP in 2025. Similarly, receptors at Castle Gates South of Smithfield Road where annual mean NO₂ concentrations are within 10% of the AQO with the gyratory in place have been modelled at ground floor. It is understood that all receptors at Castle Gates South of Smithfield Road are at 1st Floor height, and as such it is likely that the concentrations for annual mean NO₂ concentrations will further reduce.

As the highest modelled NO₂ annual mean concentration is below 60µg/m³, it is considered unlikely that there will be any exceedances of the hourly NO₂ objective.

Shropshire Council propose to deploy additional diffusion tubes at these receptor points which indicate increases in annual mean NO₂ concentrations.

4.5.2 Priority 2 – Increase Parking Charges

Within the town centre, parking charges have been revised to increase charges within the river loop and decrease charges outside the loop. E-bikes, scooters and rickshaws are proposed to be available outside the river loop to travel into the town centre. Park and Ride sites will be the cheapest parking option to encourage the use of these facilities and additional cycle and walking links will be provided.

4.5.3 Priority 3 – Promoting Sustainable Modes of Transport

Following the adoption of the LCWIP in 2023, many of the proposed cycling and walking infrastructure projects are proposed to be introduced within Shrewsbury which will encourage the use of sustainable mode of transport. Some of these cycle lanes are proposed to be introduced along Castle Foregate where NO₂ concentrations are the highest in the AQMA.

In addition to the LCWIP, the encouragement of buses and local transport will be continued. Proposals are in place for the development of a new Park and Ride facility located in the northwest of Shrewsbury. This will help to further reduce the private motor vehicles within the town centre that account for the majority of vehicle trips and NO_x emissions.

4.5.4 Priority 4 – North West Relief Road

The North West Relief Road (NWRR) is also proposed for Shropshire Council in improving air quality in Shrewsbury. The bypass road will divert traffic out of the Shrewsbury Air Quality Action Plan - 2024

centre of Shrewsbury and link the north and west of the town directly. This is expected to reduce traffic through the AQMA and result in further improvements in air quality within Shrewsbury after the measures above. Planning permission was granted in October 2023 and the Secretary of State agreed to fund the project.

Modelling undertaken by WSP as detailed above for the gyratory was also undertaken for the impacts on the surrounding receptors following the implementation of the NWRR. This modelling indicates that the annual mean NO₂ concentrations at all surrounding receptors at the worst-case area of the AQMA will reduce following the implementation of the NWRR.

It should be noted that the adoption of the gyratory is expected to reduce annual mean NO₂ concentrations to below the Air Quality Objective and the other measures will help to further reduce emissions. The gyratory is expected to be completed in 2025.

5 Development and Implementation of Shrewsbury AQAP

5.1 Consultation and Stakeholder Engagement

In developing/updating this AQAP, we have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 5-1.. In addition, we will undertake the following stakeholder engagement of the draft AQAP:

- Website
- Articles in local newspaper
- Letters inviting views to those currently affected by exceedances in the AQMA.

Consultation on the draft Air Quality Action Plan took place between July and September 2024. Details of the outcomes from the consultation are shown in Appendix A below.

Shropshire Council have continued to update their Air Quality webpage with information about key air pollutants and measures than can be taken to reduce both individual contribution but also personal exposures.

<https://www.shropshire.gov.uk/environmental-health/environmental-protection/air-quality/>

The consultation for the Shrewsbury AQAP was provided here with news pages also submitting to encourage consultation feedback from the public on the Shrewsbury AQAP

<https://www.shropshire.gov.uk/get-involved/air-quality-action-plans-for-shrewsbury-and-bridgnorth/>

<https://newsroom.shropshire.gov.uk/2024/07/residents-and-businesses-invited-to-share-their-views-on-proposed-measures-to-improve-air-quality-in-shrewsbury-and-bridgnorth/>

The response to our consultation stakeholder engagement is given in Appendix A: Response to Consultation.

Table 5-1 – Consultation Undertaken

Consultee	Consultation Undertaken
The Secretary of State	Yes
The Environment Agency	Yes
The highways authority	Yes
All neighbouring local authorities	No
Other public authorities as appropriate, such as Public Health officials	Yes
Bodies representing local business interests and other organisations as appropriate	Yes

5.2 Steering Group

A steering group was established with officers from Shropshire Council to identify and agree measures for inclusion within the AQAP which would benefit air quality within the Shrewsbury AQMA. The steering group includes officers which special interests in Environmental Protection, Climate Change, Highways, Communication, Policy, Economic Growth and Passenger Transport. These specialities all have an influence on air quality within Shrewsbury and therefore it is important to evaluate the most effective measures.

An initial steering group meeting was held on 12th January 2023 to discuss possible measures and modelling undertaken for Shrewsbury town centre. Topics discussed included the bus fleet and possible improvements, one way movement of vehicles through the town centre and possible funding options to support further measures.

Throughout 2023 and 2024 discussions with the steering group have been ongoing to discuss the potential measure options and other ongoing strategies to collaborate with the Air Quality Action Plan.

The most recent discussions with the steering group were in February 2024 to discuss the progress of AQAP and the measures which should be implemented within Shrewsbury. Some of the key parties involved in these discussions were

- Passenger Transport (Buses)
 - Discussions regarding the potential uptake of EV buses or retrofitting of existing buses was undertaken. Initial costs of EV buses and retrofitting were provided.
- Active Travel
 - LCWIP Measures have been discussed and the potential implementation within the Shrewsbury area.
- Highways Authorities
 - Ongoing discussions regarding feasible highway improvements to reduce congestion. Particularly looking at the Castle Foregate Gyratory

It is the aim for this steering group to continue to communicate at regular intervals following the adoption of the AQAP. This is essential to provide progress reports on individual actions in relation to the AQAP measures, discuss any key lessons learnt from the continual implementation of the measures and to continue to discuss any new ideas in terms of future measures and actions within the borough.

The steering group will continue to meet prior to the submission of the Final Air Quality Action Plan to detail some of the key areas regarding costs and timescales for the implementation of some of the measures detailed below.

Having members within the steering group from different areas and departments allows a collaborative approach to improving air quality and provides a wider scope of measures that can be implemented.

6 AQAP Measures

Table 6-1 shows the Shrewsbury AQAP measures. It contains:

- a list of the actions that form part of the plan
- the responsible individual and departments/organisations who will deliver this action
- estimated cost of implementing each action (overall cost and cost to the local authority)
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation
- how progress will be monitored

NB: Please see future ASRs for regular annual updates on implementation of these measures

6.1.1 Timescales of the AQAP Measures

Many of the measures set out in Table 6-1 are at the Planning stage, however the Castle Foregate Gyratory is currently ongoing and is expected to be completed in 2025. The gyratory will likely result in the main reduction in emissions as detailed below. The other measures are in their infancy and, while there is every ambition to implement these to achieve reductions in pollutant concentrations within Shrewsbury, they will require investigation and planning before a realistic timescale can be set.

The Shropshire 2025 Air Quality Annual Status Report will continue to detail the progression of these measures.

6.1.2 Air Quality Partners

One of the key Air Quality Partners that Shropshire Council have consulted with are the Highways Authorities. Due to the ongoing gyratory works and proposed NWRR improvements under the Highways Authority, discussions on these infrastructure projects have been undertaken. Whilst construction on the gyratory is ongoing, the works to finalise the planning agreement on the NWRR is ongoing.

6.1.1 Future Measures to Maintain the Objective

The key measures associated with the Castle Foregate Gyratory is planned to result in a reduction of NO₂ concentrations below the AQO for NO₂. This would place the worst-case monitoring location well below the Air Quality Objective for NO₂ based on the conservative modelling approach undertaken by WSP. As shown by the trend in monitoring data, annual mean NO₂ concentrations are below the AQO in 2023 and the gyratory is understood to further reduce these concentrations. In addition to the gyratory, the measures regarding the uptake of more sustainable modes of transport and the general expected improvements in vehicle euro fleets and more electric vehicles expected in the general fleet, it is expected that the Air Quality Objective for NO₂ will continue to be achieved.

It should also be noted that following compliance of the Air Quality Objective for annual mean NO₂ then Shropshire Council will develop an Air Quality Strategy detailing the ongoing measures to continue to keep NO₂ concentrations below the AQO.

Table 6-1– Air Quality Action Plan Measures

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
1	Castle Foregate Gyratory	Traffic Management	Strategic Highways Improvements	2024	2025	Infrastructure and Growth Shropshire Council	Levelling Up Fund 2	No	Fully Funded	> £10m.	Planning	15.2µg/m³ NO₂ Concentration reduction at worst case modelled location. It should be noted that the gyratory will increase NO₂ concentrations by 4.3µg/m³ however annual mean concentrations will still be below the Air Quality Objective.	Review of monitoring location results after measure is implemented	The development of the Castle Foregate ongoing and completion is expected in June 2025.	None Identified - funding confirmed, planning permission not required for Highways development.
2	Northwest Relief Road (NWRR)	Traffic Management	Strategic Highways Improvements	2024	2027	Infrastructure and Growth Shropshire Council	Government Capital Grant, Marches LEP, SC Match Funding	No	Partially Funded	> £10m.	Planning	4.95µg/m³ NO₂ Concentration reduction at worst case receptor location. However this is based on pre-gyratory baseline models and are subject to change.	Review of monitoring location results after measure is implemented	Planning permission for the development of the North West Relief Road was granted in February 2024.	Potential barrier with funding and finalisation. Awaiting confirmation of overall funding from Central Government

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
3	Increased Parking Charge	Alternatives to Private Vehicle Use	Other	2024	2024	Infrastructure and Growth Shropshire Council	Shropshire Council	No	N/A	<£10k	Planning	<0.5µg/m³ Concentration reduction at worst case receptor location	Review of monitoring data and use of E-bikes, scooters and pedestrians compared to private vehicle movements		Subject to Full Council approval – February 2025.
4	Park and Ride	Alternatives to Private Vehicle Use	Bus based Park and Ride	Dependant on Funding	Dependant on Funding	Infrastructure and Growth Shropshire Council	Shropshire Council	No	Awaiting outcome of spending review	£1 million - £10 million	Planning	0.5-1µg/m³ µg/m³ Concentration reduction at worst case receptor location		Review of the number of private vehicles movements changes and uptake of bus movements on new park and ride	
5	LCWIP	Promoting Travel Alternatives	Promotion of Walking and Cycling	2024	N/A	Infrastructure and Growth Shropshire Council	Shropshire Council, Active Travel England, DfT	No	Different interventions funded independently	£50k - £100k/	Planning	<0.5µg/m³ Concentration reduction at worst case receptor location	Review of private vehicle movements on Castle Foregate and uptake of cyclists. Review of monitoring data too.	LCWIP Plan has been adopted in 2023, with some of the key cycling paths proposed as part of the Castle Foregate Gyratory	Subject to funding availability, Highway capacity.

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
6	Smithfield Re-development	Promoting Travel Alternatives	Promotion of Walking and Cycling	2028	N/A	Infrastructure and Growth Shropshire Council	Shropshire Council	No	Awaiting Funding	> £10m.	Planning	To be measured through monitoring	Review of monitoring concentrations along Smithfield Road following roadworks and increases pedestrianisation	Initial plans out for consultation	Planning permission.
7	Anti-Idling Signage outside of Station	Traffic Management	Anti-Idling Enforcement	2025	2025	Health and Wellbeing Shropshire Council	Shropshire Council	No	Awaiting Funding	<£10k	Planning	<0.5µg/m³ Concentration reduction at worst case receptor location	Review of compliance with vehicles anti-idling.	Discussions held with stakeholders	Subject to Full Council approval

7 Quantification of Measures

7.1 Assumptions

Some of the larger measures including the Castle Foregate Gyratory, North West Relief Road and the Park and Ride have been modelled to help determine the impact of the measure. The methodology and detail behind each measure is discussed below. However, for measures such as the LCWIP and Parking Charges, a review of the literature and professional judgment has been considered to determine the potential reductions in emissions. These measures can be considered soft measures as they are the indirect interventions that focus on behavioural change and do not directly affect infrastructure.

7.1.1 - Measure 1 Quantification – Castle Foregate Gyratory

As part of the development of the traffic management design and plan of the Castle Foregate Gyratory, Shropshire Council appointed WSP to undertake the Air Quality Modelling works to demonstrate the impacts of NO₂ concentrations following the adoption of the Castle Foregate Gyratory.

WSP undertook detailed dispersion modelling using ADMS Roads (5.0.0.1) to calculate the emissions associated with the development of the gyratory. The model used detail information regarding traffic flows on the local road network for each diurnal period of the day (AM Peak period, Inter-peak period (IP), PM Peak Period and Off-Peak period (OP)).

Due to the nature of the gyratory, advanced canyon modelling was included to replicate the dispersion modelling conditions. The Emissions Factor Toolkit (EFT) v12.0.1 was used to calculate vehicle emissions and the Defra Background maps for the background concentrations.

A model verification using the 2023 monitoring data was calculated and the monitoring sites within the gyratory area used in the model verification. Monitoring sites outside of the gyratory were not included in the model verification.

Overall, the model results when comparing the baseline current gyratory and the implementation of the LUF2 new gyratory design resulted in a maximum NO₂

concentration decrease of $15.2\mu\text{g}/\text{m}^3$. This decrease was observed at the worst case monitoring site DF458. It should be noted that the introduction of the gyratory does not only result in reduced congestion, but an increase in alternative modes of transport and reduction in speed limits from 30mph to 20mph.

The modelling also indicates that there will be some increases in NO_2 concentrations at other surrounding receptors. The maximum increase was modelled at $4.3\mu\text{g}/\text{m}^3$ at The Alb. It should be noted that despite some increases in annual mean NO_2 concentrations associated with the gyratory, all concentrations at the surrounding receptors will still be below the air quality objective.

7.1.2 Measure 2 Quantification – North West Relief Road

As part of the development of the traffic management design and plan of the North West Relief Road, Shropshire Council appointed WSP to undertake the Air Quality Modelling works to demonstrate the impacts of NO_2 concentrations following the adoption of the North West Relief Road.

As detailed above in the measure 1 quantification WSP undertook modelling to demonstrate the impacts of the reduction in NO_2 concentrations following the adoption of the Gyratory as well as the North West Relief Road. The same model and methodology as detailed above was used to calculate the impacts of the North West Relief Road on the worst case receptors and monitoring locations within the Shrewsbury AQMA.

Overall, the model impacts of just the North West Relief Road at the worst case monitoring sites within the AQMA resulted in a $4.95\mu\text{g}/\text{m}^3$ reduction in NO_2 concentrations. It should be noted that these reductions are based on the baseline comparison not when the gyratory is implemented.

7.1.3 Measure 4 Quantification – Park and Ride

Following a review of the capacity and movements of the existing Park and Ride facilities operated in Shrewsbury and the understanding of the capacity of the new Park and Ride facility, the quantification of the reduction in NO_2 emissions was calculated. It was assumed that the capacity of the Park and Ride facility could result in a reduction of 500 private motor vehicles within the AQMA. Under this assumption, a reduction of 500 private motor vehicles was applied to the road link with the worst

case receptors and monitoring, Castle Foregate as a conservative estimate. After calculating the updated emissions using EFT v12.0, this was then modelled using ADMS-Roads and resulted in a reduction of $0.90\mu\text{g}/\text{m}^3$ decrease in annual mean NO_2 concentrations.

This modelling was on the basis on the reduction of 500 private motor vehicles within the AQMA. It was also assumed that the buses that would operate at the Park and Ride facility would be electric buses, hence the conservative method of removing 500 private vehicles and not increasing the proportion of buses. An estimation method of adding 10 new buses to the vehicle fleet as well at the reduction in 500 private motor vehicles was also undertaken. This resulted in a $0.82\mu\text{g}/\text{m}^3$ reduction in NO_2 concentrations at the worst case receptor at Castle Foregate.

7.2 Cost Benefit Analysis of Measures

7.2.1 Methodology

Using the above assumptions around the quantitative pollution reduction and assumed costs, each measure was given a score as set out below. The methodology used is from the LAQM guidance on determining the impact of air quality measures⁹. Table 7-1 and Table 7-2, show the cost and estimated reduction brackets within the scoring range.

Table 7-1 – Cost Score

Estimated Cost of Measure	Score
<£10k	7
£10k - £50k	6
£50k - £100k	5
£100k - £500k	4
£500k - £1m	3
£1m - £10m	2
>£10m	1

Table 7-2 – Impact Score

Estimated Reduction in Pollutant Concentrations	Score
< $0.5\mu\text{g}/\text{m}^3$	1

⁹ Defra (2024) LAQM.TG(22) Supplementary Guidance England excluding London, Determining the impact of air quality improvement measures

Estimated Reduction in Pollutant Concentrations	Score
0.5-1µg/m ³	2
1-2µg/m ³	3
2-3µg/m ³	4
3-4µg/m ³	5
4-5µg/m ³	6
>5µg/m ³	7

The analysis should also account for the feasibility of implementing the measures, with those likely to progress given a higher priority than those which are acknowledged to be a challenge to implement. The feasibility score factors in local influences such as political backing, accessibility to funding options and resources available. As such, each measure was assigned a 'Feasibility score based on the table below.

Table 7-3 – Feasibility Scores

Feasibility Score	Score
Measure has already been started and just requires progressing	7
Very easy to implement, and political support, sufficient resources	6
Relatively easy to implement, resources available	5
Possible to implement but may require some learning/campaigning, moderately time intensive	4
Challenging but still feasible, may require additional support and resources	3
Difficult to implement, no political appetite, time and resource intensive	2
Very difficult to implement, no political appetite, time and resource intensive	1

7.2.2 Cost-Benefit Analysis

Following the above assessment, it has been possible to rank the measures by cost, benefit and feasibility, this is shown in Table 7-4 below. With the feasibility weighting meaning that measures which are the easiest to progress are scored higher, these are prioritised.

Cost Effectiveness Score = Cost Score x Impact Score

Prioritisation Score = Cost Effectiveness Score x Feasibility Score

Table 7-4 – Cost Benefit Analysis of Measures

Measure No.	Measure	Approximate Cost (£)	Cost Score	Air Quality Effect	Impact Score	Cost Effectiveness Score	Feasibility Score	Prioritisation Score
1	Castle Foregate Gyratory	> £10m	1	15.2 µg/m ³	7	7	7	49
2	Northwest Relief Road (NWRR)	> £10m	1	4.95 µg/m ³ (subject to change)	6	6	3	18
3	Increased Parking Charge	< £10k	7	<0.5 µg/m ³	1	7	5	35
4	Park and Ride	£10k - £50k	2	0.5-1 µg/m ³	2	4	2	8
5	LCWIP	£50k - £100k	5	<0.5 µg/m ³	1	5	5	25
6	Smithfield Redevelopment	> £10m	1	<0.5 µg/m ³ as it is unknown	1	1	1	1
7	Anti-Idling Signage	< £10k	7	<0.5 µg/m ³	1	7	6	42

7.3 Year of Objective Compliance

The Detailed modelling report has used the assessment methodology within TG(22) to provide an estimated year of compliance with only national measures being taken into account of 2029 based on the 2022 modelling. This was undertaken using the NO₂ projection factor tool provided by Defra

Shropshire Council aims that the implementation of the outlined measures will result in the relevant objective(s) being attained by 2025

8 Appendix A: Response to Consultation

Table A.1 – Summary of Responses to Consultation and Stakeholder Engagement on the AQAP

Consultee	Category/Comment	Response
Defra	There are three broken cross references in the contents page and on page 26 that should be updated. There is also a typo in the Modelling Appendix document, which describes 'heavy hoods vehicles'.	These errors have been corrected in this Final AQAP
	As per section 2.22 of LAQM.TG(22), AQAPs should also, where possible, include an update to the population within the AQMA area. The Office for National Statistics provides population data which can be used for this purpose.	This has been included within this Final AQAP
	The analysis of source apportionment at different locations i.e. averaged across the model, and at the location of maximum NO ₂ concentrations, can be considered an example of best practice.	No response required

Consultee	Category/Comment	Response
Page 155	The source apportionment data could however be more directly referenced in the measures' derivation. For example, there is no mention of LGVs, the second highest contributing group of vehicles on an averaged basis, in the measures. Other sources of emissions beyond roads could also be considered.	All traffic types are targeted within the development of the gyratory which will bring NO ₂ concentrations to below the AQO.
	It is advised that the supporting modelling report is provided alongside the publication of the AQAP so that the limitations and uncertainties associated with the dispersion modelling can be fully understood.	Modelling report is within Appendix C and D
	Model verification has been presented to what appears to be a robust methodology, albeit with the need to split the model domain into two verification zones. More detail could be provided around the rationale for splitting the model domain, as well as information provided on the performance of the model prior to splitting into two verification zones.	Details of both verification approaches detailed within Appendix C.
	The modelling appendix recommends amending the extent of the AQMA to the location of exceedance around Castle	The amending of the AQMA boundary is not confirmed to be actioned within this AQAP.

Consultee	Category/Comment	Response
	Foregate, and it is unclear whether it is intended that this be actioned as part of the AQAP or not. From both the modelled and monitored data provided, this would appear an appropriate and proportionate approach.	
	Section 4.2 discusses Bridgnorth, which is another AQMA not covered by this AQAP. This should be amended.	This has been updated
	As per paragraph 2.85 of LAQM.TG(22), an AQAP should contain quantification of the impacts of measures as a minimum. The quantification provided could be considered an example of best practice. That said, the figure presented as an impact for measure 4 in section 7.1.3 does not correlate with that presented within Table 5.1, which should be clarified.	This has been updated
	More specific, hyper local measures could be considered given the exceedance is limited only to Castle Foregate, and that there is a significant reduction in road NO _x required. These could be focused on any 'quick wins' achievable, since the Gyratory and Relief Road projects,	The Castle Foregate Gyratory is currently under construction and due to be completed in June 2025.

Consultee	Category/Comment	Response
	whilst clearly likely to be beneficial to the AQMA, are also likely to take significant time to successfully implement. It may also be useful to understand any distributional impacts of either scheme, which may be associated with adverse impacts in other areas, to ensure no new exceedances are created.	
	The descriptions listed in section 7.1.1 and 7.1.2 indicate that “Shropshire Council are awaiting a summary of the methodology of quantification from WSP” – however the quantification of the two measures has been provided in Table 5.1, which is a risk as without due consideration to the robustness of the approach the reliability of the quantification could be questioned. This should be updated for the Final AQAP.	This has been updated following receipt of the final modelling report.
	Given buses are a key contributor to emissions within the worst-case location, it would be expected that measures to improve the bus fleet would be included.	Commitment from the local bus companies to improve the bus fleet was not possible at the time of publication but this will continue to be explored. This measure was discussed but not proposed and is detailed in Appendix C.

Consultee	Category/Comment	Response
	A detailed cost benefit analysis of the measures has also been provided, so the reader can easily and quickly understand the likely efficacy of each measure, and compare them against each other, to determine which are likely to be the highest priorities, which could be considered an example of best practice.	No response required
	It would be beneficial if the responses to consultation, once received, and signposts within the document showing how these were directly considered, were thoroughly summarised within the AQAP, specifically within Appendix A.	This table summarises the consultation responses
Environment Agency	Acknowledged AQAP and reviewed. No specific comments on measures. Comments than Non-Road Mobile Machinery should comply with emission Regulation (EU) 2016/1628. It is encouraging to see that consideration within the planning stage of developments and policies focusing on sustainable transport methods are promoted for	No response required

Consultee	Category/Comment	Response
	developments which are expected to generate significant traffic levels.	
Member of the Public	Incorrect coordinates in tables – some of the monitoring points appear to be in Wrexham	The coordinates in Table 3-1 have been reviewed and corrected
Member of the Public	Obsession with the unfunded NWRR (Northwest Relief Road). Once built, housing developments along the road will follow, encouraging more traffic.	The AQAP looks to bring all measures that have the potential to improve Air Quality within Shrewsbury. Modelling undertaken demonstrates that the NWRR is expected to reduce emissions within Shrewsbury and has therefore been included as a measure for the AQAP.
Member of the Public	Too much concentration on the Castle Foregate “hotspot”. Too much reliance on the “benefits” of the NWRR – not enough consideration of other parts of the town centre.	The AQAP is focussed on reducing NO ₂ concentrations within Shrewsbury to below the annual mean air quality objective of 40µg/m ³ , therefore focus is given to Castle Foregate as the area with the highest concentrations of NO ₂ . Whilst this measure is expected to reduce emissions within the AQMA to below the AQO, other measures have been proposed

Consultee	Category/Comment	Response
		which are expected to further reduce emissions across Shrewsbury.
Member of the Public	Claiming the NWRR will alleviate pollution in the town centre cannot be founded at this stage. The NWRR will add to pollution in the northern quarter of Shrewsbury in what is predominantly high residential areas. There has been no modelling to show how traffic will change moving out of town and to the NWRR.	Modelling has been undertaken by WSP to include predicted traffic flows from the Shrewsbury NWRR planning application which modelled the impact of the relief road removing traffic from within Shrewsbury town centre. An overview is shown in Appendix D.
Member of the Public	Totally ignored the NO ₂ emissions from diesel trains at the station and are wrongly penalising car and van drivers. This will not have the desired effect whilst diesel trains continue to cause the majority of pollution in Shrewsbury.	Previous monitoring undertaken at Shrewsbury train station has indicated that short term concentrations of NO ₂ from diesel trains is not considered to be impacting annual mean concentrations at street level. Emissions from Diesel Trains have been accounted for in the local background concentrations when modelling as shown in Section 3.
Member of the Public	Low Paid workers reliant on cars and cannot use the park and ride as it does not cater for start/end times	

Consultee	Category/Comment	Response
Member of the Public	Same old ideas that will destroy the town as a place for many businesses and employees to earn a living.	
Member of the Public	It is so anti-business and rewards those who have moved to out of town locations increasing the need to travel. It will increase overall pollution so now need to travel to Meole Brace for one shop then Harlescote for another when both shops were based in the town centre.	
Member of the Public	Stop building out of town because people who need to access out of town drive through the town to get where they need to, yet those who work and earn in town are being punished.	
Member of the Public	Really need to improve public transport into Shrewsbury.	
Member of the Public	Pushing people to use Park & Ride when bus services should be to all surrounding villages at regular times, 7-days a week.	

Consultee	Category/Comment	Response
Member of the Public	Understanding why people are making the journeys that they are. No one has actually asked drivers this – it is all assumed. Without this information, you cannot make provision for any improvements.	
Member of the Public	The longitudinal impacts of a lack of vision for a significant shift away from cars needs quantifying and qualifying.	
Member of the Public	Need to keep pedestrian crossings to avoid more road accidents. If we are to encourage active travel, this includes walking and means we need to protect the best direct walking routes to the town centre and not make everyone walk further to find a safe place to cross the road.	The LCWIP plans for each town are targeting improvements including the pedestrian crossing at Welsh Bridge.

9 Appendix B: Reasons for Not Pursuing Action Plan Measures

Table B.1 – Action Plan Measures Not Pursued and the Reasons for that Decision

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Alternatives to Private Vehicle Use	Previously had 5 pool cars and added one hybrid vehicle in 2018 with 64,521 miles carried out in the fleet in 2018. Additional vehicles added in 2019 taking the number of available cars to 13 with over half being hybrids. Increased usage of the fleet with 130,378 miles of use in 2019. Reduced impact in 2020/21 due to Covid-19, Homeworking and relocation of fleet to Park & Ride Hubs due to vandalism on council premises.	Following COVID-19 and the move to more home working, the measures to encourage car sharing or pooling is not considered feasible or desirable
Update of Electric Buses and Retrofitting of Euro 6	Update of new EV buses or retrofitting to Euro 6 buses to add to vehicle fleet	Review of the current measures proposed including the Gyratory and North West Relief Road as well as the additional cost

		proved this measure to be difficult to implement, particularly due to the implementation within the bus operators. The quantification of the uptake of a wide range of EV buses was calculated to determine whether this was also feasible and it was considered that the overall cost and benefit within the AQMA did not make this a feasible measure. In addition, it was considered that the North West Relief Road and the gyratory would reduce the bus movements along Castle Foregate where the highest NO₂ concentrations were observed.
Traffic Regulation Order for HGVs and LGVs	Review of the time periods and size of vehicle being HGV or LGV that would travel through Castle Foregate	A review of the LGV and HGV movements through the area of the AQMA of highest NO₂ concentrations, Castle Foregate was undertaken. As detailed within the source apportionment, LGVs are the second highest contributing vehicle type for NO_x emissions at the

		worst case receptor. It should be noted that with the gyratory works that are set to be completed this will in turn reduce the overall traffic at the worst case receptors, including reducing the number of LGV movements. With the change in the orientation of traffic, all traffic including LGVs will have a reduced impact at the worst case receptor. A review of the effect of a Traffic Regulator order for LGVs and HGVs was undertaken, however due to the other measures implemented, it was considered this was not needed at the current point in time.

10 Appendix C : Shrewsbury AQMA Technical Modelling Report



Shropshire Council AQAP – Shrewsbury AQMA

Detailed Modelling Study

May 2024

Move Forward with Confidence

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Executive Summary

Shropshire Council has commissioned Bureau Veritas to complete a review of one of the Council's existing Air Quality Management Areas (AQMA) to help in the development of a new Air Quality Action Plan. The Council currently has two AQMA designations, both of which have been declared for exceedances of the annual mean for Nitrogen Dioxide (NO₂). This detailed assessment focuses on the 'Shrewsbury AQMA', described as 'The area comprising Frankwell, part of Bridge Street and Smithfield Road Castle Gates and adjacent land, extending to encompass most of the Town Centre including High Street, Wyle Cop, English Bridge and Coleham Head gyratory'.

The aim of this Technical Note is to identify the extent to which the annual mean objective for NO₂ is exceeded within the AQMA, and to determine the exposure at sensitive receptors. The Technical Note also identifies the contribution from different vehicle classes so that the measures adopted can be targeted towards the main pollutant sources.

A dispersion modelling assessment has been completed and NO₂ concentrations have been predicted across all relevant areas at both specific receptor locations, and across a number of gridded areas, to allow the production of concentration isopleths. This has been used to supplement local monitoring data to provide a clear picture of the NO_x and NO₂ pollutant conditions within the Shrewsbury AQMA.

Following the completion of the analysis of both monitoring data and modelled concentrations across the assessed area, the following conclusions have been made for the Shrewsbury AQMA.

- Detailed modelling has predicted exceedances within the Shrewsbury AQMA of a maximum NO₂ concentration of 50.2 µg/m³. This exceedance and the two others were observed at the Castle Foregate, Smithfield junction. It should be noted that no receptors exceed the 1-hour Air Quality Objective (AQO).
- No exceedances of the NO₂ annual mean objective of 40 µg/m³ were predicted outside of the current AQMA boundary.
- Overall, diesel cars accounted for the majority of NO_x emissions in the AQMA, followed by diesel LGV's and Buses.

The next steps upon completion of this Technical Note are to develop, through consideration of merit, a defined set of achievable measures to be brought forward into the revised action plan document.

1 Introduction

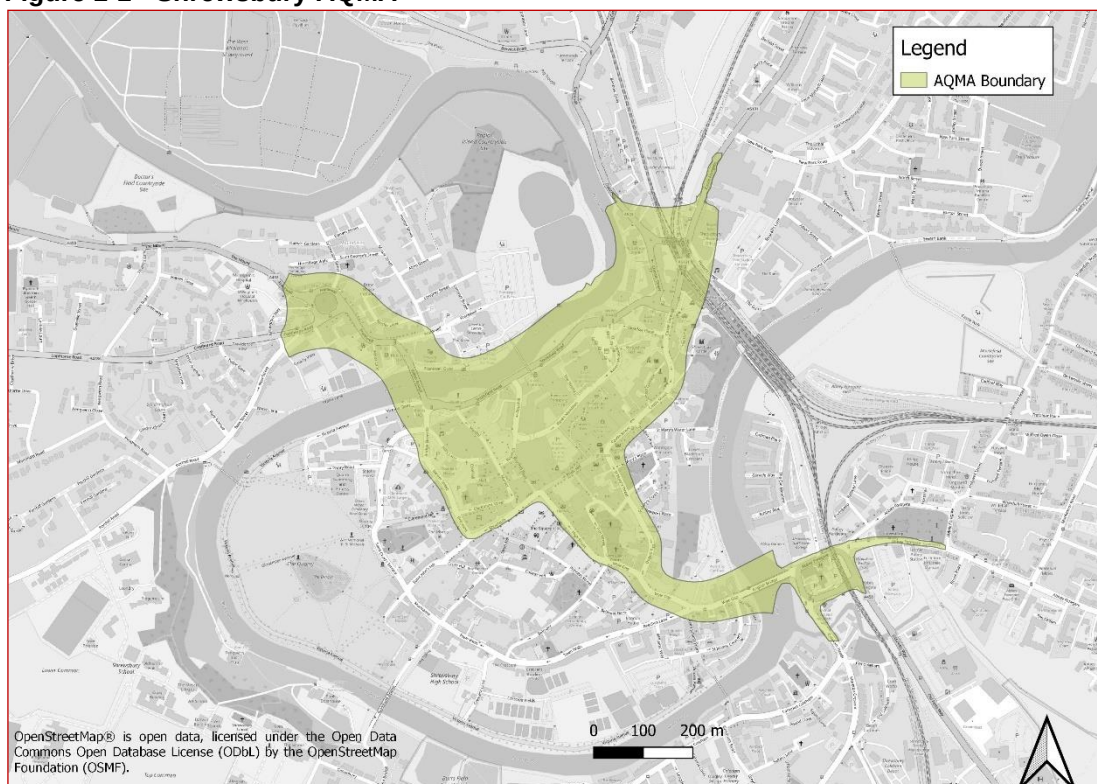
Shropshire Council (“the Council”) has commissioned Bureau Veritas to complete a review of one of the Council’s existing Air Quality Management Areas (AQMA) to help in the development of a new Air Quality Action Plan (AQAP). The AQMA which this detailed study is related to is the Shrewsbury AQMA which is described as ‘The area comprising Frankwell, part of Bridge Street and Smithfield Road Castle Gates and adjacent land, extending to encompass most of the Town Centre including High Street, Wyle Cop, English Bridge and Coleham Head gyratory’. This AQMA was originally declared in May 2003 and amended in 2006, and Local Air Quality Management Policy Guidance (22)¹ recommends that as a minimum, Local Authorities should revise their AQAP every 5 years.

The current AQAP that covers both the Bridgnorth and the Shrewsbury AQMA was published in September 2008. Therefore, although work has been ongoing since the declaration of the AQMA, a detailed assessment has been undertaken to provide further information in support of preparation of the new AQAP.

The geographical extent of the AQMA included in this assessment is shown in Figure 1-1. Details of the Shrewsbury AQMA are as follows:

- **Extent:** The area comprising Frankwell, part of Bridge Street and Smithfield Road Castle Gates and adjacent land, extending to encompass most of the Town Centre including High Street, Wyle Cop, English Bridge and Coleham Head gyratory.
- **Declared:** May 2003 (Amended: March 2006).
- **Pollutant:** Nitrogen Dioxide (NO₂) Annual Mean.

Figure 1-1 - Shrewsbury AQMA



¹ Local Air Quality Management Policy Guidance LAQM PG(22) – August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.

1.1 Scope of Report

This technical note seeks, with reasonable certainty, to predict the magnitude and geographical extent of any exceedances of the Air Quality Strategy (AQS) objectives, providing the Council with updated modelling data that can be utilised for the development and/or updates to specific measures that are to be included within the updated AQAP.

The areas considered as part of this study are illustrated in the figures presented throughout. The following are the main objectives of this technical note:

- To assess the air quality at selected locations (receptors) at areas of relevant exposure, representative of worst-case exposure within, and close to the existing AQMA boundary, based on modelling of emissions from road traffic on the local road network.
- To determine the geographical extent of any potential exceedances of the annual mean AQS objective for NO₂.
- To determine the relative contributions of separate vehicular source types to the overall pollutant concentrations through the completion of a source apportionment study.
- To put forward recommendations as to the extent of any changes to the current AQMA boundary and any changes to the declaration of the specific AQMA.

The approach adopted in this assessment to determine the impact of road traffic emissions on air quality utilised the atmospheric dispersion model ADMS-Roads version 5.0.1, focusing on emissions of oxides of nitrogen (NO_x), which comprise nitric oxide (NO) and NO₂.

In order to provide consistency with the Council's own work on air quality, the guiding principles for air quality assessments as set out in the latest guidance and tools provided by Defra for air quality assessment (LAQM Technical Guidance (22)²) have been utilised.

² Local Air Quality Management Technical Guidance LAQM TG(22) – August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.

2 Assessment Methodology

To predict the pollutant concentrations emitted from road traffic sources, atmospheric modelling was carried out using ADMS Roads version 5.0.1, developed by Cambridge Environmental Research Consultants (CERC). The approach used was based upon the following:

- Prediction of NO₂ concentrations to which existing receptors may be exposed and comparison with the relevant AQS objectives.
- Quantification of relative NO₂ contribution attributable to separate vehicular sources in relation to overall NO_x and NO₂ pollutant concentration.
- Determination of the geographical extent of any potential exceedances in regard to the existing AQMA boundary.

Concentrations of NO₂ have been predicted for a base year of 2022, with model inputs relevant to the assessment based upon the same year. The use of 2022 data was based on professional judgement that the impacts on road traffic that occurred as a result of the COVID-19 pandemic are no longer as significant as that observed throughout 2020 and 2021. To demonstrate, the Air Quality Expert Group (AQEG)³ estimated that during the initial lockdown period in 2020, within urbanised areas of the UK, reductions of between 20-30% were observed in the NO₂ annual mean concentration. However, with no restrictions on travel in place during 2022, it has been determined that the traffic data of 2022 is likely to be similar to that observed prior to the COVID-19 pandemic, reflecting normal vehicle activity.

2.1 Traffic Inputs

Traffic counts for the road links included within the model have been completed by PJA Consultants. This data source was originally undertaken as vehicle traffic counts during 2022, which have been provided in an AADT format for the relevant road link in terms for a number of vehicle types; cars, LGVs (light goods vehicles), HGVs (heavy goods vehicles), buses and coaches, and motorcycles.

Full details of the traffic data used in the dispersion model are shown in Appendix A.

Traffic speeds were modelled at the relevant speed limit for each road. However, in accordance with LAQM.TG(22), where appropriate, traffic speeds have been reduced to simulate queues at junctions, traffic lights and other locations where queues or slower traffic are known to occur.

The Emissions Factors Toolkit (EFT) version 12.0⁴ has been used to determine vehicle emissions factors for input the ADMS-Roads model. The emissions factors are based upon the traffic data inputs used within the assessment.

2.2 General Model Inputs

A site surface roughness value of 1m was entered into the ADMS-roads model, consistent with the city's nature of the modelled domain. In accordance with CERC's ADMS Roads user guide⁵, a minimum Monin-Obukhov Length of 30 m was used for the ADMS Roads model to reflect the urban topography of the model domain.

One year of hourly sequential meteorological data from a representative synoptic station is required by the dispersion model. For the completion of the modelling, 2022 meteorological data from the Shawbury weather station has been utilised within this assessment. This site has been chosen due to it being the nearest site with a complete data set for 2022 and is representative of the Shropshire Council area.

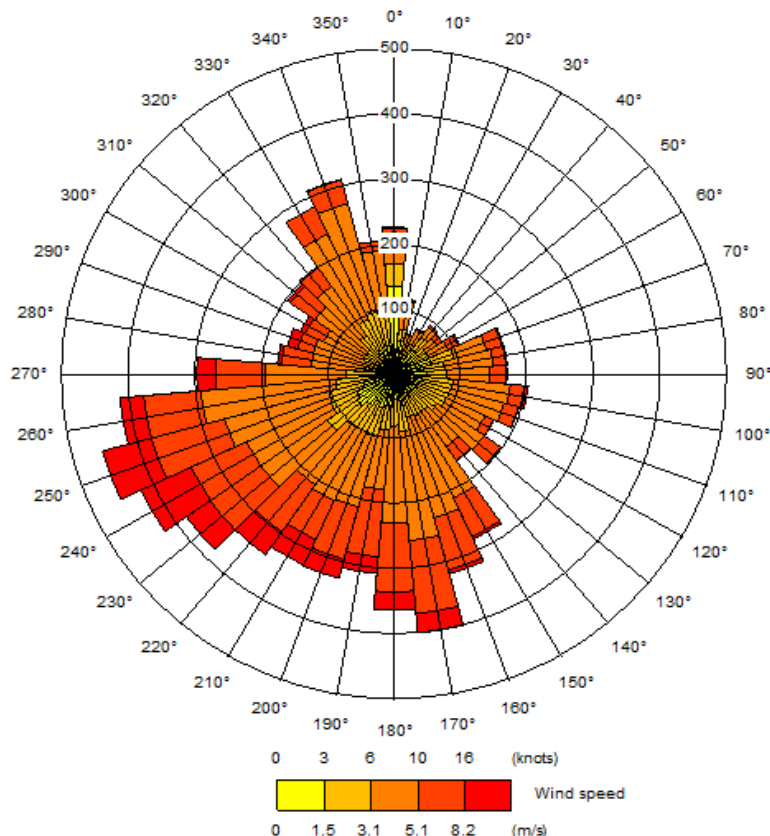
³ Air Quality Expert Group, Estimation of changes in air pollution emissions, concentrations and exposure during the COVID-19 outbreak in the UK, June 2020

⁴ Defra, Emissions Factors Toolkit – version 12.0 (2023), available at: <https://lagm.defra.gov.uk/air-quality/air-quality-assessment/emissions-factors-toolkit/>

⁵ CERC (2020), ADMS-Roads User Guide Version 5.

A wind rose for this site for the year 2022 is presented in Figure 2-1. From this wind rose, it is evident that the prevailing wind within Shropshire is from the south-west, with an average wind speed of 4.1 m/s.

Figure 2-1 - Wind Rose for Shawbury 2022 Meteorological Data



2.3 Modelled Road Sources

A total of 22 road sources were included throughout the model domain, including junctions or approaches to junctions (slow downs). No point sources have been included within the model under the assumption that road traffic is the primary source of NO₂ emissions. The road links modelled are presented in Figure 2-2 and include the main roads that pass through the AQMA.

Street canyons were also included along Castle Foregate on the approach to the Rail Station as this stretch of road is surrounded by buildings/walls on both sides.

2.4 Modelled Sensitive Receptors

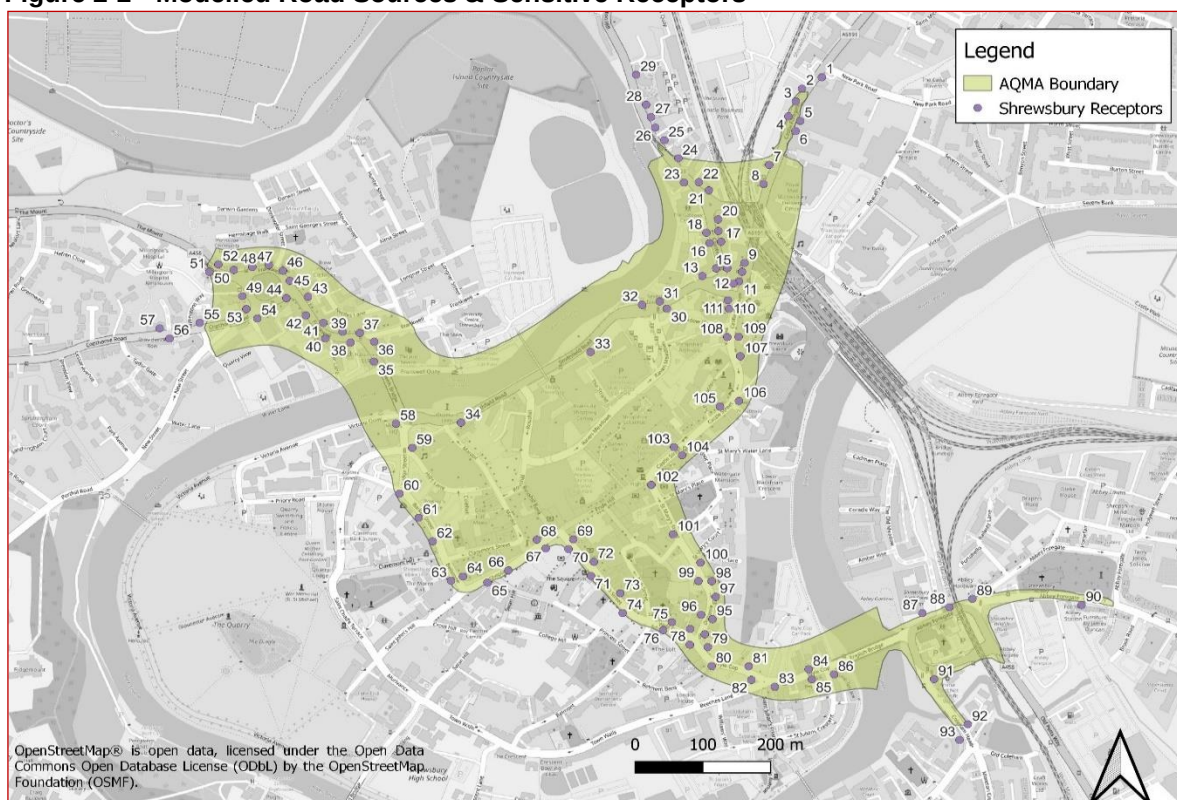
A total of 111 discrete receptors were included within the assessment to represent locations of relevant exposure. The locations were identified through completion of a desktop study, and included places such as residential properties, care homes, and schools. Receptors were modelled at 1.5 m to represent the typical breathing zone height and 4 m to represent first floor properties for certain receptors to cover the AQMA. A description of the receptors is provided in Table 2-1, with their locations shown in Figure 2-2.

Table 2-1 - Modelled Receptor Locations

Receptor ID	Receptor Description	Receptor ID	Receptor Description
1	55 Castle Foregate	57	3 Copthorne Road
2	50 Castle Foregate,	58	Morris HQ, Bridge Street
3	47 Castle Foregate	59	17a, Hill's Lane
4	42 Castle Foregate	60	Saint Austin's Street

5	71 Castle Foregate	61	8 Barker Street
6	69 Castle Foregate	62	1 Barker Street
7	27 Castle Foregate	63	1 Bellstone
8	16 Castle Foregate	64	Market Hall, Shoplatch
9	6, Castle Foregate	65	10 Shoplatch
10	4, Castle Foregate	66	7 Shoplatch
11	2, Castle Foregate	67	6 Mardol Head
12	2, Castle Foregate	68	10 Mardol Head
13	3b Chester Street	69	26 High Street
14	7b Chester Street	70	32 High Street
15	1 Chester Street	71	33 High Street
16	10a Chester Street	72	18 High Street
17	6 Chester House	73	4 High Street
18	10a Chester Street	74	44 High Street
19	Cambrian House	75	85, Wyle Cop
20	Cambrian House	76	86, Wyle Cop
21	25 Chester Street	77	8 Wyle Cop
22	21a Chester Street	78	77 Wyle Cop
23	4 Chester Street	79	10 Wyle Cop
24	2 Broome Place	80	70 Coleham
25	76 Coton Hill	81	22 Wyle Cop
26	73 Coton Hill	82	60 Wyle Cop
27	87 Benbow Quay	83	58 Wyle Cop
28	81 Benbow Quay	84	36 Wyle Cop
29	25 Benbow Quay	85	49-50 Wyle Cop
30	14 Smithfield Road	86	77 Saint Julians Crescent
31	1,2,3,4, Smithfield Road	87	Shrewsbury Sixth Form College
32	5 Smithfield Road	88	8 Abbey Foregate
33	Riverside Chambers Smithfield Road	89	14 Abbey Foregate
34	31 Smithfield Road	90	191 Abbey Foregate
35	1 Frankwell	91	Animal Trust Not for Profit Vets
36	165 Frankwell	92	5 Coleham Head
37	127 Frankwell	93	14 Longden Coleham Head
38	4 Frankwell	94	Kenneth Court
39	120a-123a, Frankwell	95	21 Dogpole
40	9 Frankwell	96	5 Dogpole
41	114 Frankwell	97	19 Dogpole
42	19 Frankwell	98	Newport House, Dogpole
43	106;107 Frankwell	99	11, Dogpole
44	2 New Street	100	16 St Mary's Street
45	97 Frankwell	101	18 St Mary's Street
46	94 Frankwell	102	27 Pride Hill
47	88/89 Frankwell	103	11 Castle Street
48	84 Frankwell	104	38 Castle Street
49	5 Saint George's Court	105	21a Castle Street
50	78 Frankwell	106	24 Castle Street
51	53 Frankwell	107	21-22 Castle Gates
52	71 Frankwell	108	1A Castle Gates
53	9-11 Saint George's Court	109	18 Castle Gates
54	10 Copthorne Road	110	5, Castle Gates
55	15 Copthorne Road	111	9-10, Castle Gates
56	13 Copthorne Rise		

Figure 2-2 - Modelled Road Sources & Sensitive Receptors



2.5 Model Outputs

Background pollutant values for 2022, derived from Defra Background Maps⁶, have been used in conjunction with the concentrations predicted by the ADMS-Roads model to calculate predicted total annual mean concentrations of NO_x.

For the prediction of annual mean NO₂ concentration for the modelled scenarios, the output of the ADMS-Roads model for road NO_x contributions have been concentrated to total NO₂ following the methodology in LAQM.TG(22), using the NO_x to NO₂ conversion tool developed on behalf of Defra. This assessment has utilised the most up-to-date version of the NO_x to NO₂ conversion tool, v8.1⁷.

Verification of the model has been carried out using the majority of local authority NO₂ passive monitoring locations within the Shrewsbury AQMA, in accordance with the methodology detailed within LAQM.TG(22). A zone verification was undertaken for those receptors and monitoring locations located along Castle Foregate where there are observed street canyons towards the rail station. This was undertaken to best represent the monitoring locations that were exceeding the AQO of 40 µg/m³ within the AQMA. The remaining monitoring sites within the AQMA were used for the wider Shrewsbury AQMA receptors.

Sensitivity testing was undertaken to determine the most suitable verification that should be used for the assessment, whether a zonal verification was used as detailed above or a single factor for the whole AQMA. The reason behind the zone verification was due to the model under-representing the elevated concentrations along Castle Foregate. This was the only area within the AQMA where exceedances of the AQO were observed and was not representative of the whole AQMA. In addition, due to the nature of the canyon effects along castle foregate it did not seem appropriate to use the same factor across the AQMA. Further details behind the sensitive testing of both zonal and non-zonal verification are presented in Appendix B.

⁶ <https://uk-air.defra.gov.uk/data/laqm-background-maps?year=2018>

⁷ Defra, NO_x to NO₂ Calculator. (2020). Available at: <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/nox-to-no2-calculator/>

Compared to 2019, the diffusion tube monitoring network in Shrewsbury increased by two sites in 2022, with the removal of one site and the addition of three new sites. Of the 27 sites in Shrewsbury, 19 were used for model verification. Of the eight sites that were excluded, the majority (six) were outside of the AQMA boundary, whilst the remaining two sites (DF413 and DF459) were removed for the following reasons. Site DF413 was located on Raven Meadows where there was only coach and bus access only, no traffic data was available for this road link. Site DF459 was similarly excluded due to no traffic data available, the site is also located within the Shrewsbury train station car park.

Overall, of the monitoring locations within the Shrewsbury AQMA, the locations and heights of these tubes have been adjusted within the model and validated where required via a desktop study.

2.6 Source Apportionment

To help inform the development of measures as part of the action plan stage of the project, a source apportionment exercise was undertaken for the following vehicle classes.

- Petrol and Diesel Cars;
- Petrol and Diesel LGV's;
- Rigid and Artic HGV;
- Buses;
- Motorcycle;
- Full Hybrid Petrol Cars;
- Plug-in Hybrid Petrol Cars;
- Full Hybrid Diesel Cars; and
- EV Cars

This provides vehicle contributions of NO_x as a proportion of the total NO_x concentration, which will allow the Council to develop specific AQAP measures targeting a reduction in emissions from specific vehicle types. A breakdown of vehicle class was provided by the appointed transport consultant (PJA Consultants) completing the traffic counts on each road link included within the model.

It should be noted that emission sources of NO₂ are dominated by a combination of direct NO₂ (f-NO₂) and oxides of nitrogen (NO_x), the latter of which is chemically unstable and rapidly oxidised upon release to form NO₂. Reducing levels of NO_x emissions therefore reduces concentrations of NO₂. Consequently, the source apportionment study has firstly considered the emissions of NO_x, which are assumed to be representative of the main sources of NO₂, and secondly emissions of NO₂.

With regards to the discrete receptor locations, consideration has been given to the following groups of receptors located within, and within 20 m of the boundary, of the AQMA. The source apportionment study has evaluated the following receptor combinations:

- The average NO_x and NO₂ contributions across all modelled locations (i.e., all locations covered by the model, both within and outside of the AQMA boundary). This provides useful information when considering possible action measures to test and adopt. It will however understate road NO_x concentrations in problem areas as results are averaged out across areas with higher and lower concentrations.
- The NO_x and NO₂ contributions at the receptor with the maximum road NO_x and NO₂ contribution. This provides a comparison to the previous two groups, with the identification of the most prominent vehicle source at receptor with the highest predicted NO₂ concentration.

3 Modelling Results

The following section provides a detailed assessment of the 'Shrewsbury AQMA', comparing monitoring completed over an 8-year period (2015-2022) with the modelled concentrations of annual mean NO₂. Details of each monitoring location and the monitoring results have been provided by Shropshire Council. Analysis of receptor locations has been completed both within and outside of the existing AQMA designation to determine the level of exceedance within the AQMA and also if there are any areas outside of the current boundary where the annual mean concentration of NO₂ is predicted to exceed the annual mean objective.

In line with the standardised LAQM reporting, the tabulated results present any exceedance of the annual mean AQS objective of 40 µg/m³ in **bold**, and any predicted concentrations in exceedance of 60 µg/m³ underlined and in **bold**. Additionally, annual mean concentrations that are predicted to be within 10% of the objective are presented in *italics*.

In addition, the NO_x source apportionment results which have been split across the vehicle classifications detailed in Section 2.6 are presented in both tabular and pie chart formats. This allows the main vehicular sources to be identified within the 'Shrewsbury AQMA', therefore aiding the development of measures that are of specific relevant to the AQMA.

3.1 Shropshire Council Monitoring Data

Table 3-1 presents the monitoring data collected by Shropshire Council. This table presents the data for the diffusion tubes within the Shrewsbury AQMA, as well as those surrounding the AQMA to provide a wider context for the monitoring results.

Table 3-1 - Passive NO₂ Monitoring Within and Around Shrewsbury AQMA

Site ID	Location	OS Grid Ref X	OS Grid Ref Y	Annual Mean NO ₂ Concentration (µg/m ³)							
				2015	2016	2017	2018	2019	2020	2021	2022
DF403	Smithfield Road Corner of Victoria Avenue	348891	312721	31.7	31.0	29.3	30.5	30.8	23.0	23.0	25.0
DF407	Dogpole (Car Entrance)	349330	312503	27.5	27.4	24.8	24.1	23.4	18.1	19.6	19.8
DF413	Ravens Meadow, outside 23 Meadow Terrace	349283	312851	31.8	31.7	28.6	29.5	26.3	21.2	22.7	23.1
DF420	Outside 25 Castle Street	349396	349396	29.1	29.2	28.0	27.8	26.3	21.2	21.9	23.3
DF428A	Britannia Inn (Post office lamppost)	349445	349445	-	-	-	38.3	36.1	29.4	30.9	32.4
DF429	6A Severn Steps adj Lamp Post	349237	349237	31.4	27.5	28.2	-	28.8	21.8	22.7	24.1
DF437	The Albert (duplicate)	349283	349283	37.3	37.6	34.8	35.6	33.3	25.7	28.1	28.7
DF438	Station Hotel 4 Castle Foregate (façade)	349400	349400	60.8	58.5	54.0	58.8	53.0	40.2	43.9	43.4
DF458	Under Railway Bridge Over Castle Foregate	349426	349426	52.4	53.9	53.6	55.0	48.6	38.5	42.2	42.6
DF459	Post in car park outside railway station	349424	312936	35.9	37.4	38.6	42.1	35.6	26.6	29.2	29.8
DF460	On Bellstone opposite the Junction with Claremont St	348952	312495	25.3	26.4	30.5	25.7	24.2	18.5	-	-
DF461	Junction of Dogpole with High St/Wyle Cop	349327	312389	32.7	31.7	30.5	30.9	26.2	18.7	20.1	21.3
DF476	Chester Street on street parking bay height sensor post	349360	312962	28.7	30.6	31.2	33.1	29.1	22.5	24.4	25.0
DF477	Bus opp Community Church, Chester St	349299	349299	31.0	31.2	33.5	31.3	29.8	23.1	23.9	24.8
DF480	lamp post by takeaway near Britannia Inn	349466	349466	33.0	34.2	32.7	31.8	31.6	24.8	27.9	28.3
DF482	Royal Mail Lamp column by Traffic Lights	349436	313064	-	-	31.6	45.7	38.2	32.2	32.9	31.7
DF485	Frankwell Terrace	348815	312854	-	-	28.4	30.9	26.1	20.3	22.4	22.9
DF487	English Bridge by St Julian Friars (No Entry Sign)	349529	312328	-	-	-	22.7	21.9	17.5	17.5	17.9
DF501	Corner of 25 Chester Street/Cross Street	349349	313071	-	-	-	38.2	33.5	24.6	27.8	28.5
DF502	Post outside Cambrian House	349364	312998	-	-	-	31.2	26.3	18.4	22.1	22.0
DF503	Downspout 68-69 Frankwell	348611	312969	-	-	-	-	-	-	26.1	23.6
DF606,607	Railway station car park opp DF438 duplicate	349411	312944	-	-	-	-	-	28.7	-	-
DF608,609	Post in front of Olive Tree, Frankwell duplicate	348676	312955	-	-	-	-	-	22.1	-	-

The data shows that the NO₂ annual mean objective of 40 µg/m³ has been exceeded at two diffusion tube sites within the Shrewsbury AQMA in 2022.

The areas of the AQMA that exceed the AQO based on the monitoring data above are situated close to junctions and where there are slight road canyon effects due to the narrow streets on Castle Foregate adjacent to the Shrewsbury Rail Station. The observed exceedances are therefore likely the result of the stopping and starting/idling of vehicles as traffic builds up along the road where the diffusion tube is located on approach to the junction, as well as the street canyon effects, reducing the dispersion of pollutants.

3.2 Modelled Receptor Concentrations, Annual Mean NO₂

Table 3-2 provides the modelled annual mean NO₂ concentrations predicted at existing receptor locations in 2022. Of the 111 receptors included in the assessment, 102 are located within the AQMA boundary whilst the remaining are situated on the modelled roads that lead into the AQMA. Those receptors located in Zone 1 are in the Castle Foregate zone verification (adjustment factor 4.174), those in Zone 2 are within the wider Shrewsbury AQMA zone verification (adjustment factor 3.892).

Table 3-2 - Modelled Receptor Concentrations, Annual Mean NO₂

Receptor ID	OS Grid X	OS Grid Y	Height (m)	In AQMA?	AQS objective (µg/m ³)	Verification Zone	2022 Modelled Annual Mean NO ₂ (µg/m ³)	% of AQS objective
1	349517	313252	1.5	N	40	1	21.84	54.60
2	349487	313234	1.5	N	40	1	19.43	48.58
3	349478	313214	1.5	Y	40	1	19.39	48.48
4	349467	313191	1.5	Y	40	1	18.97	47.43
5	349485	313184	4.0	Y	40	1	17.14	42.85
6	349478	313168	4.0	Y	40	1	17.4	43.50
7	349439	313116	4.0	Y	40	1	18.11	45.28
8	349431	313086	4.0	Y	40	1	20.35	50.88
9	349403	312963	4.0	Y	40	1	46.70	116.75
10	349399	312950	1.5	Y	40	1	48.77	121.93
11	349394	312935	1.5	Y	40	1	50.24	125.60
12	349386	312931	1.5	Y	40	2	29.99	74.98
13	349340	312943	1.5	Y	40	2	28.90	72.25
14	349361	312955	1.5	Y	40	2	28.37	70.93
15	349377	312955	1.5	Y	40	2	28.38	70.95
16	349351	312994	1.5	Y	40	2	21.07	52.68
17	349368	312996	1.5	Y	40	2	25.66	64.15
18	349346	313010	1.5	Y	40	2	20.25	50.63
19	349364	313013	4.0	Y	40	2	20.93	52.33
20	349364	313031	4.0	Y	40	2	24.65	61.63
21	349350	313076	1.5	Y	40	2	25.10	62.75
22	349335	313089	1.5	Y	40	2	22.83	57.08
23	349313	313088	1.5	Y	40	2	19.13	47.83
24	349305	313126	1.5	Y	40	2	18.49	46.23
25	349284	313154	1.5	N	40	2	18.34	45.85
26	349271	313174	1.5	N	40	2	19.50	48.75
27	349265	313190	1.5	N	40	2	18.62	46.55
28	349257	313209	1.5	N	40	2	18.34	45.85
29	349243	313256	1.5	N	40	2	16.56	41.40
30	349288	312892	1.5	Y	40	2	27.90	69.75
31	349277	312904	1.5	Y	40	2	28.34	70.85
32	349251	312898	1.5	Y	40	2	25.81	64.53
33	349175	312825	1.5	Y	40	2	19.17	47.93
34	348984	312715	4.0	Y	40	2	16.50	41.25
35	348856	312810	4.0	Y	40	2	16.87	42.18
36	348856	312841	4.0	Y	40	2	18.41	46.03

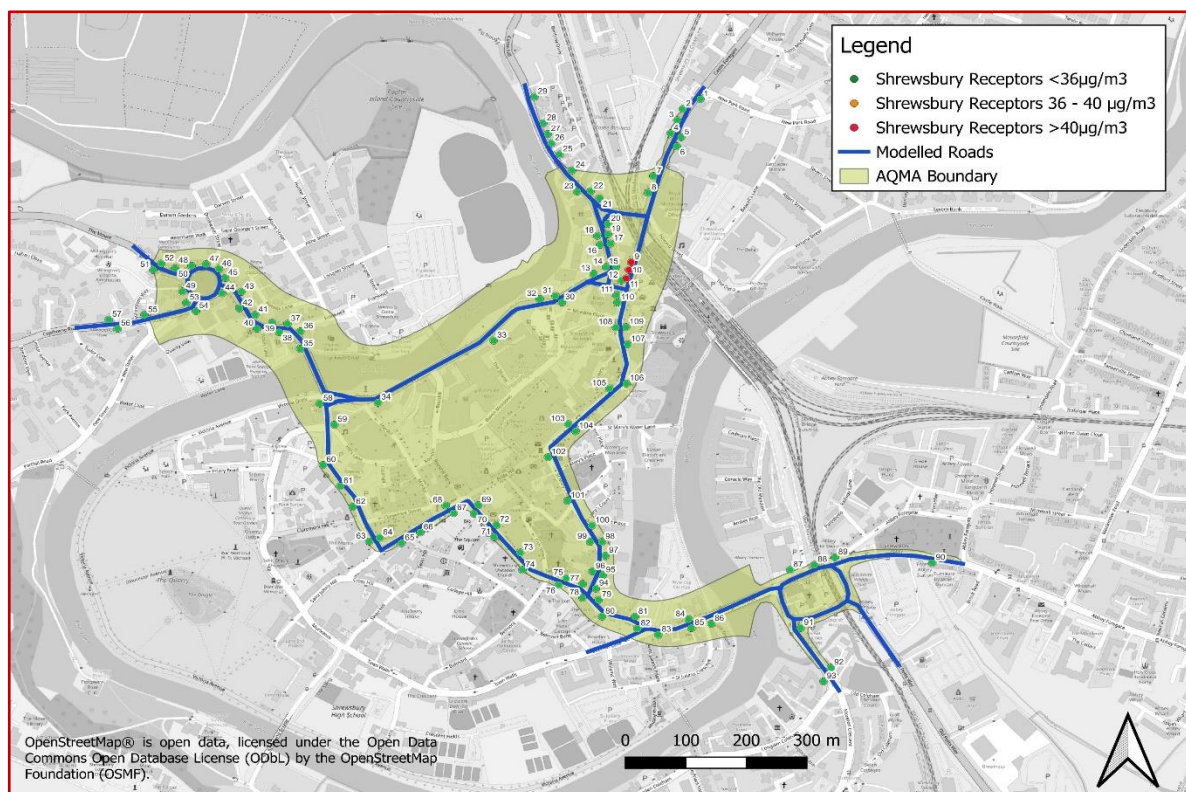
Receptor ID	OS Grid X	OS Grid Y	Height (m)	In AQMA?	AQS objective ($\mu\text{g}/\text{m}^3$)	Verification Zone	2022 Modelled Annual Mean NO_2 ($\mu\text{g}/\text{m}^3$)	% of AQS objective
37	348835	312855	4.0	Y	40	2	19.32	48.30
38	348821	312840	4.0	Y	40	2	17.89	44.73
39	348809	312856	1.5	Y	40	2	26.07	65.18
40	348784	312846	4.0	Y	40	2	16.25	40.63
41	348781	312870	4.0	Y	40	2	18.82	47.05
42	348755	312882	4.0	Y	40	2	17.59	43.98
43	348758	312911	1.5	Y	40	2	26.55	66.38
44	348726	312909	1.5	Y	40	2	30.47	76.18
45	348731	312936	1.5	Y	40	2	31.54	78.85
46	348721	312951	1.5	Y	40	2	27.10	67.75
47	348700	312960	1.5	Y	40	2	30.31	75.78
48	348676	312957	1.5	Y	40	2	23.05	57.63
49	348661	312912	1.5	Y	40	2	21.37	53.43
50	348649	312953	1.5	Y	40	2	20.25	50.63
51	348613	312950	1.5	Y	40	2	14.82	37.05
52	348626	312961	1.5	Y	40	2	18.30	45.75
53	348667	312892	1.5	Y	40	2	20.41	51.03
54	348683	312877	1.5	Y	40	2	18.25	45.63
55	348599	312870	1.5	N	40	2	14.70	36.75
56	348554	312846	1.5	N	40	2	12.84	32.10
57	348539	312862	1.5	N	40	2	13.82	34.55
58	348888	312714	4.0	Y	40	2	16.94	42.35
59	348912	312676	4.0	Y	40	2	14.66	36.65
60	348893	312605	4.0	Y	40	2	11.83	29.58
61	348922	312568	4.0	Y	40	2	12.41	31.03
62	348942	312531	4.0	Y	40	2	12.56	31.40
63	348969	312470	4.0	Y	40	2	11.63	29.08
64	348987	312476	4.0	Y	40	2	13.17	32.93
65	349023	312467	4.0	Y	40	2	12.91	32.28
66	349054	312486	4.0	Y	40	2	12.80	32.00
67	349109	312520	4.0	Y	40	2	13.18	32.95
68	349096	312533	4.0	Y	40	2	13.14	32.85
69	349150	312534	4.0	Y	40	2	13.65	34.13
70	349143	312519	4.0	Y	40	2	13.18	32.95
71	349176	312477	4.0	Y	40	2	12.75	31.88
72	349180	312499	4.0	Y	40	2	13.26	33.15
73	349219	312450	4.0	Y	40	2	13.55	33.88
74	349223	312420	4.0	Y	40	2	12.37	30.93
75	349295	312405	4.0	Y	40	2	14.54	36.35
76	349283	312393	4.0	Y	40	2	13.70	34.25
77	349322	312395	4.0	Y	40	2	16.41	41.03
78	349322	312370	4.0	Y	40	2	16.37	40.93
79	349348	312367	4.0	Y	40	2	20.63	51.58
80	349354	312337	4.0	Y	40	2	17.95	44.88
81	349409	312337	4.0	Y	40	2	21.10	52.75
82	349413	312316	4.0	Y	40	2	19.65	49.13
83	349447	312305	4.0	Y	40	2	16.91	42.28
84	349497	312332	4.0	Y	40	2	18.58	46.45
85	349502	312317	4.0	Y	40	2	16.85	42.13
86	349535	312324	1.5	Y	40	2	17.36	43.40
87	349665	312419	1.5	Y	40	2	20.56	51.40
88	349705	312429	4.0	Y	40	2	21.08	52.70
89	349739	312442	4.0	Y	40	2	21.41	53.53
90	349900	312432	1.5	Y	40	2	21.55	53.88
91	349682	312317	1.5	Y	40	2	22.01	55.03
92	349732	312247	1.5	Y	40	2	13.95	34.88

Receptor ID	OS Grid X	OS Grid Y	Height (m)	In AQMA?	AQS objective ($\mu\text{g}/\text{m}^3$)	Verification Zone	2022 Modelled Annual Mean NO_2 ($\mu\text{g}/\text{m}^3$)	% of AQS objective
93	349720	312222	1.5	Y	40	2	12.23	30.58
94	349344	312386	1.5	Y	40	2	23.28	58.20
95	349355	312410	1.5	Y	40	2	19.70	49.25
96	349338	312417	4.0	Y	40	2	16.19	40.48
97	349360	312445	1.5	Y	40	2	18.72	46.80
98	349354	312469	1.5	Y	40	2	20.29	50.73
99	349335	312469	4.0	Y	40	2	15.07	37.68
100	349337	312498	1.5	Y	40	2	20.08	50.20
101	349297	312542	1.5	Y	40	2	16.87	42.18
102	349265	312619	4.0	Y	40	2	14.16	35.40
103	349298	312677	4.0	Y	40	2	15.42	38.55
104	349310	312665	4.0	Y	40	2	15.44	38.60
105	349366	312740	4.0	Y	40	2	15.93	39.83
106	349394	312749	1.5	Y	40	2	19.26	48.15
107	349396	312818	4.0	Y	40	2	16.86	42.15
108	349377	312848	4.0	Y	40	2	16.51	41.28
109	349394	312849	4.0	Y	40	2	17.04	42.60
110	349380	312892	4.0	Y	40	2	18.65	46.63
111	349378	312905	4.0	Y	40	2	20.53	51.33

From the modelled concentrations presented within Table 3-2, it is evident that the AQS annual mean NO_2 objective of $40 \mu\text{g}/\text{m}^3$ is not predicted to be exceeded at any site outside of the existing AQMA boundary. Indeed, the predicted concentration at receptors outside of the AQMA was not within 10% of the annual mean objective at any location, with the maximum predicted NO_2 annual mean concentration being $24.2 \mu\text{g}/\text{m}^3$ at Receptor 1.

Within the AQMA, the annual mean was exceeded at three receptor sites, all along Castle Foregate, with the highest annual mean NO_2 concentration of $50.2 \mu\text{g}/\text{m}^3$ being modelled at receptor 11. This receptor is located on Castle Foregate, located at the Castle Foregate, Smithfield Road junction where the canyon effects are observed due to the high buildings. Figure 3-1 illustrates the spatial location of those receptors that exceeded the AQO.

Figure 3-1 - Shrewsbury AQMA Receptors against AQO



3.3 Source Apportionment

Source apportionment has been carried out for the modelled receptors along the road links that are either within the AQMA or lead into the AQMA. Apportionment for both NO_x and NO₂ concentrations has been completed for the vehicle classes listed in Section 2.6. It's worth noting that NO_x concentrations are always higher than those for NO₂ since NO_x is made up of NO and NO₂. There is no air quality limit for human health for NO_x but is nevertheless a useful indicator when considering source apportionment. Results are tabulated in Table 3-4 and Table 3-5 and illustrated in Figure 3-1 to Figure 3-5

The apportionment between road NO_x and background NO_x has also been detailed in Figure 3-3 and Table 3.3. Local Background NO_x, which is considered to be the emissions a local authority has influence over, including building, road, and rail emissions etc., accounts for just over 22% of the total NO_x concentration on average at all receptor locations. Regional background NO_x concentrations account for those emissions that the local authority has no influence over, these emissions account for just under 10% of total NO_x concentrations on average at all modelled receptors. With a total 68% of NO_x emissions on average within the Shrewsbury AQMA deriving from local road traffic. The higher proportion of local background NO_x emissions is likely a result of the Shrewsbury Rail Station located within the AQMA.

The source apportionment results provide the relative contribution (as a percentage) of each vehicle type towards a specific pollutant. Therefore, when considering the average NO_x concentration across all modelled receptors, road traffic is responsible for 67.9% of emissions (22.0 µg/m³). Of the total road NO_x, diesel cars are the biggest contributor accounting for 46.8% of emissions, followed by diesel large-good vehicles (21.5%) and buses/coaches (19.9%).

When considering the modelled receptor location at which the maximum road NO_x concentration is observed. Road traffic is responsible for 88.7% of total NO_x emissions, of the road traffic proportion, 45.5% is from diesel cars, 19.2% from diesel LGV's and 23.7% from buses. These numbers only differentiate from the average across all modelled receptors, likely due to the traffic proportions on different road links. As this site is located adjacent to a junction approaching the station and prior to the entrance of the high street area there is a higher proportion of diesel cars and LGVs, however overall, the distribution of vehicles is similar across the AQMA.

3.4 Modelled NO₂ Concentration – Contour Plot

The contour plot in Figure 3-2 indicates that there are exceedances of the NO₂ annual mean from the main junction within the Shrewsbury AQMA around Castle Foregate, Cross Street and Smithfield Road where there is a high volume of traffic and congestion due to the number of traffic lights and junctions. Most of these exceedances are only observed on the road and not at the surrounding receptors. This can be seen along the A458 where exceedances of the AQO are observed but not at any receptor locations. Concentrations greater than 60 µg/m³ are predicted at the Castle Foregate and Smithfield junction where there are observed street canyons, with concentrations over 60 µg/m³ observed at two receptor locations, however further analysis detailed that these receptors did not exceed the 1-hour AQO.

From the plot it is evident that the predicted exceedances of the annual mean objective are strictly constrained to the road network, therefore come in close range to any residential properties that are located close to the road. The street canyons observed on Castle Foregate also have residential properties on the eastern side, and it is here where the main exceedances of the AQO are observed, as shown in Figure 3-1.

There are minimal receptors of relevant exposure that come into contact with the 40 µg/m³ limit contour within the AQMA. However due to some other works occurring across the AQMA included additional developments, Shropshire council propose to review monitoring data across the AQMA prior to reducing the extent of the AQMA. In combination with Figure 3-1, there are no receptors outside of the AQMA designation that exceed the AQO.

Figure 3-2 - Contour Plot of Modelled NO₂ Concentrations

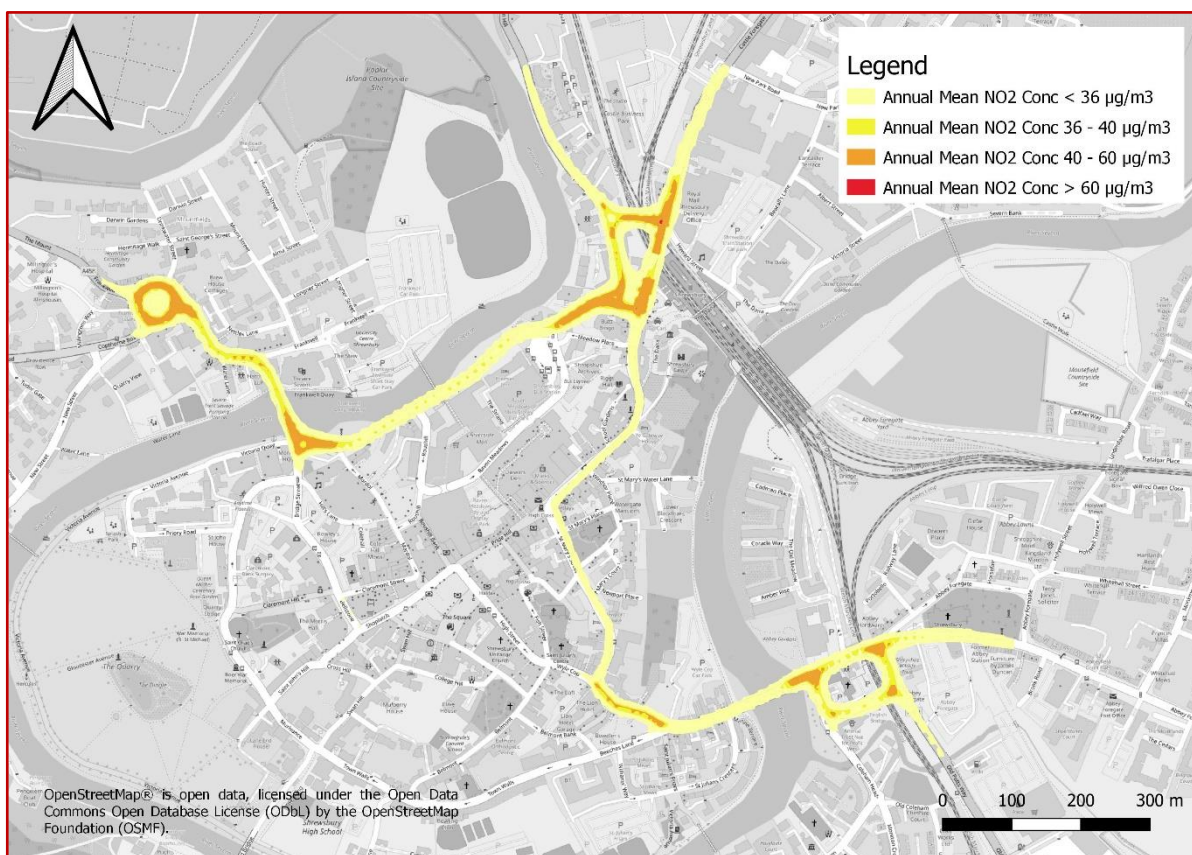


Table 3-3 - Total NO_x Source Apportionment Across All Receptors

Results	Local Background NO _x	Regional Background NO _x	Local Road NO _x
NO _x Concentration (µg/m ³)	7.3	3.1	22.0
Percentage of total NO _x	22.5%	9.6%	68.0%

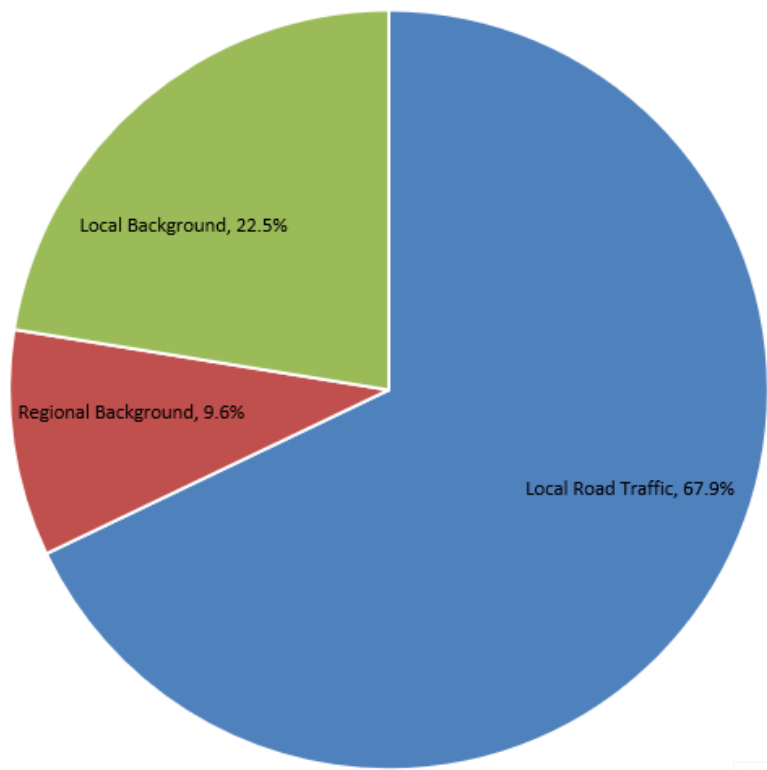
Table 3-4 - NO_x Source Apportionment Results

Results	All Vehicles	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Background
Average Across All Modelled Receptors														
NO _x Concentration (µg/m ³)	22.0	1.6	10.3	0.0	4.7	0.6	0.2	4.4	0.0	0.0	0.0	0.1	0.0	10.4
Percentage of Total NO _x	67.9%	5.1%	31.8%	0.1%	14.6%	1.9%	0.6%	13.5%	0.1%	0.1%	0.0%	0.2%	0.0%	32.1%
Percentage Contribution to Road NO _x	100.0%	7.4%	46.8%	0.1%	21.5%	2.9%	0.9%	19.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
Max Modelled Receptor (11)														
NO _x Concentration (µg/m ³)	88.7	6.0	40.4	0.1	17.1	2.8	0.9	21.0	0.1	0.1	0.0	0.2	0.0	11.3
Percentage of Total NO _x	88.7%	6.0%	40.4%	0.1%	17.1%	2.8%	0.9%	21.0%	0.1%	0.1%	0.0%	0.2%	0.0%	11.3%
Percentage Contribution to Road NO _x	100.0%	6.8%	45.5%	0.1%	19.2%	3.2%	1.0%	23.7%	0.1%	0.1%	0.0%	0.2%	0.0%	-

Table 3-5 - NO₂ Source Apportionment Results

Results	All Vehicles	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Background
Average Across All Modelled Receptors														
NO ₂ Concentration (µg/m ³)	11.6	0.9	5.4	0.0	2.5	0.3	0.1	2.3	0.0	0.0	0.0	0.0	0.0	8.1
Percentage of Total NO ₂	59.0%	4.4%	27.6%	0.0%	12.7%	1.7%	0.5%	11.7%	0.1%	0.1%	0.0%	0.1%	0.0%	41.0%
Percentage Contribution to Road NO ₂	100.0%	7.5%	46.8%	0.1%	21.5%	2.8%	0.9%	19.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
Max Modelled Receptor (11)														
NO ₂ Concentration (µg/m ³)	41.5	2.8	18.9	0.0	8.0	1.3	0.4	9.8	0.0	0.1	0.0	0.1	0.0	8.7
Percentage of Total NO ₂	82.6%	5.6%	37.6%	0.1%	15.9%	2.6%	0.8%	19.6%	0.1%	0.1%	0.0%	0.2%	0.0%	17.4%
Percentage Contribution to Road NO ₂	100.0%	6.8%	45.5%	0.1%	19.2%	3.2%	1.0%	23.7%	0.1%	0.1%	0.0%	0.2%	0.0%	-

Figure 3-3 - Average NO_x Background Split



Plot

Figure 3-4 - NO_x Source Apportionment Average Across All Modelled Receptors

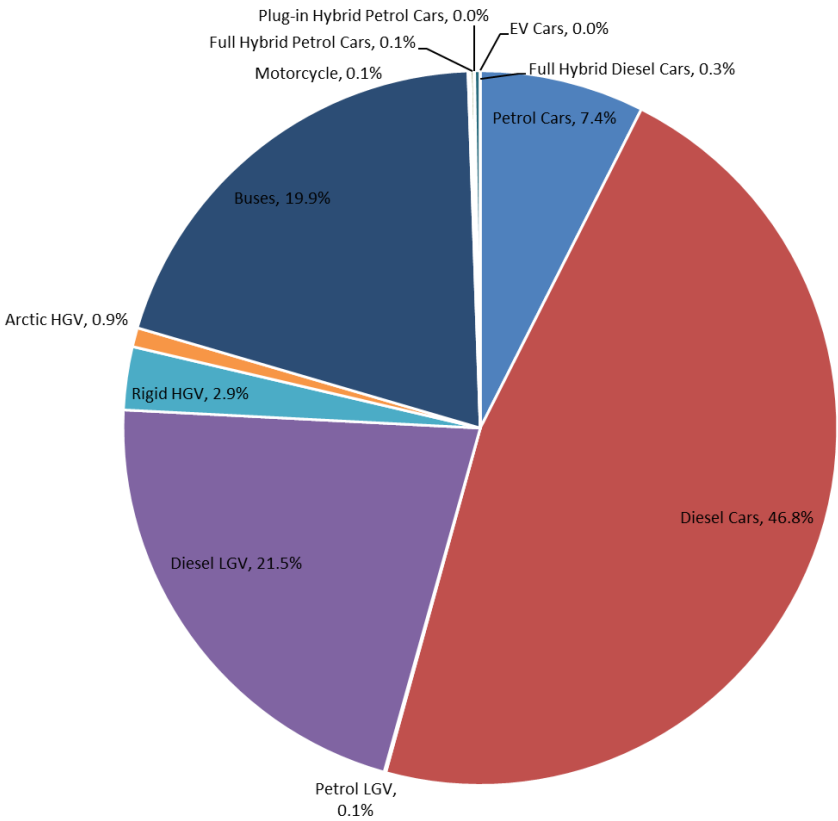
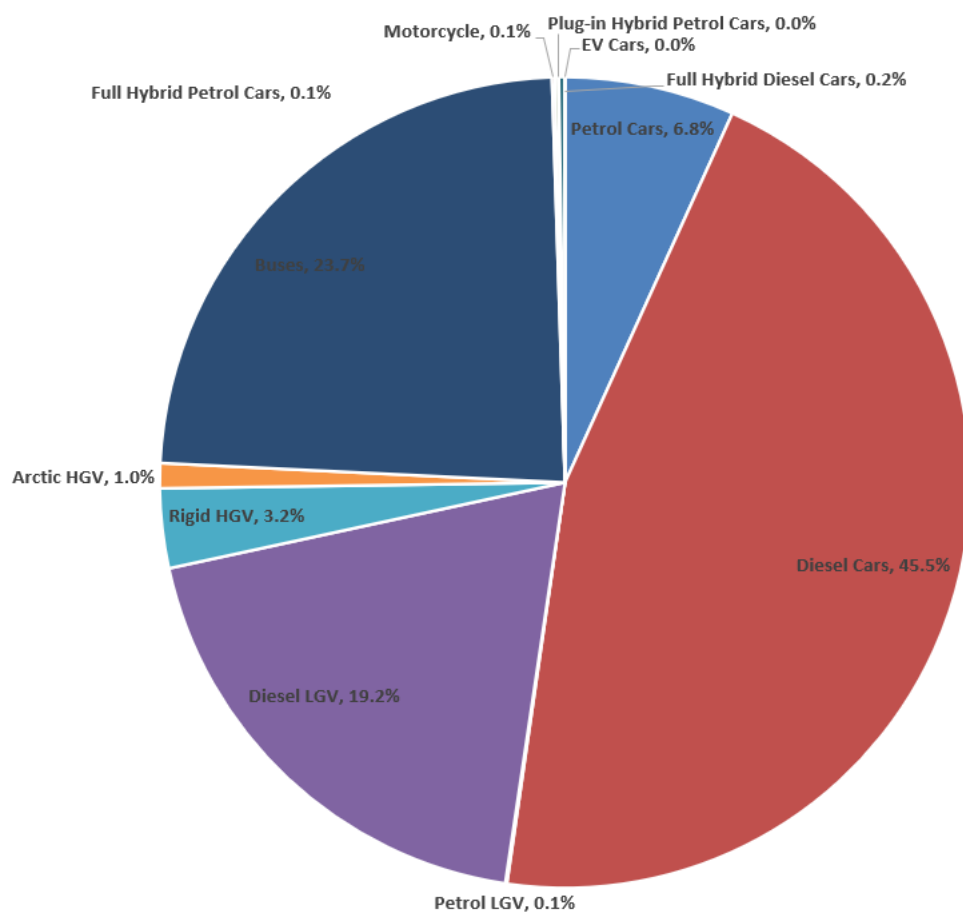


Figure 3-5 - NO_x Source Apportionment at Max Modelled Receptor (11)



4 Conclusions and Recommendations

Following the completion of the analysis of both monitoring data and modelled concentrations across the modelled area, in particular the current Shrewsbury AQMA, the following conclusions and recommendations are made.

4.1 Shrewsbury AQMA

The Shrewsbury AQMA is currently designated for exceedances of the NO₂ annual mean, with two of the diffusion tube monitoring locations exceeding the NO₂ Annual Mean AQO of 40 µg/m³ within the AQMA in 2022. All other diffusion tube sites within the AQMA were below 10% of the AQO.

Detailed modelling has predicted areas of exceedance in line with the Shrewsbury AQMA boundary with the highest modelled exceedance 50.2 µg/m³ at receptor 11, which is located at the Castle Foregate, Smithfield junction where there is not only a street canyon from high rise buildings on the eastern site of the road, but there is expected to be slowing down of vehicles. Exceedances of the AQO are only observed at 3 of the 111 receptors all located on Castle Foregate. This is also where the only monitored exceedances of the AQO are observed.

4.2 Source Apportionment

An initial review of the road NO_x and background NO_x apportionment indicated that road NO_x accounted for 67.9% of emissions on average across all modelled receptors and background concentrations 32.1% of emissions. This details that road contribution is the primary cause of the exceedances of the AQO within the Shrewsbury AQMA, however there is some smaller influence from local background concentrations, likely to be the Shrewsbury Rail Station.

Source apportionment analysis of the Shrewsbury AQMA demonstrates that diesel cars account for the largest amounts of road NO_x (46.8%) with diesel LGVs and buses the next largest contributors (21.5% and 19.9% respectively). As such, measures contained within the AQAP should focus on reducing emissions from these vehicle classes.

Appendix A – Traffic Data

Table A.1 – Annual Average Daily Traffic (AADT) Data

Source ID	Source Name	Speed (kph)	Traffic Flow (AADT)	HGV %	Bus %	LGV%	Cars%	Motorbike%
1a	Castle Foregate North of Cross Street	25	10367	80.93	13.16	1.05	3.78	1.08
1asd1	Castle Foregate North of Cross Street	10	10367	80.93	13.16	1.05	3.78	1.08
2asd1	Castle Foregate South of Cross Street	32	13114	80.66	13.18	0.99	3.77	1.40
2a	Castle Foregate South of Cross Street	32	13114	80.66	13.18	0.99	3.77	1.40
2asd2	Castle Foregate South of Cross Street	20	13114	80.66	13.18	0.99	3.77	1.40
3a	Chester Street North of Cross Street	48	11702	80.93	13.16	1.05	3.78	1.08
3asd1	Chester Street to Cross Street	20	5851	80.93	13.16	1.05	3.78	1.08
4asd1	Cross Street	20	12537	80.93	13.16	1.05	3.78	1.08
5a	Chester Street south of cross street	32	13371	80.93	13.16	1.05	3.78	1.08
5asd1	A458 turning to Chester Street south of cross street	20	6686	80.93	13.16	1.05	3.78	1.08
5asd2	Chester Street to Chester Street south of cross street	20	6686	80.93	13.16	1.05	3.78	1.08
5asd3	Chester Street south of cross street to Cross Street	20	6686	80.93	13.16	1.05	3.78	1.08
6asd1	A458 slowdown junction	20	12519	81.51	13.06	1.01	3.30	1.13
7asd1	A458 Smithfield Road to Chester Street south of cross street	20	9625	83.50	12.73	0.93	1.87	0.96
7asd2	A458	20	19250	83.50	12.73	0.93	1.87	0.96
7a	A458	48	19250	83.50	12.73	0.93	1.87	0.96
7b	A458	48	19250	83.50	12.73	0.93	1.87	0.96
7bsd1	A458 to A5191	20	9625	83.50	12.73	0.93	1.87	0.96
7bsd2	A458 to A458 Bridge	20	9625	83.50	12.73	0.93	1.87	0.96
8asd1	A5191 between Main Road and A458	20	12627	79.56	14.49	0.99	3.80	1.16
9asd1	A458 north of River Severn	20	19250	83.50	12.73	0.93	1.87	0.96
9a	A458 north of River Severn	48	19250	83.50	12.73	0.93	1.87	0.96
9asd2	A458 north of River Severn	32	19250	83.50	12.73	0.93	1.87	0.96
9b	A458 north of River Severn	48	19250	83.50	12.73	0.93	1.87	0.96
9bsd1	A458 north of River Severn	20	19250	83.50	12.73	0.93	1.87	0.96
R1	A458 Roundabout North of River Severn	32	19250	83.50	12.73	0.93	1.87	0.96
R1a	A458 Roundabout North of River Severn	32	19250	83.50	12.73	0.93	1.87	0.96
10asd1	Copthorne Road	20	7469	81.19	15.28	1.39	1.31	0.83
10a	Copthorne Road	48	7469	81.19	15.28	1.39	1.31	0.83
11asd1	The Mount	20	7469	81.19	15.28	1.39	1.31	0.83
11a	The Mount	32	7469	81.19	15.28	1.39	1.31	0.83
12asd1	St Marys Street A5191 South of A458 junction	20	7940	80.66	13.18	0.99	3.77	1.40
12a	St Marys Street A5191 South of A458 junction	32	7940	80.66	13.18	0.99	3.77	1.40
13a	Abbey Foregate East of River Severn and English Bridge	48	15212	79.88	12.78	1.11	5.13	1.10
13asd1	Abbey Foregate East of River Severn and English Bridge	20	15212	79.88	12.78	1.11	5.13	1.10
14a	Old Potts Way	48	12536	87.14	10.19	1.03	1.16	0.48
14asd1	Old Potts Way	20	12536	87.14	10.19	1.03	1.16	0.48
15a	Coleham Head	48	5294	81.79	15.58	0.77	0.93	0.91
15asd1	Coleham Head	20	5294	81.79	15.58	0.77	0.93	0.91
R2	English Bridge Roundabout	48	15212	79.88	12.78	1.11	5.13	1.10
R2a	English Bridge Roundabout	48	15212	79.88	12.78	1.11	5.13	1.10
16asd1	A5191 West of River Severn East of Beeches Lane	20	15212	79.88	12.78	1.11	5.13	1.10
16a	A5191 West of River Severn East of Beeches Lane	48	15212	79.88	12.78	1.11	5.13	1.10
17asd1	Beeches Lane	20	3286	80.93	13.16	1.05	3.78	1.08
17a	Beeches Lane	32	3286	80.93	13.16	1.05	3.78	1.08
18a	A5191 West of Beeches Lane and East of St Marys Street	32	15212	79.88	12.78	1.11	5.13	1.10

19a	A5191 West of St Mary Street and East of Fish Lane	32	4818	78.46	14.26	0.90	5.51	0.88
20a	A5191 High Street West of Fish Lane	32	4818	78.46	14.26	0.90	5.51	0.88
21a	Barker Street	32	6005	78.18	15.82	0.93	3.81	1.25
21asd1	Barker Street	20	6005	78.18	15.82	0.93	3.81	1.25
21asd2	Barker Street	20	6005	78.18	15.82	0.93	3.81	1.25

Appendix B – Model Verification

Model Setup

The ADMS-Roads dispersion model has been widely validated for this type of assessment and is specifically listed in the LAQM TG(22) guidance as an accepted dispersion model.

Model validation undertaken by the software developer (CERC) will not have included validation in the specific modelled area. It is therefore necessary to perform a comparison of modelled results with local monitoring data at relevant locations. This process of verification attempts to minimise the modelling uncertainty and systematic error by correcting modelled results by an adjustment factor to gain greater confidence in the final results.

The predicted results from a dispersion model may differ from measured concentrations for a large number of reasons, including uncertainties associated with:

- Background concentration estimates;
- Source activity data such as traffic flows and emissions factors;
- Monitoring data, including locations; and
- Overall model limitations.

Model verification is the process by which these and other uncertainties are investigated and where possible minimised. In reality, the differences between modelled and monitored results are likely to be a combination of all these aspects.

Model setup parameters and input data were checked prior to running the models in order to reduce these uncertainties. The following were checked to the extent possible to ensure accuracy:

- Traffic data;
- Distance between sources and monitoring as represented in the model;
- Speed estimated on roads; and
- Background monitoring and background estimates.

NO₂ Verification Calculations

The verification of the model output was performed in accordance with the guidance provided in Chapter 7 of LAQM.TG(22).

As mentioned within the report, a zone verification was undertaken producing two verifications for different areas within the model. Zone 1 – Castle Foregate – this area focused on 5 of the highest monitored diffusion tubes within the Shrewsbury AQMA all located along Castle Foregate. Zone 2 – Shrewsbury AQMA – this area focused on the remaining diffusion tubes across the Shrewsbury AQMA, all these monitoring locations were below the AQO for NO₂.

As mentioned above sensitivity testing was undertaken to determine the most suitable verification factor that should be used in the assessment, zonal or non zonal.

Using a non-zonal verification, with the same factor applied across the AQMA resulted in a higher RMSE of 5.77. This is greater than the two individual factors detailed below, demonstrating a higher uncertainty in the modelled output. In addition, at the highest monitoring sites, within Castle Foregate, DF458 and DF438, both sites were underpredicting within the model above 10%. This resulted in both sites modelling below 40µg/m³ and as such not being considered representative of Castle Foregate. As such for these reasons the zonal verification detailed below was used in the model.

NO₂ Verification Calculations – Zone 1 – Castle Foregate

Relevant monitoring locations within the Council's jurisdiction (those adjacent to modelled roads) have been used in the verification. For the Zone 1 Verification at Castle Foregate, only the diffusion tubes sites along Castle Foregate were used, 5 in total. These were also the highest monitored NO₂ diffusion tubes across the Shrewsbury AQMA and are detailed in Table 3-1. Only one monitoring site in this area was excluded, DF459, this was due to the monitoring site being located within the Shrewsbury Station car park where no traffic data was available.

Table B.1 below shows an initial comparison of the monitored and unverified modelled NO₂ results for the year 2022, in order to determine if verification and adjustment was required.

Table B.1 – Unverified Modelled and Monitored NO₂ Concentrations

Site ID	Background NO ₂ (µg/m ³)	Monitored Total NO ₂ (µg/m ³)	Unverified Modelled Total NO ₂ (µg/m ³)	% Difference (Modelled vs. Monitored)
DF428A	7.6	32.4	13.2	-59.3
DF438	8.7	42.8	19.3	-55.0
DF458	7.6	42.6	16.7	-60.8
DF480	7.6	28.3	11.7	-58.6
DF482	7.6	31.7	13.2	-58.5

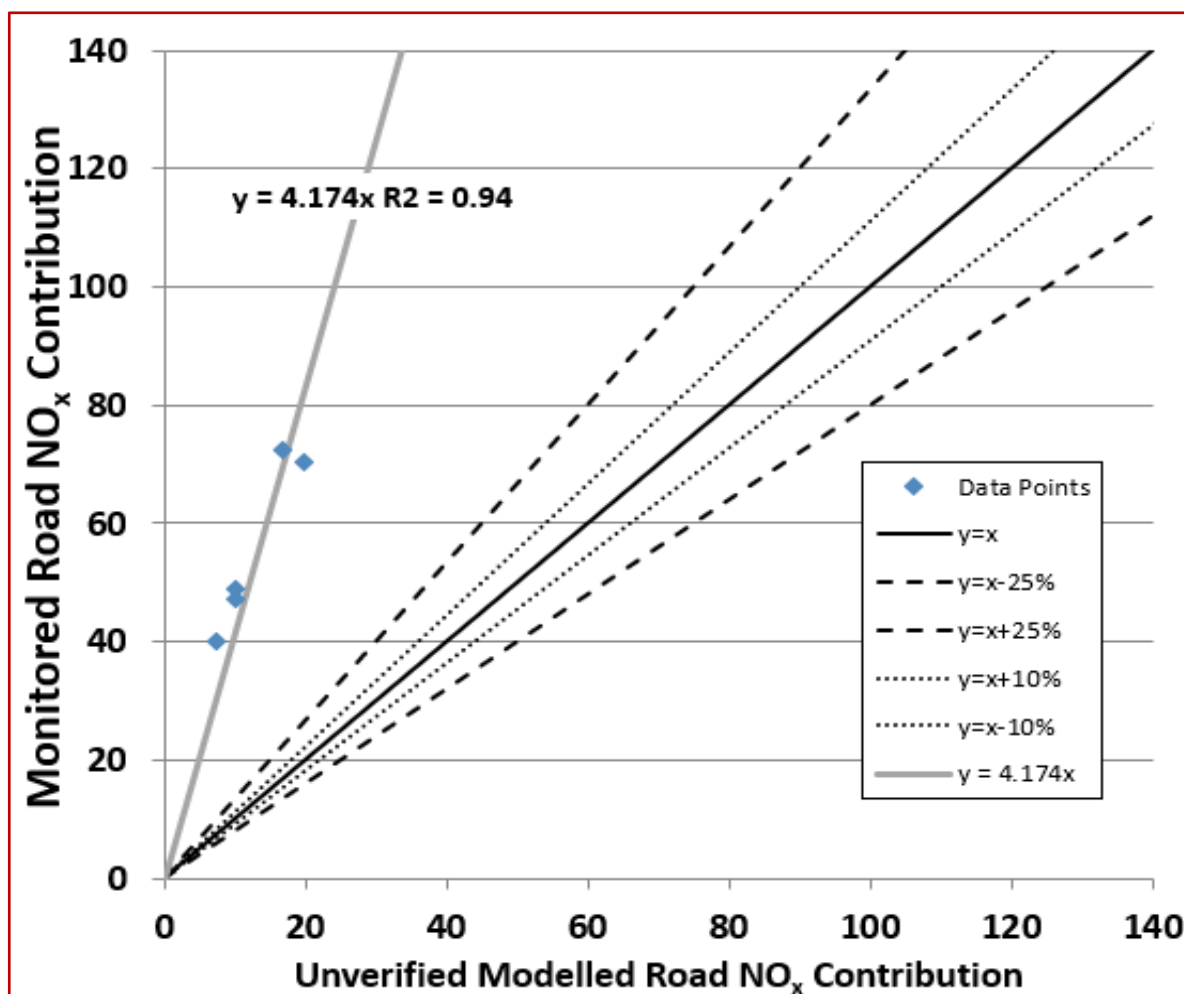
The data in Table B.1 shows that the model was under predicting at all monitoring locations. At this stage, all model inputs were checked to ensure their accuracy; this includes road and monitoring site geometry, traffic data, link emission rates, 2022 monitoring results, background concentrations and modelling features such as street canyons. Following a level of QA/QC completed upon the model, no further improvement of the modelled results could be obtained on this occasion. The difference between modelled and monitored concentrations was greater than -25% at the majority of locations therefore adjustment of the results was necessary. The relevant data was then gathered to allow the adjustment factor to be calculated. Table B.2 provides the relevant data required to calculate the model adjustment based on regression of the modelled and monitored road source contribution to NO_x.

Table B.2 – Data Required for Adjustment Factor Calculation

Site ID	Monitored Total NO ₂ (µg/m ³)	Monitored Total NO _x (µg/m ³)	Background NO ₂ (µg/m ³)	Background NO _x (µg/m ³)	Monitored Road Contribution NO ₂ (Total - Background) (µg/m ³)	Monitored Road Contribution NO _x (Total - Background) (µg/m ³)	Modelled Road Contribution NO _x (Excludes Background) (µg/m ³)
DF428 A	32.4	58.6	7.6	9.7	24.8	48.9	10.2
DF438	42.8	81.8	8.7	11.3	34.1	70.5	19.7
DF458	42.6	82.1	7.6	9.7	35.0	72.4	16.8
DF480	28.3	49.8	7.6	9.7	20.7	40.1	7.4
DF482	31.7	57.1	7.6	9.7	24.1	47.4	10.1

Figure B.1 provides a comparison of the modelled road contribution NO_x versus monitored road contribution NO_x, and the equation of the trend line based on linear regression through zero. The total monitored NO_x contribution has been derived by back-calculating NO_x from the NO_x/NO₂ empirical relationship using the spreadsheet tool available from Defra's website. The equation of the trend lines presented in Figure B.1 gives an adjustment factor for the modelled results of 4.174.

Figure B.1 – Unverified Modelled Road NO_x Contribution



Model adjustment needs to be undertaken for NO_x rather than NO₂. For the monitoring results used in the calculation of the model adjustment, NO_x was derived from NO₂, using the NO_x to NO₂ calculator (V8.1) spreadsheet tool available from the LAQM website.

The results of the final verification factor are presented in Table B.3. All diffusion tube locations are within the $\pm 25\%$ acceptance level. Alongside this, the RMSE for this verification is 3.4. The verification factor used for the receptors in this AQA is 4.174.

Table B.3 – Final Verification Calculation

Site ID	Ratio of Monitored Road Contribution NO _x / Modelled Road Contribution NO _x	Adjustment Factor for Modelled Road Contribution NO _x	Adjusted Modelled Road Contribution NO _x (µg/m ³)	Adjusted Modelled Total NO _x (Including Background NO _x) (µg/m ³)	Modelled Total NO ₂ (Based upon Empirical NO _x / NO ₂ Relationship) (µg/m ³)	Monitored Total NO ₂ (µg/m ³)	% Difference (Adjusted Modelled NO ₂ vs. Monitored NO ₂)
DF428A	4.81	4.174	42.4	52.1	29.4	32.4	-9.3
DF438	3.59		82.0	93.3	47.5	42.8	10.9
DF458	4.32		70.0	79.7	41.6	42.6	-2.3
DF480	5.39		31.1	40.8	24.0	28.3	-15.4
DF482	4.69		42.1	51.9	29.3	31.7	-7.7

Figure B.2 – Verified Modelled Road NO_x Contribution

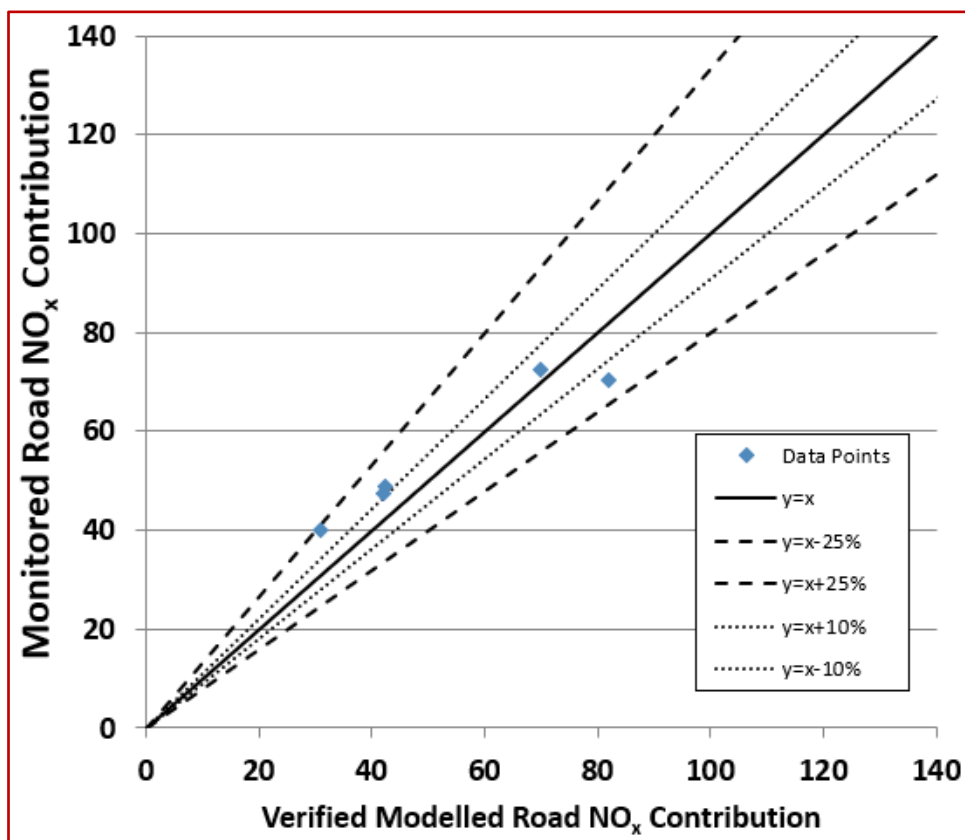
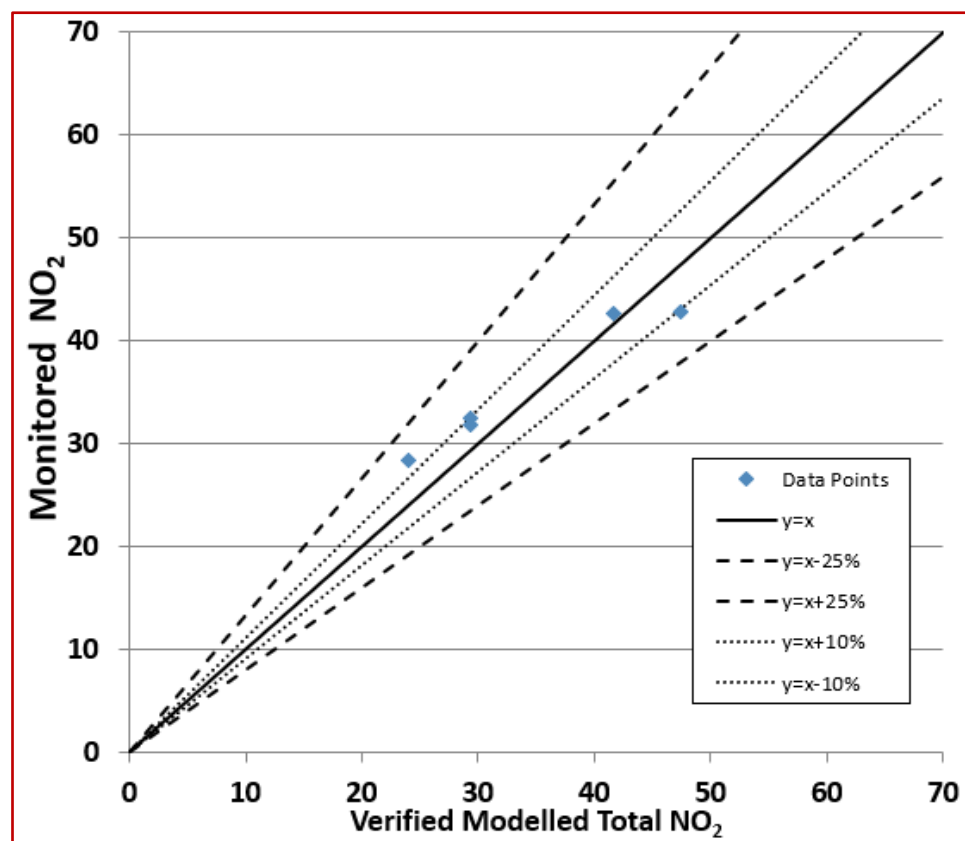


Figure B.3 – Verified Modelled Total NO₂



NO₂ Verification Calculations – Zone 2 – Wider Shrewsbury AQMA

Relevant monitoring locations within the Council's jurisdiction (those adjacent to modelled roads) have been used in the verification. For the Zone 2 Verification across the wider Shrewsbury AQMA, 14 sites were used in total and are detailed in Table 3-1. Only one monitoring site in this verification was excluded (DF413). Site DF413 was located on Raven Meadows where there was only coach and bus access only, no traffic data was available for this road link.

Table B.2 below shows an initial comparison of the monitored and unverified modelled NO₂ results for the year 2022, in order to determine if verification and adjustment was required.

Table B.4 – Unverified Modelled and Monitored NO₂ Concentrations

Site ID	Background NO ₂ (µg/m ³)	Monitored Total NO ₂ (µg/m ³)	Unverified Modelled Total NO ₂ (µg/m ³)	% Difference (Modelled vs. Monitored)
DF403	7.1	25.0	12.0	-52.2
DF407	8.7	19.8	12.4	-37.5
DF420	8.7	27.3	12.7	-53.6
DF429	8.7	24.1	12.8	-47.0
DF437	8.7	28.7	13.4	-53.3
DF461	8.7	21.3	11.8	-44.6
DF476	8.7	25.0	14.1	-43.6
DF485	7.1	22.9	11.8	-48.5
DF487	8.7	17.9	11.7	-34.7
DF501	7.6	28.5	12.6	-55.9
DF502	8.7	22.0	13.3	-39.6
DF477	7.6	24.8	11.1	-55.1
DF503	7.1	23.6	11.0	-53.5
DF504	7.1	23.0	12.0	-48.0

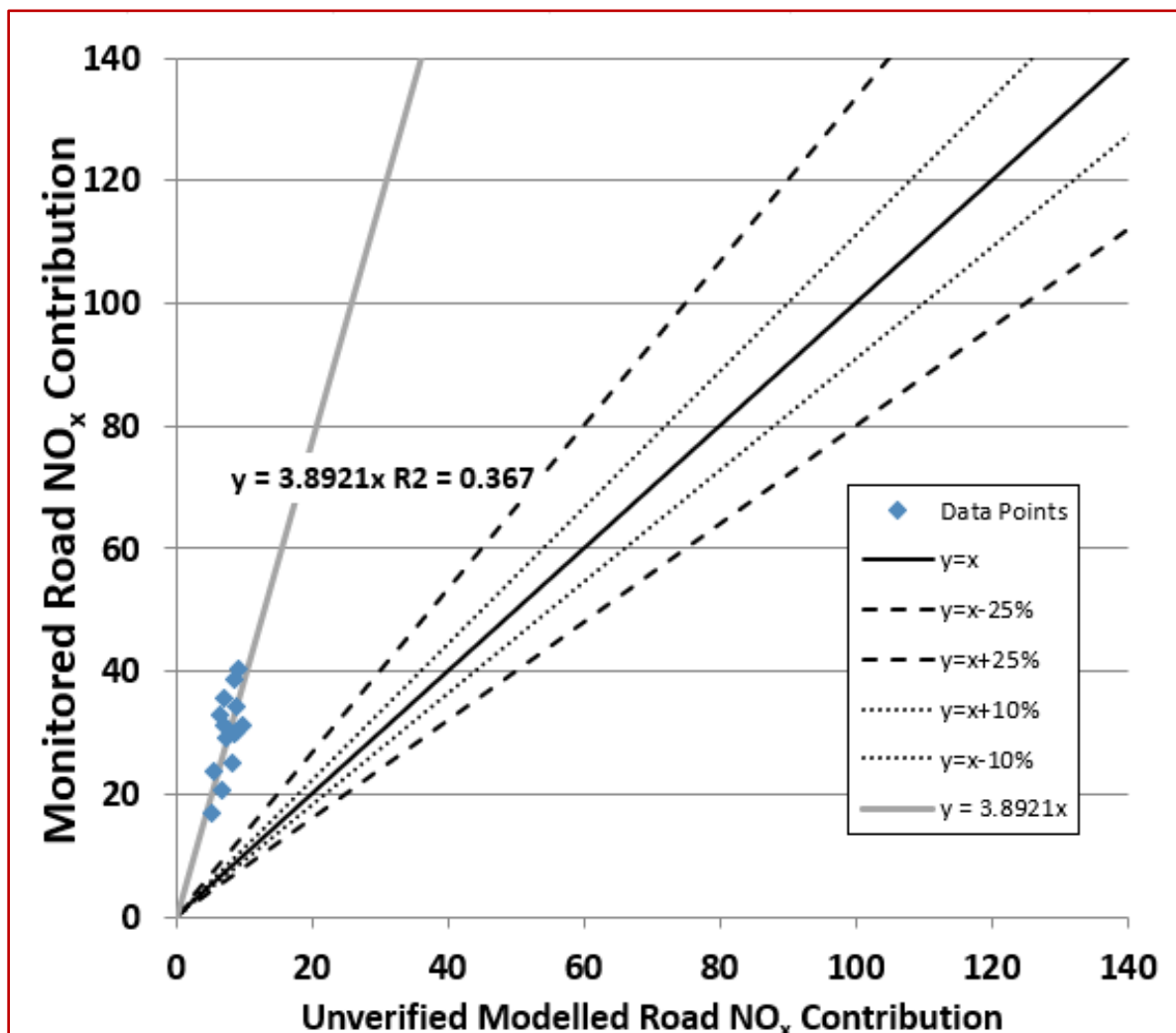
The data in Table B.4 shows that the model was under predicting at all monitoring locations. At this stage, all model inputs were checked to ensure their accuracy; this includes road and monitoring site geometry, traffic data, link emission rates, 2022 monitoring results, background concentrations and modelling features such as street canyons. Following a level of QA/QC completed upon the model, no further improvement of the modelled results could be obtained on this occasion. The difference between modelled and monitored concentrations was greater than -25% at the majority of locations therefore adjustment of the results was necessary. The relevant data was then gathered to allow the adjustment factor to be calculated. Table B.5 provides the relevant data required to calculate the model adjustment based on regression of the modelled and monitored road source contribution to NO_x.

Table B.5 – Data Required for Adjustment Factor Calculation

Site ID	Monitored Total NO ₂ (µg/m ³)	Monitored Total NO _x (µg/m ³)	Background NO ₂ (µg/m ³)	Background NO _x (µg/m ³)	Monitored Road Contribution NO ₂ (Total - Background) (µg/m ³)	Monitored Road Contribution NO _x (Total - Background) (µg/m ³)	Modelled Road Contribution NO _x (Excludes Background) (µg/m ³)
DF403	25.0	43.2	7.1	9.1	17.9	34.1	8.8
DF407	19.8	31.9	8.7	11.3	11.1	20.7	6.6
DF420	27.3	47.1	8.7	11.3	18.6	35.8	7.2
DF429	24.1	40.5	8.7	11.3	15.4	29.2	7.4
DF437	28.7	50.0	8.7	11.3	20.0	38.7	8.5
DF461	21.3	34.9	8.7	11.3	12.6	23.6	5.6
DF476	25.0	42.3	8.7	11.3	16.3	31.0	9.8
DF485	22.9	38.9	7.1	9.1	15.8	29.9	8.5
DF487	17.9	28.3	8.7	11.3	9.2	17.0	5.4
DF501	28.5	50.2	7.6	9.7	20.9	40.5	9.0
DF502	22.0	36.3	8.7	11.3	13.3	25.0	8.3
DF477	24.8	42.5	7.6	9.7	17.2	32.8	6.4
DF503	23.6	40.3	7.1	9.1	16.5	31.3	7.0
DF504	23.0	39.1	7.1	9.1	15.9	30.1	8.8

Figure B.4 provides a comparison of the modelled road contribution NO_x versus monitored road contribution NO_x , and the equation of the trend line based on linear regression through zero. The total monitored NO_x contribution has been derived by back-calculating NO_x from the NO_x/NO_2 empirical relationship using the spreadsheet tool available from Defra's website. The equation of the trend lines presented in Figure B.4 gives an adjustment factor for the modelled results of 3.892.

Figure B.4 – Unverified Modelled Road NO_x Contribution



Model adjustment needs to be undertaken for NO_x rather than NO_2 . For the monitoring results used in the calculation of the model adjustment, NO_x was derived from NO_2 , using the NO_x to NO_2 calculator (V8.1) spreadsheet tool available from the LAQM website.

The results of the final verification factor are presented in Table B.6. All diffusion tube locations are within the $\pm 25\%$ acceptance level. Alongside this, the RMSE for this verification is 2.6, which according to TG(22) as the RMSE is below 4, indicates that this final verification is performing accurately. The verification factor used for the receptors in this AQA is 3.892.

Table B.6 – Final Verification Calculation

Site ID	Ratio of Monitored Road Contribution NO _x / Modelled Road Contribution NO _x	Adjustment Factor for Modelled Road Contribution NO _x	Adjusted Modelled Road Contribution NO _x (µg/m ³)	Adjusted Modelled Total NO _x (Including Background NO _x) (µg/m ³)	Modelled Total NO ₂ (Based upon Empirical NO _x / NO ₂ Relationship) (µg/m ³)	Monitored Total NO ₂ (µg/m ³)	% Difference (Adjusted Modelled NO ₂ vs. Monitored NO ₂)
DF403	3.90	3.892	34.1	43.2	25.0	25.0	-0.1
DF407	3.12		25.8	37.1	22.4	19.8	13.1
DF420	5.00		27.9	39.1	23.4	27.3	-14.2
DF429	3.97		28.6	39.9	23.8	24.1	-1.2
DF437	4.56		33.0	44.3	26.0	28.7	-9.5
DF461	4.24		21.7	33.0	20.3	21.3	-4.6
DF476	3.16		38.2	49.5	28.5	25.0	13.9
DF485	3.53		33.0	42.0	24.4	22.9	6.6
DF487	3.17		20.9	32.2	19.9	17.9	11.2
DF501	4.49		35.1	44.9	25.9	28.5	-9.0
DF502	3.01		32.3	43.6	25.6	22.0	16.5
DF477	5.15		24.8	34.5	20.8	24.8	-16.0
DF503	4.49		27.1	36.2	21.5	23.6	-8.8
DF504	3.42		34.2	43.3	25.0	23.0	8.9

Figure B.5 – Verified Modelled Road NO_x Contribution

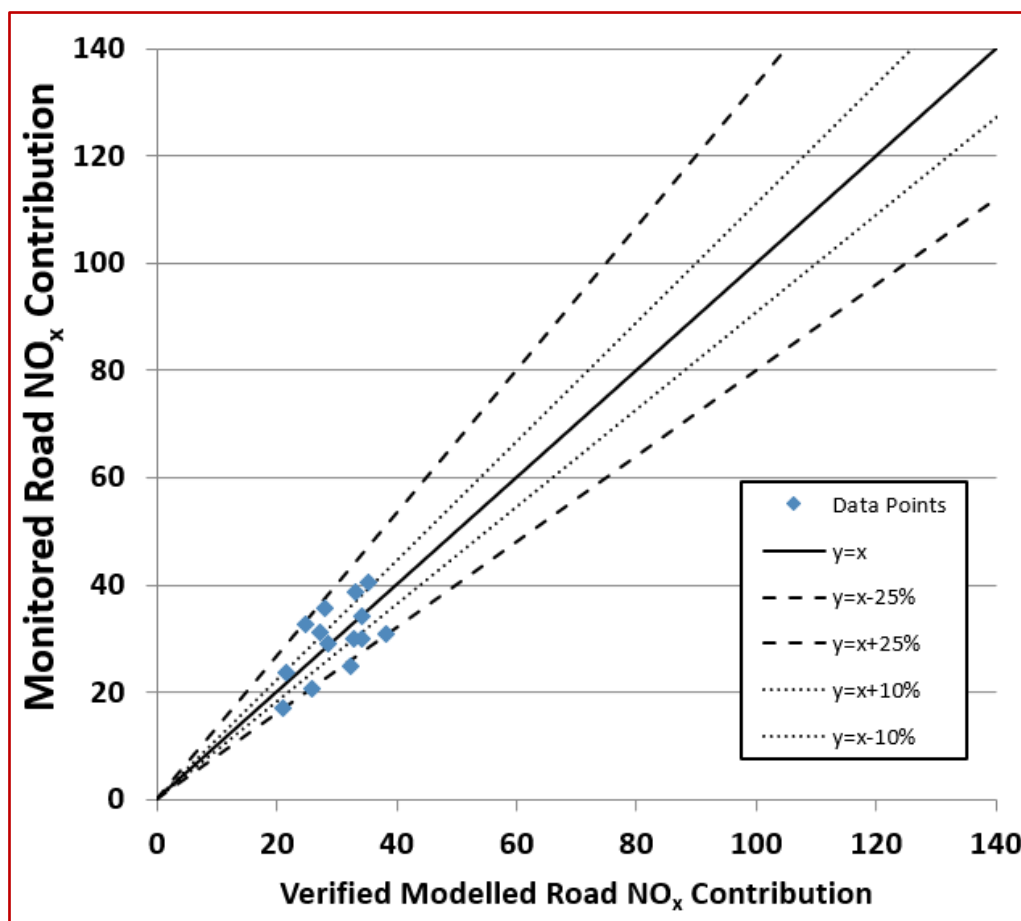
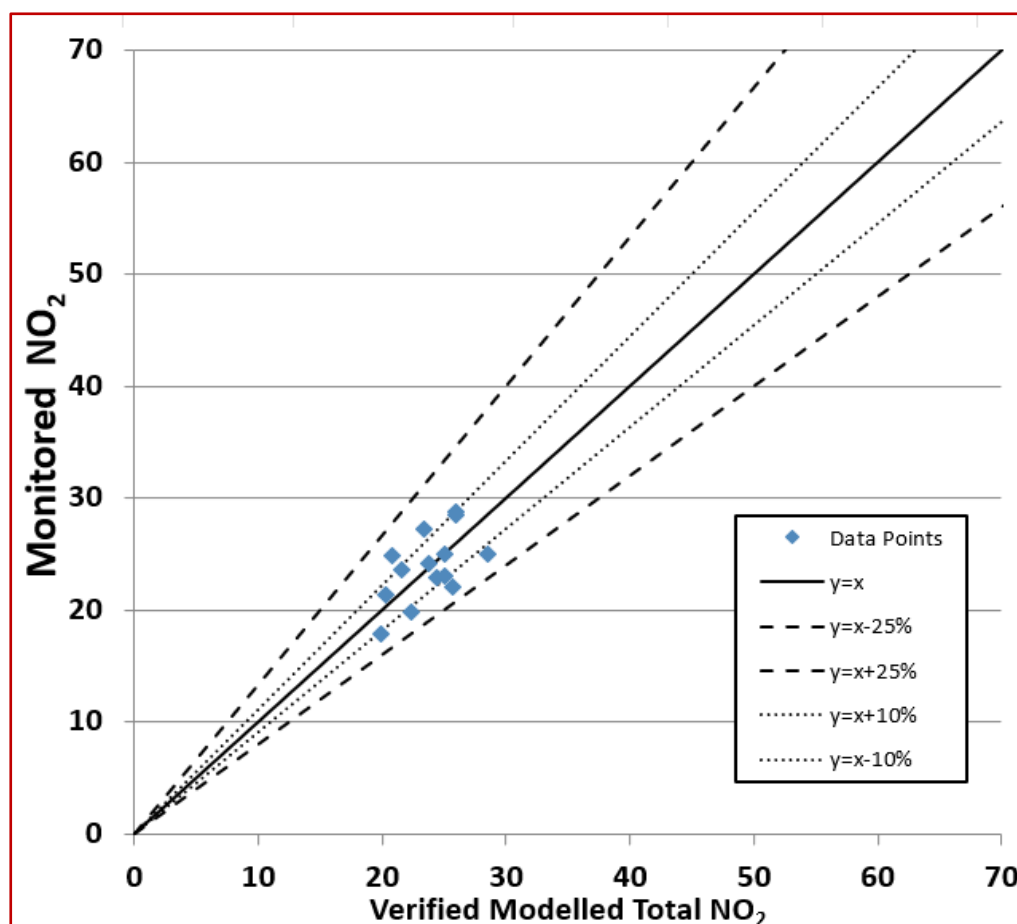


Figure B.6 – Verified Modelled Total NO₂



11 Appendix D : WSP LUF2 Gyrratory Air Quality Technical Note

TECHNICAL NOTE 1

DATE:	07 June 2024	CONFIDENTIALITY:	
SUBJECT:	Air Quality Technical Methodology		
PROJECT:	LUF2	AUTHOR:	Harry Price
CHECKED:	Sioni Hole	APPROVED:	Bethan Tuckett-Jones

PROJECT OVERVIEW

WSP has been commissioned by Shropshire Council (SC) to assess measures to improve air quality around the Shrewsbury town centre gyratory. Specifically, this note covers air quality impacts/improvements arising from changes to the town centre gyratory made using the UK Government Levelling Up Funding (LUF2), and the North West Relief Road (NWRR).



Figure 1: LUF2 Scheme Overview

This project aims to deliver improvements on the overall air quality of the Station Gyratory, by enhancing cycling and walking facilities. The scheme will introduce a segregated cycle lane that will eventually connect Shrewsbury Town Centre to the Flaxmill Malting, enhanced public spaces in the Station Gyratory through the use of vegetation and street furniture.

One of the aims of the funding was to improve air quality within Shrewsbury. In particular, the focus of the Scheme was to reduce pollutant concentrations where there are existing exceedances of annual mean air quality standards. Air Quality dispersion modelling has been undertaken to quantify the impact of the Scheme on pollutant concentrations affected by the Scheme.

Latterly, at the request of SC, this model has also been used to provide both a process contribution and predicted environmental concentration at specified receptors from the LUF2 Scheme, the NWRR scheme, and both Schemes in combination. This technical note covers the detailed modelling parameters and methodology used within the production of the dispersion modelling and presents the results of the model at selected receptors for each scenario.

AIR QUALITY WITHIN SHREWSBURY

In 2003, SC declared an Air Quality Management Area (AQMA) across the entirety of Shrewsbury town centre (later amended in 2006). Air quality has improved throughout the AQMA since 2003, although monitored concentrations indicate that the annual mean air quality standard for NO₂ continues to be exceeded along Castle Gates. This is likely due to a combination of traffic congestion levels and restricted airflow along Castle Gates. The latest published SC monitoring is shown in **Figure 2**, below.

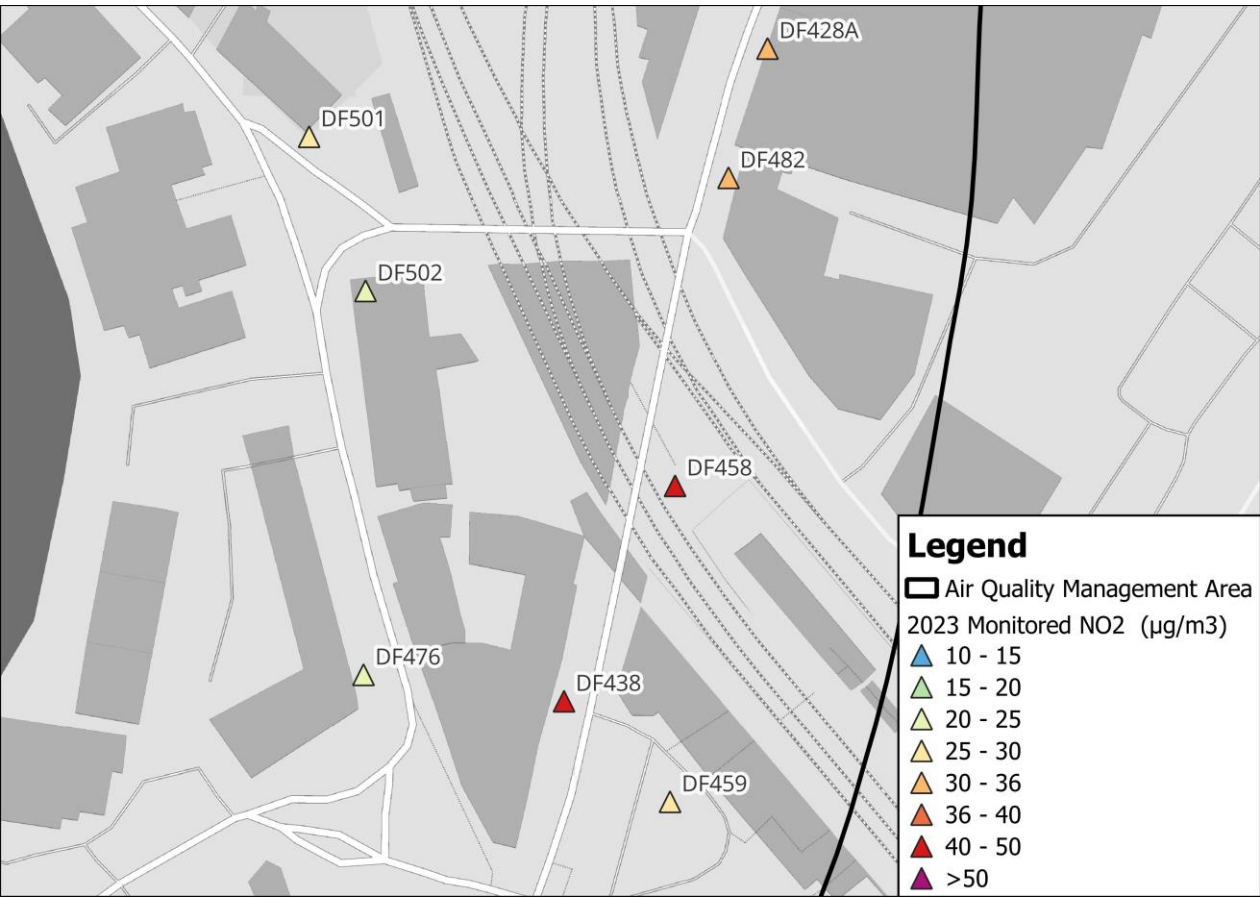


Figure 2: Locations of NO₂ monitoring points undertaken by SCC around the Shrewsbury gyratory.

The range (and standard deviation) of monitored concentrations at locations monitored by SC within Shrewsbury town centre are shown in **Figure 3**. The monitoring undertaken by SC at various locations within Shrewsbury town centre indicates a generally decreasing trend in NO₂ concentrations over time. The monitored concentrations at points on Castle Gates (SC monitoring ID DF438 and DF458) consistently

show the highest recorded concentrations within Shrewsbury town centre, and also follow the decreasing trend over time. Concentrations monitored within 2020 are notably lower than expected due to the impact of lockdowns on traffic movements and have not been considered within the above analysis.

The latest data show that monitored concentrations at DF438 and DF458 ($42.0 \mu\text{g}/\text{m}^3$ and $40.1 \mu\text{g}/\text{m}^3$) exceed the $40 \mu\text{g}/\text{m}^3$ standard¹ in 2023, irrespective of the LUF2 development or the NWRR.

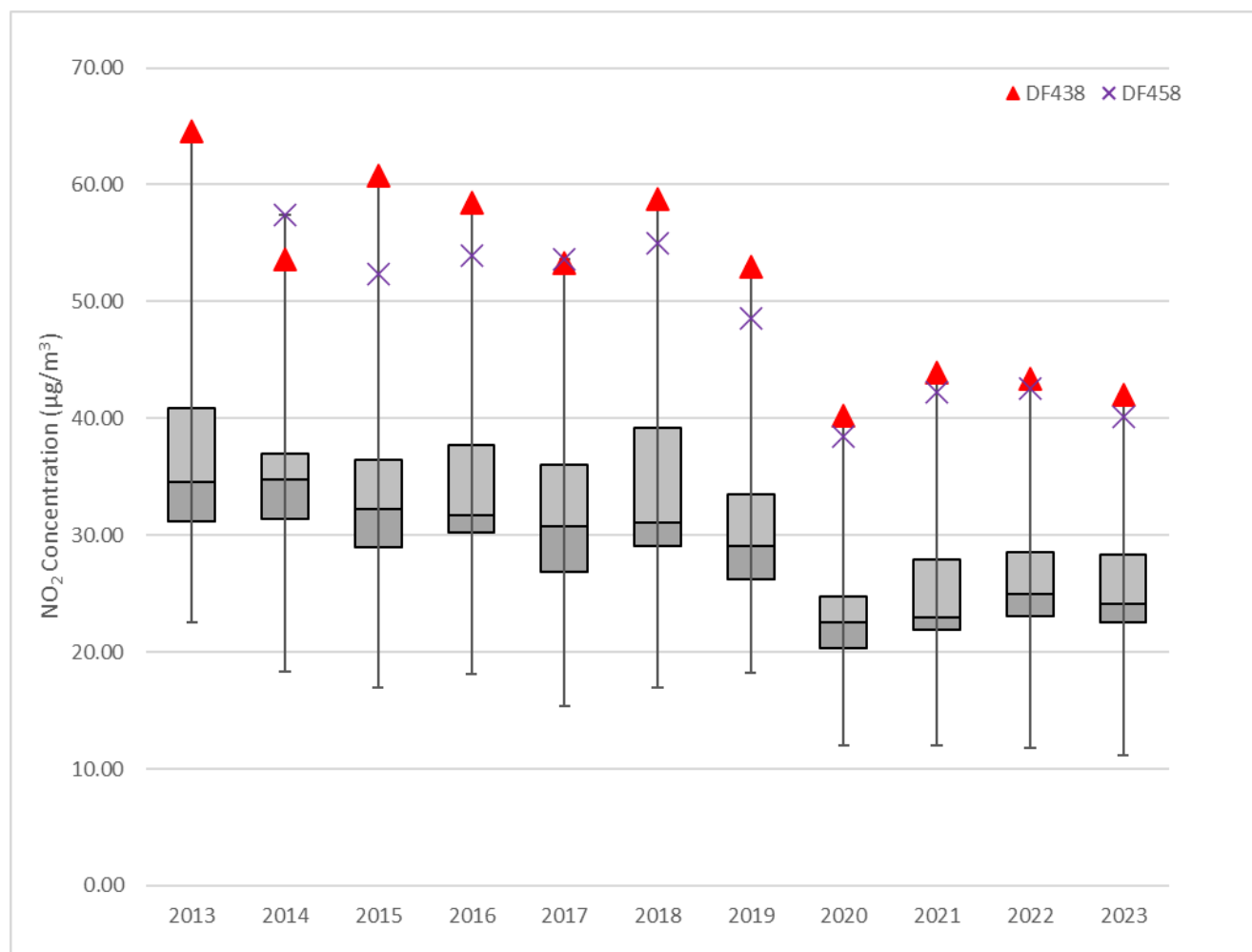


Figure 3: Box and Whisker plot showing monitored NO_2 trends in Shrewsbury town centre. The whiskers represent the highest and lowest monitored concentrations, and the box represents the median value and upper and lower quartiles.

¹ Concentrations were monitored at the location of the diffusion tube, not necessarily indicative of human exposure.

METHODOLOGY

For the prediction of potential impacts due to emissions arising from road traffic, the dispersion model ADMS Roads (version 5.0.0.1) was used. This model uses detailed information regarding traffic flows on the local road network for each diurnal period of the day (AM peak period, Inter-peak period (IP), PM peak period, and Off-peak period (OP)), surface roughness, and local meteorological and topographical conditions to predict pollutant concentrations at specific receptor locations. The model considers the dispersion of NO_x (and subsequent conversion to NO₂) only.

Traffic data has been taken from the assessment undertaken for the Shrewsbury NWRR [*planning application reference 21/00924/EIA*] and re-run using parameters to represent the LUF2 scheme.

The air quality modelling undertaken for the NWRR ES was adapted and refined to reflect the detailed dispersion modelling required for the LUF2 scheme as shown in **Figure 4**. The focus of the area of modelling includes Frankwell Roundabout, across Welsh Bridge and Smithfield Road, through the gyratory and up Coton Hill. Where elements of the dispersion modelling undertaken for the NWRR assessment have been updated to reflect the latest available information, further information on the amendments are provided below.

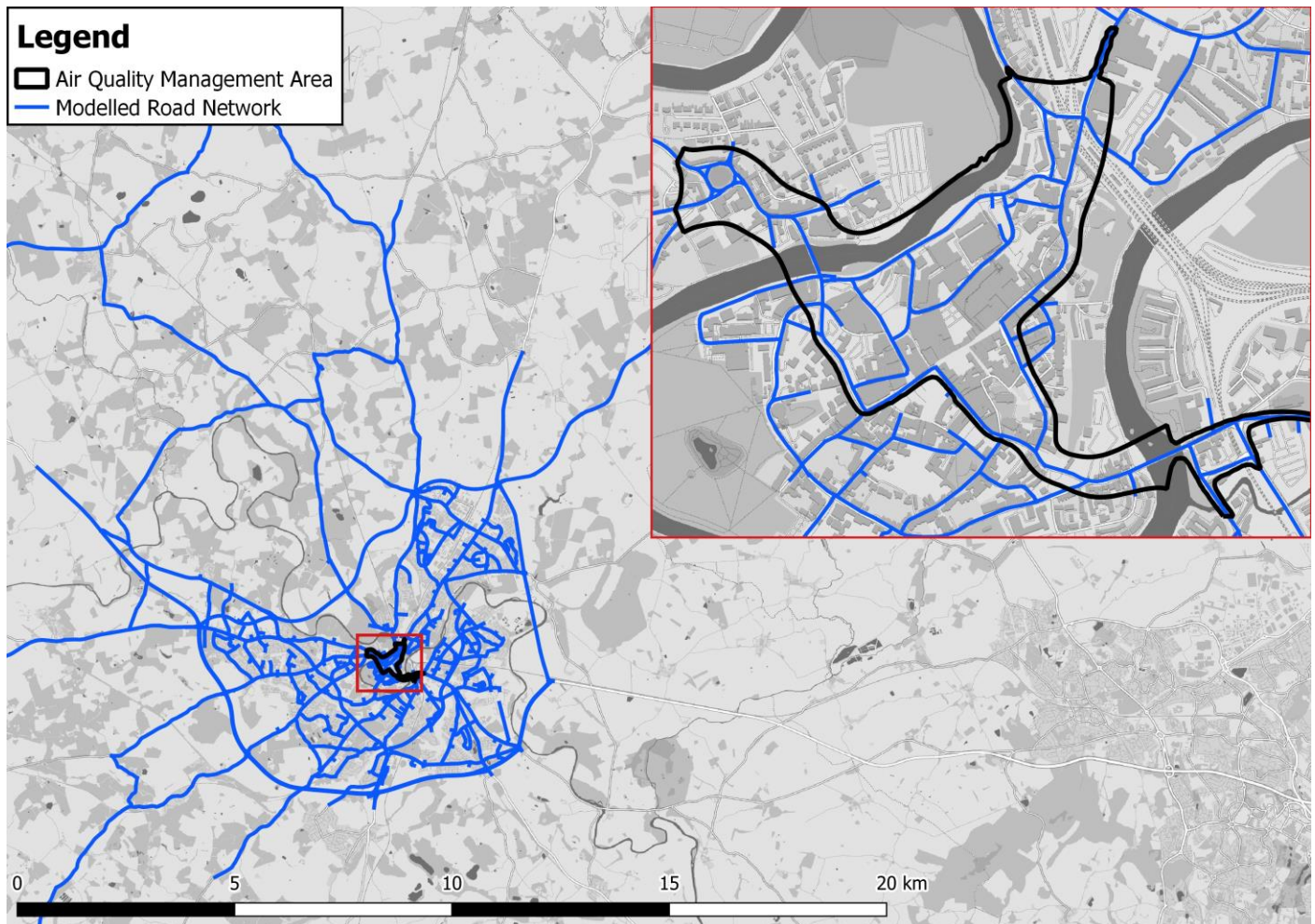


Figure 4: The modelled road network used in the air quality dispersion modelling.

SCENARIOS

Traffic flows were provided for the following modelled scenarios:

- Baseline 2023 – for model verification and baseline concentrations;
- “NWRR” 2023 – model with the Shrewsbury North West Relief Road in place;
- “LUF2” 2023 – model with the proposed scheme in place; and
- “In-Combination” 2023 – model with the proposed scheme and the Shrewsbury North West Relief Road in place.

The difference from these traffic scenarios to the originally modelled NWRR traffic data is the introduction of the LUF2 scheme, directly impacting the road infrastructure of the gyratory to improve air quality through traffic flow/congestion relief and increased uptake in active travel and public transport.

ADDITIONAL MODEL INPUTS

Due to the complex nature of dispersion parameters, particularly around the gyratory, the advanced canyon module and road tunnel module for ADMS Roads was used to replicate the dispersion conditions in the centre of Shrewsbury. The locations of advanced canyons and tunnels used in the modelling are shown in **Figure 5** below.

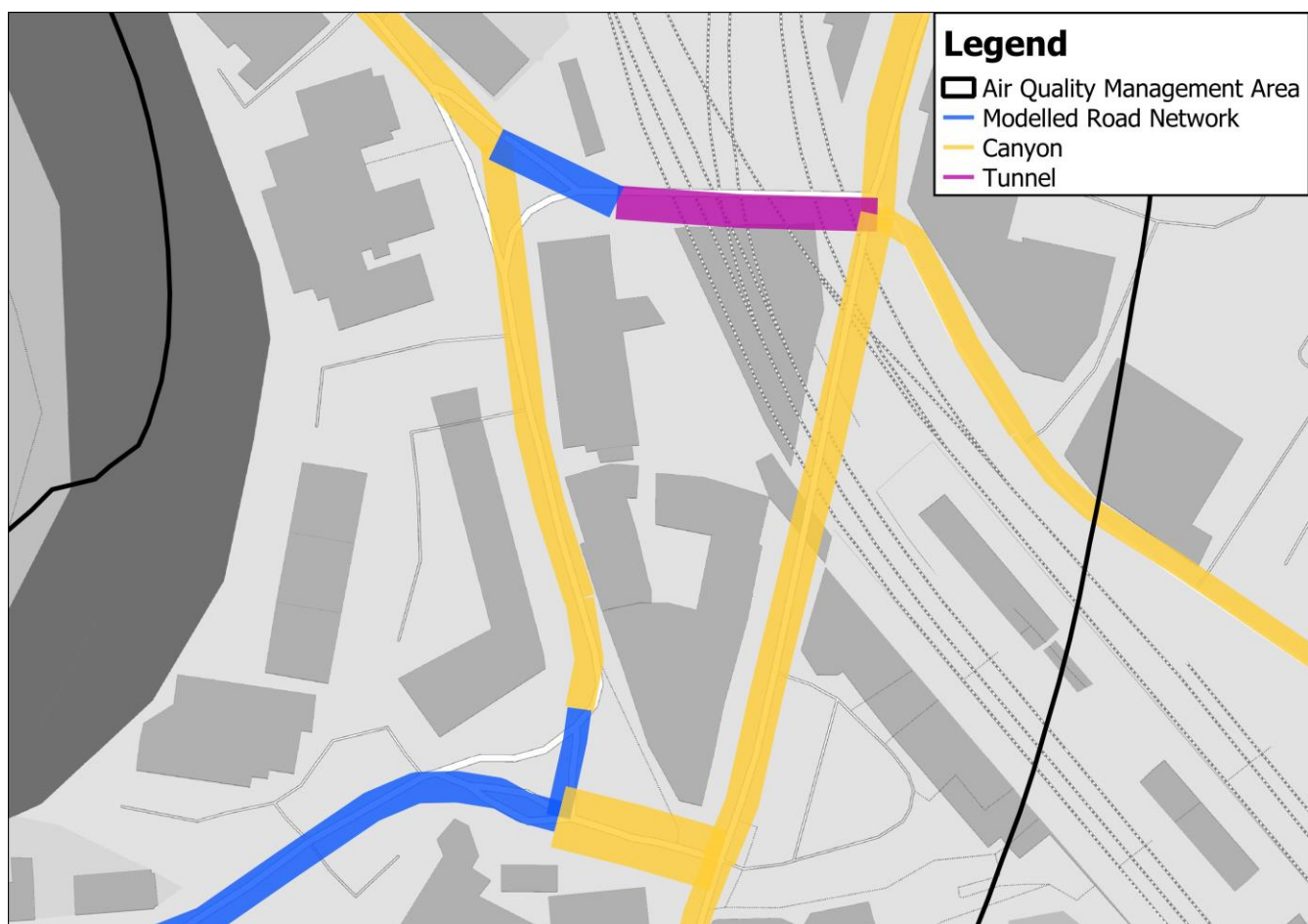


Figure 5: Modelled road canyons through the Shrewsbury gyratory using the Advanced Canyon module in ADMS Roads.

VEHICLE EMISSION FACTORS

Vehicle emission factors used in the assessment have been obtained using the Emission Factor Toolkit (EFT) version 12.0.1 available on the Defra website. The EFT allows for the calculation of emission factors for NO_x and PM₁₀ arising from road traffic for all years between 2018 and 2030. For the predictions of future year emissions, the toolkit considers the latest available COPERT factors to account for anticipated advances in vehicle technology and changes in vehicle fleet composition.

SELECTION OF BACKGROUND CONCENTRATIONS

Background pollutant concentrations used in the assessment have been taken from the national maps provided on the Defra website (issued in 2020 based on a 2018 reference year), where background concentrations of those pollutants included within this assessment have been mapped at a grid resolution of 1x1km for the whole of the UK. Estimated concentrations are available for all years between 2018 and 2030. The maps assume that background concentrations would improve (i.e. reduce) over time, in line with the predicted reduction in vehicle emissions and emissions from other sources.

It should be noted that for NO_x the background maps present both the 'total' estimated background concentrations and the individual contributions from a range of emission sources (for example, motorways, aircraft, domestic heating etc.). When detailed modelling of an individual sector is required as part of an air quality assessment, the respective contribution can be subtracted from the overall background estimate to avoid the potential for 'double-counting'. For this assessment, traffic data for all the motorways, trunk A roads and main A Roads within the relevant grid squares have been included in the local dispersion modelling (there are no motorways within the assessment area). Therefore, contributions from this sector have been removed from the background concentrations for these squares.

RECEPTOR SELECTION

Receptor grids with different resolutions were used to ensure extensive coverage of the Shrewsbury town centre and an appropriate level of detail where required. The grids have a 1m x 1m resolution around the gyratory, and a 10m x 10m resolution for the rest of the town centre, from Frankwell Roundabout to Coton Hill. In addition to these grids, additional receptors were placed using the ADMS source apportioned grids to better capture the decay from the roadside. This coverage allows for extensive investigation of the impacts arising within the town centre.

MODEL VERIFICATION

The ADMS Roads dispersion model has been widely validated for this type of assessment and is fit for purpose. Model validation has been undertaken at a UK-wide level by the software developer, however this would not have included local validation in the vicinity of the Proposed Scheme, nor any assessment of the accuracy of the emission rates used within it. The verification has two stages. The first is a comparison of modelled results (in the form of Road contribution to NO_x concentrations) with selected monitored equivalents to determine a model verification factor. The second is a comparison of monitored and verified modelled total NO₂ concentrations, to determine the performance of the model at a local level. This combined process (called "verification") aims to address modelling uncertainty and systematic error by adjusting modelled outputs to gain greater confidence in the final results.

Model Verification was carried out following the methodology specified in Chapter 7, Section 4, of LAQM.TG(22). The receptors used in the comparison of monitored and unverified Road NO_x are set out in

Table 1, below. The results of the model verification before (i.e. comparison of modelled and monitored Road NO_x) and after the application of a verification factor are shown in **Figure 6** and **Figure 7**, below.

The verification process identified two distinct groups for model verification. The first group (shown in orange) covers two monitoring points on Chester Street (see DF476 and DF502 on **Figure 2**), where conservative assumptions (including the application of canyons within the modelling) have led to a lower verification factor than the other monitoring points included within the model. The second group (shown in blue) consists of all other monitoring points found within the detailed modelling which broadly follow a similar trend. Monitoring points DF438 and DF458 (along Castle Gates) sit within a modelled canyon, indicating that dispersion parameters are exceptionally constrained due to a series of tall buildings and railway tracks, creating a significant canyon effect. With the canyon included, these points fit well within the graph showing typical dispersion conditions within Shrewsbury town centre, indicating that the model is a good representation of airflow on pollutant concentrations in this location.

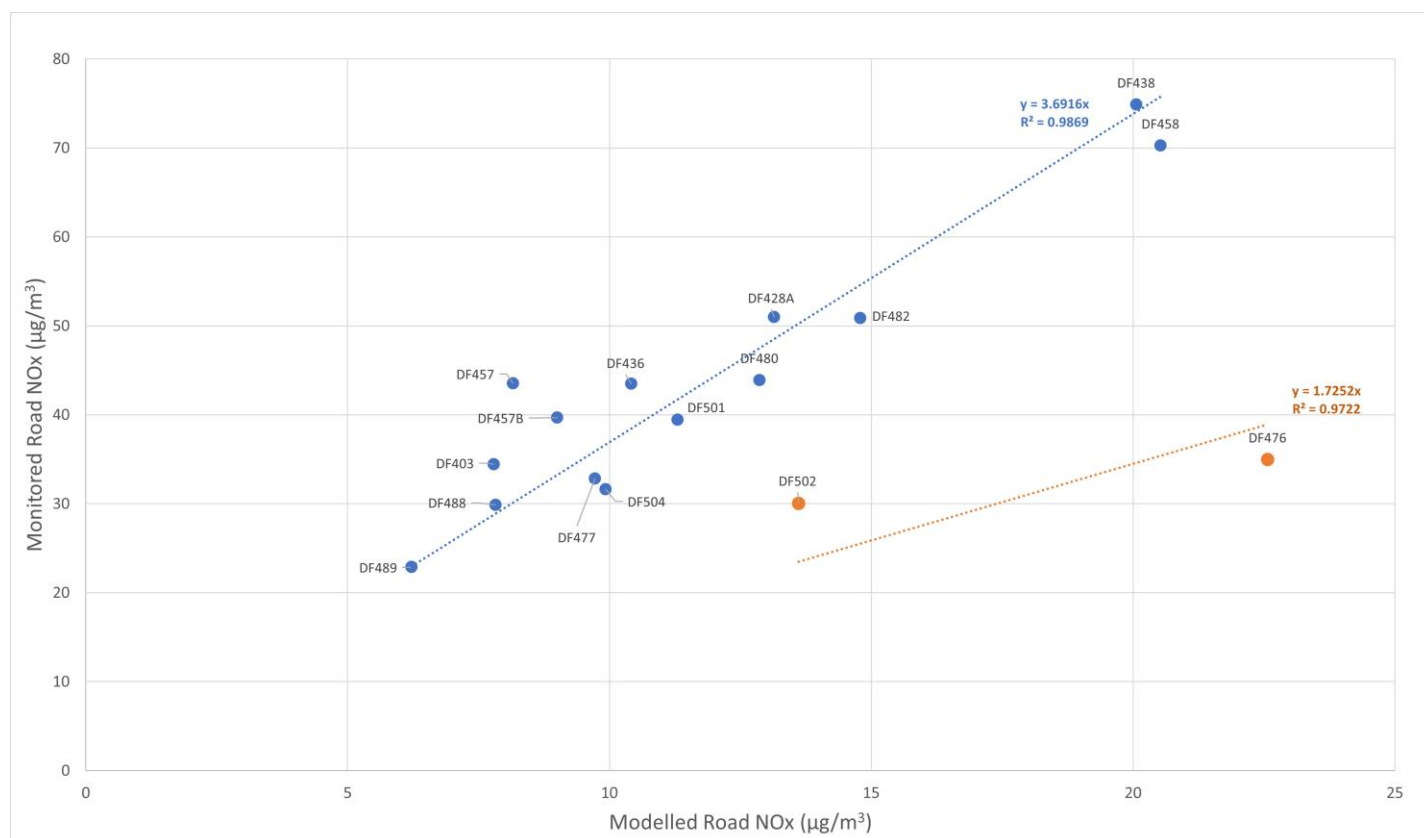


Figure 6: Air quality verification graph, plotting monitored Road NO_x against unverified modelled Road NO_x.

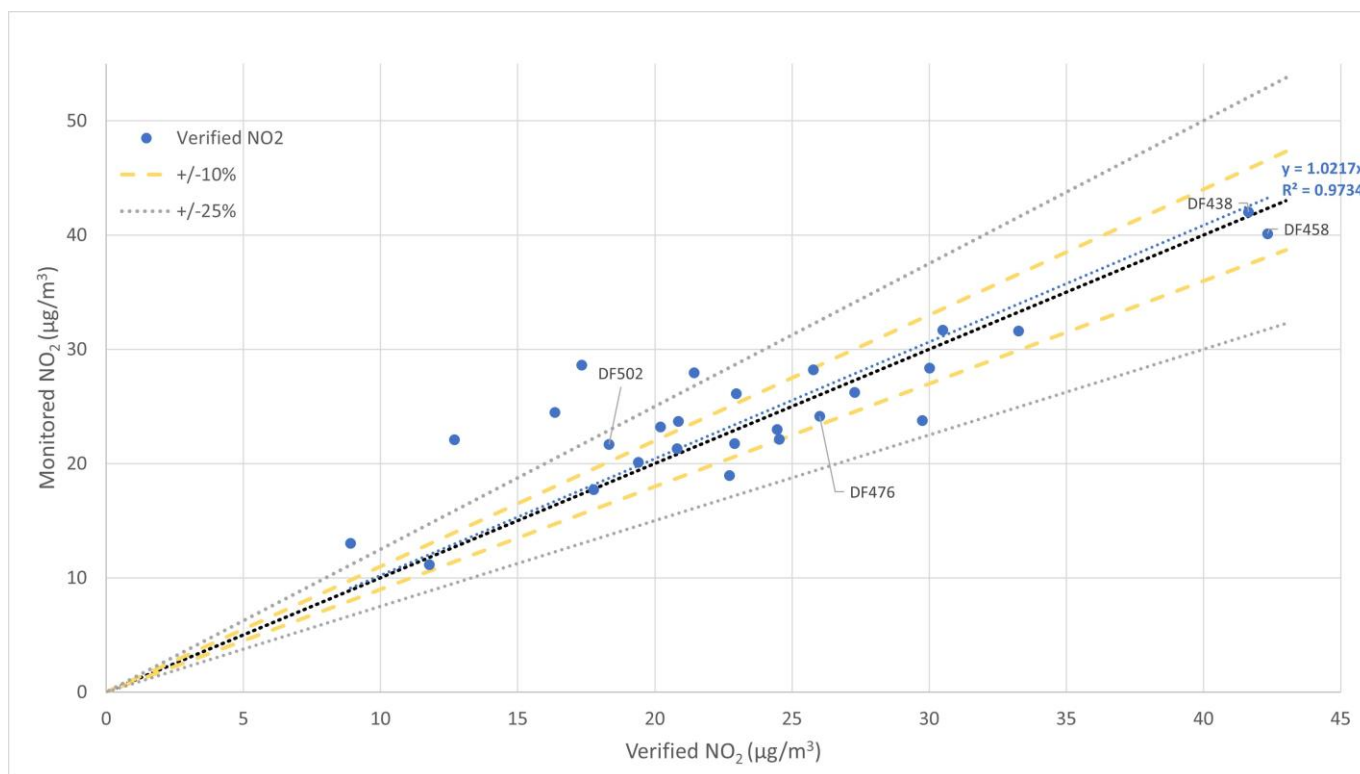


Figure 7: Air Quality verification graph, plotting total NO₂ against verified modelled total NO₂.

The verification factor for both groups indicate that the unverified model is largely under-predicting concentrations (1.73 and 3.69 for group 1 and “General Area” respectively), as shown by **Figure 6**. However, as can be seen in **Figure 7**, the verified model provides a good representation of monitored total NO₂ concentrations across Shrewsbury Town Centre, with the majority of monitored points lying within +/- 10% of the monitored total NO₂ concentration, and all but 5 (4 of which were outside of the core model area) of the 26 total locations considered within +/-25%.

Table 1: Monitoring receptors used within model verification

Monitoring ID	2023 Monitored NO ₂	Verification Group	Notes
DF403	23.7	General Area	
DF404	11.2	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF407	19.0	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF413	23.2	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF420	22.1	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph

DF428A	31.7	General Area	
DF429	23.8	None	Removed to ensure a conservative assessment
DF436	28.2	General Area	
DF438	42.0	General Area	
DF457	27.9	General Area	
DF457B	26.1	General Area	
DF458	40.1	General Area	
DF459	28.6	None	Located within train station car park. Included within Total NO ₂ graph.
DF461	20.1	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF476	24.1	1	Chester Street Verification
DF477	23.0	General Area	
DF480	28.4	General Area	
DF482	31.6	General Area	
DF485	21.7	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF488	21.3	General Area	
DF489	17.7	General Area	
DF490	13.0	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF501	26.2	General Area	
DF502	21.7	1	Chester Street Verification
DF503	24.5	None	Monitoring Point outside of Core Model Area (Gyratory) – included within Total NO ₂ graph
DF504	22.1	General Area	

PROCESSING OF RESULTS

The verification factor was applied to the model road-NO_x outputs prior to conversion to annual mean NO₂ concentrations utilising the NO_x to NO₂ calculator (version 8.1, released August 2020) provided by Defra.

Table 2: Parameters used within the dispersion model

Model Inputs	Version/Detail	Comments
ADMS Roads	5.0.0.1	
Emissions Factor Toolkit	12.0.1	Released December 2023
NOx to NO2 Calculator	8.1	Released August 2020
Background Concentrations	Defra 2018 Reference Year – 2023 Background Map	Released December 2023
Model Verification Year	2023	Using latest monitoring data provided by Shropshire Council.
Meteorological Data	No change from ES Assessment	No updates to the meteorological parameters have been made from the original assessment. Additional meteorological years were tested however, data validity at the Shawbury site decreases over time, making 2017 the most viable year.
Scenarios		
Baseline	2023 used as both baseline and opening year	The same traffic data was used in these scenarios as was provided for the original NWRR assessment.
NWRR		
LUF2		These additional scenarios were adapted from the original NWRR traffic model to generate scenarios with only the LUF2 scheme and both the LUF2 scheme and NWRR in operation
In-Combination		
Receptor Grids		
1m x 1m	300m extent across the gyratory	Variable resolution used across the site – detailed resolution provided across the gyratory and Castle Gates in particular.
10m x 10m	Across entire modelled area	
Additional Model Inputs		
Advanced Canyon Module	Canyons generated, with a particular focus on the gyratory	Run using Network mode enable – ensures adjoining canyons are modelled together.
Road Tunnel Module	Tunnel under bridge	Represents tunnel along Cross Street

RESULTS

A summary of the results of the air quality modelling is provided below. Due to the quantity of data modelled, results for every grid point are not explicitly provided (although this is available if required) but are visualised within the heat mapping shown in **Figures 9 - 12**. Instead, data will be provided with reference to the monitoring points located in Shrewsbury Town Centre, including the areas of concern – along Castle Gates (DF438, DF458) and Chester Street (DF476 and DF502). All results are presented in **Table 3**, below, as an NO₂ concentration from a 2023 opening year scenario.

Table 3: Air quality modelling results for Shrewsbury Town Centre monitoring locations

SC Monitoring ID	2023 Monitored NO ₂ Concentration (µg/m ³)	2023 Modelled NO ₂ Concentration (µg/m ³)			
		Baseline	LUF2 Scenario	NWRR Scenario	In-combination Scenario
DF403	23.7	20.9	20.0	18.5	18.2
DF404	11.2	11.8	11.8	11.7	11.7
DF407	19.0	22.7	22.7	22.6	22.6
DF413	23.2	20.2	20.1	19.3	19.2
DF420	22.1	12.7	12.6	12.5	12.4
DF428A	31.7	30.5	26.9	29.1	27.1
DF429	23.8	29.8	27.6	24.4	23.5
DF436	28.2	25.8	26.7	22.5	23.9
DF438	42.0	41.6	27.8	36.7	26.5
DF458	40.1	42.3	26.5	37.4	25.6
DF459	28.6	17.3	15.1	15.8	14.3
DF461	20.1	19.4	19.4	19.3	19.3
DF476	24.1	26.0	27.6	22.7	24.4
DF477	23.0	24.5	23.2	21.1	20.1
DF480	28.4	30.0	26.8	28.8	27.0
DF482	31.6	33.3	28.7	31.6	29.1
DF485	21.7	22.9	21.4	18.6	18.2

DF501	26.2	27.3	24.5	23.9	22.3
DF502	21.7	18.3	18.0	16.4	16.6
DF503	24.5	16.4	16.2	15.8	15.7
DF504	22.1	24.5	23.5	20.9	20.3

Additional model results for building facades along key routes in Shrewsbury Town Centre (shown in **Figure 8**) have been provided in **Table 4** below. These results are presented as a maximum modelled concentration along the aforementioned routes at a height of 1.5m above ground level. It should be noted that the maximum modelled concentration presented below may occur at a retail property façade and therefore is not representative of relevant long-term (annual mean) exposure.

Table 4: Maximum modelled concentrations at selected facades

Place Name	DM Scenario	LUF2 Scenario	NWRR Scenario	In-combination Scenario
Meadow Place	20.6	27.1	18.6	26.7
The Alb	31.2	35.5	26.2	30.1
Chester Street	26.4	26.7	23.2	23.9
Severn Terrace	39.7	34.1	32.6	28.9
Castle Gates (North of Smithfield Road)	56.8	35.5	50.1	34.2
Castle Gates (South of Smithfield Road)	36.8	39.5	35.0	38.6

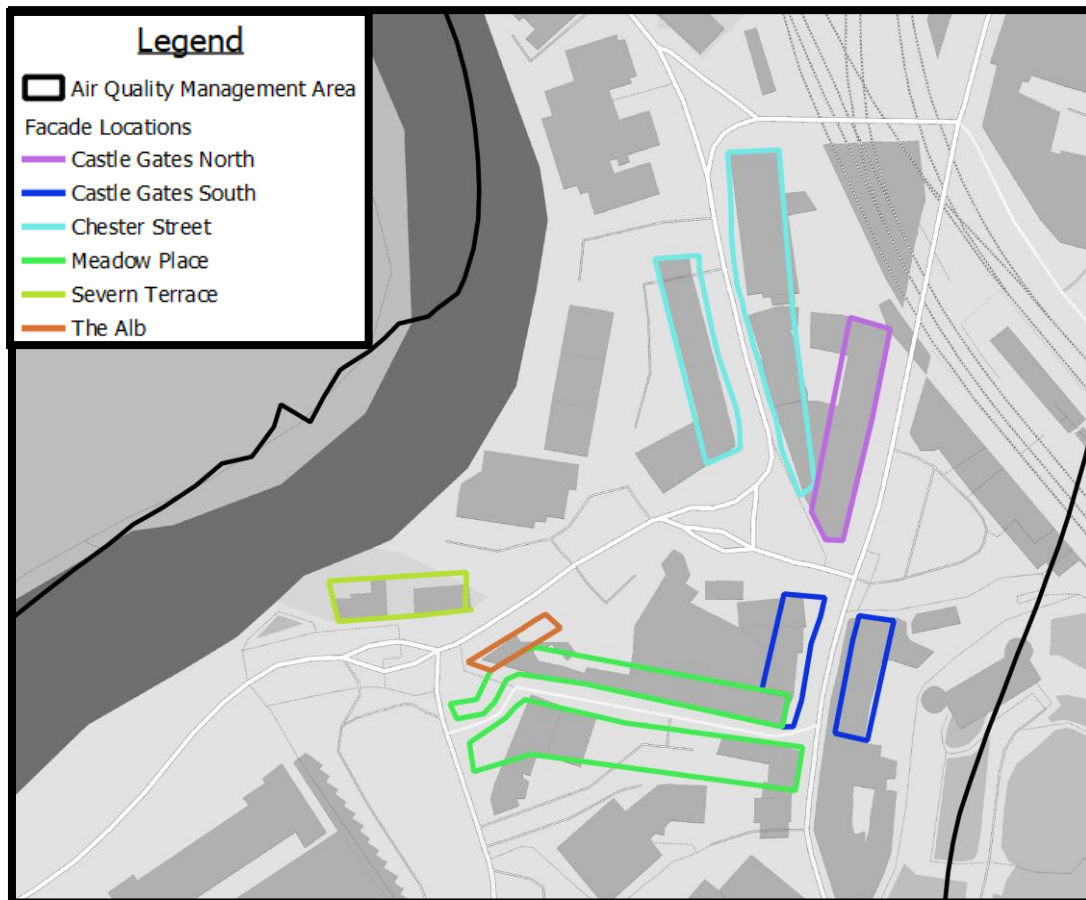


Figure 8: Showing the facades used to provide the maximum modelled concentrations along key routes through the Shrewsbury gyratory

Modelled outputs of all scenarios are shown in **Figures 9 - 11**. These figures present modelled NO₂ concentrations across a Shrewsbury Town Centre and have a focus on the 1mx1m grid over the gyratory. **Figure 12 and 13** present the impact of the LUF2 scheme and the In-Combination scenario.

Complex dispersion around the east of the Shrewsbury gyratory (along Castle Street) limit the dispersion of pollutants leading to elevated concentrations within the street canyons. **Figure 13** shows that the LUF2 scheme decreases NO₂ concentrations substantially along Castle Gates. The large increase shown at the junction of Chester Street and Smithfield Road is as a result of the change in traffic routing following the removal of the dedicated left hand turn link. This is highlighted by the simultaneous increase in concentrations to the south of Smithfield Road, and decrease to the north.

As can be seen in the table above, concentrations at DF476 are predicted to increase for the LUF2 Scheme alone, but decrease with the introduction of the NWRR. This is due to changes in traffic flow along Chester Street with the LUF2 Scheme increasing flows, but the NWRR causing a reduction in flows.

At the point at which Chester Street and Cross Street meet (i.e. DF502), there are competing effects arising from increased traffic along Chester Street offset by decreased flows through Cross Street (as well as dispersion from the tunnel entrance). At DF502, the impact of the reduction in traffic flows through Cross Street (and associated tunnelling) is greater than the increased flow along Chester Street.

It is noted that all modelled concentrations will fall or remain below the relevant standards with the LUF2 and Schemes.

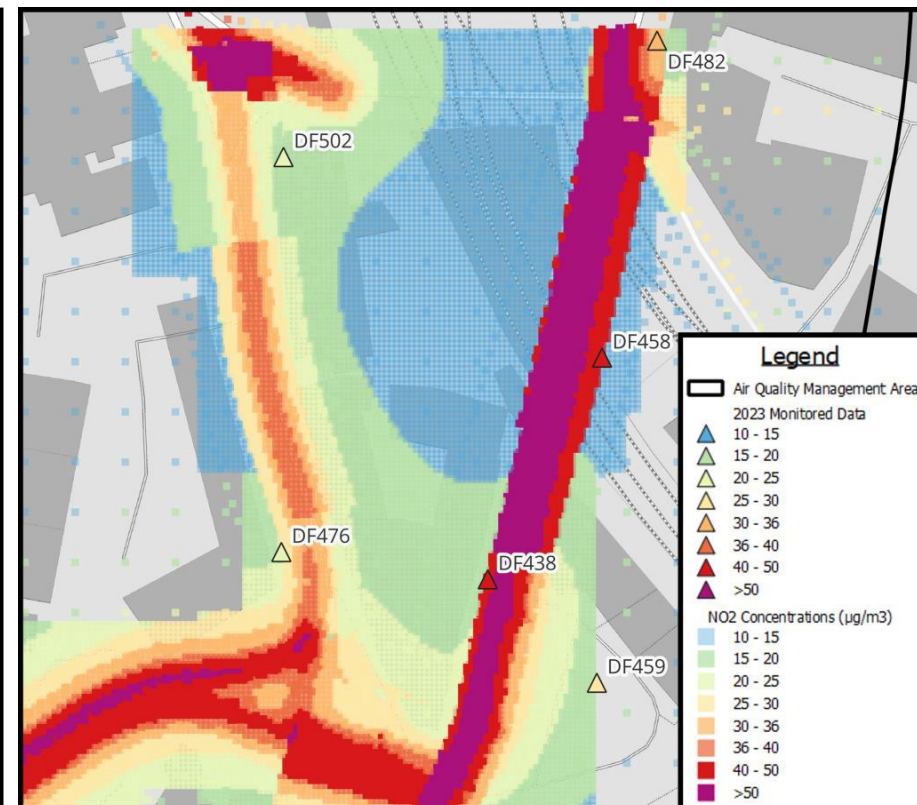
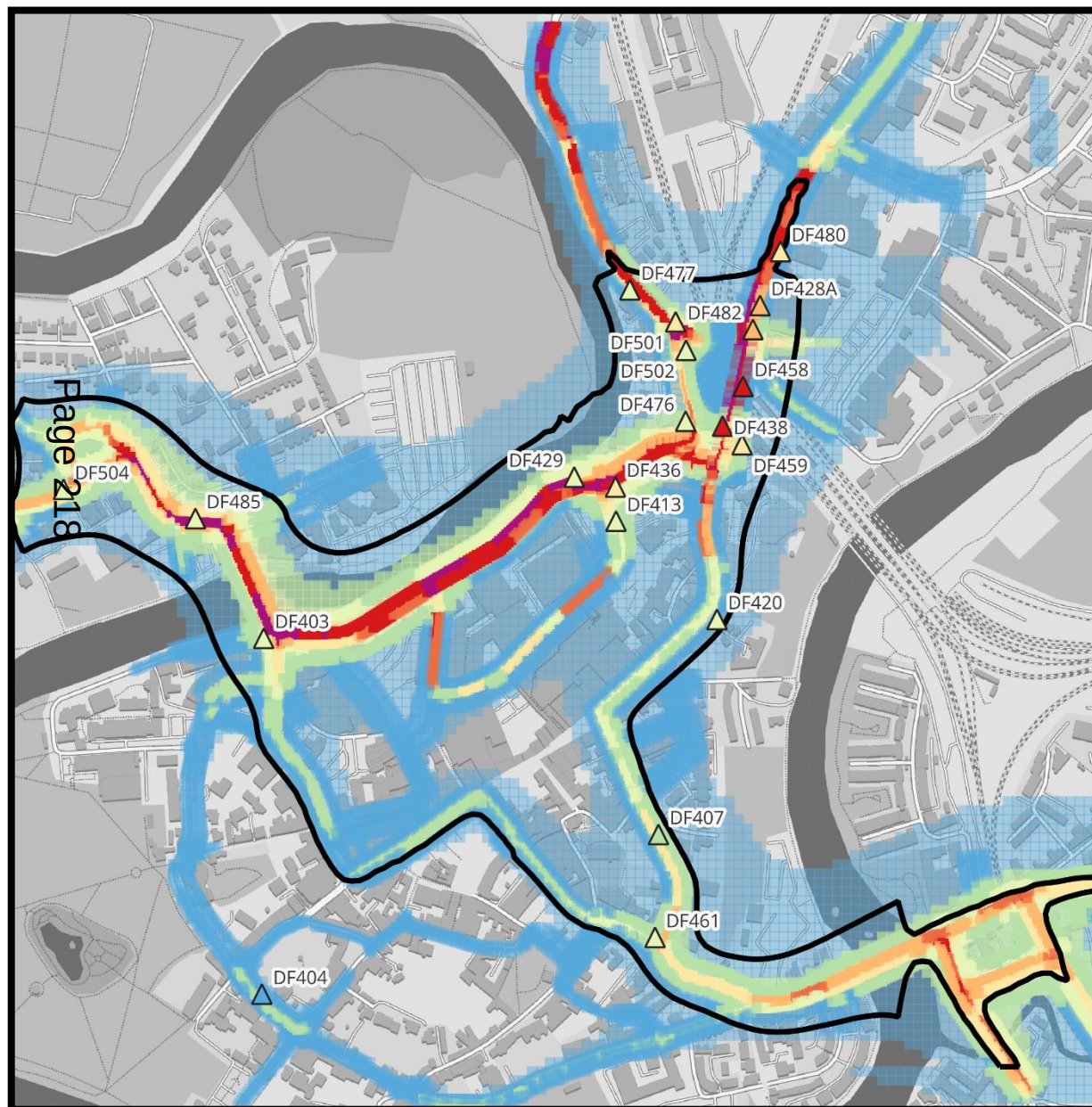


Figure 9: 2023 Do Minimum Scenario NO₂ Concentrations across Shrewsbury Town Centre

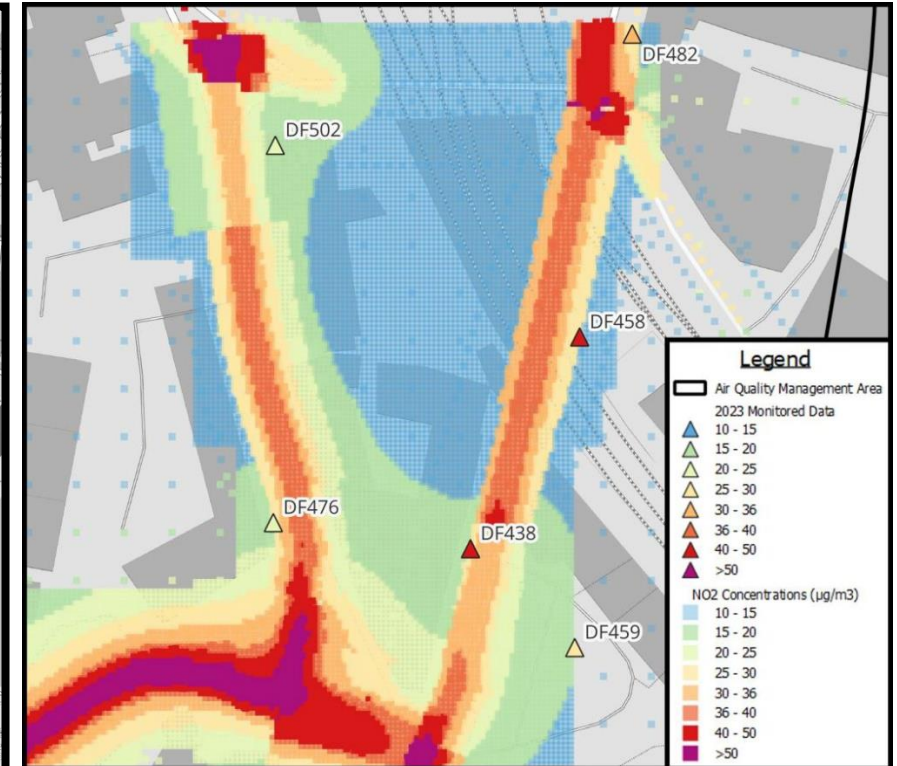
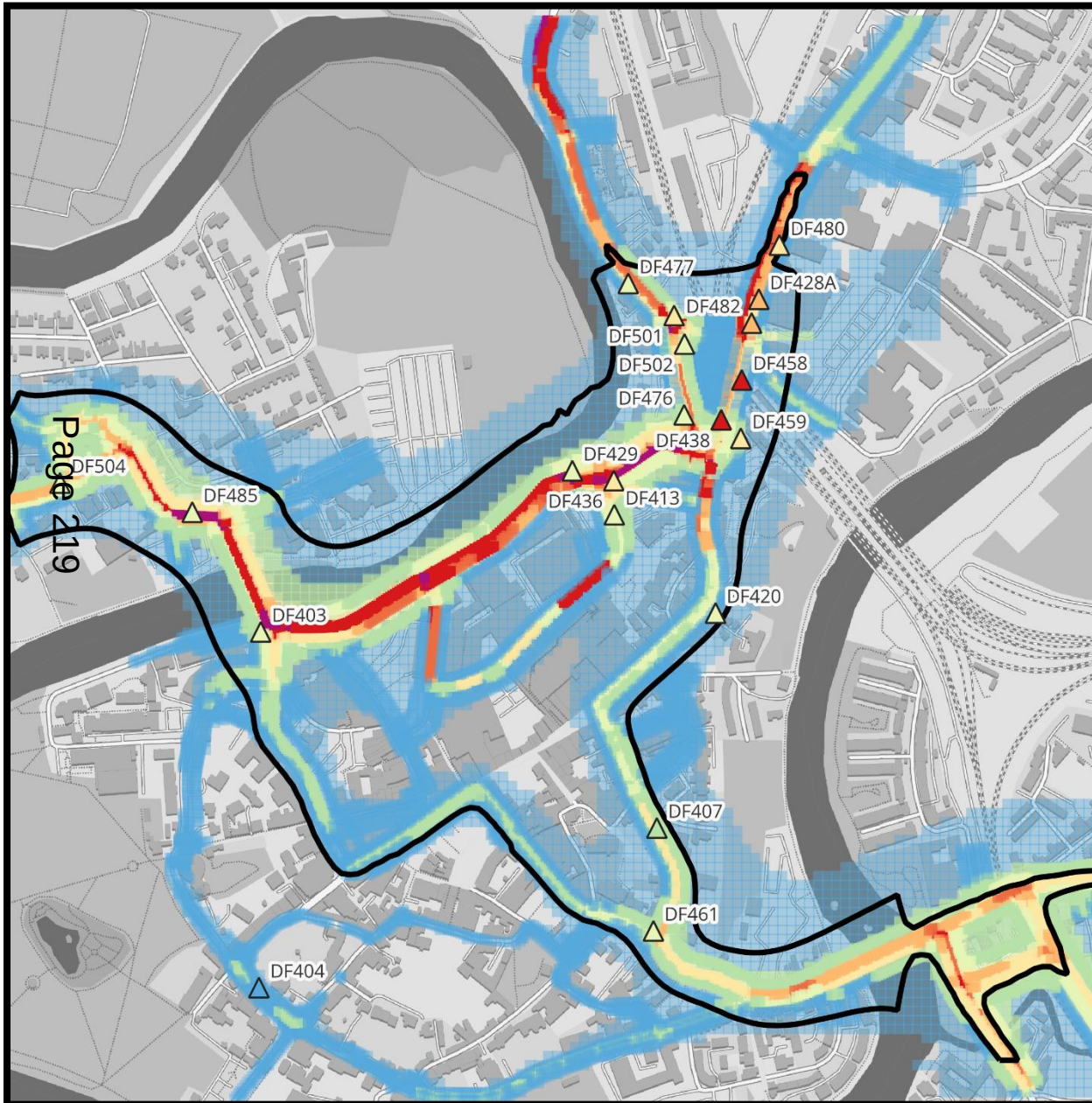


Figure 10: 2023 LUF2 Scenario NO_2 Concentrations across Shrewsbury Town Centre

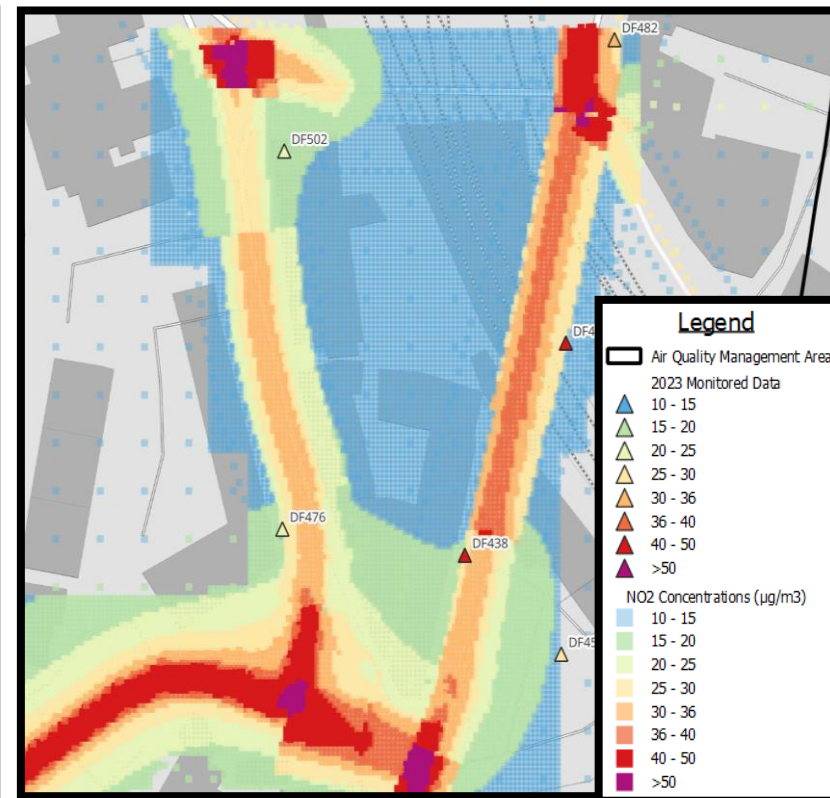
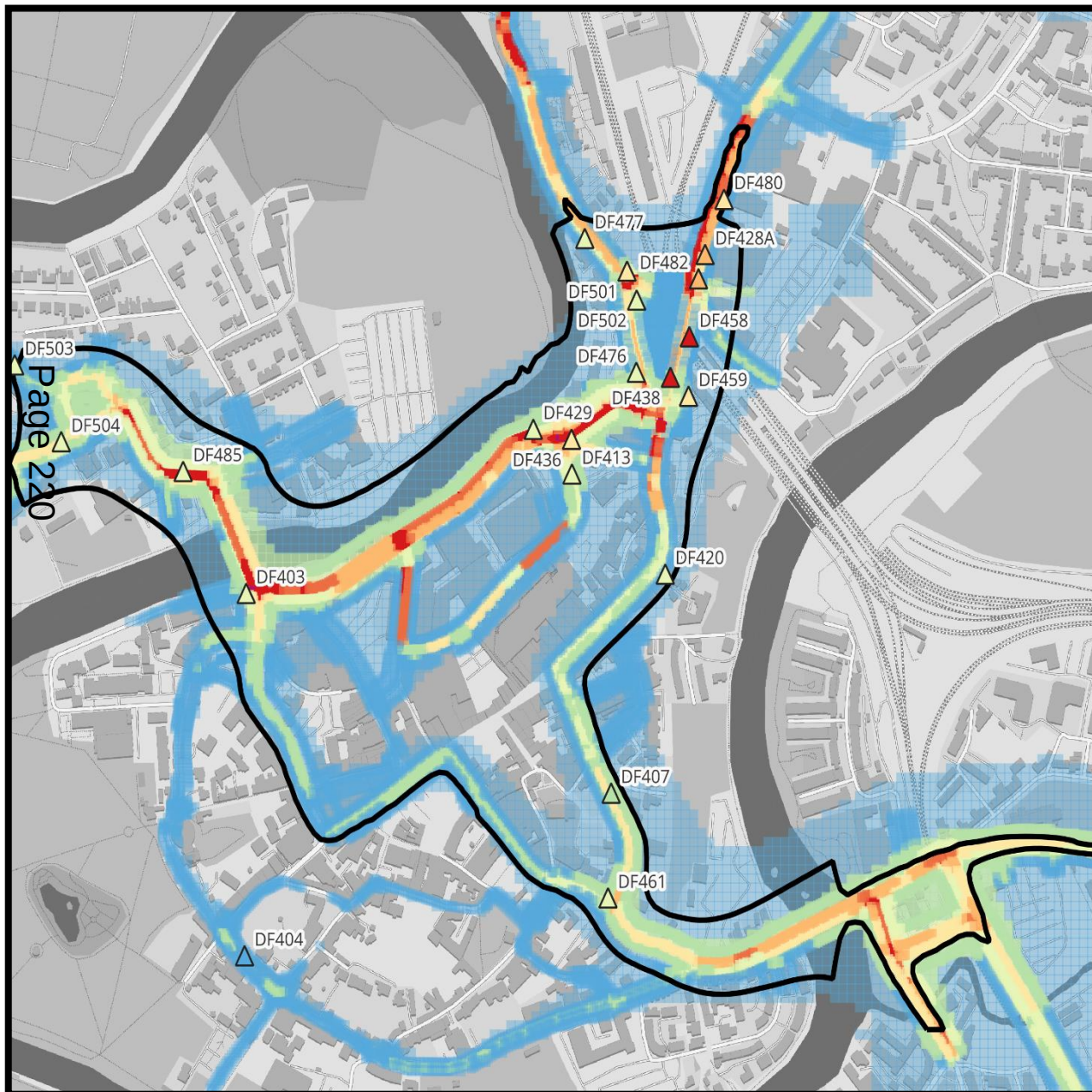


Figure 11: 2023 In-combination Scenario NO₂ Concentrations across Shrewsbury Town Centre

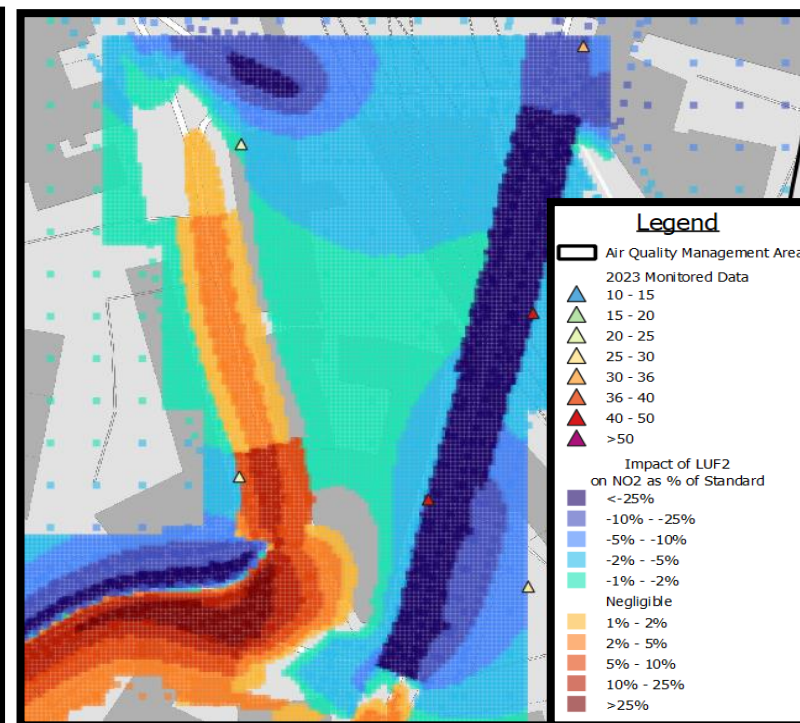
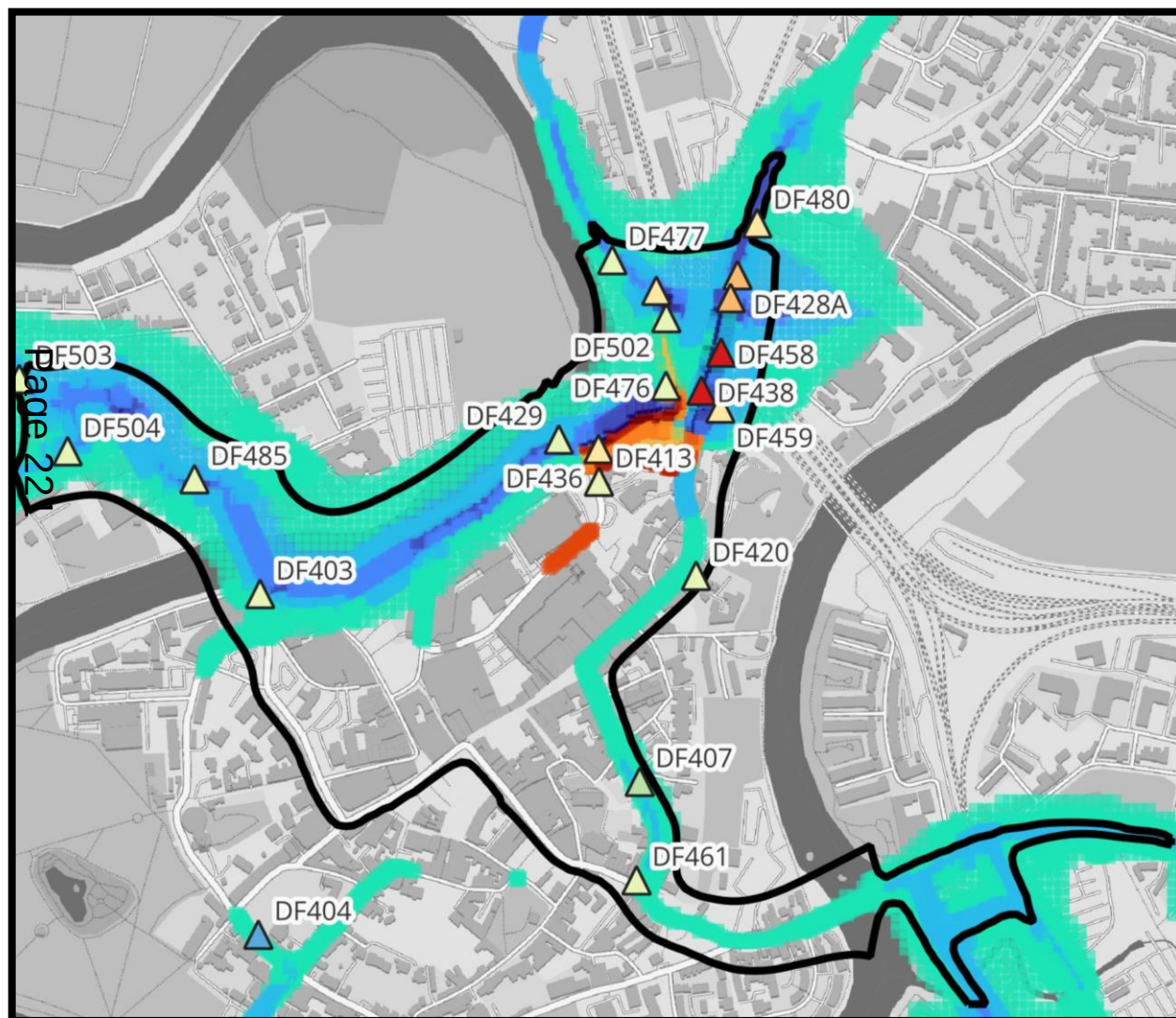


Figure 12: NO₂ Impact of LUF2 Scenario alone as a percentage of air quality standards

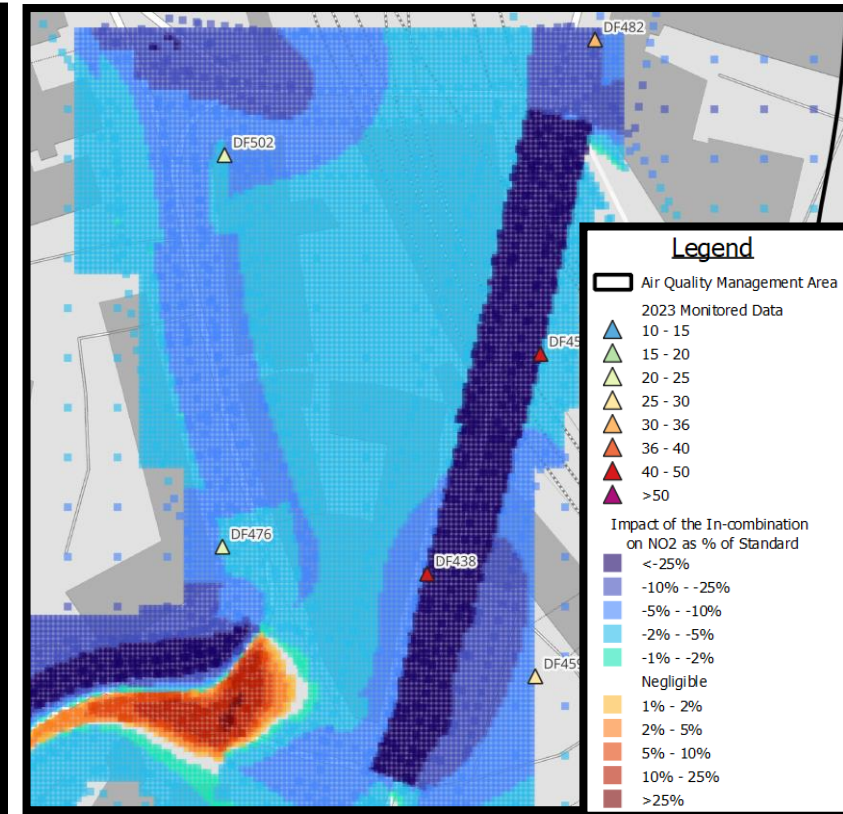
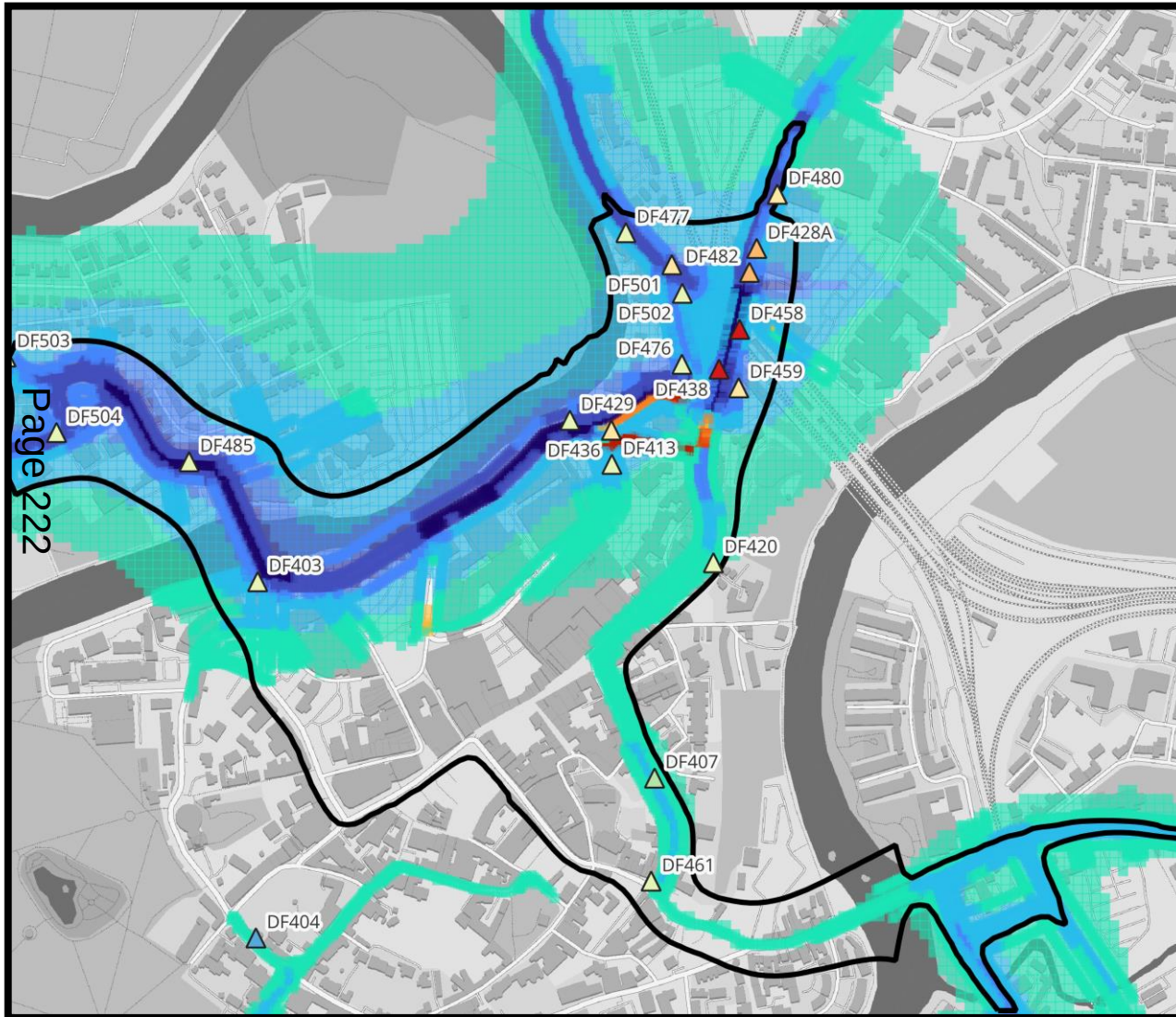


Figure 13: NO₂ Impact of the In-combination Scenario as a percentage of air quality standards

12 Glossary of Terms

Abbreviation	Description
AADT	Annual Average Daily Traffic
ANPR	Automatic Number Plate Recognition
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQO	Air Quality Objective
AQS	Air Quality Strategy
ASR	Air Quality Annual Status Report
Defra	Department for Environment, Food and Rural Affairs
DfT	Department for Transport
EFT	Emissions Factor Toolkit
EU	European Union
EV	Electric Vehicle
HGV	Heavy Goods Vehicle
IMD	Indices of Multiple Deprivation

LAQM	Local Air Quality Management
LCWIP	Local Cycling and Walking Infrastructure Plan
LGV	Light Goods Vehicles
LSOA	Lower Super Output Area
LTP	Local Transport Plan
LUF2	UK Government Levelling Up Fund 2
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
NH ₃	Ammonia
NWRR	North West Relief Road
PG	Policy Guidance
PCN	Penalty Charge Notice
PHOF	Public Health Outcomes Framework
PM ₁₀	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM _{2.5}	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
PSV	Passenger Service Vehicle
TG	Technical Guidance

13 References

¹ Defra, Emissions Factors Toolkit – version 11.0 (2021), available at: <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/emissions-factors-toolkit/>

² Shropshire Council Highways Team Traffic Counts 2023, via internal communications

³ Department for Transport (DfT) Road Traffic Counts (2023) available at: <https://roadtraffic.dft.gov.uk>

⁴ Bureau Veritas, 2024, Shropshire AQAP Shrewsbury AQMA Technical Report

⁵ Defra, 2022, Local Air Quality Management Technical Guidance

⁵ [Population density - Census Maps, ONS](#)



Shropshire Council

Bridgnorth Air Quality Action Plan

In fulfilment of Part IV of the Environment Act 1995

Local Air Quality Management

November 2024

Document Control Sheet

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		Name	Job Title	Signature
Prepared By		E. Thomas	Consultant	
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Report Reference Number	15503073
Date	November 2024

Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Shropshire Council between 2024 and 2029. The AQAP sets out how the local authority will exercise its functions in order to secure the achievement of the air quality objectives.

This Action plan is a final version and will be acted between 2024 – 2029. The implementation of the outlined measures will result in the relevant objective being attained by 2027.

The relevant Air Quality Management Area addresses by this action plan are outlined below

- The Bridgnorth Air Quality Management Area (AQMA) an area encompassing Pound Street and the junction of Whitburn Street and Salop Street. The AQMA was designated in 2005 for the exceedance of the annual mean NO₂ air quality objective due to congestion associated with the unitary authority road

This action plan replaces the previous action plan which was developed from detailed modelling in 2000 and the action plan was amended in 2008. Projects delivered through the past action plan include:

- The traffic management design to ease congestion along Whitburn Street and High Street that resulted in congestion into the AQMA. This included adding a mini-roundabout rather than a turn into Whitburn Street. Vehicles were also encouraged to access the High Street via a new road developed through Old Smithfield.
- Change to one-way traffic flow for Whitburn Street, east of the AQMA. This was designed to restrict westbound traffic from High Street into the AQMA.
- Pricing changings to parking within Bridgnorth to help prevent traffic re-circulating through the AQMA in the search of free parking.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people,

and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas^{1,2}.

The UK Health Security Agency (formally Public Health England) has estimated that the costs of air pollution in England to health and social care services could reach between £5.3 and 18.6 billion between 2018 and 2035³. Shropshire Council is committed to reducing the exposure of people in Shropshire to poor air quality in order to improve health.

We have developed actions that can be considered under four broad topics:

- Alternatives to private vehicle use
- Promoting travel alternatives
- Public information
- Traffic management

Our priorities are:

- Improving air quality in Bridgnorth by improving the flow of traffic through the junction of Pound Street, Salop Street and Whitburn Street;
- Managing traffic flows through the Bridgnorth AQMA through signs to dissuade road users.
- Working with the local schools to develop School Travel Plans to divert traffic away from the AQMA and raise awareness.

In this AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed

¹ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

² Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

³ Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on policies and issues beyond Shropshire Council's direct influence.

Responsibilities and Commitment

This AQAP was prepared by Bureau Veritas on behalf of Shropshire Council with the support and agreement of the following officers and departments:

- Kieron Smith – Environmental Protection Service Manager
- Joanne Chanter – Environmental Protection Team
- Les Pursglove - Assistant Director of Health, Environmental Protection & Healthy Place
- Matt Johnson - Executive Manager - Strategic Projects - Highways and Transportation
- Ffion Horton - Service Development Programme Manager Highway Policy and Strategic Infrastructure
- James Willocks – Passenger Transport Manager
- Rose Dovey – Active Travel Manager
- Rhiannon Letman-Wade – Sustainable Travel Manager

This AQAP will be approved by:

- Rachel Robinson - Executive Director of Health, Wellbeing and Prevention. Director of Public Health.
- Tracy Darke - Assistant Director Economy and Place
- Andy Wilde - Assistant Director - Infrastructure • Assistant Director Highways and Transport

This AQAP will be signed off by Rachel Robinson, Director of Public Health.

This AQAP will be subject to an annual review, appraisal of progress and reporting to the Cabinet member for Planning and Regulatory Services. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Shropshire Council, as part of our statutory Local Air Quality Management duties.

Shropshire Council

If you have any comments on this AQAP please send them to Joanne Chanter,
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1 Introduction

This document represents the final version of the Air Quality Action Plan which has been submitted for consultation with responses and updates to the action plan included within this final version.

This report outlines the actions that Shropshire Council will deliver between 2024 and 2029 in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to Bridgnorth and the wider Shropshire area.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Shropshire Council's air quality ASR.

2 Summary of Current Air Quality in Bridgnorth

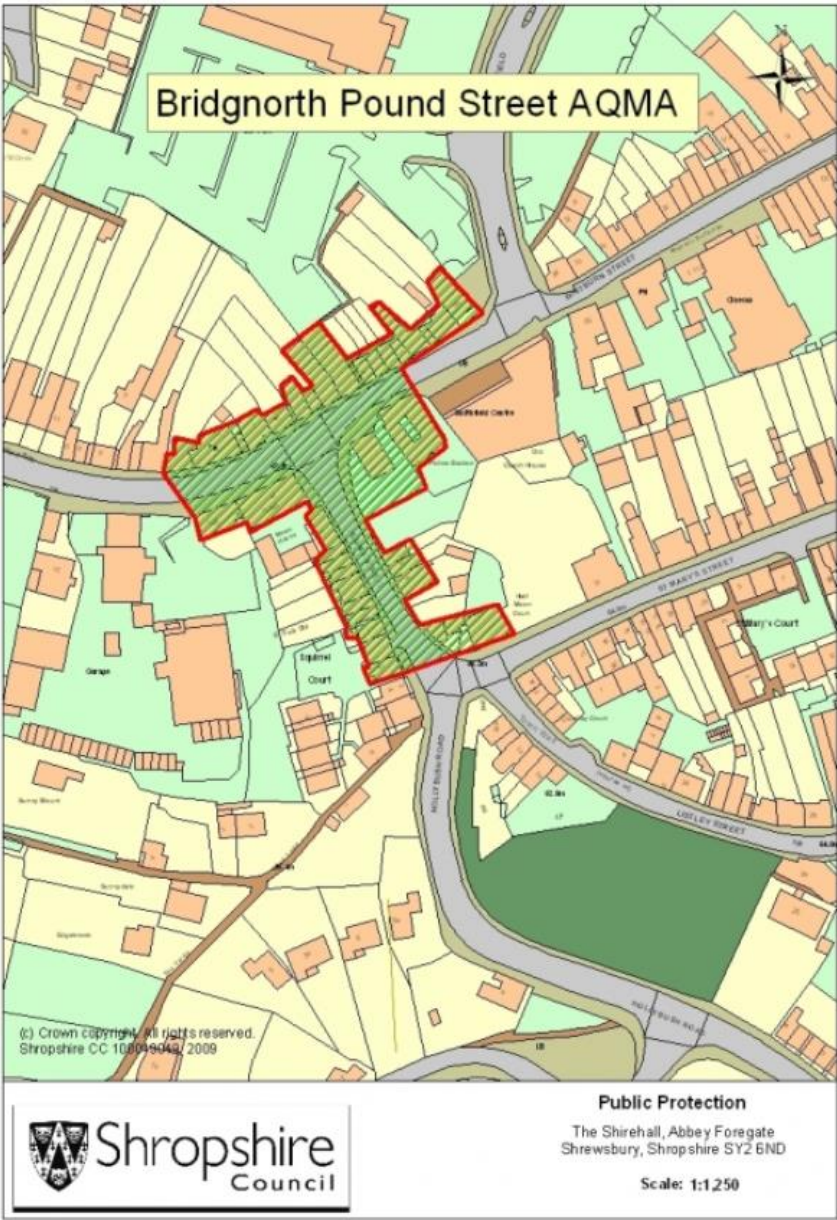
The latest Annual Status Report (ASR) for Shropshire Council is the 2024 ASR⁴ which was submitted to Defra in 2024.

2.1 Summary of AQMA

The Bridgnorth Air Quality Management Area (AQMA) is an area encompassing Pound Street and the junction of Whitburn Street and Salop Street. The AQMA was designated in 2005 for the exceedance of the annual mean NO₂ air quality objective due to congestion associated with the unitary authority road. The highest monitored concentration of NO₂ within the AQMA was 54.1µg/m³ in 2010. The AQMA encompasses 37 residential dwellings including Squirrel Court, which is comprised of retirement apartments, commercial premises and a hotel, this is approximately 150 residents. A map of the extent of the AQMA is shown in Figure 2-1.

⁴ Shropshire Council (2024) 2024 Annual Status Report

Figure 2-1 – Bridgnorth AQMA



2.2 Air Quality in Bridgnorth

Table 2-1 details the monitoring locations within Bridgnorth and those within the Bridgnorth AQMA.

Shropshire Council report on air quality within the administrative area through the ASR through the LAQM process. The ASR from 2023 reports on air quality in Shropshire in 2022. It should be noted that since the Draft AQAP was submitted, the 2024 ASR containing the 2023 monitoring data was submitted. This is now the latest ASR for Shropshire Council.

Shropshire Council do not undertake any automatic monitoring within the local authority area however, passive monitoring through a network of diffusion tubes was undertaken in 2022 at 57 sites; 15 of the sites are within the Bridgnorth AQMA. In 2024, an additional 5 sites were added to the monitoring network in Shropshire one of which is located within the Bridgnorth AQMA. This monitoring site did not exceed the annual mean AQO for NO₂

Table 2-1 – Diffusion Tube Monitoring Data 2018 – 2022 in Bridgnorth

Site ID	Location	OS Grid Ref X	OS Grid Ref Y	Annual Mean NO ₂ Concentration (µg/m ³)				
				2018	2019	2020	2021	2022
DF13*	Pound Street	371345	293081	40.5	35.6	30.3	33.1	30.1
DF27	Smithfield	371397	293179	26.0	25.8	19.7	23.6	15.8
DF28* 602	50 Whitburn Street	371297	293108	48.2	43.4	Relocated	Relocated	35.8
DF29*	Adj Rutters	371397	293179	28.9	28.5	21.6	23.9	23.3
DF71*	6 Pound Street, (On Pelican Crossing)	371346	293086	50.9	49.1	40.8	43.2	41.5 (39.8)
DF72*	Mini Roundabout Listley Street (lamp column)	371375	293066	30.0	28.2	22.4	23.8	22.6
DF73*	18 Pound Street (Downspout)	371354	293089	34.1	34.2	26.5	28.7	27.3
DF74*	Lamp Column 9 (Steps of new build)	371340	293125	30.9	29.4	22.7	25.2	24.4
DF75*	Lamp Column 48 (New Build)	371345	293106	30.9	27.6	22.4	24.1	23.9
DF76*	Higgs/Stanton Ralph (Opp 45 Whitburn Street)	371366	293146	33.8	31.8	28.4	28.8	29.5
DF77*	39/40 Whitburn Street Lamp Column	371375	293161	40.3	38.7	30.4	29.9	29.2
DF78*	Pedestrian Crossing outside	371360	293152	39.9	38.5	32.2	35.9	32.9

Site ID	Location	OS Grid Ref X	OS Grid Ref Y	Annual Mean NO ₂ Concentration (µg/m ³)				
				2018	2019	2020	2021	2022
	42 Whitburn Street							
DF79*	Chill Salon Downspout between green and black door	371346	293143	48.8	42.3	35.3	36.9	35.6
DF80*	48 Whitburn Street Downspout	371334	293139	50.3	43.6	37.2	40.3	37.5
DF81	Stretton House 3 Salop Street Downspout	371288	293119	28.8	26.7	20.1	23.3	21.3
DF82	Pedestrian Crossing outside 8 Salop Street	371264	293120	27.4	22.7	17.0	20.4	19.1
DF83*	Downspout Of 2 Pound Street Bridgnorth	371341	293096	-	-	-	49.4	47.8
*located within Bridgnorth AQMA (x) – After Distance Correction								

In 2022 there were two exceedances of the annual mean air quality objective of NO₂ within the Bridgnorth AQMA above 40µg/m³. Monitoring location DF83 located on Pound Street within the AQMA recorded the highest concentration in Bridgnorth in 2022, this continues to be the case in 2023. This monitoring site is located at relevant exposure on the façade of 2 Pound Street. The monitoring location has been in place since 2021 and continues to exceed 40µg/m³ with concentrations recorded of 44.5µg/m³ in 2023, although reduced from 47.8µg/m³ in 2022 and 49.4µg/m³ in 2021. It should be noted that within the technical modelling of the AQMA within Appendix C that the baseline 2022 modelled result for this monitoring sites was 47.9µg/m³. This demonstrates the robustness of the model.

A further monitoring location on Pound Street, DF71 also demonstrates elevated concentrations however concentrations for the past five years show an overall decreasing trend from 50.9µg/m³ in 2017 to just below the AQO in in 2023 with 39.9µg/m³. Following calculations using the distance correction tool as the site is located 1.4m away from relevant exposure, the annual mean NO₂ concentrations is 38.2µg/m³ so only just below the annual mean Air Quality Objective for NO₂.

Overall, the technical modelling of the AQMA, detailed in Appendix C, details that the highest concentrations of NO₂ within the AQMA are along Pound Street, this is likely due to the incline in the road when vehicles are travelling from the south of Bridgnorth from Low Town to High Town, as well as the zebra crossing which is located in the middle of Pound Street. The location of the crossing has added another start-stop section of the road as well as the junction only 20m further north.

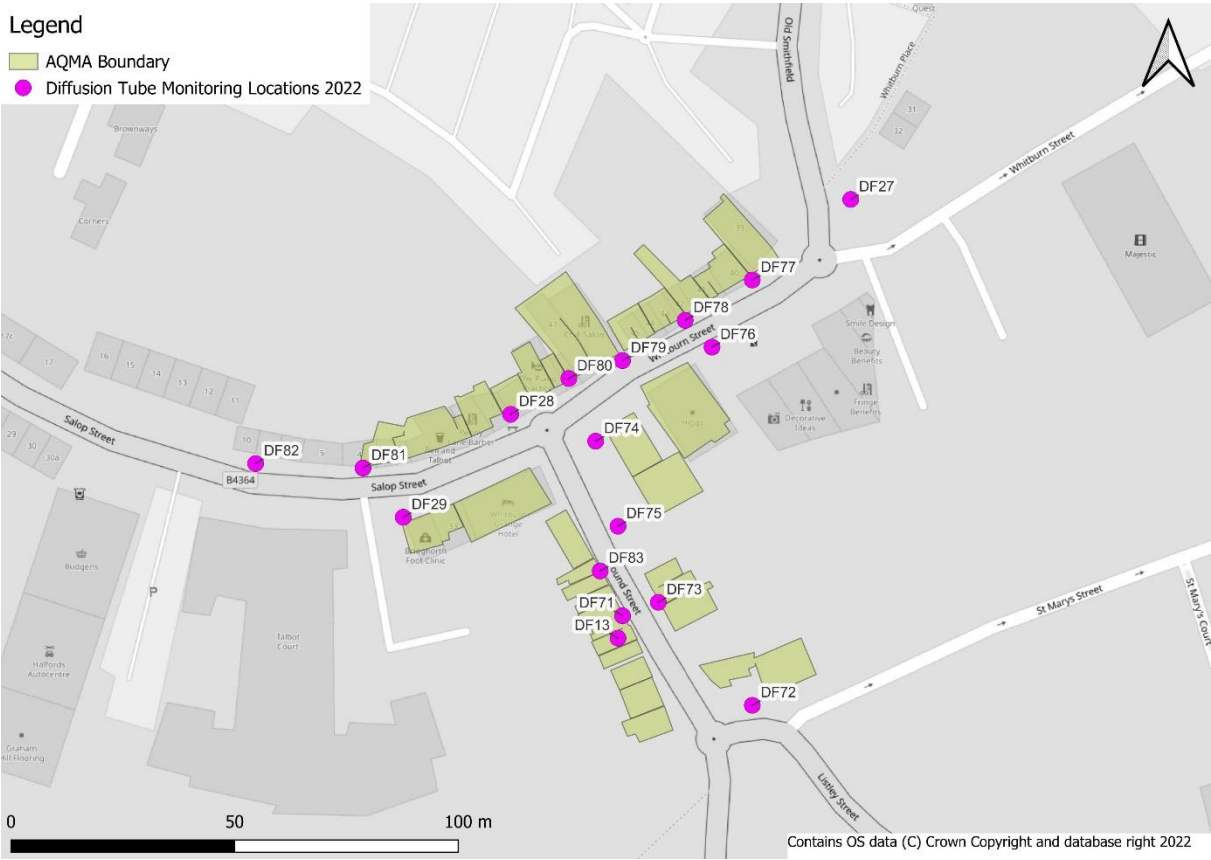
It should be noted that due to the nature of the building heights, narrow streets and junctions, the AQMA is a result of the incline in the road as well as street canyoning; an effect where the buildings cause a canyon or tunnel like effect, resulting in restricted air flow and an increase in pollutant concentrations.

Pollutant concentrations in 2020 and 2021 were affected by COVID-19 lockdown restrictions and therefore are not considered suitable grounds for the revocation of the AQMA, however elevated concentrations were still recorded and concentrations within the AQMA are still above the annual mean NO₂ air quality objective in 2022 in two locations and whilst only at 1 location based on the 2023 monitoring data, the previously exceeding DF71 site is still within 10% of the AQO. The overall trend of NO₂ concentrations within the Bridgnorth AQMA is a decreasing trend which is encouraging, however there is still scope to improve air quality further. The annual mean NO₂ concentration at the remaining 13 diffusion tubes within the AQMA was below 36.0µg/m³ in 2022 and 2023. In 2018, only eight of the monitoring locations were below 36.0µg/m³ showing the decreasing trend in concentrations within the AQMA.

With the decreasing trend in NO₂ concentrations within the AQMA, using the Roadside NO₂ projection factors⁵ it is expected that in 2028, the highest monitoring location DF83, which currently monitors at 44.5µg/m³ will be below 10% of the AQO. This is through a natural decreasing trend in NO₂ concentrations and not as a result of the measures to improve air quality in Bridgnorth which are detailed within this AQAP.

⁵ <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/roadside-no2-projection-factors/>

Figure 2-2 - Monitoring Locations with Bridgnorth AQMA



3 Shropshire Council's Air Quality Priorities

3.1 Public Health Context

The Air Quality Indicator in the Public Health Outcomes Framework (England) (PHOF) provides further impetus to join up action between the various local authority departments which can impact on the delivery of air quality improvements. The “Air Quality – A Briefing for Directions of Public Health⁶” document published in March 2017 provides a one-stop guide to the latest evidence on air pollution, guiding local authorities to use existing tools to appraise the scale of the air pollution issue in its area. It also advises local authorities how to appropriately prioritise air quality alongside other public health priorities to ensure it is on the local agenda.

The latest Public Health Outcomes Framework Indicator number D01 - Fraction of mortality attributable to particulate air pollution (New Method) for Shropshire was noted to be 4.4% in 2022, down from 5.8% in 2019 but slightly increased from 4.3% in 2020/2021. This is the mortality lowest percentage in the West Midlands Area and below the average for England at 5.5% attributable to air pollution.

To further understand the number of the population of Bridgnorth exposed to poor air quality, a review of the Indices of Multiple Deprivation (IMD) are also included. This has been completed using the Office for National Statistics ‘Lower Super Output Area’ (LSOA) information.

The number for the IMD are based on deciles of multiple factors of deprivation. The larger the score, the more deprived the area. Bridgnorth has a IMD of 7 out of possible 10 with the 10th indices being the least deprived areas of England. Bridgnorth is in the 7th indices for deprivation in England and therefore lower than the median for England.

⁶ <https://laqm.defra.gov.uk/assets/63091defraairqualityguide9web.pdf>

The AQMA is restricted to 37 properties within Bridgnorth and therefore the population of Bridgnorth living within the AQMA is expected to be less than 150.

3.2 Planning and Policy Context

3.2.1 Shropshire Local Plan

The Shropshire Local Plan was adopted on 24 February 2011 and informs strategic development until 2026. There are no air quality specific policies, however there are policies focusing on promoting sustainable transport methods where developments are expected to generate significant traffic levels.

The draft Shropshire Local Plan was submitted to the Secretary of State for examination on 3 September 2021. The plan once examined this will be adopted and sets out the strategies and policies 2016 to 2038. The draft Local Plan includes the following policies specific to air quality and the AQAP. Policy SP6 states

- “ 8. Protect against exposure to pollution in line with policy DP18 by:*
- a. Minimising exposure to airborne pollutants in the location and design of new development and securing the implementation of the Council’s Air Quality Action Plans, having regard to national and international obligations; and*
 - b. Safeguarding against the environmental impacts of new development in terms of community/public safety, noise, vibrations and odour and the legacy of contaminated land.”*

Policy DP18 Pollution and Public Amenity sets out the council’s focus on prioritising the environment and amenity for residents. Specifically, the policy states:

“Opportunities to improve air quality through the provision of green infrastructure in accordance with Policy DP14, industry relevant best available techniques, traffic and travel management (including linking to active travel networks) and the provision of electric charging facilities for vehicles should be maximised. Proposals which would lead to an unacceptable risk from air pollution or prevent sustained compliance with limit values or national objectives for air pollutants will be refused unless they can be practicably amended to avoid that risk.”

Additionally, policy DP28 Communications and Transport encourages the use of sustainable transport modes which will benefit air quality.

“Responding positively to changes in our climate will require access to better communications infrastructure and more sustainable travel options and services offering choices about the need to travel and the best transport modes. This will help to manage the environmental impacts of travel on climate change, air quality, network noise and public health contributing to the sustainability of communities and protecting our environment.”

3.2.2 Shropshire Local Transport Plan Strategy (2011 -2026)

The currently LTP3 Local Transport Plan Strategy details the transport objectives, policies and programmes for Shropshire. Some of the proposed plans and objectives within this strategy align with those improvements in traffic management within the Bridgnorth AQMA and as such improvements in Air Quality. LTP3 looks to focus on areas such as encouraging more sustainable modes of transport, adoption of new park and rides, considering site specific measures within Shropshire’s AQMAs. Shropshire council are currently in development of the LTP4 which is planned to run into 2038.

3.2.3 Shropshire Council Corporate Climate Change Strategy and Action Plan

The Shropshire Corporate Climate Change Strategy and Action Plan was adopted in December 2020. This strategy aims to reduce the carbon footprint of Shropshire Council. Measures included in the action plan include the installation of EV charging, replacing council fleet vehicles with ultra low emission vehicles and increasing the reliance on renewable energy sources.

3.2.4 Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP)

The LCWIP aims to increase cycling and walking in Shropshire by improving safety and accessibility to these transport methods. In Bridgnorth 20% cycle or walk to work according to the 2011 census. Barriers to cycling or walking in Bridgnorth include the A458 and A442 roads and the lack of cycling infrastructure within Bridgnorth. Improving cycle infrastructure will make cycling safer within Bridgnorth and encourage more people to cycle.

3.2.5 Clean Air Strategy 2019

The Clean Air Strategy sets out the case for action at a national level, identifying a number of sources of air pollution within the UK including road transportation (relevant in terms of the AQMAs currently present within Shropshire). It also sets out the actions required to reduce the impact upon air quality from these sources. It has been developed in conjunction with three other UK Government Strategies; the Industrial Strategy, the Clean Growth Strategy, and the 25 Year Environment Plan.

Key actions that are detailed within the strategy aimed at reducing emissions from transportation sources include the following:

- The publication of the Road to Zero strategy, which sets out plans to end the sale of new conventional petrol and diesel cars and vans by 2040
- New legislation to compel vehicle manufacturers to recall vehicles and non-road mobile machinery for any failures in emission control systems, and to take effective action against tampering with vehicle emissions control systems
- Develop new standards for tyres and brakes to reduce toxic non-exhaust particulate emissions from vehicles. [NB: This action would not necessarily target reductions in NO₂ for which the AQMAs have been declared].
- The encouragement of the cleanest modes of transport for freight and passengers
- Permitting approaches for the reduction of emissions from non-road mobile machinery, especially in urban areas

3.2.6 Air Quality Strategy 2023

In April 2023, the draft of the Air Quality Strategy, which supersedes the Air Quality Strategy (2008) was published. The strategy plans to set out a framework to enable local authorities to deliver for their communities and contribute to the governments long term air quality goals, this includes the new targets for PM_{2.5}.

The Air Quality Strategy is designed for local authorities in England to focus on actions to reduce three main pollutants, PM_{2.5}, NO_x and NH₃. The Air Quality

Strategy is also designed to support and provide relevant information to those local authorities that are preparing AQAPs.

The Air Quality Strategy develops and encourages local authorities to collaborate on the development of measures to improve Air Quality. This includes involving Directors of Public Health at all stages throughout the discussions of Air Quality Action as Air Quality is a public health concern. The Air Quality Strategy also pushes for measures to detail the costs and benefits to help determine the feasibility of a measure.

More emphasis is placed on dates for implementation of the measures detailed within an Air Quality Action Plan to ensure that measures are carried out and will help to achieve compliance in a reasonable timeframe.

To promote effective local action, a wider range of bodies are ideally brought into the process of the Air Quality Action Plan, this includes any neighbouring local authorities, The Environment Agency and National Highways. These are denoted as Air Quality Partners. Where a source in control of an Air Quality Partner is contributing toward exceedances of the AQO resulting in an AQMA to be declared, the relevant body can be declared an Air Quality Partner. Air Quality Partners must propose measures they will take to contribute to the AQAP and the dates they will be carried out.

3.3 Source Apportionment

The AQAP measures presented in this report are intended to be targeted towards the predominant sources of emissions within the Bridgnorth AQMA. A source apportionment exercise was carried out by Shropshire Council using a baseline year of 2022, which is considered the new baseline following the vehicular restrictions associated with COVID-19. The pollutant of concern within the Bridgnorth AQMA has been identified as nitrogen dioxide (NO₂) predominantly from road traffic.

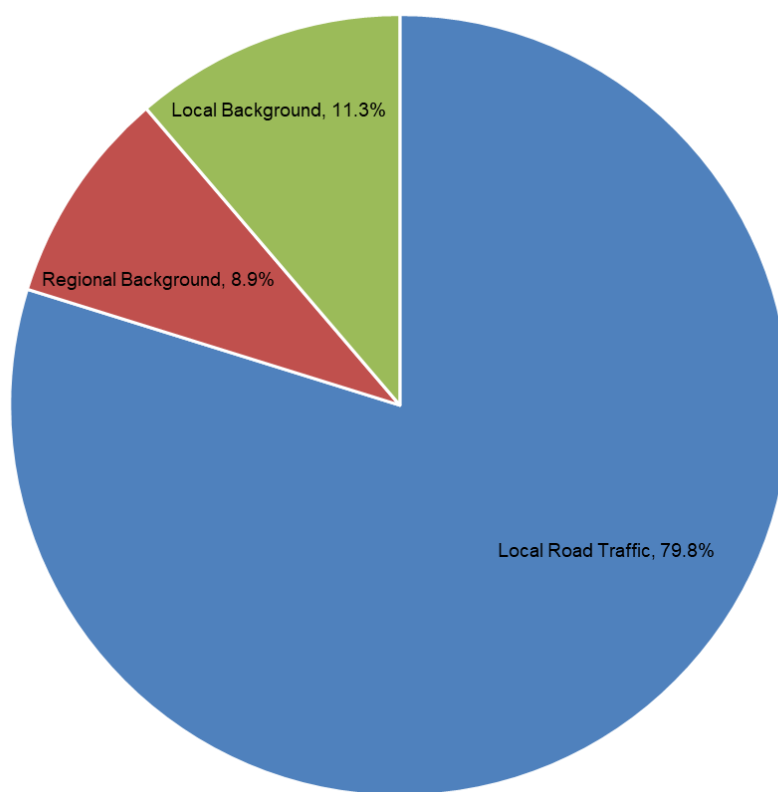
A source apportionment exercise was carried out by Bureau Veritas in 2023. The following vehicle classes were modelled:

- Petrol and Diesel Cars
- Petrol and Diesel LGVs

- Rigid and Artic HGV
- Buses
- Motorcycle
- Full Hybrid Petrol Cars
- Plug-in Hybrid Petrol Cars
- Full Hybrid Diesel Cars
- Electric Vehicle (EV) Cars

Receptors were modelled within and within 20m of the boundary of the AQMA using ADMS Roads 5.1, Emissions Factors Toolkit (EFT) version 12.0¹ and road traffic data provided by Shropshire Council Highways Team² and Department for Transport (DfT) Road Traffic Statistics³. The full modelling methodology is available within the Bridgnorth AQMA Technical Report produced by Bureau Veritas⁴ included in Appendix C.

The source apportionment modelling undertaken, identified that within the AQMA, the predominant source contributions were apportioned to local road traffic, specifically 80% when compared to regional and local background concentrations.

Figure 3-1 - Average NO_x Background Split

From source apportionment analysis for the Bridgnorth AQMA, diesel cars account for the largest amounts of road NO_x (around 59%) with diesel LGVs and petrol cars the next largest contributors (16% and 10% respectively). As such, measures contained within the AQAP should focus on reducing emissions from these vehicle classes. The concentrations are detailed in Table 3-1 and Table 3-2.

Figure 3-2 - NOx Source Apportionment Average Across All Modelled Receptors

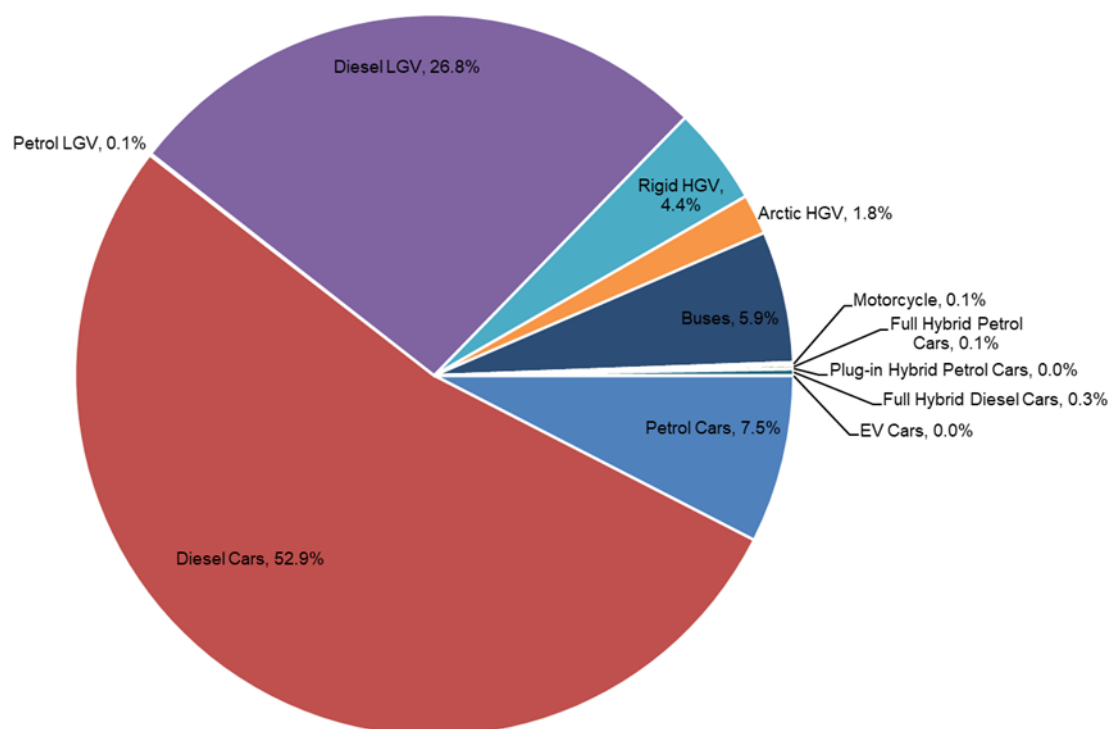


Table 3-1 – NOx Source Apportionment Results

Results	All Vehicle s	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcy cle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Backgro und
Average Across All Modelled Receptors														
NOx Concentration (µg/m³)	30.2	2.3	16.0	0.0	8.1	1.3	0.5	1.8	0.0	0.0	0.0	0.1	0.0	7.6
Percentage of Total NOx	79.8%	6.0%	42.2%	0.1%	21.4%	3.5%	1.4%	4.7%	0.1%	0.1%	0.0%	0.2%	0.0%	20.2%
Percentage Contribution to Road NOx	100.0%	7.5%	52.9%	0.1%	26.8%	4.4%	1.8%	5.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
At Receptor with Maximum Road NOx (25)														
NOx Concentration (µg/m³)	87.0	6.9	46.6	0.1	23.6	3.4	1.4	4.5	0.1	0.1	0.0	0.3	0.0	7.6
Percentage of Total NOx	91.9%	7.3%	49.2%	0.1%	25.0%	3.5%	1.5%	4.8%	0.1%	0.1%	0.0%	0.3%	0.0%	8.1%
Percentage Contribution to Road NOx	100.0%	7.9%	53.6%	0.1%	27.2%	3.9%	1.6%	5.2%	0.1%	0.2%	0.0%	0.3%	0.0%	-

Table 3-2 – NO₂ Source Apportionment Results

Results	All Vehicle s	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcy cle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Backgro und
Average Across All Modelled Receptors														
NO ₂ Concent ration (µg/m ³)	15.6	1.2	8.2	0.0	4.2	0.7	0.3	0.9	0.0	0.0	0.0	0.0	0.0	6.0
Percenta ge of Total NO ₂	72.0%	5.4%	38.2%	0.1%	19.3%	3.2%	1.3%	4.2%	0.1%	0.1%	0.0%	0.2%	0.0%	28.0%
Percenta ge Contribu tion to Road NO ₂	100.0%	7.5%	53.0%	0.1%	26.8%	4.4%	1.8%	5.9%	0.1%	0.2%	0.0%	0.3%	0.0%	-
At Receptor with Maximum Road NO₂ (25)														
NO ₂ Concent ration (µg/m ³)	42.1	3.3	22.1	0.0	11.2	1.6	0.7	2.1	0.1	0.1	0.0	0.1	0.0	6.0
Percenta ge of Total NO ₂	87.4%	6.8%	45.9%	0.1%	23.3%	3.3%	1.4%	4.5%	0.1%	0.1%	0.0%	0.3%	0.0%	12.6%
Percenta ge Contribu tion to Road NO ₂	100.0%	7.8%	52.5%	0.1%	26.6%	3.8%	1.6%	5.1%	0.1%	0.2%	0.0%	0.3%	0.0%	-

The above Tables and Figures detail the source apportionment results for NO_x and NO₂ concentrations at modelled receptors for two scenarios:

- The average NO_x and NO₂ contributions across all modelled locations representative of sensitive human exposure (called 'receptors'). This provides useful information when considering possible action measures to test and adopt.
- The location where the maximum road NO_x and NO₂ concentrations have been predicted within the AQMA. This is likely to be in the area of most concern within the proposed AQMA and so a good place to test and adopt action measures. Any gains predicted by action measures are likely to be greatest at this location and so would not represent gains across the whole modelled area.

When considering average NO_x concentration across all modelled receptors locations, the following observations were found:

- Road traffic accounts for 79.8% (30.2µg/m³) of the total average NO_x with background concentrations accounting for 20.2% (7.6µg/m³)
- Diesel cars account for 42.2% (16.0µg/m³) of the total NO_x and 52.9% of all the road traffic.
- Diesel LGVs account for 21.4% (8.1µg/m³), the second largest contributor of the vehicle categories.

When considering average NO₂ concentration across all modelled receptors locations, the following observations were found:

- Road traffic accounts for 72.0% (15.6µg/m³) of the total average NO₂ with background concentrations accounting for 28% (6.0µg/m³)
- Diesel cars account for 38.2% (8.2µg/m³) of the total NO₂ and 53.0% of all the road traffic.
- Diesel LGVs account for 19.3% (4.2µg/m³), the second largest contributor of the vehicle categories.

When considering average NO_x concentration at the max road receptor (2 Pound Street), the following observations were found:

- Road traffic accounts for 91.9% ($87.0\mu\text{g}/\text{m}^3$) of the total NO_x with background concentrations accounting for 8.1% ($7.6\mu\text{g}/\text{m}^3$)
- Diesel cars account for 49.2% ($46.6\mu\text{g}/\text{m}^3$) of the total NO_x and 53.6% of all the road traffic.
- Diesel LGVs account for 25.0% ($23.6\mu\text{g}/\text{m}^3$), the second largest contributor of the vehicle categories.

When considering average NO₂ concentration at the max receptor (2 Pound Street), the following observations were found:

- Road traffic accounts for 87.4% ($42.1\mu\text{g}/\text{m}^3$) of the total NO₂ with background concentrations accounting for 12.6% ($6.0\mu\text{g}/\text{m}^3$)
- Diesel cars account for 45.9% ($22.1\mu\text{g}/\text{m}^3$) of the total NO₂ and 52.5% of all the road traffic.
- Diesel LGVs account for 23.3% ($11.2\mu\text{g}/\text{m}^3$), the second largest contributor of the vehicle categories.

From the source apportionment it can be seen that road traffic is the main cause of elevated NO₂ concentrations with diesel cars the primary contributor and diesel LGVs the second largest contributor. As such measures proposed look to ease the number of private motor vehicles travelling through the AQMA and reduce congestion.

3.4 Required Reduction in Emissions

In line with the methodology presented in Box 7.6 of TG(22)⁵, the necessary reduction in Road NO_x emissions required to bring the current AQMA into compliance is shown in Table 3-3. This has been completed at the maximum annual mean concentration location which is receptor 21, this is also the maximum monitored concentration. The TG(22) procedure calculates the required reduction of road NO_x to achieve a total NO₂ concentration of $40\mu\text{g}/\text{m}^3$. However due to the uncertainty associated with diffusion tube monitoring, we have used a figure of $36.0\mu\text{g}/\text{m}^3$ for total NO₂ concentration. Receptor 21 is located in Pound Street within the AQMA.

Table 3-3 – NOx Reduction Required

Metric	Concentration $\mu\text{g}/\text{m}^3$
Maximum Modelled NO ₂ Concentration ($\mu\text{g}/\text{m}^3$)	48.1
Road NOx Concentration ($\mu\text{g}/\text{m}^3$)	89.0
Required Road NOx Reduction ($\mu\text{g}/\text{m}^3$)	29.0
Required Percentage Reduction	32.6%

3.5 Key Priorities

3.5.1.1 Priority 1 – Traffic Regulation Order – HGV/LGV restrictions

A traffic regulation order is proposed within Bridgnorth to help minimise the number of LGVs and HGVs that travel through Bridgnorth, particularly along Pound Street, Salop Street and Whitburn Street. This traffic regulation would result in improvements in annual mean NO₂ concentrations and target the 2nd largest source of NO₂ emissions in the AQMA. The regulation order will be designed to minimise disruption on local businesses and target those that are using Bridgnorth to bypass the A458 ring road.

3.5.2.1 Priority 2 – Fixed or Variable Messaging Signs

To encourage the use of the A458 and minimise the traffic that goes within Bridgnorth, fixed or variable messaging signs would be installed on both the A458 and within Bridgnorth discouraging drivers to pass through Bridgnorth due to the Air Quality impacts and use the ring road. This will help to reduce the number of diesel vehicles travelling within Bridgnorth.

3.5.3 Priority 3 – School Travel Plans

There are a number of schools that encompass the Bridgnorth AQMA. South of the AQMA is Castlefields Primary School, Oldbury Wells School and Bridgnorth Sixth Form. North East of the AQMA is Bridgnorth Endowed School, St John's Catholic Primary School and St Leonard's C of E Primary School. Shropshire Council

understand that many vehicles that use to access these schools travel through the Bridgnorth AQMA, this includes not only private motor vehicles but buses too. Shropshire Council are looking to develop School Travel plans with these schools to help raise awareness and divert traffic away from the Bridgnorth AQMA.

4 Development and Implementation of Bridgnorth AQAP

4.1 Consultation and Stakeholder Engagement

In developing/updating this AQAP, we have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 4-1. The following stakeholder engagement of the AQAP has been undertaken;

- Website
- Articles in local newspaper
- Letters inviting views to those currently affected by exceedances in the AQMA.

Consultation on the draft Air Quality Action Plan took place between July and September 2024. Details of the outcomes from the consultation are shown in Appendix A below.

Shropshire Council have continued to update their Air Quality webpage with information about key air pollutants and measures that can be taken to reduce both individual contribution but also personal exposures.

<https://www.shropshire.gov.uk/environmental-health/environmental-protection/air-quality/>

The consultation for the Shrewsbury AQAP was provided here with news pages also submitting to encourage consultation feedback from the public on the Shrewsbury AQAP

<https://www.shropshire.gov.uk/get-involved/air-quality-action-plans-for-shrewsbury-and-bridgnorth/>

<https://newsroom.shropshire.gov.uk/2024/07/residents-and-businesses-invited-to-share-their-views-on-proposed-measures-to-improve-air-quality-in-shrewsbury-and-bridgnorth/>

The response to our consultation stakeholder engagement is given in Appendix A: Response to Consultation.

Table 4-1 – Consultation Undertaken

Consultee	Consultation Undertaken
The Secretary of State	Yes
The Environment Agency	Yes
The highways authority	Yes
All neighbouring local authorities	No
Other public authorities as appropriate, such as Public Health officials	Yes
Bodies representing local business interests and other organisations as appropriate	Yes

4.2 Steering Group

A steering group was established with officers from Shropshire Council to identify and agree measures for inclusion within the AQAP which would benefit air quality within the Bridgnorth AQMA. The steering group includes officers which special interests in Environmental Protection, Climate Change, Highways, Communication, Policy, Economic Growth and Passenger Transport. These specialities all have a influence on air quality within Bridgnorth and therefore it is important to evaluate the most effective measures.

An initial steering group meeting was held on 12th January 2023 to discuss possible measures for Bridgnorth AQMA. Measures included alterations to the High Street and the Council applying for part 6 moving traffic contravention powers to issue PCNs, to encourage flowing traffic through the AQMA.

Throughout 2023 and 2024 discussions with the steering group have been ongoing to discuss the potential measure options and other ongoing strategies to collaborate with the Air Quality Action Plan.

The most recent discussions with the steering group were in February 2024 to discuss the progress of AQAP and the measures which should be implemented within Bridgnorth. Some of the key parties involved in these discussions were:

- Economic Growth Department
 - The development of the Future Bridgnorth Partnership (FBP) which will aim to explore and co-ordinate a number of projects within Bridgnorth to improve not only Air Quality but public realm, transport and local business needs.
- Passenger Transport (Buses)
 - Discussions regarding the potential uptake of EV buses or retrofitting of existing buses was undertaken. Many of the bus routes that occupy Bridgnorth are long distance rural routes which are not ideal for electrification and could dissuade applications when it comes to tender. Initial costs of EV buses and retrofitting were provided.
- School Travel Planning
 - Details regarding funding for school travel plans to reduce the traffic that flows through the Bridgnorth AQMA to access the two schools in the south of Bridgnorth.
- Active Travel
 - LCWIP Measures have been discussed and the potential implementation within the Bridgnorth area.
- Highways Authorities
 - Ongoing discussions regarding feasible highway improvements to reduce congestion. Particularly looking at crossing points on Pound Street and Whitburn Street

It is the aim for this steering group to continue to communicate at regular intervals following the adoption of the AQAP. This is essential to provide progress reports on individual actions in relation to the AQAP measures, discuss any key lessons learnt from the continual implementation of the measures and to continue to discuss any new ideas in terms of future measures and actions within the borough.

The steering group will continue to meet prior to the submission of the Final Air Quality Action Plan to detail some of the key areas regarding costs and timescales for the implementation of some of the measures detailed below.

Having members within the steering group from different areas and departments allows a collaborative approach to improving air quality and provides a wider scope of measures that can be implemented.

5 AQAP Measures

Table 5.1 shows the Bridgnorth AQAP measures. It contains:

- a list of the actions that form part of the plan
- the responsible individual and departments/organisations who will deliver this action
- estimated cost of implementing each action (overall cost and cost to the local authority)
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation
- how progress will be monitored

NB: Please see future ASRs for regular annual updates on implementation of these measures

5.1.1 Timescales of the AQAP Measures

Following discussions through the Air Quality Steering Group, many of the measures proposed within Bridgnorth are expected to be completed by 2025. These measures however are still undergoing review to determined finalised funding and implementation. As such it can be considered that these measures are at the planning stage. Most of the measures detailed in Table 5-1 are expected to be implemented at a quick pace, such as the school travel plans and fixed messaging signs.

The Shropshire 2025 Air Quality Annual Status Report will continue to detail the progression of these measures.

5.1.2 Air Quality Partners

One of the key Air Quality Partners that Shropshire Council have consulted with are the Highways Authorities. Due to the roads and junctions in question within the Bridgnorth AQMA under the Highways Authority, discussions on the measures that can be implemented to help reduce traffic and congestion within the AQMA have

been undertaken. This includes discussions regarding the traffic regulation order for LGVs and HGVs within Bridgnorth.

5.1.1 Future Measures to Maintain the Objective

It is considered that following the implementation of some of the measures detailed above with regard to the traffic regulation order, addition of the fixed messaging signs and the adoption of school travel plans that the Air Quality Objective for NO₂ will be able to be maintained within the Bridgnorth AQMA. As shown in the monitoring data, there is currently a downward trend in annual mean NO₂ concentrations and following the adoption of these behavioural changes, public perception of Air Quality will help to further reduce emissions within the AQMA. In addition, the uptake of more electric vehicles will help to further ensure that concentrations within the AQMA remain below the AQO.

It should also be noted that following compliance of the Air Quality Objective for annual mean NO₂ then Shropshire Council will develop an Air Quality Strategy detailing the ongoing measures to continue to keep NO₂ concentrations below the AQO.

Table 5-1 – Air Quality Action Plan Measures

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
1	Bypass Signage – directing traffic to the Bypass round	Public Information	Via other Mechanism	2025	2025	Infrastructure and Growth Shropshire Council	Shropshire Council	No	Awaiting Funding	£500k - £1m/	Planning	<1.2 – 2.4 µg/m³ reduction in the AQMA based on a 5% or 10% reduction in the AADT travelling through the AQMA.	Review of the results of monitoring data to determine if a decrease in NO₂ can be observed. This should be compared to the traffic flows within the AQMA to see if traffic has been rerouted.	Measures to be discussed for a potential quicker implementation. Ongoing discussion with the UK Share Prosperity Fund and considered within Public Realm work for Bridgnorth.	Further funding opportunities with S106 or Community Infrastructure Levy
2	School Travel Plans	Promoting Travel Alternatives	School Travel Plans	2024	2025	Infrastructure and Growth Shropshire Council	Active Travel England, DfT, Shropshire Council	No	Funded	£10k - £50k/	Planning	<0.5 µg/m³ reduction in the AQMA	Review of the adoption of School Travel plan and the associated reductions of traffic within the AQMA. Surveys to understand how students currently travel to school and the methods	Costs and Finalised dates to be confirmed following further discussions with Oldbury Wells School and Sixth Form and Castlefield Primary School	

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
													and routes they take.		
3	LCWIP – Cycle and Walking path on Whitburn Street	Transport Planning and Infrastructure	Cycle Network	2025	2028	Infrastructure and Growth Shropshire Council	Active Travel England, DfT, Shropshire Council	No	Partially Funded	£50k - £100k/	Planning	<0.5 µg/m³ reduction in the AQMA	Uptake of cycling and walking to High Street as well as a review of the traffic flows within the AQMA after the measures is adopted.	Initial planning states, one of the routes within the LCWIP that is highly prioritise is the cycle path on Whitburn Street	
4	ANPR System for LGV and HGV	Traffic Management	Strategic Highways Improvements	2026	2027	Infrastructure and Growth Shropshire Council	Shropshire Council	No	Awaiting Funding	£100k - £500k/	Planning	<0.5 µg/m³ reduction in the AQMA	Review of the traffic flows during peak times and the subsequent monitoring results within the AQMA.	Ongoing discussion with the UK Share Prosperity Fund and considered within Public Realm work for Bridgnorth	Would require a Traffic Regulation Order. Further funding opportunities with S106 or Community Infrastructure Levy
5	Traffic Regulation Order for HGVs and LGVs	Traffic management	Strategic Highways Improvements	2025	2026	Infrastructure and Growth Shropshire Council	Shropshire Council	No	Awaiting Funding	£10k - £50k	Planning	<0.5 µg/m³ reduction in the AQMA	Review LGV & HGV movements and the subsequent monitoring results within the AQMA.	Initial discussions with relevant teams to determine feasibility	Would require a Traffic Regulation Order. Further funding opportunities with S106 or Community Infrastructure Levy

6 Quantification of Measures

6.1 Assumptions

A few of the measures set out in Table 5-1 are very difficult to quantify due to the nature of the type of measures. This has resulted in some assumptions being made to help determine the potential impact of measures. A review of the literature and professional best judgement has been considered for measures such as the school travel plans, LCWIP and the ANPR as the potential changes in traffic flow within the AQMA is difficult to predict without detailed traffic modelling. Without this modelling no Air Quality Modelling can be undertaken.

For the measures associated with the removal of the zebra crossing on Whitburn Street, the introduction of the Tasley Gateway Park and Ride, modelled assumptions have been made which are detailed below however these measures were not progressed further.

6.1.1 Measure Quantification – Removal of Zebra Crossing on Whitburn Street – Not Progressed

One of the measures initially proposed but not to be pursued within the Bridgnorth AQMA is the removal of the zebra crossing located on Whitburn Street. The crossing on Whitburn Street is located approximately 30m from the two mini-roundabouts located on the Salop Street/Pound Street/Whitburn Street Junction west and the Whitburn Street/Old Smithfield Junction located east. Currently the monitoring locations around this area of the AQMA from the 2022 dataset are just below the AQO for annual mean NO₂ of 40 µg/m³. Although no modelled speeds for this road link were available from the appointed transport consultants, it is known that the road link is heavily congested due to the proximity of the junctions and the crossing. As such the modelled speeds of the Whitburn Street were reduced to support the model verification and the expected average speeds.

In order to demonstrate the modelled impacts of the removal of the crossing on Whitburn Street, the modelled speed of the road link was increased. The updated emissions were run in EFT v12.0 and the model updated using ADMS-Roads.

Following the review of this, the removal of the crossing resulted in a $1.5\mu\text{g}/\text{m}^3$ improvement at the worst-case receptor.

It should be noted that this was on the assumption that the speeds originally modelled were representative of the average speeds observed and the new speeds also representative of the projected improvement in the smoothing of traffic.

6.1.2 Measure Quantification – Fixed Messaging Signs –

Another quantified measure was the implementation of the fixed messaging signs. This was implemented in a local authority nearby to Shropshire and although no modelled traffic information was available regarding the change in traffic and AADT associated with the fixed messaging signs, the assumption that approximately 5-10% reduction in AADT within the AQMA was projected.

It is expected that the signs will be placed on the key routes into the AQMA detailing the other routes that can be taken to access particular locations, such as Low Town. Details regarding the peak congestion times could be displayed to encourage drivers to use alternate routes such as the A458 ring road.

With this in mind, the ADMS-Roads model was updated to run two scenarios accounting for a 5% and 10% reduction in AADT within the AQMA. This was undertaken for the private vehicles only as it was expected that the fixed messaging signs would unlikely change existing bus, HGV and LGV routes.

As such if the fixed messaging signs measure resulted in a 5% reduction in private vehicles in the AQMA this would result in a $1.2\mu\text{g}/\text{m}^3$ reduction in the AQMA. If a 10% reduction was observed this would be a $2.5\mu\text{g}/\text{m}^3$ reduction at the worst case receptor.

6.1.3 Measure Quantification – Park and Ride Tasley Gateway – Not Progressed

Following a review of the capacity and movements of the existing Park and Ride facilities operated in Shrewsbury and the understanding of the capacity of the new Park and Ride facility, the quantification of the reduction in NO_2 emissions was calculated. It was assumed that the capacity of the Park and Ride facility could result in a reduction of 500 private motor vehicles within the AQMA. Under this assumption, a reduction of 500 private motor vehicles was applied across the AQMA. After

calculating the updated emissions using EFT v12.0, this was then modelled using ADMS-Roads and resulted in a reduction of 1.10 $\mu\text{g}/\text{m}^3$ decrease in annual mean NO_2 concentrations.

This modelling was on the basis on the reduction of 500 private motor vehicles within the AQMA. It was also assumed that the buses that would operate at the Park and Ride facility would be electric buses, hence the conservative method of removing 500 private vehicles and not increasing the proportion of buses. An estimation method of adding 10 new buses to the vehicle fleet as well at the reduction in 500 private motor vehicles was also undertaken. This resulted in a 1.03 $\mu\text{g}/\text{m}^3$ reduction in NO_2 concentrations at the worst case receptor within the Bridgnorth AQMA.

6.1.4 Measure Quantification – Update of EV Buses or Retrofitting Buses to Euro 6 – Not Progressed

One of the measures that was quantified but not progressed was the potential update of EV buses or retrofitting of buses to Euro 6. Buses within Bridgnorth account for around 7.8% of total Road NO_x emissions. A review of the uptake of a range of 25 or 50 EV buses or 25 or 50 retrofitting of buses was undertaken and quantification of the reduction of NO_2 concentrations at the worst-case receptor was undertaken.

To update the emissions associated with EV buses, the Tag Data Book in EFT was updated. The base UK fleet for 2022 is detailed below. The proportions of the PSV EV and Diesel contributions were then updated based on the shift in the number of buses that would be EV. These new emissions were then modelled in ADMS-Roads with the impact of 25 EV buses resulting in a 1.2 $\mu\text{g}/\text{m}^3$ reduction in NO_2 emissions and 50 EV buses a 2.2 $\mu\text{g}/\text{m}^3$ reduction.

Figure 6-1 – 2022 UK base fleet in EFT

Year	2022	OK									
Cars			LGV			OGV1		OGV2		PSV	
Petrol	Diesel	Electric	Petrol	Diesel	Electric	Diesel	Electric	Diesel	Electric	Diesel	Electric
49%	36%	15%	2%	96%	2%	100%	0%	100%	0%	84%	16%
OK			OK			OK		OK		OK	

To calculate this for the retrofitting of buses to become Euro 6 standard, the Bespoke Euro Fleet option within EFT v12.0 was used. The below is based on the standard

national UK fleet. The ratios were then updated on the bases of 25 or 50 new Euro 6 buses. This resulted in a modelled reduction in NO₂ concentrations of 1.1µg/m³ for 25 buses and 1.7µg/m³ for 50 buses.

Overall due to the cost of both new EV buses and associated infrastructure as well as the retrofitting of buses the measures was not considered feasible and not pursued.

Figure 6-2 – Bespoke Euro Fleet Option Snapshot from EFT

Heavy Duty Vehicles	Pre-Euro I	Euro I	Euro II	Euro III	Euro IV	Euro V_EGR	Euro V_SCR	Euro VI	Euro II SCRRF	Euro III SCRRF	Euro IV SCRRF	Euro V SCRRF to EGR
Rigid HGVs	-	-	0.01	0.03	0.03	0.03	0.10	0.79	-	-	-	-
Artic HGVs	-	-	0.00	0.00	0.01	0.01	0.04	0.93	-	-	-	-
Conventional Buses	-	-	0.01	0.04	0.06	0.06	0.17	0.67	-	-	-	-
Hybrid Buses	-	-	-	-	-	0.20	0.60	0.20	-	-	-	-
Conventional Coaches	-	-	0.01	0.04	0.06	0.06	0.17	0.67	-	-	-	-
Hybrid Coaches	-	-	-	-	-	0.20	0.60	0.20	-	-	-	-

6.2 Cost Benefit Analysis of Measures

6.2.1 Methodology

Using the above assumptions around the quantitative pollution reduction and assumed costs, each measure was given a score as set out below. The methodology used is from the LAQM guidance on determining the impact of air quality measures⁷. Table 6-1 and Table 6-2, show the cost and estimated reduction brackets within the scoring range.

Table 6-1 – Cost Score

Estimated Cost of Measure	Score
< £10k	7
£10k - £50k	6
£50k - £100k	5
£100k - £500k	4
£500k - £1m	3
£1m - £10m	2
> £10m	1

⁷ Defra (2024) LAQM.TG(22) Supplementary Guidance England excluding London, Determining the impact of air quality improvement measures

Table 6-2 – Impact Score

Estimated Reduction in Pollutant Concentrations	Score
<0.5µg/m ³	1
0.5-1µg/m ³	2
1-2µg/m ³	3
2-3µg/m ³	4
3-4µg/m ³	5
4-5µg/m ³	6
>5µg/m ³	7

The analysis should also account for the feasibility of implementing the measures, with those likely to progress given a higher priority than those which are acknowledged to be a challenge to implement. The feasibility score factors in local influences such as political backing, accessibility to funding options and resources available. As such, each measure was assigned a 'Feasibility score based on the table below.

Table 6-3 – Feasibility Scores

Feasibility Score	Score
Measure has already been started and just requires progressing	7
Very easy to implement, and political support, sufficient resources	6
Relatively easy to implement, resources available	5
Possible to implement but may require some learning/campaigning, moderately time intensive	4
Challenging but still feasible, may require additional support and resources	3
Difficult to implement, no political appetite, time and resource intensive	2
Very difficult to implement, no political appetite, time and resource intensive	1

6.2.2 Cost-Benefit Analysis

Following the above assessment, it has been possible to rank the measures by cost, benefit and feasibility, this is shown in Table 6-4 below. With the feasibility weighting meaning that measures which are the easiest to progress are scored higher, these are prioritised.

Cost Effectiveness Score = Cost Score x Impact Score

Prioritisation Score = Cost Effectiveness Score x Feasibility Score

Table 6-4 – Cost Benefit Analysis of Measures

Measure No.	Measure	Approximate Cost (£)	Cost Score	Air Quality Effect	Impact Score	Cost Effectiveness Score	Feasibility Score	Overall Score
1	Bypass Signage	£500k – £1million	3	1.2 – 2.4 µg/m ³	3	9	3	27
2	School Travel Plans	£10k – £50k	6	<0.5µg/m ³	1	6	6	36
3	LCWIP – Cycle and Walking path on Whitburn Street	£50k - £100k	5	<0.5µg/m ³	1	5	6	30
4	ANPR Along Pound Street	£100k - £500k	4	<0.5µg/m ³	1	4	3	12
5	Traffic Regulation Order for HGVs and LGVs	£10k - £50k	6	<0.5µg/m ³	1	4	4	16

6.3 Year of Objective Compliance

The Detailed modelling report has used the assessment methodology within TG(22) to provide an estimated year of compliance with only national measures being taken into account of 2028 based on the 2022 monitoring data. This was undertaken using the NO₂ projection factor tool provided by Defra.

Shropshire Council aims that the implementation of the outlined measures will result in the relevant objective(s) being attained by 2027. This is based on the measures detailed in Table 6.1 being implemented as well as the general improvements in NO₂ concentrations and decreasing trends.

Appendix A: Response to Consultation

Table A.1 – Summary of Responses to Consultation and Stakeholder Engagement on the AQAP

Consultee	Description	Response
Future Bridgnorth Group	The future Bridgnorth Group were positive about the general detail of the Bridgnorth AQAP as well as the measures detailed within the plan. There were some questions raised regarding the proposals to remove the pedestrian crossings along Whitburn Street and Pound Street as it would limit the crossings within Bridgnorth and effect local business. The Future Bridgnorth Group were also against restricting the movements of LGVs to certain times of the day for the same reason of reducing local business efforts.	Proposals for the removal of any crossings within Bridgnorth have been discounted and will not be pursued. Measures regarding the restriction of LGVs and HGVs within Bridgnorth is ongoing and not expected to result in local business efforts.
Defra	There is a typo in the Modelling Appendix document, which describes 'heavy hoods vehicles', and another in section 3.5.1 of the main AQAP.	This has been corrected
Defra	As per section 2.22 of LAQM.TG(22), AQAPs should also, where possible, include an update to the population	This has been included

Consultee	Description	Response
	within the AQMA area. The Office for National Statistics provides population data which can be used for this purpose.	
Defra	The description listed in section 2.1 gives a maximum modelled concentration of 45.6 µg/m ³ , presumed reflective of the modelled concentration at DF83, however the verification table B.3 listed in the Technical Modelling Appendix gives the modelled concentration of 47.2 µg/m ³ , post adjustment. This discrepancy should be clarified.	This has been amended
Defra	The analysis of source apportionment at different locations i.e. averaged across the model, and at the location of maximum NO ₂ concentrations, can be considered an example of best practice.	No action required
Defra	The source apportionment data could however be more directly referenced in the measures' derivation. For example, there is no mention of LGVs, the second highest contributing group of vehicles on an averaged	LGV and HGV movements would be restricted within Bridgnorth within Measure 5

Consultee	Description	Response
	basis, in the measures. Other sources of emissions beyond roads could also be considered.	
Defra	Table 3-3 lists the concentration used as being the maximum modelled NO ₂ concentration, however the concentration listed appears to be the maximum monitored NO ₂ , as the concentration given in the technical appendix for Receptor 25 is 43.82 µg/m ³ , not 47.8 µg/m ³ . This should be clarified, and if necessary altered if this monitoring location is not representative of exposure.	Receptor 21 (48.09µg/m ³) is the highest modelled receptor not Receptor 25 (47.28µg/m ³).
Defra	It is advised that the supporting modelling report is provided alongside the publication of the AQAP so that the limitations and uncertainties associated with the dispersion modelling can be fully understood.	This is included
Defra	Model verification has been presented to what appears to be a robust methodology, however further clarification is needed around the exclusion of the locations DF13 and DF73. These tubes are on opposite sides of the	Further clarification is provided

Consultee	Description	Response
	road, so the explanation given is not considered comprehensive.	
Defra	The effect of an incline is cited within the AQAP as contributing to the exceedance locations, which does not appear to have been accounted for within the modelling despite this being a function of the EFT that can be utilised. This should be clarified.	As stated in the modelling report appendix a 10% gradient was applied within the EFT to account do the incline on Pound Street
Defra	As per paragraph 2.85 of LAQM.TG(22), an AQAP should contain quantification of the impacts of measures as a minimum. The quantification provided could be considered an example of best practice. That said, please include the impacts for measure 2 within the Final AQAP.	This has been included
Defra	With quantification, it is possible to understand the full impact of implementation of the AQAP. Summing the impact of the measures presented, however, it is not clear how the conclusion that compliance would be achieved in 2026 has been reached, given these impacts	No action required

Consultee	Description	Response
	do not cumulatively bring about the necessary reduction in NO ₂ . This could be better demonstrated in the AQAP, as it is assumed that the AQAP also relies on baseline improvements to air quality within that time frame, outside of the AQAP measures.	
Defra	A detailed cost benefit analysis of the measures has also been provided, so the reader can easily and quickly understand the likely efficacy of each measure, and compare them against each other, to determine which are likely to be the highest priorities, which could be considered an example of best practice.	No action required
Defra	It would be beneficial if the responses to consultation, once received, and signposts within the document showing how these were directly considered, were thoroughly summarised within the AQAP, specifically within Appendix A.	This table summarises the consultation responses

Consultee	Description	Response
Defra	Appendix B could also then be updated with any measures considered but not brought through as part of the consultation process.	This has been updated
Defra	It has been noted that following compliance of the Air Quality Objective for annual mean NO ₂ SC will develop an Air Quality Strategy detailing the ongoing measures to continue to keep NO ₂ concentrations below the AQO, which can be considered an example of best practice.	None Required
Member of the public	Unhappy with comments regarding removing pedestrian crossings from Pound Street area. Many school children use these are also there are elderly people living close by in sheltered housing who also use the crossings.	The AQAP details that the measure to remove the pedestrian crossing on Pound Street and Whitburn Street is not to be pursued. The details provided are to demonstrate that all types of measures have been reviewed however as detailed in the AQAP, due to safety concerns this particular measure has not been pursued.
Member of the public	The proposal to remove the pedestrian crossings is dangerous due to the high number of school children who use these crossings at busy times every day, and the presence of two sheltered schemes within a few metres of the crossings, meaning that a large number of	

Consultee	Description	Response
	elderly residents also rely on the safety that the crossing points provide.	
Member of the public	Removing either zebra crossing is a crazy idea. Where are people supposed to cross? You want less people driving and you take away the routes into town. I live close to town and if I can't safely cross on foot then I'll be more likely to pop into town in the car.	
Member of the public	I am a regular user of both pedestrian crossings on Pound Street and Whitburn Street and I'm really dismayed that you would consider removing these. Whilst I understand they slow down traffic and therefore contribute to pollution, why would you seek to punish pedestrians who don't cause the pollution?	
Member of the public	Ban large vehicles coming into Bridgnorth over the bridge, make them use the bypass and Ludlow Road.	Signage and restrictions are proposed to direct HGV and LGVs to the bypass rather than through the AQMA unless for access
Member of the public	Heavy traffic needs to use the bypass, especially lorries and be kept out of town.	

Consultee	Description	Response
Member of the public	Lorries use Pound Street as a short cut. They must use the bypass – that is what it was created for. Pound Street must be no HGVs.	and reduce the number travelling through Bridgnorth This measure is to be developed with Shropshire Council and the Highways teams to determine if the restriction of LGV and HGVs along Pound Street or the Bridgnorth AQMA requires ANPR cameras to enforce the restrictions.
Member of the public	I feel that the reintroduction of a Park & Ride scheme wouldn't work around here – there was already one prior that has been shut down years. Instead, promotion of the current buses that run throughout the town would be more beneficial.	The Tasley Gateway Park and Ride is not a measure within the AQAP that is to be pursued based on the timescales to implement the Park and Ride and the subsequent air quality benefit. The AQAP does include the quantification of this measures for reporting purposes.
Member of the public	As diesel cars and LGVs are the highest contributors to the problem, how about a congestion charge-style zone	LGVs and HGV restrictions within the AQMA will be introduced with a possible ANPR

Consultee	Description	Response
	where these vehicles are required to pay a small amount to transverse the AQMA. Cost is often a good deterrent.	scheme for enforcement. This will encourage vehicles onto the bypass instead.
Member of the public	The plan neglects that fact that the area is an official 'conservation area'.	The measures proposed should reduce traffic through the conservation area and hence be beneficial.
Member of the public	We agree that the 40 minutes free parking in residential roads should be addressed. Living in St Mary's Street we see vehicles constantly circling for their free parking. There are plenty of car parks within a short walking distance of both high and low town shops. Even, in our opinion, for mobility restricted. The car parks are no further away than, say, having a disabled bay one end of the high street and having to reach the other end of the high street. We're not sure how you intend to operate and manage the ANPR suggestion, but in principle it sounds promising. Perhaps also restricting heavy vehicles from crossing the old bridge in low town, and therefore forcing	No action required

Consultee	Description	Response
	them along the bi-pass, would reduce unnecessary through traffic (and reduce wear and tear on the bridge). Despite the 'unsuitable for HGV's' sign at St Mary's Street, HGV's frequently use St Mary's Street as a cut through to the high street, often climbing the pavement with their wheels because the road is too narrow for them. So advisory signage alone on the bridge would not be an adequate deterrent to stop the rabbit run traffic through the town. The measure would have to be forced. With regards to raising awareness with local schools to take alternative routes, we very much doubt that people will change their habits voluntarily.	

Appendix B: Reasons for Not Pursuing Action Plan Measures

Table B.1 – Action Plan Measures Not Pursued and the Reasons for that Decision

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Traffic Management	New traffic light system within AQMA	A review of introducing new traffic lights where the current mini roundabouts are located was proposed. Although no detailed modelling was undertaken it was considered that the traffic light system would result in more idling of vehicles and increase the congestion on certain links.
Promoting Low Emission Transport	Update of New EV Buses or Retrofitting of Buses to Euro 6	A review of the update of up to 50 EV buses or retrofitting 50 buses to Euro 6 standards was undertaken. Modelling of the potential air quality improvements was undertaken and detailed above, however on review of the costs it was determined that funding would prove difficult and based

		on the benefits projects would not be feasible. High level discussions were held with the Bus operators, however due to a funding issue it was not deemed feasible.
Transport Planning and Infrastructure	Create alternative access to Oldbury Wells School/Sixth Form from A458	Proposal is not seen as feasible due to the likely prohibitive costs, and difficulties making a vehicle access across the height difference between the school and A458 (below surrounding ground level in cutting).
Transport Planning and Infrastructure	Introduce a layby / dropping-off point on A458 and introduce Pedestrian/Active Travel routes to Oldbury Wells School and Sixth Form and Castlefields Junior School.	Potential, but many unknowns, would require further assessment and cost-benefit analysis
Promoting Travel Alternatives	Formation of alternative pedestrian access to school from Severn Valley Railway Car Park.	Not supported - complex access through Severn Valley Railway site, landowner clarity required, potential relocation of parking issue, within same area - benefit for air quality in AQMA is less certain.

Promoting Travel Alternatives	Shared Space - Highway and Public Realm on Pound Street	Potential support - can be combined/compliment existing planned public realm improvements in Bridgnorth.
Transport Planning and Infrastructure	One-Way System - Pound St /	Considered at scoping level only - Not supported, would direct traffic into town centre - counter to future plans for Bridgnorth town centre, unlikely to garner political support. Potential to generate other air quality hotspots on narrow streets.
Traffic Regulation Order for HGVs and LGVs	Review of the time periods and size of vehicle being HGV or LGV that would travel through Bridgnorth AQMA	A review of the LGV and HGV movements through the Bridgnorth AQMA was undertaken. As detailed within the source apportionment, LGVs are the 2 nd Highest contributing vehicle type for NOx emissions at the worst case receptor and across the AQMA. After initial consultation with local businesses in the area it was deemed this measures not suitable as it would restrict vehicle

		movements and was perceived negative to local business growth.
Traffic Management	Removal of Zebra Crossing on Whitburn Street	Negative opinions from residents and safety concerns
Traffic Management	Removal of Zebra Crossing on Pound Street and highways/landscaping to Shared Space realm	Negative opinions from residents and safety concerns
Public Information	Variable Messaging Signs	Limited space to install signs and impact on behaviour expected to be limited
Tasley P&R	Promoting Alternative Transport	Timescales to implement will not lead to significant air quality benefit

Appendix C: Bridgnorth AQAP Technical Modelling Report



Shropshire Council AQAP – Bridgnorth AQMA

Detailed Modelling Study

May 2024

Move Forward with Confidence

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Executive Summary

Shropshire Council has commissioned Bureau Veritas to complete a review of one of the Council's existing Air Quality Management Areas (AQMA) to support in the development of a new Air Quality Action Plan. The Council currently has two AQMA designations, both of which have been declared for exceedances of the annual mean for Nitrogen Dioxide (NO₂). This detailed assessment focuses on the 'Bridgnorth AQMA', described as 'an area encompassing Pound Street and the junction of Whitburn Street and Salop Street'.

The aim of this Technical Note is to identify the extent to which the annual mean objective for NO₂ is exceeded within the AQMA, and to determine the exposure at sensitive receptors. The Technical Note also identifies the contribution from different vehicle classes so that the measures adopted can be targeted towards the main pollutant sources.

A dispersion modelling assessment has been completed and NO₂ concentrations have been predicted across all relevant areas at both specific receptor locations, and across a number of gridded areas, to allow the production of concentration isopleths. This has been used to supplement local monitoring data to provide a clear picture of the NO_x and NO₂ pollutant conditions within the Bridgnorth AQMA.

Following the completion of the analysis of both monitoring data and modelled concentrations across the assessed area, the following conclusions have been made for the Bridgnorth AQMA:

- Detailed modelling has predicted exceedances within the Bridgnorth AQMA of a maximum NO₂ concentration of 48.1 µg/m³. All exceedances were observed along Pound Street.
- No exceedances of the NO₂ annual mean objective of 40 µg/m³ were predicted outside of the current AQMA boundary.
- Based upon the analysis of results, it is recommended that the AQMA remains in place with the current boundary and monitoring should continue in this area.
- Overall, diesel cars accounted for the majority of NO_x emissions in the AQMA, followed by diesel LGV's and petrol cars.

The next steps upon completion of this Technical Note are to develop, through consideration of merit, a defined set of achievable measures to be brought forward into the revised action plan document.

1 Introduction

Shropshire Council (“the Council”) has commissioned Bureau Veritas to complete a review of one of the Council’s existing Air Quality Management Areas (AQMAs) to help in the development of a new Air Quality Action Plan (AQAP). The AQMA which this detailed study is related to is the Bridgnorth AQMA which is described as ‘an area encompassing Pound Street and the junction of Whitburn Street and Salop Street’. This AQMA was declared in April 2005 and Local Air Quality Management Policy Guidance (22)¹ recommends that as a minimum, Local Authorities should revise their AQAP every 5 years.

The current AQAP that covers both Shrewsbury and the Bridgnorth AQMA was published in September 2008. Therefore, although work has been ongoing since the declaration of the AQMA, a detailed assessment has been undertaken to provide further information in support of preparation of the new AQAP.

The geographical extent of the AQMA included in this assessment is shown in Figure 1-1. Details of the Bridgnorth AQMA are as follows:

- **Extent:** an area encompassing Pound Street and the junction of Whitburn Street and Salop Street
- **Declared:** April 2005
- **Pollutant:** Nitrogen Dioxide (NO₂) Annual Mean

Figure 1-1 - Bridgnorth AQMA



¹ Local Air Quality Management Policy Guidance LAQM PG(22) – August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.

1.1 Scope of Report

This technical note seeks, with reasonable certainty, to predict the magnitude and geographical extent of any exceedances of the Air Quality Strategy (AQS) objectives, providing the Council with updated modelling data that can be utilised for the development and/or updates to specific measures that are to be included within the updated AQAP.

The areas considered as part of this study are illustrated in the figures presented throughout. The following are the main objectives of this technical note:

- To assess the air quality at selected locations (receptors) at areas of relevant exposure, representative of worst-case exposure within, and close to the existing AQMA boundary, based on modelling of emissions from road traffic on the local road network.
- To determine the geographical extent of any potential exceedances of the annual mean AQS objective for NO₂.
- To determine the relative contributions of separate vehicular source types to the overall pollutant concentrations through the completion of a source apportionment study.
- To put forward recommendations as to the extent of any changes to the current AQMA boundary and any changes to the declaration of the specific AQMA.

The approach adopted in this assessment to determine the impact of road traffic emissions on air quality utilised the atmospheric dispersion model ADMS-Roads version 5.0.1, focusing on emissions of oxides of nitrogen (NO_x), which comprise nitric oxide (NO) and NO₂.

In order to provide consistency with the Council's own work on air quality, the guiding principles for air quality assessments as set out in the latest guidance and tools provided by Defra for air quality assessment (LAQM Technical Guidance (22)²) have been utilised.

² Local Air Quality Management Technical Guidance LAQM TG(22) – August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.

2 Assessment Methodology

To predict the pollutant concentrations emitted from road traffic sources, atmospheric modelling was carried out using ADMS Roads version 5.0.1, developed by Cambridge Environmental Research Consultants (CERC). The approach used was based upon the following:

- Prediction of NO₂ concentrations to which existing receptors may be exposed and comparison with the relevant AQS objectives.
- Quantification of relative NO₂ contribution attributable to separate vehicular sources in relation to overall NO_x and NO₂ pollutant concentration.
- Determination of the geographical extent of any potential exceedances in regard to the existing AQMA boundary.

Concentrations of NO₂ have been predicted for a base year of 2022, with model inputs relevant to the assessment based upon the same year. The use of 2022 data was based on professional judgement that the impacts on road traffic that occurred as a result of the COVID-19 pandemic are no longer as significant as that observed throughout 2020 and 2021. To demonstrate, the Air Quality Expert Group (AQEG)³ estimated that during the initial lockdown period in 2020, within urbanised areas of the UK, reductions of between 20-30% were observed in the NO₂ annual mean concentration. However, with no restrictions on travel in place during 2022, it has been determined that the traffic data of 2022 is likely to be similar to that observed prior to the COVID-19 pandemic, reflecting normal vehicle activity.

2.1 Traffic Inputs

Traffic counts for the road links included within the model have been completed by Streetwise Services Ltd. This data source provides an ATC for the relevant road link in terms for a number of vehicle types; cars, LGVs (light goods vehicles), HGVs (heavy goods vehicles), buses and coaches, and motorcycles.

Traffic data for modelled road links within the Bridgnorth AQMA were provided by Streetwise Services Ltd. This data was based on Automatic Traffic Count (ATC) data from 2022 where the appointed transport consultant confirmed the data could be used as AADT.

Full details of the traffic data used in the dispersion model are shown in Appendix A.

Traffic speeds were modelled at the relevant speed limit for each road. However, in accordance with LAQM.TG(22), where appropriate, traffic speeds have been reduced to simulate queues at junctions, traffic lights and other locations where queues or slower traffic are known to occur.

The Emissions Factors Toolkit (EFT) version 12.0⁴ has been used to determine vehicle emissions factors for input the ADMS-Roads model. The emissions factors are based upon the traffic data inputs used within the assessment.

2.2 General Model Inputs

A site surface roughness value of 1 m was entered into the ADMS-roads model, consistent with the nature of the modelled domain. In accordance with CERC's ADMS Roads user guide⁵, a minimum Monin-Obukhov Length of 30 m was used for the ADMS Roads model to reflect the urban topography of the model domain.

One year of hourly sequential meteorological data from a representative synoptic station is required by the dispersion model. For the completion of the modelling, 2022 meteorological data from the Shawbury weather station has been utilised within this assessment. This particular site has been

³ Air Quality Expert Group, Estimation of changes in air pollution emissions, concentrations and exposure during the COVID-19 outbreak in the UK, June 2020

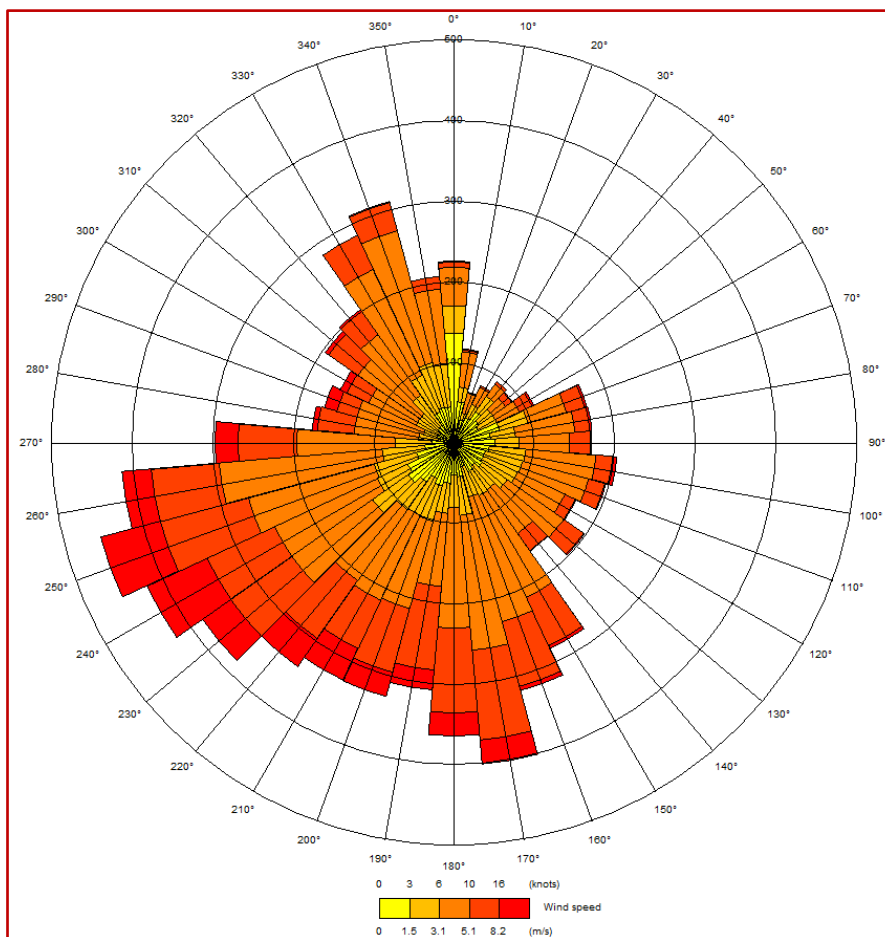
⁴ Defra, Emissions Factors Toolkit – version 12.0 (2023), available at: <https://lagm.defra.gov.uk/air-quality/air-quality-assessment/emissions-factors-toolkit/>

⁵ CERC (2020), ADMS-Roads User Guide Version 5.

chosen due to it being the nearest site with a complete data set for 2022 and is representative of the Shropshire Council area.

A wind rose for this site for the year 2022 is presented in Figure 2-1. From this wind rose, it is evident that the prevailing wind within Shropshire is from the south-west, with an average wind speed of 2.6 m/s.

Figure 2-1 - Wind Rose for Shawbury 2022 Meteorological Data



2.3 Modelled Road Sources

A total of 8 road sources were included throughout the model domain, with the majority of the road sources being junctions or approaches to junctions (slow downs). No point sources have been included within the model under the assumption that road traffic is the primary source of NO₂ emissions. The road links modelled are presented in Figure 2-2 and include the main roads that pass through the AQMA.

Street canyons were also included along some stretches of road where the roads are surrounded by buildings/walls on both sides. A street canyon was modelled along Whitburn Street and Pound Street.

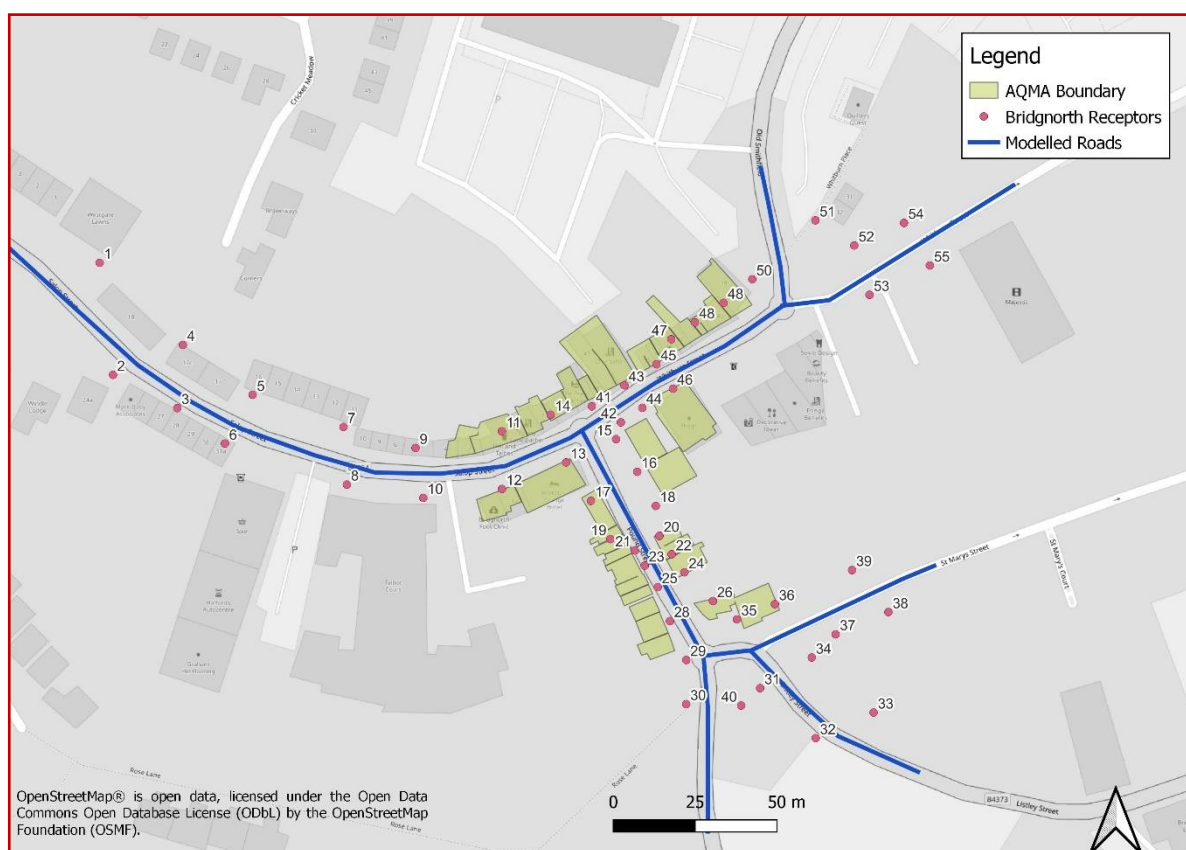
2.4 Modelled Sensitive Receptors

A total of 55 discrete receptors were included within the assessment to represent locations of relevant exposure. The locations were identified through completion of a desktop study, and included places such as residential properties, care homes, and schools. All receptors were modelled at 1.5 m to represent the typical breathing zone height. A description of the receptors is provided in Table 2-1, with their locations shown in Figure 2-2.

Table 2-1 - Modelled Receptor Locations

Receptor ID	Receptor Description	Receptor ID	Receptor Description
1	18 Salop Street	29	Squirrel Court
2	24a, Salop Street	30	Rose Lane
3	28, Salop Street	31	43a Listley Street
4	17c, Salop Street	32	45a Listley Street
5	16, Salop Street	33	4 Listley Street
6	30a, Salop Street	34	34 St Marys Street
7	11, Salop Street	35	The Old Smithy St Marys Street
8	38 Talbot Court	36	31 St Marys Street
9	5, Salop Street	37	37 St Marys Street
10	17 Talbot Court, Salop Street	38	40 St Marys Street
11	2, Salop Street	39	30a St Marys Street
12	33, Salop Street	40	43a Listley Street
13	Whitburn Grange Hotel, Salop Street	41	49, Whitburn Street
14	1, Salop Street	42	48, Whitburn Street
15	25 Pound Street	43	47, Whitburn Street
16	23 Pound Street	44	46 Whitburn Street
17	Whitburn Grange Hotel, Salop Street	45	45, Whitburn Street
18	21 Pound Street	46	46, Whitburn Street
19	2 Pound Street	47	43, Whitburn Street
20	19 Pound Street	48	41, Whitburn Street
21	4 Pound Street	48	40, Whitburn Street
22	18 Pound Street	50	39, Whitburn Street
23	5 Pound Street	51	Quilters Quest, Whitburn Place
24	16 Pound Street	52	32, Whitburn Street
25	7 Pound Street	53	8 Carpenters Court
26	14 Pound Street	54	31, Whitburn Street
27	12 Pound Street	55	1 Carpenters Court
28	9 Pound Street		

Figure 2-2 - Modelled Road Sources & Sensitive Receptors



2.5 Model Outputs

Background pollutant values for 2022, derived from Defra Background Maps⁶, have been used in conjunction with the concentrations predicted by the ADMS-Roads model to calculate predicted total annual mean concentrations of NO_x.

For the prediction of annual mean NO₂ concentration for the modelled scenarios, the output of the ADMS-Roads model for road NO_x contributions have been concentrated to total NO₂ following the methodology in LAQM.TG(22), using the NO_x to NO₂ conversion tool developed on behalf of Defra. This assessment has utilised the most up-to-date version of the NO_x to NO₂ conversion tool, v8.1⁷.

Verification of the model has been carried out using the majority of local authority NO₂ passive monitoring locations within the Bridgnorth AQMA, in accordance with the methodology detailed within LAQM.TG(22). In total, only the roadside passive (diffusion tube) monitoring site DF13 was excluded for model verification. DF13 monitored an NO₂ concentrations that was 10 µg/m³ lower than monitoring site DF71, which is located around 5m north and exceeds the AQO. It was considered that although there are canyon effects observed on Pound Street where both sites are located, that due to a small 0.5m gap in the buildings where DF13 is located that there could be potential microclimate dynamics that were resulting in lower observed concentrations and could not be replicated in model. As such, a conservative approach was taken and DF13 was excluded from the model verification.

It should be noted that due to the incline observed on Pound street a 10% gradient was applied to the road through the EFT v12.0.1 function when calculating vehicle emissions.

Overall, of the monitoring locations within the Bridgnorth AQMA, the locations and heights of these tubes have been adjusted within the model and validated where required via a desktop study.

⁶ <https://uk-air.defra.gov.uk/data/laqm-background-maps?year=2018>

⁷ Defra, NO_x to NO₂ Calculator. (2020). Available at: <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/nox-to-no2-calculator/>

2.6 Source Apportionment

To help inform the development of measures as part of the action plan stage of the project, a source apportionment exercise was undertaken for the following vehicle classes:

- Petrol and Diesel Cars;
- Petrol and Diesel LGV's;
- Rigid and Artic HGV;
- Buses;
- Motorcycle;
- Full Hybrid Petrol Cars;
- Plug-in Hybrid Petrol Cars;
- Full Hybrid Diesel Cars; and
- EV Cars

This provides vehicle contributions of NO_x as a proportion of the total NO_x concentration, which will allow the Council to develop specific AQAP measures targeting a reduction in emissions from specific vehicle types. A breakdown of vehicle class was provided by the appointed transport consultant (Streetwise Services Ltd) completing the traffic counts on each road link included within the model.

It should be noted that emission sources of NO₂ are dominated by a combination of direct NO₂ (f-NO₂) and oxides of nitrogen (NO_x), the latter of which is chemically unstable and rapidly oxidised upon release to form NO₂. Reducing levels of NO_x emissions therefore reduces concentrations of NO₂. Consequently, the source apportionment study has firstly considered the emissions of NO_x, which are assumed to be representative of the main sources of NO₂, and secondly emissions of NO₂.

With regards to the discrete receptor locations, consideration has been given to the following groups of receptors located within the AQMA and those within 20 m of the boundary. The source apportionment study has evaluated the following receptor combinations:

- The average NO_x and NO₂ contributions across all modelled locations (i.e., all locations covered by the model, both within and outside of the AQMA boundary). This provides useful information when considering possible action measures to test and adopt. It will however understate road NO_x concentrations in problem areas as results are averaged out across areas with higher and lower concentrations.
- The NO_x and NO₂ contributions at the receptor with the maximum road NO_x and NO₂ contribution. This provides a comparison to the previous two groups, with the identification of the most prominent vehicle source at receptor with the highest predicted NO₂ concentration.

3 Modelling Results

The following section provides a detailed assessment of the 'Bridgnorth AQMA', comparing monitoring completed over an 8-year period (2015-2022) with the modelled concentrations of annual mean NO₂. Details of each monitoring location and the monitoring results have been provided by Shropshire Council. Analysis of receptor locations has been completed both within and outside of the existing AQMA designation to determine the level of exceedance within the AQMA and also if there are any areas outside of the current boundary where the annual mean concentration of NO₂ is predicted to exceed the annual mean objective.

In line with the standardised LAQM reporting, the tabulated results present any exceedance of the annual mean AQS objective of 40 µg/m³ in **bold**, and any predicted concentrations in exceedance of 60 µg/m³ underlined and in **bold**. Additionally, annual mean concentrations that are predicted to be within 10% of the objective are presented in *italics* to ensure that any uncertainty in relation to the predicted modelling concentrations is taken into consideration for any recommendations made in terms of AQMA designation, amendment or revocation.

In addition, the NO_x source apportionment results which have been split across the vehicle classifications detailed in Section 2.6 are presented in both tabular and pie chart formats. This allows the main vehicular sources to be identified within the 'Bridgnorth AQMA', therefore aiding the development of measures that are of specific relevant to the AQMA.

3.1 Shropshire Council Monitoring Data

Table 3-1 presents the monitoring data collected by Shropshire Council. This table presents the data for the diffusion tubes within the Bridgnorth AQMA, as well as those surrounding the AQMA to provide a wider context for the monitoring results.

Table 3-1 - Passive NO₂ Monitoring Within and Around Bridgnorth AQMA

Site ID	Location	OS Grid Ref X	OS Grid Ref Y	Annual Mean NO ₂ Concentration (µg/m ³)							
				2015	2016	2017	2018	2019	2020	2021	2022
DF13	Pound Street	371345	293081	41.9	41.5	44.0	40.5	35.6	30.3	33.1	30.1
DF27	Smithfield	371397	293179	26.5	27.8	28.2	26.0	25.8	19.7	23.6	15.8
DF28, 602	50 Whitburn Street	371297	293108	51.2	52.9	40.3	48.2	43.4	Relocated	Relocated	35.8
DF29	Adj Rutters	371397	293179	29.0	29.7	29.4	28.9	28.5	21.6	23.9	23.3
DF71	6 Pound Street, (On Pelican Crossing)	371346	293086	-	-	58.5	50.9	49.1	40.8	43.2	41.5
DF72	Mini Roundabout Listley Street (lamp column)	371375	293066	-	-	-	30.0	28.2	22.4	23.8	22.6
DF73	18 Pound Street (Downspout)	371354	293089	-	-	-	34.1	34.2	26.5	28.7	27.3
DF74	Lamp Column 9 (Steps of new build)	371340	293125	-	-	-	30.9	29.4	22.7	25.2	24.4
DF75	Lamp Column 48 (New Build)	371345	293106	-	-	-	30.9	27.6	22.4	24.1	23.9
DF76	Higgs/Stanton Ralph (Opp 45 Whitburn Street)	371366	293146	-	-	-	33.8	31.8	28.4	28.8	29.5
DF77	39/40 Whitburn Street Lamp Column	371375	293161	-	-	-	40.3	38.7	30.4	29.9	29.2
DF78	Pedestrian Crossing outside 42 Whitburn Street	371360	293152	-	-	-	39.9	38.5	32.2	35.9	32.9
DF79	Chill Salon Downspout between green and black door	371346	293143	-	-	-	48.8	42.3	35.3	36.9	35.6
DF80	48 Whitburn Street Downspout	371334	293139	-	-	-	50.3	43.6	37.2	40.3	37.5
DF81	Stretton House 3 Salop Street Downspout	371288	293119	-	-	-	28.8	26.7	20.1	23.3	21.3
DF82	Pedestrian Crossing outside 8 Salop Street	371264	293120	-	-	-	27.4	22.7	17.0	20.4	19.1
DF83	Downspout Of 2 Pound Street Bridgnorth	371341	293096	-	-	-	-	-	-	-	47.8

The data show that the NO₂ annual mean objective of 40 µg/m³ has been exceeded at two diffusion tube sites within the Bridgnorth AQMA in 2022. DF71 which has exceeded the NO₂ annual mean objective since monitoring began in 2017 and a new monitoring site on Pound Street, DF83.

The areas of the AQMA that exceed the AQO based on the monitoring data above are situated close to junctions and where there are slight road canyon effects due to the narrow streets. The observed exceedances are therefore likely the result of the stopping and starting/idling of vehicles as traffic builds up along the road where the diffusion tube is located on approach to the junction, as well as the street canyon effects and incline of the road, reducing the dispersion of pollutants.

3.2 Modelled Receptor Concentrations, Annual Mean NO₂

Table 3-2 provides the modelled annual mean NO₂ concentrations predicted at existing receptor locations in 2022. Of the 55 receptors included in the assessment, 30 are located within the AQMA boundary whilst the remaining are situated on the modelled roads that lead into the AQMA.

Table 3-2 - Modelled Receptor Concentrations, Annual Mean NO₂

Receptor ID	OS Grid X	OS Grid Y	Height (m)	In AQMA?	AQS objective (µg/m ³)	2022 Modelled Annual Mean NO ₂ (µg/m ³)	% of AQS objective
1	371182	293179	1.5	N	40	10.33	25.83
2	371186	293145	1.5	N	40	10.93	27.33
3	371205	293135	1.5	N	40	12.94	32.35
4	371207	293154	1.5	N	40	15.05	37.63
5	371228	293139	1.5	N	40	16.13	40.33
6	371220	293124	1.5	N	40	12.45	31.13
7	371256	293129	1.5	N	40	17.51	43.78
8	371257	293111	1.5	N	40	14.60	36.53
9	371278	293122	1.5	N	40	18.64	46.60
10	371280	293107	1.5	N	40	16.24	40.60
11	371304	293127	1.5	Y	40	23.00	57.50
12	371304	293110	1.5	Y	40	18.67	46.68
13	371324	293118	1.5	Y	40	26.17	65.43
14	371319	293132	1.5	Y	40	26.55	66.38
15	371339	293125	1.5	Y	40	32.20	80.50
16	371346	293115	1.5	Y	40	24.67	61.68
17	371332	293106	1.5	Y	40	21.47	53.68
18	371352	293105	1.5	Y	40	23.76	59.43
19	371338	293095	1.5	Y	40	19.03	47.58
20	371353	293096	1.5	Y	40	29.23	73.10
21	371345	293091	1.5	Y	40	48.09	120.23
22	371356	293090	1.5	Y	40	29.28	73.23
23	371348	293086	1.5	Y	40	47.97	119.93
24	371360	293084	1.5	Y	40	28.12	70.30
25	371352	293080	1.5	Y	40	47.28	118.20

Receptor ID	OS Grid X	OS Grid Y	Height (m)	In AQMA?	AQS objective (µg/m³)	2022 Modelled Annual Mean NO ₂ (µg/m³)	% of AQS objective
26	371369	293076	1.5	Y	40	22.83	57.08
27	371369	293076	1.5	Y	40	22.83	57.08
28	371356	293069	1.5	Y	40	20.24	50.60
29	371361	293058	1.5	N	40	18.62	46.58
30	371361	293044	1.5	N	40	16.08	40.23
31	371383	293049	1.5	N	40	15.98	39.95
32	371400	293034	1.5	N	40	10.62	26.55
33	371418	293042	1.5	N	40	10.47	26.20
34	371399	293058	1.5	N	40	12.36	30.90
35	371376	293070	1.5	Y	40	18.89	47.23
36	371388	293075	1.5	Y	40	13.15	32.88
37	371406	293065	1.5	N	40	10.48	26.20
38	371423	293072	1.5	N	40	8.90	22.28
39	371411	293085	1.5	N	40	9.71	24.30
40	371378	293044	4.0	N	40	13.82	34.58
41	371332	293135	1.5	Y	40	39.25	98.13
42	371341	293130	1.5	Y	40	37.01	92.53
43	371342	293141	1.5	Y	40	37.95	94.88
44	371347	293135	1.5	Y	40	35.86	89.65
45	371352	293148	1.5	Y	40	36.38	90.95
46	371357	293140	1.5	Y	40	33.42	83.55
47	371356	293156	1.5	Y	40	24.42	61.05
48	371363	293161	1.5	Y	40	22.91	57.28
48	371372	293167	1.5	Y	40	22.05	55.13
50	371381	293174	1.5	Y	40	21.84	54.60
51	371400	293192	1.5	N	40	15.71	39.30
52	371412	293184	1.5	N	40	13.00	32.50
53	371417	293169	1.5	N	40	12.15	30.38
54	371427	293191	1.5	N	40	10.92	27.30
55	371435	293178	1.5	N	40	10.40	26.00

From the modelled concentrations presented within Table 3-2, it is evident that the AQS annual mean NO₂ objective of 40 µg/m³ is not predicted to be exceeded at any sites outside of the existing AQMA boundary. Additionally, the predicted concentration at receptors outside of the AQMA was not within 10% of the annual mean objective at any location, with the maximum predicted NO₂ annual mean concentration being 18.64 µg/m³ at Receptor 9.

Within the AQMA, the annual mean was exceeded at three receptor sites, with the highest annual mean NO₂ concentration of 48.09 µg/m³ being modelled at receptor 21. This receptor is located in the canyon on Pound Street. The receptors that exceeded the AQO within the Bridgnorth AQMA were all within the canyon on Pound Street. Figure 3-1 illustrates the spatial location of those receptors that exceeded the AQO.

Figure 3-1 - Bridgnorth AQMA Receptors against AQO



3.3 Source Apportionment

Source apportionment has been carried out for the modelled receptors along the road links that are either within the AQMA or lead into the AQMA. Apportionment for both NO_x and NO_2 concentrations has been completed for the vehicle classes listed in Section 2.6. It's worth noting that NO_x concentrations are always higher than those for NO_2 since NO_x is made up of NO and NO_2 . There is no air quality limit for human health for NO_x but is nevertheless a useful indicator when considering source apportionment. Results are tabulated in Table 3-4 and Table 3-5 and illustrated in Figure 3-1 to

Figure 3-5

The apportionment between road NO_x and background NO_x has also been detailed in Figure 3-3 and Table 3.3. Local Background NO_x , which is considered to be the emissions a local authority has influence over, including building, road and rail emissions etc, accounts for just approximately 11% of the total NO_x concentration on average at all receptor locations. Regional background NO_x concentrations account for those emissions that the local authority has no influence over, these emissions account for just over 9% of total NO_x concentrations on average at all modelled receptors. With a total 80% of NO_x emissions on average within the Bridgnorth AQMA deriving from local road traffic.

The source apportionment results provide the relative contribution (as a percentage) of each vehicle type towards a specific pollutant. Therefore, when considering the average NO_x concentration across all modelled receptors, road traffic is responsible for 79.8% of emissions (30.2 $\mu\text{g}/\text{m}^3$). Of the total road NO_x , diesel cars are the biggest contributor accounting for 52.9% of emissions, followed by diesel large-good vehicles (26.8%) and petrol cars (7.5%).

When considering the modelled receptor location at which the maximum road NO_x concentration is observed, road traffic is responsible for 91.9% of total NO_x emissions. Of the road traffic proportion, 53.6% is from diesel cars, 27.2% from diesel LGV's and 7.9% from petrol cars. These numbers only slightly differentiate from the average across all modelled receptors, likely due to the small size of the AQMA, with the influence of emissions on the maximum receptor similar to those experienced across the AQMA.

3.4 Modelled NO₂ Concentration – Contour Plot

The contour plot in Figure 3-2 indicates that there are exceedances of the NO₂ annual mean from the main junction within the Bridgnorth AQMA to Pound Street, Whitburn Street and Salop Street where there are observed street canyons. Concentrations greater than 50 µg/m³ are predicted along Whitburn Street and Pound Street where there are observed street canyons, however these are not observed at any receptor locations, i.e., at sites of relevant exposure.

From the plot, it is evident that the predicted exceedances of the annual mean objective are strictly constrained to the road network, therefore come in close range to any residential properties that are located close to the road. The street canyons observed on Whitburn Street and Pound Street also have residential properties on either side, and it is here where the main exceedances of the AQO are observed, as shown in Figure 3-1.

There are multiple receptors of relevant exposure that come into contact with the 40 µg/m³ limit contour within the AQMA. Therefore, as a result of these predicted exceedances, the current AQMA designation should remain.

In combination with Figure 3-1, there are no receptors outside of the AQMA designation that exceed the AQO.

Figure 3-2 - Contour Plot of Modelled NO₂ Concentrations





Table 3-3 - Total NO_x Source Apportionment Across All Receptors

Results	Local Background NO _x	Regional Background NO _x	Local Road NO _x
NO _x Concentration (µg/m ³)	4.3	3.4	30.2
Percentage of total NO _x	11.3%	8.9%	79.8%

Table 3-4 - NO_x Source Apportionment Results

Results	All Vehicles	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Background
Average Across All Modelled Receptors														
NO _x Concentration (µg/m ³)	30.2	2.3	16.0	0.0	8.1	1.3	0.5	1.8	0.0	0.0	0.0	0.1	0.0	7.6
Percentage of Total NO _x	79.8%	6.0%	42.2%	0.1%	21.4%	3.5%	1.4%	4.7%	0.1%	0.1%	0.0%	0.2%	0.0%	20.2%
Percentage Contribution to Road NO _x	100.0%	7.5%	52.9%	0.1%	26.8%	4.4%	1.8%	5.9%	0.1%	0.1%	0.0%	0.3%	0.0%	-
Max Modelled Receptor (25)														
NO _x Concentration (µg/m ³)	87.0	6.9	46.6	0.1	23.6	3.4	1.4	4.5	0.1	0.1	0.0	0.3	0.0	7.6
Percentage of Total NO _x	91.9%	7.3%	49.2%	0.1%	25.0%	3.5%	1.5%	4.8%	0.1%	0.1%	0.0%	0.3%	0.0%	8.1%
Percentage Contribution to Road NO _x	100.0%	7.9%	53.6%	0.1%	27.2%	3.9%	1.6%	5.2%	0.1%	0.2%	0.0%	0.3%	0.0%	-

Table 3-5 - NO₂ Source Apportionment Results

Results	All Vehicles	Petrol Cars	Diesel Cars	Petrol LGV	Diesel LGV	Rigid HGV	Arctic HGV	Buses	Motorcycle	Full Hybrid Petrol Cars	Plug-in Hybrid Petrol Cars	Full Hybrid Diesel Cars	EV Cars	Background
Average Across All Modelled Receptors														
NO ₂ Concentration (µg/m ³)	15.6	1.2	8.2	0.0	4.2	0.7	0.3	0.9	0.0	0.0	0.0	0.0	0.0	6.0
Percentage of Total NO ₂	72.0%	5.4%	38.2%	0.1%	19.3%	3.2%	1.3%	4.2%	0.1%	0.1%	0.0%	0.2%	0.0%	28.0%
Percentage Contribution to Road NO ₂	100.0%	7.5%	53.0%	0.1%	26.8%	4.4%	1.8%	5.9%	0.1%	0.2%	0.0%	0.3%	0.0%	-
Max Modelled Receptor (25)														
NO ₂ Concentration (µg/m ³)	42.1	3.3	22.1	0.0	11.2	1.6	0.7	2.1	0.1	0.1	0.0	0.1	0.0	6.0
Percentage of Total NO ₂	87.4%	6.8%	45.9%	0.1%	23.3%	3.3%	1.4%	4.5%	0.1%	0.1%	0.0%	0.3%	0.0%	12.6%
Percentage Contribution to Road NO ₂	100.0%	7.8%	52.5%	0.1%	26.6%	3.8%	1.6%	5.1%	0.1%	0.2%	0.0%	0.3%	0.0%	-

Figure 3-3 - Average NO_x Background Split

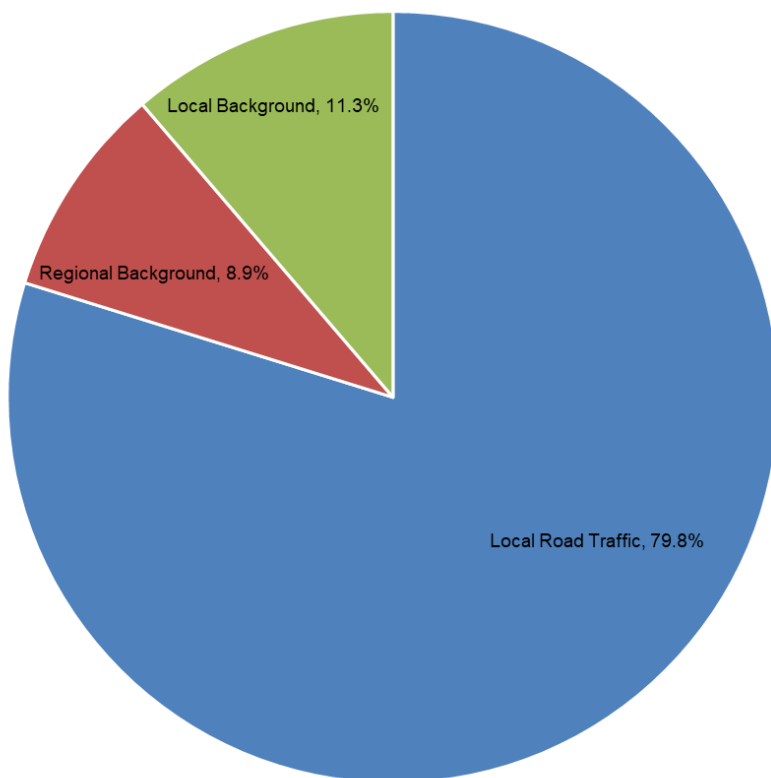


Figure 3-4 - NO_x Source Apportionment Average Across All Modelled Receptors

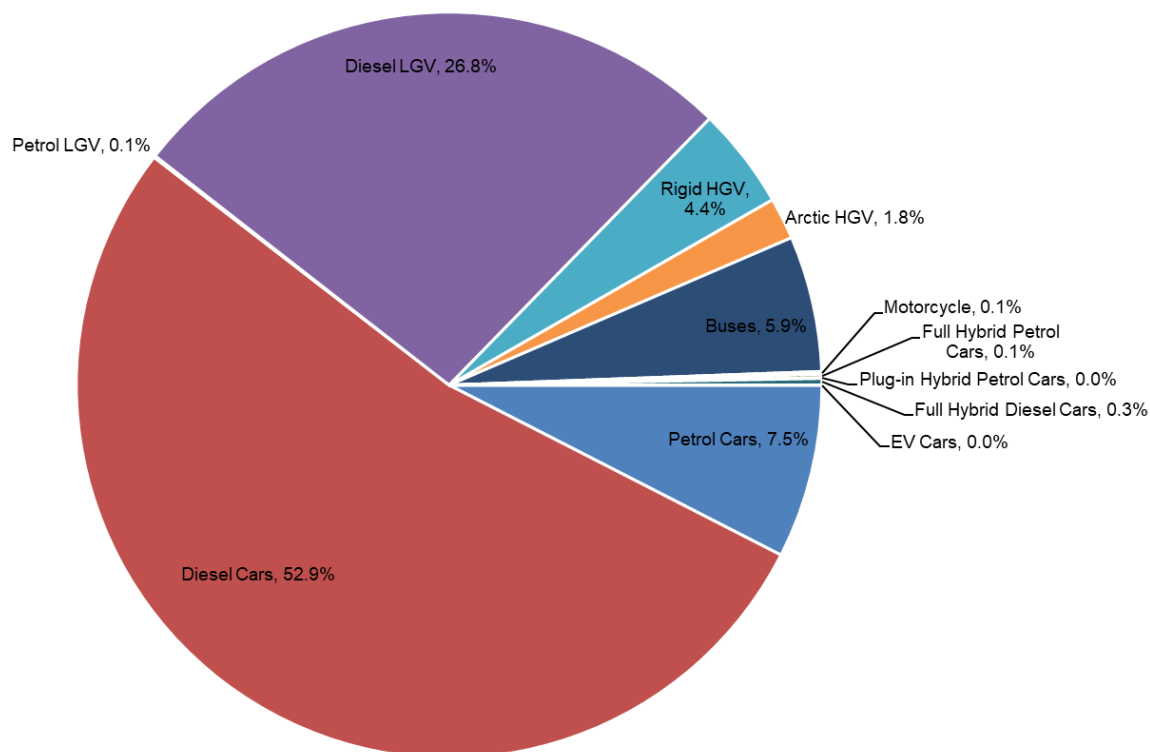
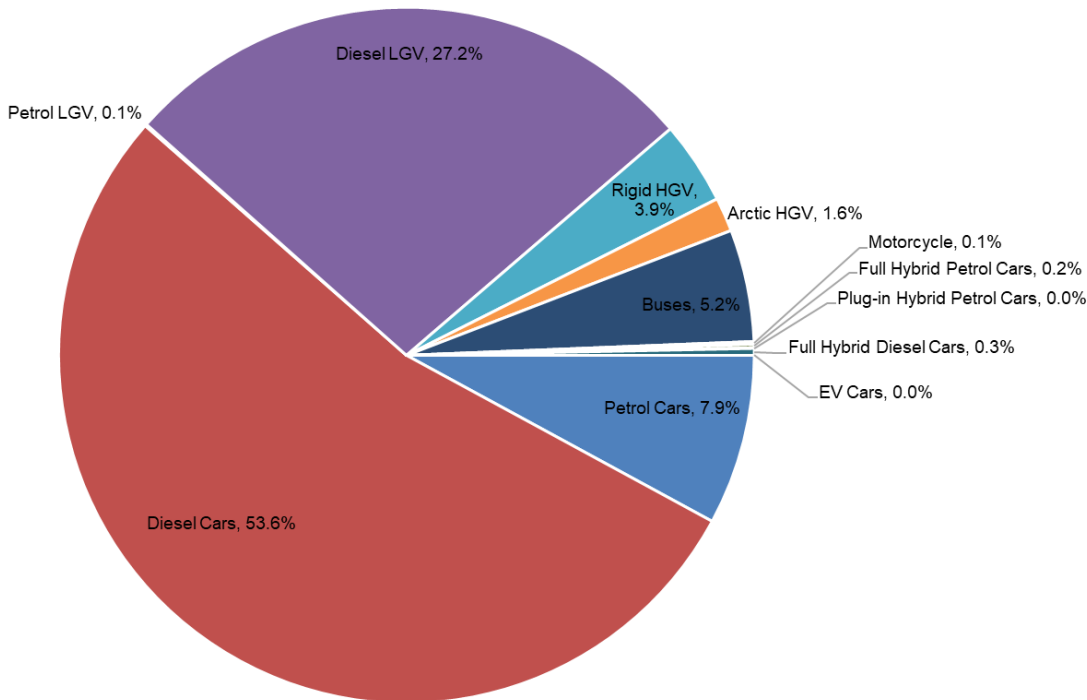


Figure 3-5 - NO_x Source Apportionment at Max Modelled Receptor (25)



4 Conclusions and Recommendations

Following the completion of the analysis of both monitoring data and modelled concentrations across the modelled area, in particular the current Bridgnorth AQMA, the following conclusions and recommendations are made.

4.1 Bridgnorth AQMA

The Bridgnorth AQMA is currently designated for exceedances of the NO₂ annual mean, with two out of the 17 diffusion tube monitoring locations exceeding the AQO of 40µg/m³ within the AQMA in 2022, and a further one site within 10% of the AQO. One of the sites exceeding the AQO in 2022 is DF83, a new diffusion tube monitoring site located on Pound Street, this site is also the highest monitored diffusion tube within the Bridgnorth AQMA.

Detailed modelling has predicted areas of exceedance in line with the Bridgnorth AQMA boundary with the highest modelled exceedance 48.1 µg/m³ at receptor 21, which is located in the canyon and incline on Pound Street, adjacent to a zebra crossing where there is likely to be idling of vehicles.

Based upon the analysis of results, it is recommended that the AQMA remains in place with the current boundary and monitoring should continue in this area. It should be noted that like with the monitored results, no receptors outside of the AQMA boundary exceeded the AQO in the modelled results.

4.2 Source Apportionment

An initial review of the road NO_x and background NO_x apportionment indicated that road NO_x accounted for 80% of emissions on average across all modelled receptors and background concentrations 20% of emissions. This details that road contribution is the primary cause of the exceedances of the AQO within the Bridgnorth AQMA.

Source apportionment analysis of the Bridgnorth AQMA demonstrates that diesel cars account for the largest amounts of road NO_x (around 53%) with diesel LGVs and petrol cars the next largest contributors (27% and 8% respectively). As such, measures contained within the AQAP should focus on reducing emissions from these vehicle classes.

Appendix A – Traffic Data

Table A.1 – Annual Average Daily Traffic (AADT) Data

Source ID	Source Name	Speed (kph)	Traffic Flow (AADT)	HGV %	Bus %	LGV%	Cars%	Motorbike%
1a	Salop Street	32	8729	1.23	0.57	9.15	88.87	0.19
1b	Salop Street	20	8729	1.23	0.57	9.15	88.87	0.19
1bsd2	Salop Street	5	8729	1.23	0.57	9.15	88.87	0.19
2asd1	Whitburn Street	5	11159	1.06	0.96	7.38	90.36	0.24
2asd2	Whitburn Street	10	11159	1.06	0.96	7.38	90.36	0.24
3asd1	Old Smithfield	20	9766	1.08	1.09	6.98	90.64	0.22
4asd1	B4364	20	1610	1.32	0.02	10.20	88.04	0.41
5asd1	Pound Street	10	9980	0.98	0.86	9.37	88.52	0.26
5asd2	Pound Street	10	9980	0.98	0.86	9.37	88.52	0.26
5asd3	Pound Street	10	9980	0.98	0.86	9.37	88.52	0.26
6asd1	Hollybush Road	20	9780	1.00	0.88	9.09	88.74	0.29
7asd1	Listley Street	20	2594	0.78	0.01	10.69	88.10	0.41
8asd1	St Mary Street	20	281	1.07	0.00	16.13	82.21	0.59

Appendix B – Model Verification

Model Setup

The ADMS-Roads dispersion model has been widely validated for this type of assessment and is specifically listed in the LAQM.TG(22) guidance as an accepted dispersion model.

Model validation undertaken by the software developer (CERC) will not have included validation in the specific modelled area. It is therefore necessary to perform a comparison of modelled results with local monitoring data at relevant locations. This process of verification attempts to minimise the modelling uncertainty and systematic error by correcting modelled results by an adjustment factor to gain greater confidence in the final results.

The predicted results from a dispersion model may differ from measured concentrations for a large number of reasons, including uncertainties associated with:

- Background concentration estimates;
- Source activity data such as traffic flows and emissions factors;
- Monitoring data, including locations; and
- Overall model limitations.

Model verification is the process by which these and other uncertainties are investigated and where possible minimised. In reality, the differences between modelled and monitored results are likely to be a combination of all these aspects.

Model setup parameters and input data were checked prior to running the models in order to reduce these uncertainties. The following were checked to the extent possible to ensure accuracy:

- Traffic data;
- Distance between sources and monitoring as represented in the model;
- Speed estimated on roads; and
- Background monitoring and background estimates.

NO₂ Verification Calculations

The verification of the model output was performed in accordance with the guidance provided in Chapter 7 of LAQM.TG(22).

Relevant monitoring locations within the Council's jurisdiction (those adjacent to modelled roads) have been used in the verification. This included all diffusion tube sites within the Bridgnorth AQMA, detailed in Table 3-1. In total, only the roadside passive (diffusion tube) monitoring site DF13 was excluded for model verification. DF13 monitored an NO₂ concentrations that was 10 µg/m³ lower than monitoring site DF71, which is located around 5m north and exceeds the AQO. It was considered that although there are canyon effects observed on Pound Street where both sites are located, that due to a small 0.5m gap in the buildings where DF13 is located that there could be potential microclimate dynamics that were resulting in lower observed concentrations and could not be replicated in model. As such, a conservative approach was taken and DF13 was excluded from the model verification.

It should be noted that due to the incline observed on Pound street a 10% gradient was applied to the road through the EFT v12.0.1 function when calculating vehicle emissions.

Table B.1 below shows an initial comparison of the monitored and unverified modelled NO₂ results for the year 2022, in order to determine if verification and adjustment was required.

Table B.1 – Unverified Modelled and Monitored NO₂ Concentrations

Site ID	Background NO ₂ (µg/m ³)	Monitored Total NO ₂ (µg/m ³)	Unverified Modelled Total NO ₂ (µg/m ³)	% Difference (Modelled vs. Monitored)
DF81	6.0	21.3	10.4	-51.3
DF80	6.0	37.6	12.9	-65.7
DF79	6.0	35.6	12.6	-64.6
DF78	6.0	32.9	12.2	-62.9
DF77	6.0	29.2	11.8	-59.4
DF76	6.0	29.5	12.0	-59.5
DF75	6.0	23.9	11.2	-53.2
DF74	6.0	24.4	11.3	-53.6
DF72	6.0	22.6	9.8	-56.9
DF71	6.0	41.5	16.6	-59.9
DF29	6.0	23.3	9.8	-58.1
DF28	6.0	35.8	12.3	-65.8
DF83	6.0	47.8	17.0	-64.4
DF73	6.0	27.3	10.6	-61.1

The data in Table B.1 shows that the model was under predicting at all monitoring locations. At this stage, all model inputs were checked to ensure their accuracy; this includes road and monitoring site geometry, traffic data, link emission rates, 2022 monitoring results, background concentrations and modelling features such as street canyons. Following a level of QA/QC completed upon the model, no further improvement of the modelled results could be obtained on this occasion. The difference between modelled and monitored concentrations was greater than -25% at the majority of locations therefore adjustment of the results was necessary. The relevant data was then gathered to allow the adjustment factor to be calculated.

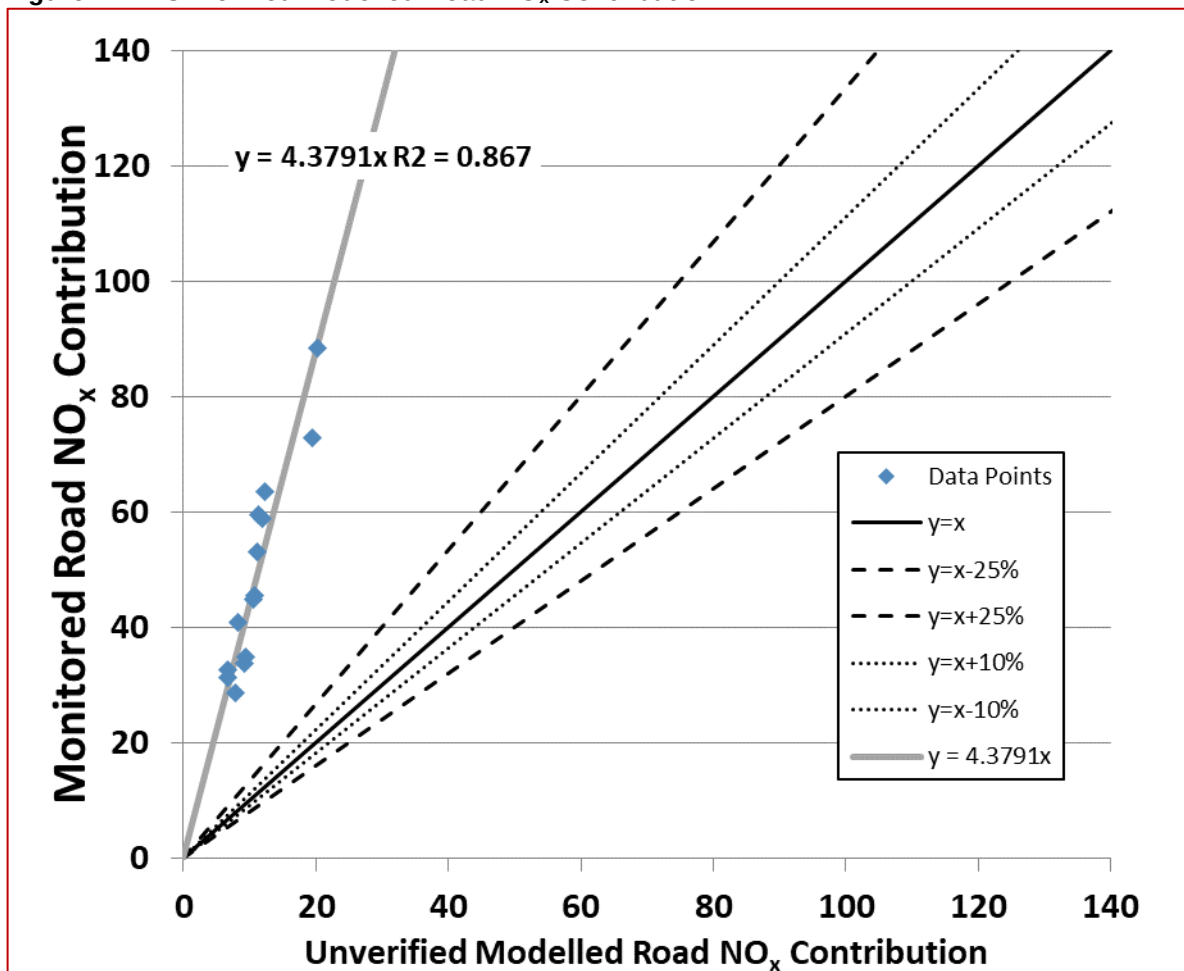
Table B.2 provides the relevant data required to calculate the model adjustment based on regression of the modelled and monitored road source contribution to NO_x.

Table B.2 – Data Required for Adjustment Factor Calculation

Site ID	Monitored Total NO ₂ (µg/m ³)	Monitored Total NO _x (µg/m ³)	Background NO ₂ (µg/m ³)	Background NO _x (µg/m ³)	Monitored Road Contribution NO ₂ (Total - Background) (µg/m ³)	Monitored Road Contribution NO _x (Total - Background) (µg/m ³)	Modelled Road Contribution NO _x (Excludes Background) (µg/m ³)
DF81	21.3	36.3	6.0	7.6	15.3	28.6	7.8
DF80	37.6	71.1	6.0	7.6	31.5	63.5	12.4
DF79	35.6	66.6	6.0	7.6	29.5	59.0	11.9
DF78	32.9	60.7	6.0	7.6	26.9	53.1	11.2
DF77	29.2	52.5	6.0	7.6	23.1	44.8	10.5
DF76	29.5	53.2	6.0	7.6	23.5	45.6	10.7
DF75	23.9	41.4	6.0	7.6	17.8	33.8	9.2
DF74	24.4	42.5	6.0	7.6	18.4	34.9	9.5
DF72	22.6	38.9	6.0	7.6	16.6	31.3	6.6
DF71	41.5	80.5	6.0	7.6	35.5	72.8	19.5
DF29	23.3	40.3	6.0	7.6	17.3	32.7	6.7
DF28	35.8	67.2	6.0	7.6	29.8	59.6	11.2
DF83	47.8	96.0	6.0	7.6	41.8	88.4	20.2
DF73	27.3	48.5	6.0	7.6	21.3	40.9	8.2

Figure B.1 provides a comparison of the modelled road contribution NO_x versus monitored road contribution NO_x, and the equation of the trend line based on linear regression through zero. The total monitored NO_x contribution has been derived by back-calculating NO_x from the NO_x/NO₂ empirical relationship using the spreadsheet tool available from Defra's website. The equation of the trend lines presented in Figure B.1 gives an adjustment factor for the modelled results of 4.379.

Figure B.1 – Unverified Modelled Road NO_x Contribution



Model adjustment needs to be undertaken for NO_x rather than NO₂. For the monitoring results used in the calculation of the model adjustment, NO_x was derived from NO₂, using the NO_x to NO₂ calculator (V8.1) spreadsheet tool available from the LAQM website.

The results of the final verification factor are presented in Table B.3. All diffusion tube locations are within the $\pm 25\%$ acceptance level. Alongside this, the RMSE for this verification is 2.9, which according to TG(22) as the RMSE is below 4, indicates that this final verification is performing accurately. The verification factor used for the receptors in this AQMA is 4.379.

Table B.3 – Final Verification Calculation

Site ID	Ratio of Monitored Road Contribution NO _x / Modelled Road Contribution NO _x	Adjustment Factor for Modelled Road Contribution NO _x	Adjusted Modelled Road Contribution NO _x (µg/m³)	Adjusted Modelled Total NO _x (Including Background NO _x) (µg/m³)	Modelled Total NO ₂ (Based upon Empirical NO _x / NO ₂ Relationship) (µg/m³)	Monitored Total NO ₂ (µg/m³)	% Difference (Adjusted Modelled NO ₂ vs. Monitored NO ₂)
DF81	3.67	4.379	34.1	41.8	24.1	21.3	12.8
DF80	5.13		54.2	61.8	33.4	37.6	-10.9
DF79	4.96		52.1	59.7	32.5	35.6	-8.7

DF78	4.75		49.0	56.6	31.1	32.9	-5.7
DF77	4.28		45.9	53.5	29.6	29.2	1.6
DF76	4.27		46.8	54.4	30.1	29.5	1.9
DF75	3.65		40.5	48.1	27.1	23.9	13.6
DF74	3.68		41.5	49.2	27.6	24.4	13.2
DF72	4.71		29.1	36.7	21.5	22.6	-4.9
DF71	3.74		85.3	93.0	46.6	41.5	12.3
DF29	4.89		29.3	36.9	21.6	23.3	-7.2
DF28	5.30		49.2	56.9	31.2	35.8	-13.0
DF83	4.37		88.5	96.1	47.9	47.8	0.1
DF73	4.98		36.0	43.6	24.9	27.3	-8.6

Figure B.2 – Verified Modelled Road NO_x Contribution

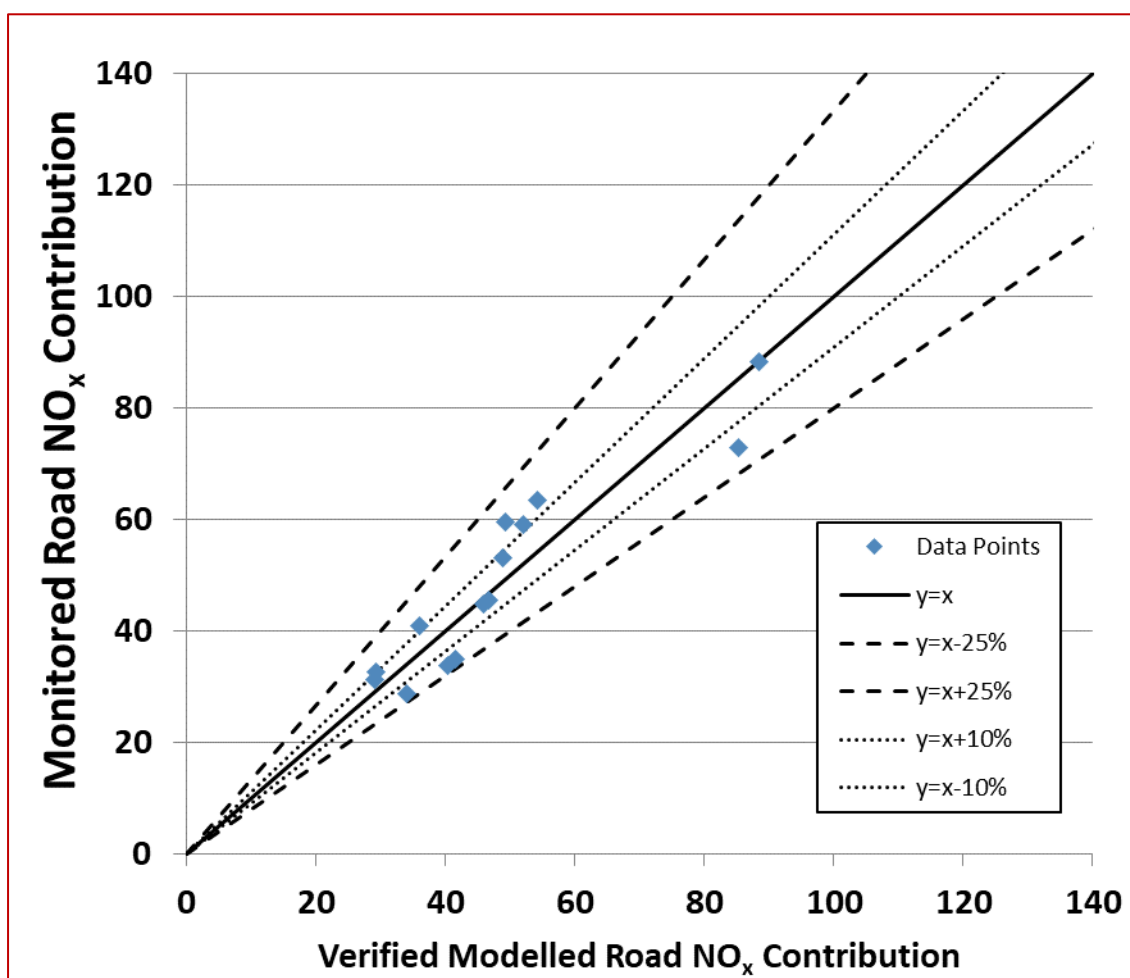
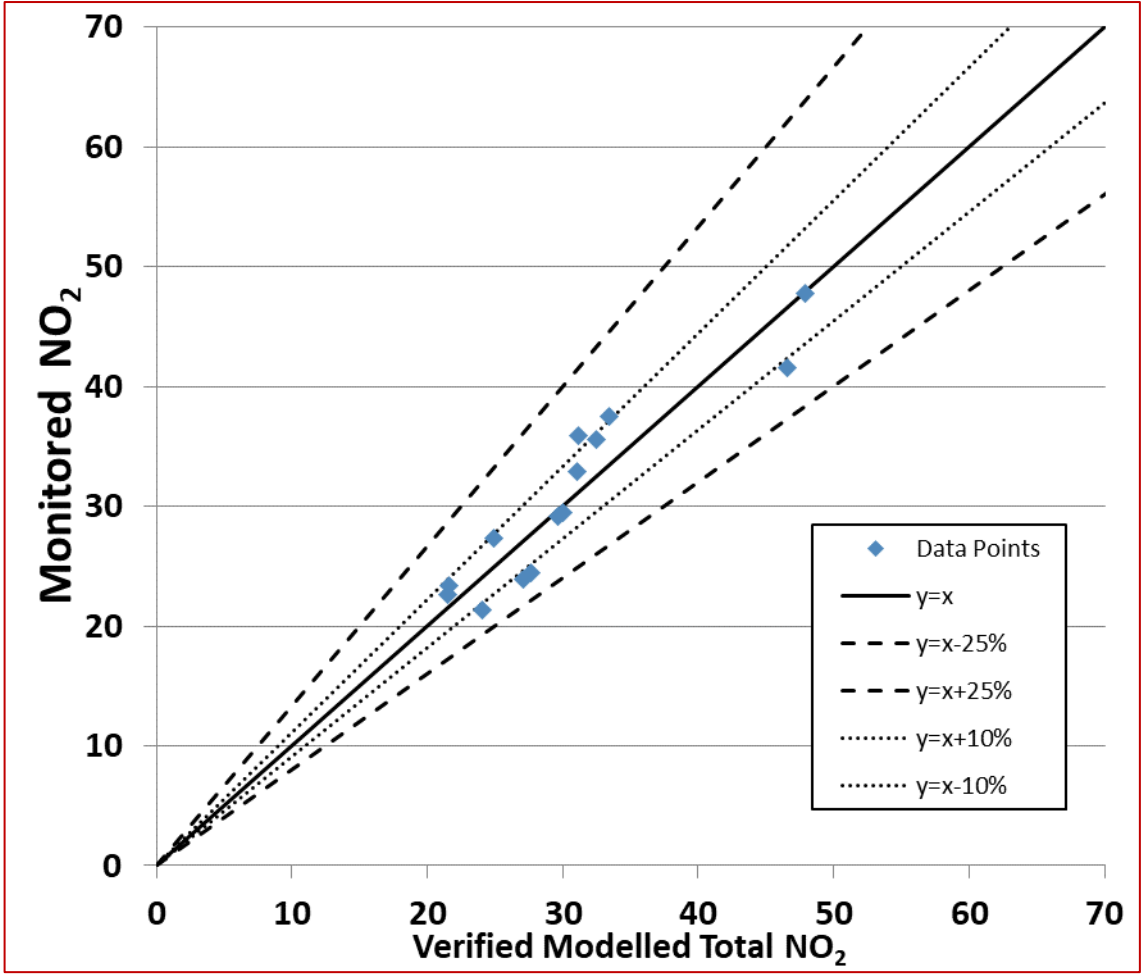


Figure B.3 – Verified Modelled Total NO₂



Glossary of Terms

Abbreviation	Description
AADT	Annual Average Daily Traffic
ANPR	Automatic Number Plate Recognition
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQO	Air Quality Objective
AQS	Air Quality Strategy
ASR	Air Quality Annual Status Report
Defra	Department for Environment, Food and Rural Affairs
EU	European Union
EFT	Emissions Factor Toolkit
EV	Electric Vehicle
HGV	Heavy Goods Vehicle
IMD	Indices of Multiple Deprivation
LAQM	Local Air Quality Management

LCWIP	Local Cycling and Walking Infrastructure Plan
LGV	Light Goods Vehicles
LSOA	Lower Super Output Area
LTP	Local Transport Plan
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
NH ₃	Ammonia
PG	Policy Guidance
PCN	Penalty Charge Notice
PHOF	Public Health Outcomes Framework
PM ₁₀	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM _{2.5}	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
PSV	Passenger Service Vehicle
TG	Technical Guidance

References

¹ Defra, Emissions Factors Toolkit – version 11.0 (2021), available at: <https://laqm.defra.gov.uk/air-quality/air-quality-assessment/emissions-factors-toolkit/>

² Shropshire Council Highways Team Traffic Counts 2023, via internal communications

³ Department for Transport (DfT) Road Traffic Counts (2023) available at: <https://roadtraffic.dft.gov.uk>

⁴ Bureau Veritas, 2023, Shropshire AQAP Bridgnorth AQMA Technical Report

⁵ Defra, 2022, Local Air Quality Management Technical Guidance

Shropshire Council
Equality, Social Inclusion and Health Impact Assessment (ESHIA)
Stage One Screening Record 2024

A. Summary Sheet on Accountability and Actions

Name of proposed service change
Approval of Air Quality Action Plans (AQAPs) for Bridgnorth and Shrewsbury Air Quality Management Areas

Name of the officer carrying out the screening
Joanne Chanter Public Protection Officer (Professional)

Decision, review, and monitoring

Decision	Yes	No
Initial (Stage One) ESHIA Only?	x	
Proceed to Stage Two Full ESHIA or HIA (part two) Report?		x

If completion of a Stage One screening assessment is an appropriate and proportionate action at this stage, please use the boxes above, and complete both part A and part B of of this template. If a Full or Stage 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.

Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of equality and social inclusion considerations
It is a statutory requirement for the Council to produce an air quality action plan (AQAP) for any designated air quality management areas (AQMAs) and to consult relevant people on these plans. There are two AQMAs in the Shropshire local authority area: one in Shrewsbury and one in Bridgnorth. An action plan has been produced for each area and aims to detail measures that will be taken to improve air quality in these areas. The reports outline the actions that Shropshire Council proposes to deliver between 2024 and 2029 to reduce concentrations of air pollutants and exposure to air pollution. The initial screening had indicated that there will be an anticipated low to medium positive equality impact across all nine Protected Characteristic groupings as defined in the Equality Act 2010, as well as for the grouping of veterans and serving members of the armed forces and their families, as defined in the Armed Forces Act 2021.

This is due to the anticipated health impact benefits of better air quality for individuals across all groupings, particularly for children and younger people, older people, and people with a range of disabilities and/or limiting long term illnesses including respiratory conditions.

Additionally, there will be the same positive impacts were anticipated for those for whom the Council seeks to have due regard to need through our tenth category of consideration of Social Inclusion. This is not an Equality Act category, rather representing our efforts as a Council to consider the needs of households in Shropshire and the circumstances in which they may find themselves. We similarly anticipate positive impacts for any young people leaving care who may be affected by and through these AQAP actions, as they are also a local grouping for whom we have consideration.

The draft action plans went through a consultation process and feedback on the proposed actions from people within the AQMA and from people/businesses etc have been taken into account in the final plans. Details of the consultation comments and the relevant responses have been included in the Appendices.

Officers have ascertained following the consultation that overall, the anticipation remains, for positive equality and social inclusion impact on the health and quality of life of people who live in, work in, or study in Bridgnorth, Shrewsbury, and the wider Shropshire area, as well as visitors.

There will need to be ongoing efforts, in this and future related projects, to engage with people in the Protected Characteristic groupings, particularly where low levels of responses to public consultation have been received to date.

Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of health and wellbeing considerations

The reports outline the actions that Shropshire Council proposes to deliver between 2024 and 2029 to reduce concentrations of air pollutants and exposure to air pollution.

As noted in the draft reports, air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.

The indications are that there will be an anticipated low to medium positive health and wellbeing impact, due to the benefits of better air quality for individuals across all groupings, particularly for children and younger people, older people, and people with a range of disabilities and/or limiting long term illnesses including respiratory conditions.

Actions within the two AQAPs may also benefit neurodiverse individuals through public space improvements that make such spaces safer and more accessible for

everyone including those with neurodiverse conditions, for whom sense of smell and anxieties over traffic noise and speeding traffic may be heightened.

Furthermore, there could be a potential drop in referrals to health and social care services arising from better physical and mental health because of better air quality.

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

Legislation and Statutory Guidance sets out the procedure by which the AQAPs must be produced including requirements around the content and then a statutory consultation process.

The public and stakeholder consultation provided feedback which was accounted for in the final action plans. There, will be additional consultations as part of the detailed design and implementation process for each specific measure.

The national Air Quality Strategy encourages local authorities to collaborate on the development of measures to improve Air Quality. This includes involving Directors of Public Health at all stages throughout the discussions of Air Quality Action as Air Quality is a public health concern. The Air Quality Strategy also pushes for measures to detail the costs and benefits to help determine the feasibility of a measure.

To promote effective local action, a wider range of bodies are brought into the process of the Air Quality Action Plan, this includes any neighbouring local authorities, The Environment Agency and National Highways. Progress with implementing the measures detailed in the action plan and the effectiveness of the measures is reviewed and reported annually via the Annual Status Report.

The AQAPs will be reviewed every five years at the latest implementation of the AQAP measures is anticipated to achieve the relevant objectives by 2025 in Shrewsbury and 2027 in Bridgnorth. Following compliance of the Air Quality Objectives, the Air Quality Management Areas will be revoked and then Shropshire Council will develop an Air Quality Strategy detailing the ongoing measures to continue to keep NO₂ concentrations below the AQO. The latest 2024 ASR for Shropshire Council is available to the public on the website.

..

Associated ESHIAs

This ESHIA is a follow up to the initial ESHIA carried out as part of the consultation process.

During the earlier phases of the Covid-19 pandemic, a range of temporary highway measures were developed by Shropshire Council to facilitate social distancing in

areas with high levels of pedestrian footfall or cycling activity and to promote active travel, including a set of measures in Shrewsbury Town Centre and measures in Bridgnorth. The learning around positive equality and health and wellbeing impacts feeds into this ESHIA, as does that recorded in related ESHIAs around pedestrianisation, the Shrewsbury Movement and Public Realm Strategy, active travel including the Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP), Bus Service Improvement Plan and that being collected in relation to School Streets pilots.

Actions to mitigate likely negative impact, enhance positive impact, and review and monitor the overall impacts with regard to climate change impacts and with regard to economic and societal impacts

Climate Change

The action plans propose a number of measures to reduce emissions of NO_x through reducing congestion and encouraging a modal shift towards more environmentally friendly methods of transportation, such as walking and cycling. These measures will reduce energy and fuel consumption and hence have a positive impact in terms of climate change.

Economic and societal/wider community

In England, the total cost due to NO₂ to the NHS and social care is estimated to be £60.8million by 2025, and £230million by 2035. This increases to £2.7billion and £9.2billion respectively when diseases with less robust evidence are included. The highest cost burden due to NO₂ was for social care (£1.2billion and £3.8billion by 2025 and 2035 respectively)¹. Shropshire Council is committed to reducing the exposure of people in Shropshire to poor air quality to improve health.

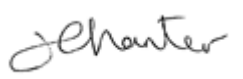
Many of the measures proposed within the AQAPs are part of wider strategic measures that already have been agreed in principle and have already obtained complete or partial funding i.e. the Station Gyratory scheme, NWRR, Riverside development, LCWIP and school travel plans. These associated plans will also go through the ESHIA process specific to the proposals.

Measures such as the Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP) sets out policy intentions around improved active travel infrastructure, which will enhance access to educational, employment, leisure and shopping facilities. This will in turn have a positive impact on wellbeing.

Potential health and well-being impacts are evident in terms of road safety, with proposals to reduce through traffic within towns and reduce vehicular speeds, benefiting pedestrians and cyclists across age demographics from a safer streets perspective as well as through better air quality.

Public space improvements, improvements to crossings, and upgrades to existing paths (including widening, signage and lighting improvements), allied to better air quality, will make public spaces safer and more accessible for everyone.

Scrutiny at Stage One screening stage

People involved	Signatures	Date
<i>Lead officer for the proposed service change</i> Kieron Smith, Environmental Protection Service Manager		14/11/24
<i>Officer carrying out the screening</i> Joanne Chanter Public Protection Officer (Professional)		14/11/24
<i>Any other internal service area support*</i>		
<i>Any external support**</i> Mrs Lois Dale Rurality and Equalities Specialist		13/11/24
Phillip Northfield <i>Public Health Development Officer</i>		13/11/24

**This refers to other officers within the service area*

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

Sign off at Stage One screening stage

Name	Signatures	Date
<i>Lead officer's name</i> Kieron Smith, Environmental Protection Service Manager		14/11/24
<i>Service manager's name</i>		

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

B. Detailed Screening Assessment

Aims of the service change and description

Shropshire Council have a statutory obligation to take necessary action to reduce air pollution to below the national objectives at relevant receptors.

It is a statutory requirement for the Council to produce an air quality action plan (AQAP) for any designated air quality management areas (AQMAs) and to consult relevant people on these plans. There are two AQMAs in the Shropshire local authority area: one in Shrewsbury and one in Bridgnorth. An action plan has been produced for each area and aims to detail measures that will be taken to improve air quality in these areas.

An air quality action plan (AQAP) details the potential options available to improve air quality and details the preferred actions that the Council intends to take to bring pollution levels below the objective level. The process for identifying relevant receptors, assessing the air quality impacts and the potential air quality benefits of various options has to follow approved guidance.

The implementation of any of the proposed actions (unless they involve minor changes) would require a separate consultation process.

For example, the Shrewsbury North West Relief Road (NWRR) has been through a planning consent process and the Shrewsbury Railway Station gyratory works also had a separate consultation. These two projects are the main actions detailed in the Shrewsbury AQAP. Although they are detailed in the plan as actions that will reduce NO₂ levels to below the objective level, both projects have already been approved and works have already started on the gyratory works.

Whilst there were a lot of objections to the NWRR and the gyratory works, these were dealt with during the relevant consultation process, and both projects were approved.

The draft Shrewsbury AQAP identifies priorities in relation to traffic management at Castle Foregate, the NWRR, increases in parking charges, and promotion of sustainable modes of transport.

The draft Bridgnorth AQAP identifies priorities in regard to traffic management, variable messaging signs, and school travel plans.

The national Air Quality Strategy is designed for local authorities in England to focus on actions to reduce three main pollutants, PM_{2.5}, NO_x and NH₃. The Air Quality Strategy is also designed to support and provide relevant information to those local authorities that are preparing AQAPs.

The two Air Quality Action Plans (AQAPs) outline the actions that Shropshire Council will deliver between 2024 and 2029 to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health

and quality of life of residents and visitors to Shrewsbury and the wider Shropshire area.

They have been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

Intended audiences and target groups for the service change

- All those who live in, work in and visit Shropshire
- People living in residential properties in areas of exceedance
- All businesses within the AQMAs
- Bridgnorth and Shrewsbury Town councils
- Shrewsbury Friends of the Earth
- The Shrewsbury BID
- Future Bridgnorth Partnership
- Shropshire Council portfolio holder and local councillors for relevant areas
- LTP Project Steering Group
- Highways Authority
- Environment Agency
- Secretary of State for DEFRA (this is a legal requirement)

Evidence used for screening of the service change

Statistics and data including:

- ONS statistics
- Indices of Multiple Deprivation analyses
- Air Quality Annual Status Report

Shropshire Council plans and strategies, including

- Climate Change Strategy and Action Plan
- Local Plan Partial Review
- Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP)
- Shropshire Local Transport Plan 2011-2026
- Shropshire, Telford and Wrekin – Health Protection Strategy 22-27

National legislation and guidance, including

- Environment Act 1995 Part IV
- Clean Air Strategy 2019
- Air Quality Strategy 2023
- 'Air Quality: a briefing for Directors of Public Health'
- Public Health Outcomes Framework (England)

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

There was a tri-part approach to the consultation, intended to demonstrate efforts to reach not only all those who live in, work in and visit Shropshire, but also those directly affected in the AQMAs, and in so doing also ensure compliance with statutory requirements.

As well as public consultation via the Council website, letters were sent directly to properties in areas where the current air quality is expected to exceed (or be close to exceeding) the national objectives.

In addition, the consultation aimed to reach relevant people/businesses etc who could be impacted by the actions.

The range of mechanisms used were:

- Letter to residential properties in areas of exceedance
- Hard copies in Bridgnorth and Shrewsbury Libraries
- Bridgnorth and Shrewsbury Town councils
- Shrewsbury Friends of the Earth
- The Shrewsbury BID
- Future Bridgnorth Partnership
- Shropshire Council website
- Shropshire Council portfolio holder and local councillors for relevant areas
- Public Health
- LTP Project Steering Group
- Highways Authority
- Secretary of State (this is a legal requirement)

A total of 56 responses were received in relation to the consultation. The feedback from the consultation process is contained within appendices to the Cabinet report for December 2024

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

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

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 locally	High negative impact	High positive impact	Medium positive or negative impact	Low positive, negative, or neutral impact (please specify)

identified in Shropshire	<i>Stage Two ESHIA required</i>	<i>Stage One ESHIA required</i>	<i>Stage One ESHIA required</i>	<i>Stage One ESHIA 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 a disability)			X medium positive	
<u>Disability</u> (please include cancer; HIV/AIDS; learning disabilities; mental health conditions and syndromes; multiple sclerosis; neurodiverse conditions such as autism; hidden disabilities such as Crohn's disease; physical and/or sensory disabilities or impairments)			X medium positive	
<u>Gender re-assignment</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				X low to medium positive
<u>Marriage and Civil Partnership</u> (please include associated aspects: caring responsibility, potential for bullying and harassment)				X low to medium positive
<u>Pregnancy and Maternity</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				X low to medium positive
<u>Race</u> (please include ethnicity, nationality, culture, language, Gypsy, Roma, Traveller)				X low to medium positive
<u>Religion or Belief</u> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Veganism, Zoroastrianism, and any others)				X low to medium positive
<u>Sex</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				X low to medium positive

<u>Sexual Orientation</u> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				X low to medium positive
<u>Other: Social Inclusion</u> (please include families and friends with caring responsibilities; households in poverty or on low incomes; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities)			X medium positive	
<u>Other: Veterans and serving members of the armed forces and their families</u>			X medium positive	
<u>Other: Young people leaving care</u>			X medium positive	

Initial health and wellbeing impact assessment by category

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.

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)
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? .			X positive as it will lead to better air quality	
Will the proposal <i>indirectly impact</i> an individual's ability to improve their own health and wellbeing?			X positive as it will facilitate encouragement of active travel	

For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking? .				
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? .				X positive, promotion of active travel and improved air quality.
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? .				X neutral to low positive as increased physical and mental health could lead to a drop in referrals

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 Stage 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, a Stage One 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 national Protected Characteristic groupings and our additional local categories. 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 Stage One 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.

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 high negative impacts for groupings within the community, the service area would need to take advice on whether or not to carry out a full report, or Stage Two assessment. This is resource intensive but will enable more evidence to be collected that will help the service area to reach an informed opinion.

In practice, Stage 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 or to Strategic Licensing Committee.
- 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 likely positive effects for a group or groupings; and
- What actions you are planning to monitor and 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.

There are nine Protected Characteristic groupings defined in the Equality Act 2010. The full list of groupings is: Age; Disability; Gender Reassignment; Marriage and Civil Partnership; Pregnancy and Maternity; Race; Religion or Belief; Sex; and Sexual Orientation.

There is also intersectionality between these. Eg a young person with a disability would be in the groupings of Age and Disability, and if they described themselves as having a faith they would then also be in the grouping of Religion or Belief. 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.

For the individuals and groupings who may be affected, ask yourself what impact do you think is likely and what actions will you currently anticipate taking, to mitigate or enhance likely impact of the service change? If you are reducing a service, for example, there may be further use you could make of awareness raising through social media and other channels to reach more people who may be affected.

Social inclusion is then a wider additional local category we use in Shropshire, in order to help us to go beyond the equality legislation in also considering impacts for individuals and households with regard to the circumstances in which they may find themselves across their life stages. This could be households on low incomes, or households facing challenges in accessing services, such as households in rural areas, and veterans and serving members of the armed forces and their families, or people that we might consider to be vulnerable, such as young people leaving care or refugee families.

Please note that the armed forces are now a grouping to whom we are required to give due regard under recent Armed Forces legislation, although in practice we have been doing so for a number of years now.

We are now also identifying care leavers as a distinct separate local grouping due to their circumstances as vulnerable individuals.

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.

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 which we are asking service area leads to consider health and wellbeing impacts, 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 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 advice: please contact

Lois Dale via email lois.dale@shropshire.gov.uk, or

Phil Northfield via email Phillip.Northfield@shropshire.gov.uk

Shrewsbury Air Quality Action Plan

Public Consultation Report

October 2024



1 Background and Methods

The Air Quality Action Plans (AQAPs) were developed following the establishment of Air Quality Management Areas (AQMAs) near Shrewsbury's Railway Station and along Pound Street in Bridgnorth, due to nitrogen dioxide (NO₂) levels surpassing national standards.

The draft AQAPs include a summary of:

- The current air quality situation
- Sources of pollution
- An assessment of the reductions required
- Details of the key priorities and actions

The actions cover a range of areas such as traffic management, sustainable transport, public awareness, and planning policies. The draft AQAPs also provide an estimate of the cost and benefit of each proposed measure, as well as the expected timescale for achieving compliance with the air quality objectives.

The Shrewsbury draft AQAP mainly considers the predicted effect of existing plans that are either already progressing (e.g. Castle Foregate Gyratory) or plans that have already been approved (e.g. The North West Relief Road), as well as additional actions such as anti-idling measures. The forecast suggests that by undertaking the recommended initiatives, the desired outcomes should be achieved by the year 2025. However, if these actions are not implemented and only national measures are pursued, it is anticipated that compliance will be attained by 2029.

Residents and businesses were invited to share their views on the proposed measures to improve air quality in Shrewsbury and Bridgnorth through an online consultation that included the plans for both towns. However, reporting on the survey results are separated by town. This present report focuses on the results pertaining to Shrewsbury's AQAP.

The online survey ran on the council's Get Involved pages from 31st July through 12th September 2024 and were publicised through Shropshire Council's newsroom. Quantitative results of the survey are displayed below where appropriate as figures. Qualitative responses were analysed for common themes, which are presented where appropriate in Tables, with examples illustrating the common themes anonymised and provided as quotes.

This report proceeds in the following sections:

- **Section 1: Background and Methods** (this section) provides an overview of Shropshire Council's AQAPs, a summary of the specific actions for Shrewsbury, and a brief description of the methods employed in analysing the results of the consultation.
- **Section 2: Respondents** presents the number and types of responses to the consultation received from the online survey, as well as identifying demographic characteristics of respondents.

- **Section 3: Satisfaction with Plans** presents the results of respondents' reported satisfaction with the plans and details responses to open-ended question about what they like and don't like about the plans.
- **Section 4: Additional Feedback** discusses the analysis of feedback received on the impacts of the proposals for people with protected characteristics as well as alternative suggestions offered by respondents. It also contains summaries of the letters received in response to the consultation.
- **Section 5: Summary and Conclusion** provides brief summary and conclusion based on the overall analysis of the feedback received.

2 Respondents

Respondents were invited to answer questions about both the Shrewsbury and the Bridgnorth plans, and some chose to comment on both plans, so this section includes data on the demographic makeup of all survey responses. While 56 respondents answered the survey, only about 25 chose to answer the optional demographic questions. These questions are asked in order to gauge whether the survey reached a representative sample of the populations that will be affected by the proposals.

Overall, most respondents were answering as individual members of the public (**see Figure 1**). Only two respondents indicated that they were answering the survey on behalf of organisations. Both of these respondents said that they were representing a business. One of the respondents represented a business in the Shrewsbury area, and the other did not indicate their location.

More respondents identified as male than female, though 12% preferred not to provide their gender (**see Figure 2**). Though "Other (e.g. prefer to self-describe)" was offered as an option, no respondents identified in this way.

The ages reported by respondents (only 25 answered this question) were fairly well distributed, with the largest percentage of respondents between 55-64 years old (**see Figure 3, below**).

Figure 1: Respondent Representation

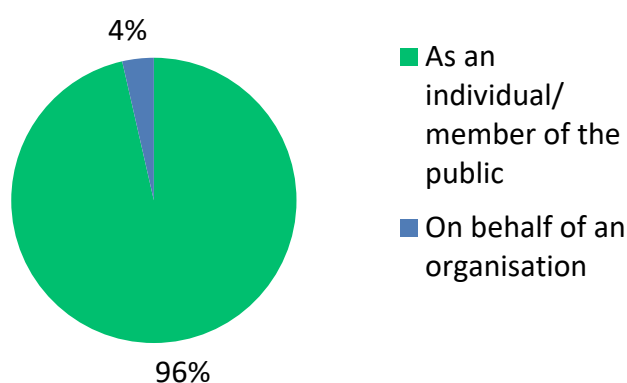
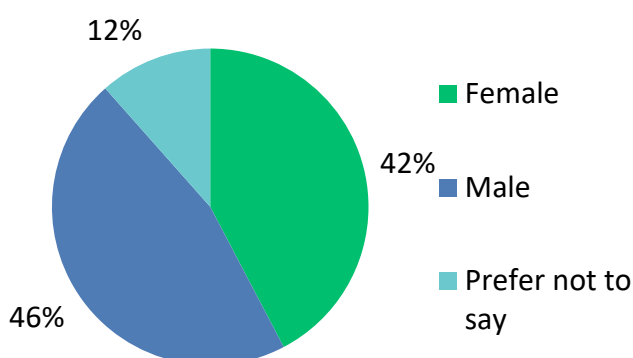
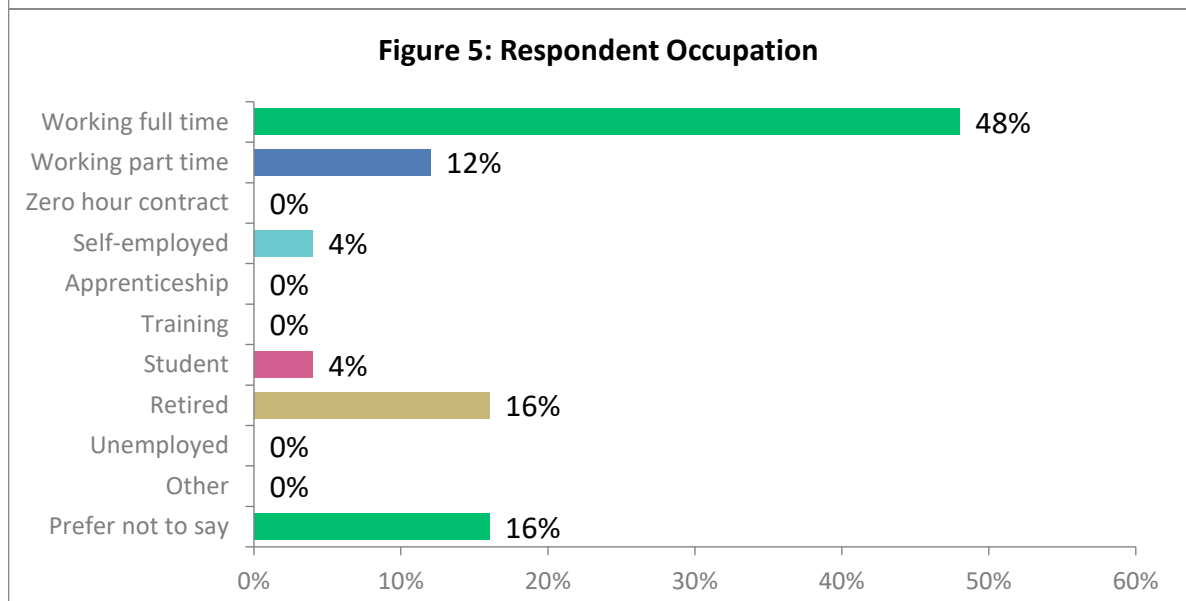
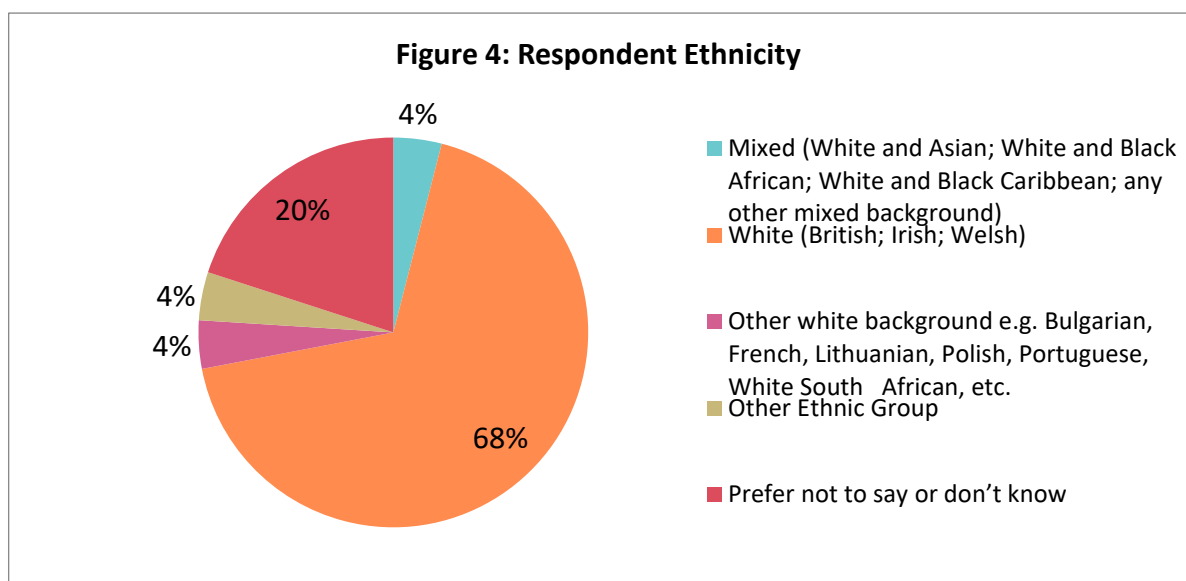
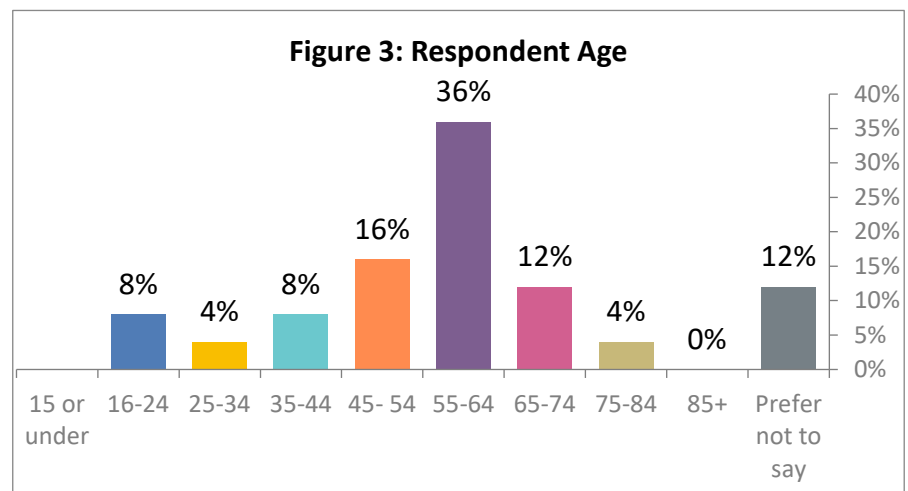


Figure 2: Respondent Gender



Most respondents answering the demographic questions indicated that they are of White (British; Irish; Welsh) ethnicity, though three respondents said they were from different ethnic backgrounds (see **Figure 4**).



A majority of respondents answering the demographic questions indicated that they are working either full-time or part-time (see **Figure 5**), which is consistent with the average respondent age range reported in **Figure 3**.

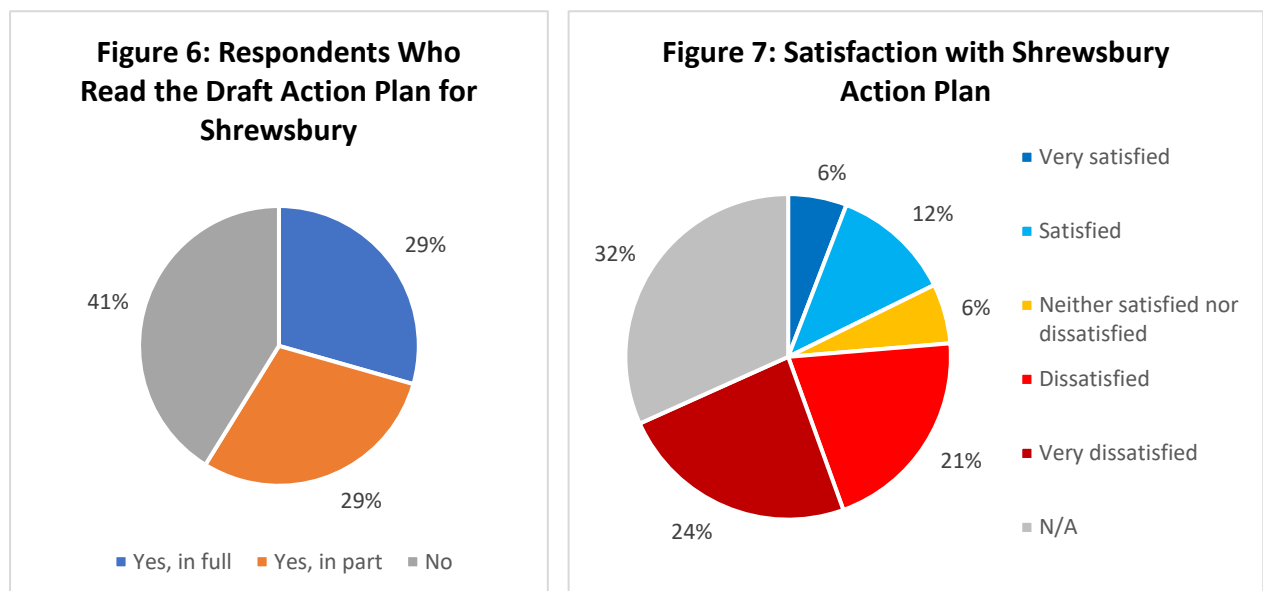
In terms of responses from people with other protected characteristics, three respondents indicated that they have a long-term disability or illness, one indicated that they are a family member of a serving member of the armed forces, and six respondents indicated that they are Christian, while the remaining respondents indicated that they are of no religion or preferred not to say.

Overall, it is necessary to say that the response rate for this survey was low in comparison with the populations of the large towns to which the action plans pertain. However, it seems that the length of the consultation and the promotion of the consultation were adequate so that those interested in the plans had the opportunity to have their say in the time and manner provided to them. The demographic representation therefore appears to be sufficient for the purposes of representing the public interest in these plans.

3 Satisfaction with Plans

Respondents were first asked whether they had read the draft action plan for Shrewsbury. 34 respondents answered this question, and a majority of respondents (58%) said they had read the plan either in part or in full (**see Figure 6**).

Satisfaction with the Shrewsbury Air Quality Action Plan was mixed, but more respondents were dissatisfied or very dissatisfied with the plan (45%) than were satisfied or very satisfied with it (18%) (**see Figure 7**).



Respondents were next asked to provide detailed comments on what they liked about the proposals, what they didn't like, and to make suggestions about what could be improved. 12 respondents left comments about what they "liked" about the proposals, though a few of these were actually comments about what they didn't like, and so these comments are covered next.

The following comments represent what people said they **liked** about the proposals:

- “It is commendable that the air quality is now being looked at in certain areas of the town.”
- “Change buses to electric.”
- “Really we need to improve public transport in and into Shrewsbury.”
- “At least it's an attempt to tackle a serious problem.”
- “Idea of electric buses.”
- “Traffic easing within Shrewsbury town centre. Reliable public transport.”
- “Enhancements to existing road junctions to improve traffic flow.”
- “Improved park and ride.”

In addition to the few negative comments left in response to the question about what respondents liked about the proposals, there were 15 responses to the question about what respondents didn't like about the Shrewsbury action plan. The following comments represent excerpts from what people said they **didn't like** about the proposals and are roughly grouped according to some of the themes that emerged in the analysis of responses to this question.

Many of these comments focused on the **impacts of increased traffic and the need for improving public transportation or encouraging more active travel** as a solution to the problem. For example:

- “Doesn't seem to address the poor public transport into town, or round the town. This would reduce the numbers of cars. Hoping it DOES address safe walking and cycling.”
- “Pushing public to use park & ride, when bus service should be to all the surrounding villages and regular times 7 days a week and till late in the evenings... thus encouraging no driving to park & ride. People can get to and from work and people can go out into town on an evening. Brings more money into the town!”
- “It's too roads based.”
- “The longitudinal impacts of a lack of vision for a significant shift away from cars needs quantifying and qualifying.”
- “The cars are bad policies just destroy towns and this failing idea keeps killing off towns.”
- “Do not punish those of us who work in town, can walk to work and operate form a 400 year old building. This is far better than these new build out of town locations where need to travel to.”
- “We need to keep pedestrian crossings unless you actually want more road accidents! If we are to encourage active travel, this includes walking and means we need to protect the best direct walking routes to the town centre not make everyone walk further to find a safe place to cross the road.”

Other respondents **worried about the impacts of the plans on business or expressed concerns about increases in parking charges**. For example:

- “It is so anti-business and rewards those who have move to out of town locations increasing the need to travel. It will increase overall pollution so now need to travel to Meole Brace for one shop then Harlescott for another when both shops were based in the town.”

- “Increased parking charges within the town centre, LCWIP [local cycling and walking infrastructure plans].”
- “Under 4.5.3. It states ‘...decrease charges outside the loop...’ - this is relation to Town Centre Parking Charges but THIS IS NOT THE CASE as Frankwell is clearly outside the loop and yet it is due to be increased!”

Two respondents felt that the **plans did not focus enough on the pollution caused by trains:**

- “You have totally ignored the NO2 emissions from diesel trains at the station and are wrongly penalising car and van drivers. This will not have the desired effect while diesel trains continue to cause the majority of air pollution in Shrewsbury.”
- “No impact of trains considered even though the Shrewsbury 'high pollution' area is the train station.”

Additionally, four of the responses in this section **specifically focused on the North West Relief Road (NWRR):**

- “Too much concentration on the Castle Foregate "hotspot". Too much reliance on the "benefits" of the NWRR. Not enough consideration of other parts of the Town Centre.”
- “The Station Gyratory may not achieve the reductions required and in fact might lead to more pollution rather than less. Also claiming the NWRR will also alleviate pollution in the town cannot be founded at this stage....There has been no modelling to show how traffic will change moving out of town and to the NWRR. What modelling there is shows inaccuracies....The Northern Area of the town also has the incinerator which had added to air pollution in this area.”
- “The obsession with the unfunded NWRR. This road could pollute Shrewsbury’s water and this has not been addressed. There will be a huge loss of habitat and trees which naturally capture carbon. Once built, housing developments along the road will follow encouraging more traffic.”
- “Shrewsbury document assumed NWRR is a done deal when it clearly is not. Increased parking charges are a detriment to local businesses - alternative offers of park and ride are wholly inadequate.”

4 Additional Feedback

Additional questions were asked of survey respondents that were designed to gather feedback on the plans that would help decision makers to consider things they might not have taken into account in the plans. The first of these questions was aimed at the potential impacts of the plans on people and groups with protected characteristics as defined by the [2010 Equality Act](#), which include things such as age, sex, and disability.

Equalities Impacts

As part of the development of the action plan and consultation process, Shropshire Council carried out an Equalities, Social Inclusion and Health Impact Assessment (ESHIA). The ESHIA is to ensure that people of different protected characteristic groups are not adversely impacted by any changes delivered as a result of implementation. Issues of diversity and equality and health are important aspect of how the council delivers its work, and an increasing area of focus with costs of living increases. For this reason, respondents were asked to review the ESHIA and to provide any comments they had about the action plans' impacts on people and groups with protected characteristics.

13 responses to this question were provided in total, and not all of these responses pertained to Shrewsbury. A few responses to this question rejected the need for there to be a focus on the impacts for people with protected characteristics.

Those responses pertaining to Shrewsbury or all Shropshire residents primarily focused on the impacts of the proposed action plans on those with disabilities, ill health, or the elderly. The common theme among these responses was to emphasise the need for measures to take into account accessibility and mobility as part of the plans. These comments were as follows:

- "Elderly pedestrians and children would be adversely affected by the removal of pedestrian crossings. Disabled residents who have no option but to access the town centre by car could be adversely affected by punitive measures against cars in the area, unless exempted somehow."
- "These plans will disadvantage several groups and there is a high risk they will not deliver the desired improvement. I have an elderly friend with incontinence, the current bus station and toilets are essential for her but when this is demolished she will struggle to find somewhere to relieve herself when she gets off the bus. She also struggles walking up hills and the new plans may make some areas of town a lot harder for her to access. She is losing her eyesight and having the bus station under the railway bridge will make it much more dangerous for her to cross. Workers on low wages and those with a degree of mobility issues who do not qualify for blue badges will suffer from the increased parking charges, particularly with the extended charging hours."
- "My daughters health is impacted by car travellers- the towns should be car free."
- "Exceptions to any town centre traffic reductions must include blue badge holders so they have equal access to their town. This needs to be 24/7."
- "Older and disabled are being ignored, businesses seem not to matter. The country has thrown away all our manufacturing now we want to throw away our towns as a place to work WHY?"

Alternative Suggestions

Survey respondents were also asked to provide open-ended comments on any alternative suggestions to the action plans for Shrewsbury that they would like to offer. 15 individuals provided responses to this question. The following comments represent excerpts from these responses and are roughly grouped according to

some of the themes that emerged in the analysis of the full responses to this question.

Some respondents' comments pertained to **suggestions about public transport and active transport** solutions, such as around trains and buses in Shrewsbury, or walking and cycling routes. For example:

- “Re: planning of bus routes in and around the town. Understanding why people are making the journeys they are. No one has actually asked drivers this - it is all assumed. Without this information you cannot make provision for any improvements. The better publicising of footpaths/cycle paths to and from activities so people can walk and start to reduce the journeys they make by car.”
- “Ban trains.”
- “Work with the government and rail companies to electrify the line to Shrewsbury. Also bring back regular bus services rather than this DRT, my son had to walk three miles to pick up a so-called demand-responsive bus - what would an elderly person be expected to do?”
- “Stop the NWRR. Build cycle lanes.”
- “Use the NWRR funds remaining to fully fund sustainable, reliable transport and the re-opening of village, suburban railway stations/platforms.”

Other respondents made **suggestions specific to car travel** and improving road conditions, parking, or congestion. For example:

- “Link this with the Movement Strategy more precisely - in particular with plans for removing Through Traffic.”
- “Message on social media: ‘There are no Level 3 rapid EV chargers in the SY park and ride sites. 7kW charges are not the answer.’ Put that in your consultation.”
- “Stop building out of town because people who need to access out of town drive through the town to get where they need to, yet those who work and earn in town are being punished.”
- “Divert EV investment to improving roads.”
- “Do not ban and price people out of town and reward those out of town whose location actually causes additional pollution. Encourage new ideas by reducing the cost but do not price car users from the town as they will drive further out of town or to Telford for easier and cheaper parking.”
- “Decrease or at the very least keep the Frankwell Car Park charges the same.”
- “If traffic and idling are major contributors, make the flow of traffic through the railway station area better - Rather than worse and hoping people bike instead. This could have been achieved by improving traffic light sequencing, widening roads, etc - but instead the opposite appears to be happening there.”

Additional Survey Feedback

As is common practice with consultations, survey respondents were offered the opportunity to provide “any other comments” they wished to make about the strategies. 11 respondents provided comments in this space. Some of these

responses were general to the actions plans for both Shrewsbury and Bridgnorth, and some were clearly specific to one town or the other. For example, this respondent had very specific feedback to make about increasing green spaces in Shrewsbury:

- “I feel that Shrewsbury now has to create more open green spaces in between developments. Building on every green blade of grass between the Station and Harlescott Crossroads now can be seen as a disaster. People need to have open green areas where they live, planted with trees, so that their air quality can be improved. I have not seen any plans which have taken this into any consideration. E.g. - why not surround the Flaxmill with trees rather than building more houses on the old Midland Red garage? It would be interesting to know why this has not been the case?”

A few respondents had more things to say about **public transportation or traffic**. For example:

- “The problem is a reliance on the private car.”
- “More buses to remote areas!”
- “[The plans] have totally ignored the contribution of emissions by diesel trains.”
- “This must be linked to the Movement Strategy and changing the "Experiment" of sending all incoming traffic over the English Bridge on Saturdays and Sundays along Town Walls.”

Some respondents used this space to **criticise the council, the plans, or the consultation**. For example:

- “It seems that without significant investment the problem will not be solved. This feels like it is being done on the cheap.”
- “Business will be harmed by the higher parking charges and longer charging hours as they will find it hard to hire staff. I am disappointed you paid these consultants as they have basic numerical errors in their data tables.”
- “Cancel all.”
- “A lot of highly paid bureaucrats were involved.”

Feedback from Letters

Five detailed letters were sent in response to the consultation, and all letters have been sent to the service area in full. One of these letters was specific to the Shrewsbury plan, and two of the letters discussed both plans. These three letters are summarised below. Two additional letters were specific to the Bridgnorth plan, and these are discussed in the Bridgnorth consultation report.

The **letter from an individual¹ specific to the Shrewsbury plan** further elaborates on some of the comments this individual also made in the online survey, which are captured above. Particularly, this respondent calls attention to errors that they perceive to be in the grid coordinates provided along with the consultation. Moreover, the respondent **makes the point that the action plan may in fact not deal adequately with train diesel emissions**, which they are concerned are causing most of the air quality issues in the town. The respondent says:

¹ This individual did not write representing a group and has not been named here as they did not give consent to do so.

- “It appears from your own data that the highest emissions levels are not in the town centre but are actually along and to the east of the railway, this is consistent with south-westerly winds blowing emissions from diesel trains towards Underdale. These emissions from trains may also explain why your ‘distance correction’ attempts appeared to give inconsistent results. I am concerned that you are going to waste a lot of money implementing punitive anti-car measures but will actually find no real decrease in emissions while the issue of diesel trains remains. These regularly end up idling in the station and it would be really helpful if you would consider placing a fixed air quality monitoring point within the station itself.”

Two letters commented on both plans. The first came from **Shrewsbury Friends of the Earth**, which for obvious reasons took more time in responding to the Shrewsbury plan than the Bridgnorth plan. Details of this group’s responses to the Bridgnorth plan are contained in the Bridgnorth consultation report and are not included here.

First, the group made several points and **asked questions about the calculations around the cost benefit scoring** in Table 7-5 of the action plan documents. The group also asked several detailed **questions about the calculations and assumptions in the plan’s discussion of the North West Relief Road**.

The group’s letter concluded with the following comments:

- “The Gyratory is rightly modelled to produce great improvements in air quality at relatively little cost compared to the NWRR, so it is surprising that Shropshire Council still adhere to the idea that the NWRR is necessary to improve air quality. Although some other measures have been considered, many have been discounted because of the cost. Given the cost/benefit of the gyratory, it is surprising that the LCWIP was not considered for further expansion. Lastly, great emphasis is laid on the current legal limit of 40ug for NO₂. These limits were introduced about 15 years ago. Currently, the WHO is recommending 20ug as an interim target with a final target level of 10ug. These are limits were set after numerous medical studies. Despite this, we have an AQMA which seems to regard meeting the 40ug target as acceptable for the coming years and seems to have no plans for further reductions.”

The final letter received with comments on the Shrewsbury action plan was written on behalf of the **Environment Agency**. The letter contained several observations about both plans. General observations about the plans, and those observations specific to the Shrewsbury plan are included below. Those specific to the Bridgnorth plan can be found in the Bridgnorth consultation report. Overall, the agency seems to support the plans’ focus on NO₂ emissions in particular, and the inclusion of park and ride and sustainable transport methods as part of the plans.

Observations from the Environment Agency:

- “We like that there are a wide-ranging set measures already in place to address NO₂ concentrations, and that there is a suite of measures planned, with funding sources identified, to bring further reductions in NO₂.”

- “We note that you are committed to improving air quality in Shropshire to improve health. We note that 4.4% of deaths across Shropshire were attributed to particulate air pollution in 2022.”
- “The Shrewsbury AQMA was declared in 2003 and amended in 2006 for exceedance of annual mean NO₂ because of high traffic volumes and congestion associated with unitary authority roads and that approximately 1850 people are living within the AQMA.
- “We note that you mention there is a decreasing trend from 2018-2022 in NO₂ concentrations within the Shrewsbury & Bridgenorth AQMAs.”
- “You mention that a 43.2% reduction in NO_x emissions are required within the Shrewsbury AQMA.”
- “You mention that the redistribution of traffic from the gyratory scheme within Shrewsbury AQMA will reduce NO₂ at the worst-case modelled receptors but there will be some increases in NO₂ concentrations in other areas of the AQMA. Your models indicate that these are still below the annual mean Air Quality Objective. You propose to deploy additional diffusion tubes at these receptor points which indicate increases in annual mean NO₂ concentrations.”
- “The North West Relief Road (NWRR) you state will divert traffic out of the centre of Shrewsbury and that modelling indicates the annual mean NO₂ concentrations at all receptors close to the worst-case area of the Shrewsbury AQMA will reduce once completed.”
- “You also aim to promote sustainable transport and encourage the usage of Park and Ride schemes to further reduce traffic within the AQMAs.”
- “It is encouraging to see that consideration within the planning stage of developments and policies focusing on sustainable transport methods are promoted for developments which are expected to generate significant traffic levels.”

5 Summary and Conclusion

56 respondents participated in the consultation on both the Shrewsbury and Bridgnorth Air Quality Action Plans, with most answering as individuals or members of the public. A few detailed letters of response were also received and summarised above.

Overall satisfaction with the Shrewsbury AQAP was mixed. 45% of respondents were dissatisfied or very dissatisfied, while 18% were satisfied or very satisfied with the plan. Positive feedback on the Shrewsbury plan included appreciation for the focus on air quality, the idea of electric buses, and improvements in public transport and traffic flow. Concerns about the plans included impacts on public transport, business, parking charges, and the North West Relief Road (NWRR). Respondents also emphasized the need to consider accessibility for people with disabilities and the elderly and offered alternative suggestions to be considered in the plan, like improving public transport and creating more green spaces.

Very many thanks are extended to the individuals and organisations that took the time to respond to this consultation and to provide often very detailed and extremely

thoughtful feedback. The feedback will be taken into consideration by the Environmental Protection Team before the plan is presented for final approval.

October 2024

Analysis and reporting by:
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Shropshire Council
Email: TellUs@shropshire.gov.uk

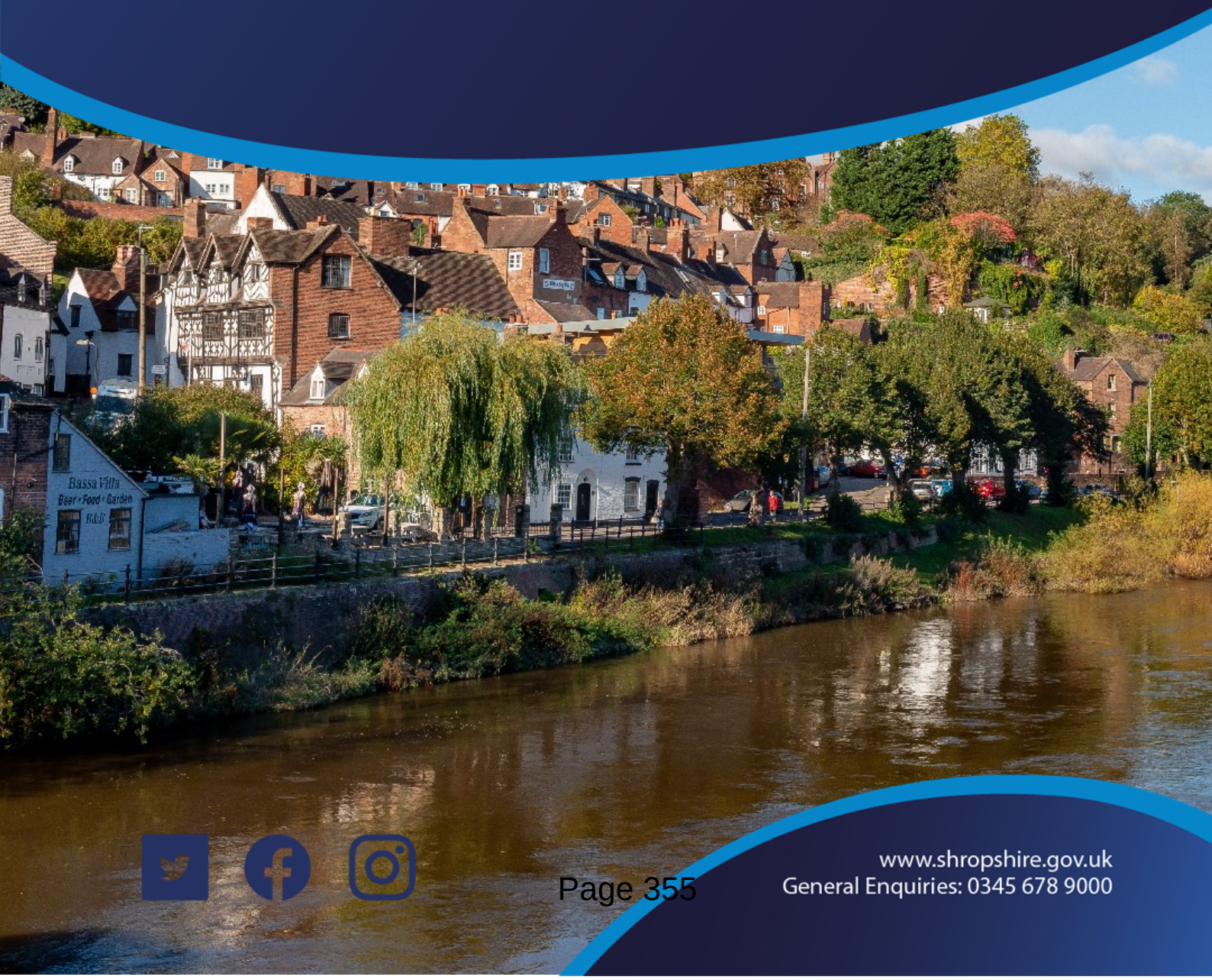
Shropshire Council Lead Department: Environmental Protection



Bridgnorth Air Quality Action Plan

Public Consultation Report

October 2024



1 Background and Methods

The Air Quality Action Plans (AQAPs) were developed following the establishment of Air Quality Management Areas (AQMAs) near Shrewsbury's Railway Station and along Pound Street in Bridgnorth, due to nitrogen dioxide (NO₂) levels surpassing national standards.

The draft AQAPs include a summary of:

- The current air quality situation
- Sources of pollution
- An assessment of the reductions required
- Details of the key priorities and actions

The actions cover a range of areas such as traffic management, sustainable transport, public awareness, and planning policies. The draft AQAPs also provide an estimate of the cost and benefit of each proposed measure, as well as the expected timescale for achieving compliance with the air quality objectives.

The Bridgnorth draft AQAP considers a variety of potential measures for the future, such as removing zebra crossings in certain locations, variable messaging signs, and park and ride schemes. If the measures detailed in the action plan are implemented, it is predicted that the relevant objectives will be achieved by 2027. Without these measures being implemented, it is predicted that the objectives will be achieved by 2028.

Residents and businesses were invited to share their views on the proposed measures to improve air quality in Shrewsbury and Bridgnorth through an online consultation that included the plans for both towns. However, reporting on the survey results are separated by town. This present report focuses on the results pertaining to Bridgnorth's AQAP.

The online survey ran on the council's Get Involved pages from 31st July through 12th September 2024 and were publicised through Shropshire Council's newsroom. Quantitative results of the survey are displayed below where appropriate as figures. Qualitative responses were analysed for common themes, which are presented where appropriate in Tables, with examples illustrating the common themes anonymised and provided as quotes.

This report proceeds in the following sections:

- **Section 1: Background and Methods** (this section) provides an overview of Shropshire Council's AQAPs, a summary of the specific actions for Bridgnorth, and a brief description of the methods employed in analysing the results of the consultation.
- **Section 2: Respondents** presents the number and types of responses to the consultation received from the online survey, as well as identifying demographic characteristics of respondents.

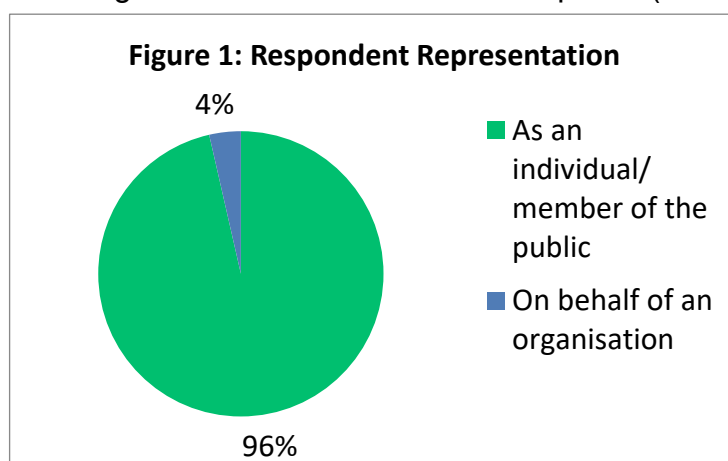
- **Section 3: Satisfaction with Plans** presents the results of respondents' reported satisfaction with the plans and details responses to open-ended question about what they like and don't like about the plans.
- **Section 4: Additional Feedback** discusses the analysis of feedback received on the impacts of the proposals for people with protected characteristics as well as alternative suggestions offered by respondents. It also contains summaries of the letters received in response to the consultation.
- **Section 5: Summary and Conclusion** provides brief summary and conclusion based on the overall analysis of the feedback received.

2 Respondents

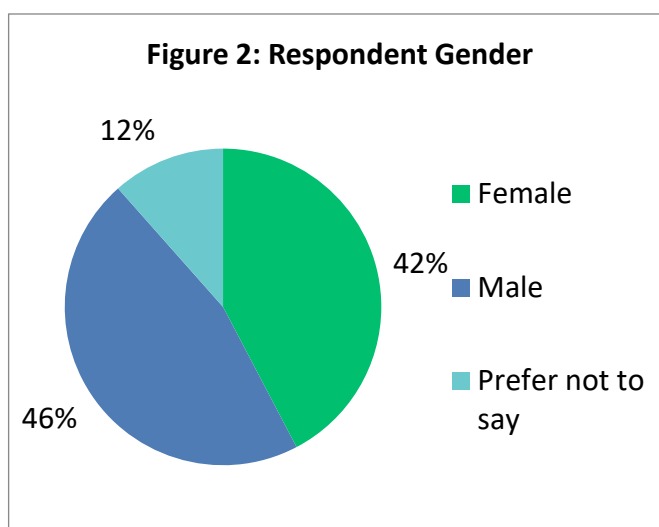
Respondents were invited to answer questions about both the Shrewsbury and the Bridgnorth plans, and some chose to comment on both plans, so this section includes data on the demographic makeup of all survey responses. While 56 respondents answered the survey, only about 25 chose to answer the optional demographic questions. These questions are asked in order to gauge whether the survey reached a representative sample of the populations that will be affected by the proposals.

Overall, most respondents were answering as individual members of the public (**see Figure 1**). Only two

respondents indicated that they were answering the survey on behalf of organisations. Both of these respondents said that they were representing a business. One of the respondents represented a business in the Shrewsbury area, and the other did not indicate their location.

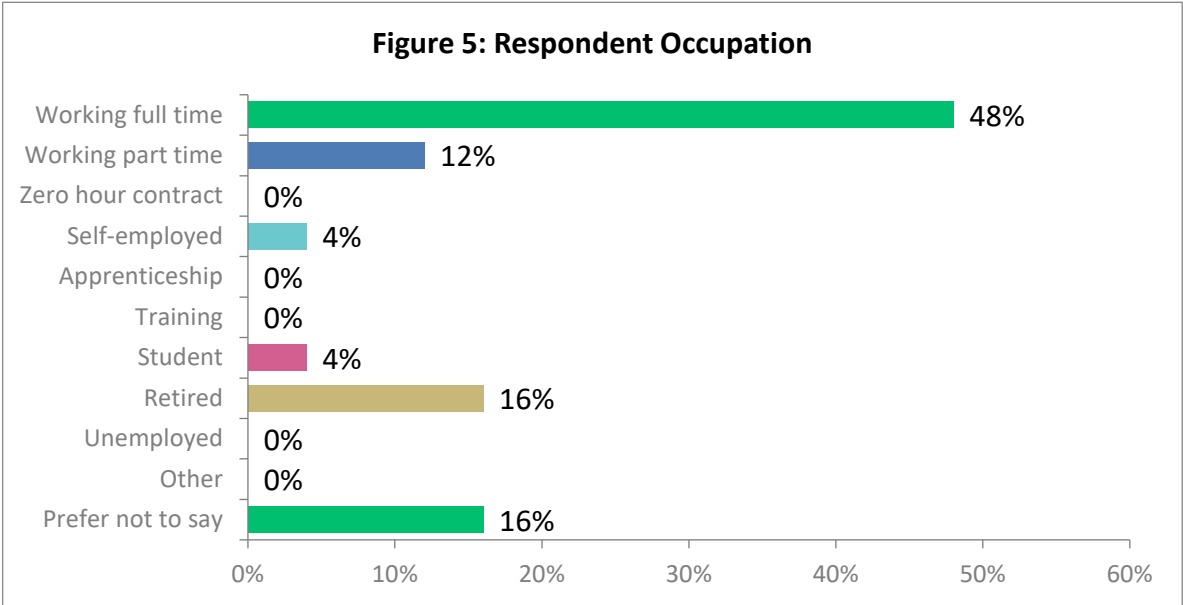
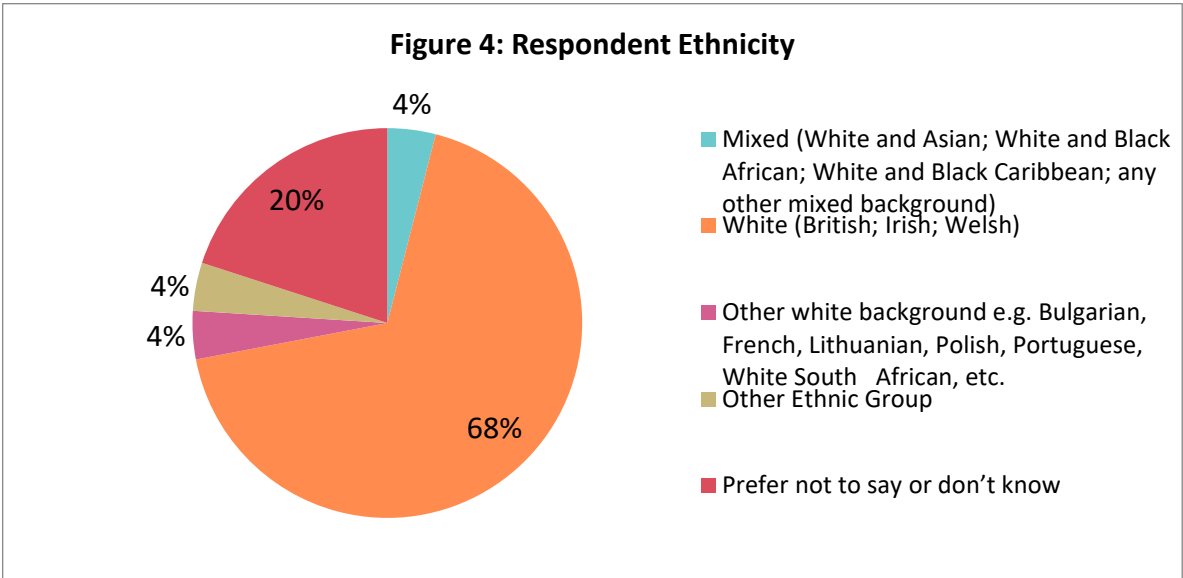
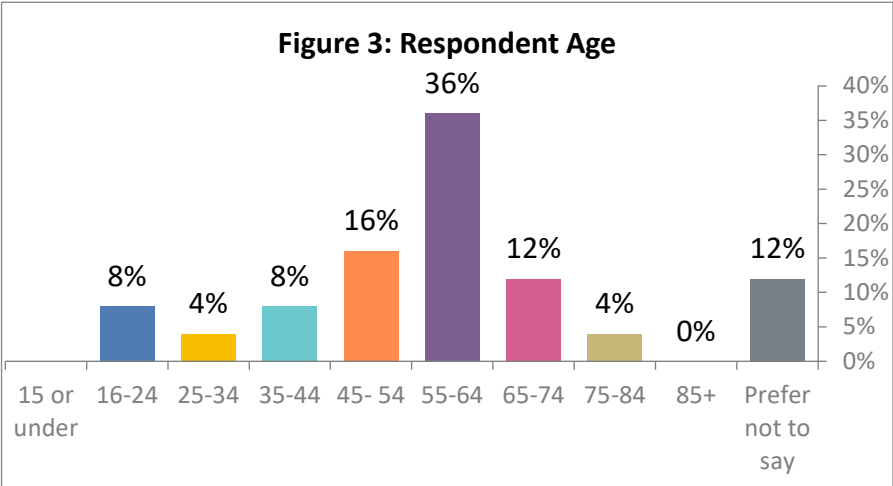


More respondents identified as male than female, though 12% preferred not to provide their gender (**see Figure 2**). Though "Other (e.g. prefer to self-describe)" was offered as an option, no respondents identified in this way.



The ages reported by respondents (only 25 answered this question) were fairly well distributed, with the largest percentage of respondents between 55-64 years old (**see Figure 3, below**).

Most respondents answering the demographic questions indicated that they are of White (British; Irish; Welsh) ethnicity, though three respondents said they were from different ethnic backgrounds (see Figure 4).



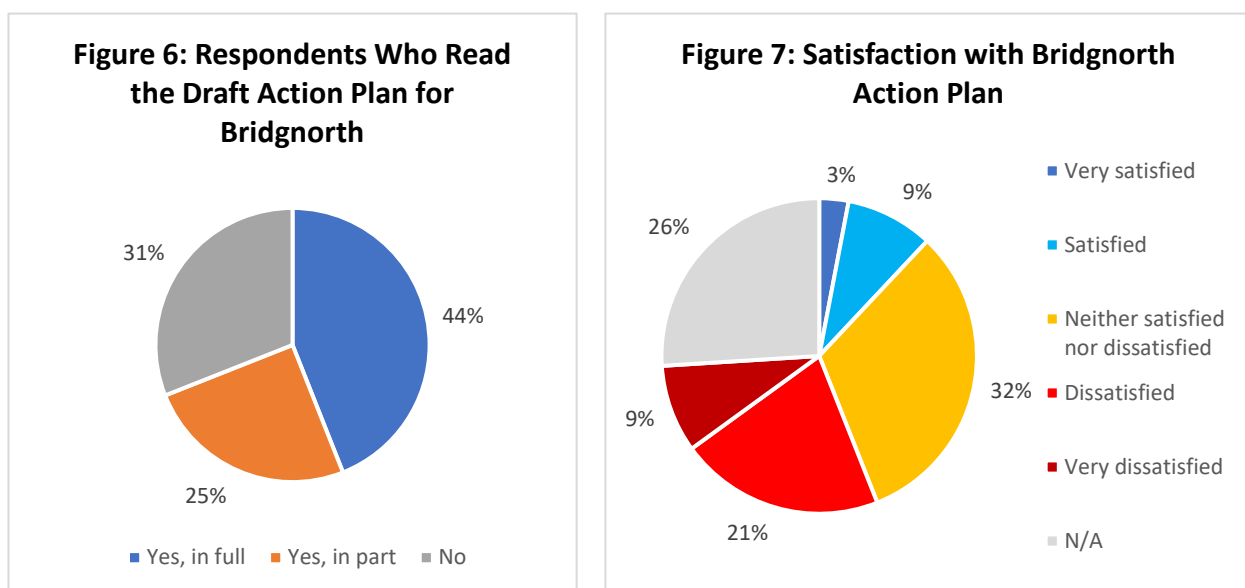
A majority of respondents answering the demographic questions indicated that they are working either full-time or part-time (see Figure 5), which is consistent with the average respondent age range reported in Figure 3.

In terms of responses from people with other protected characteristics, three respondents indicated that they have a long-term disability or illness, one indicated that they are a family member of a serving member of the armed forces, and six respondents indicated that they are Christian, while the remaining respondents indicated that they are of no religion or preferred not to say.

Overall, it is necessary to say that the response rate for this survey was low in comparison with the populations of the large towns to which the action plans pertain. However, it seems that the length of the consultation and the promotion of the consultation were adequate so that those interested in the plans had the opportunity to have their say in the time and manner provided to them. The demographic representation therefore appears to be sufficient for the purposes of representing the public interest in these plans.

3 Satisfaction with Plans

Most respondents (69%) said that they had read the Bridgnorth AQAP in part or in full (see Figure 6).



Satisfaction with the Bridgnorth AQAP was mixed(see Figure 7). Only 12% of survey respondents said that they were satisfied or very satisfied with the plan, while 30% were either dissatisfied or very dissatisfied. The largest percentage of respondents answering this question said that they were neither satisfied nor dissatisfied with the plan.

Respondents were next asked to provide detailed comments on what they liked about the proposals for Bridgnorth, what they didn't like, and to make suggestions about what could be improved. 12 respondents left comments about what they "liked" about the proposals, though six of these responses were simply to say that they did not have anything they liked about the plans.

The following comments represent what people said they **liked** about the proposals:

- “That there is one.”
- “Electric busses.”
- “Suggestion to use electric busses.”
- “Park and ride is a good idea.”
- “The focus on reducing traffic congestion.”
- “I agree that the traffic pollution needs to be reduced. I would support limiting HGV access to certain times.”

16 respondents left detailed feedback about what they **didn't like** about the proposals for Bridgnorth. These have been grouped thematically below.

The largest concern, raised by seven respondents, was around the **safety risks of reducing pedestrian crossings**. These comments included, for example:

- “Unhappy with comments regarding removing pedestrian crossings from Pound Street area. Many school children use these and also there are elderly people living close by in sheltered housing who also use the crossings.”
- “The proposal to remove pedestrian crossings is dangerous due to the high number of school children who use these crossings at busy times every day, and the presence of two sheltered schemes within a few metres of the crossings, meaning that a large number of elderly residents also rely on the safety that the crossing points provide.”
- “Removing either zebra crossing is a crazy idea. Where are people supposed to cross? You want less people driving and you take away the routes into town. I live close to town and if I can't safely cross on foot then I'll be more likely to pop into town in the car. Also, cycling and pedestrian route in Whitburn street?!? How do the pedestrians and cyclists safely get to that point?”
- “Removal of pedestrian crossings is dangerous and won't encourage people to walk or allow their children to walk to school etc.”
- “I am a regularly user of both pedestrian crossings on Pound Street and Whitburn Street and I'm really dismayed that you would consider removing these. Whilst I understand why as they slow down traffic and therefore contribute to pollution why would you seek to punish pedestrians who don't cause the pollution?... I think you would find they would just try to cross there anyway and therefore increase the potential for accidents.”

Five respondents expressed **concerns about how the plan addressed traffic in the town**. For example:

- “The comment is made that drivers circulate Bridgnorth looking for parking, maybe that is where you should put your efforts - how about providing more parking and making it more affordable since most people in Bridgnorth are paid low wages. Many vehicles are forced to pass through congested areas as there is no alternative when they exit the A442 from Telford.”
- “It looks at too small an area. You need to consider where the traffic that is concentrated in that area is coming from and where it is going to see if you can encourage alternative routes. e.g. traffic to Highley, Cleobury Mortimer and Daniel's Mill are sign posted through low town and across the bridge. They

could be redirected along the bypass, turn left onto Ludlow Rd and sign posted from there

- There needs to be a traffic census to see the breakdown in types of traffic
- What analysis has taken place of traffic flow. The biggest flow should have right of way and turn the roundabout at top of Pound Street into a proper junction. That will probably be the flow coming up Pound Street either to turn right or left having priority this reducing the queuing on the hill.
- Rerouting of Oldbury wells traffic, ridiculously expensive and moves the problem elsewhere. alternative parking at SVR needs exploring.

One respondent made a point about the plan's **incorporation of park and ride**:

- "I feel that the reintroduction of a park and ride scheme wouldn't work around here, there was already one prior that has been shut down for years. Instead, promotion of the current buses that run throughout the town would be more beneficial."

Finally, four respondents expressed more **general concerns about the plan and its potential impacts on residents**:

- "Make it difficult to visit this small town most people will not bother."
- "It looks to me that a lot of time and money has been wasted preparing the document. It's a lot of bureaucratic rigmarole to come to the conclusion that few of the proposed measures would improve air quality in Bridgnorth due to the topography of the place."
- "Need to think about elderly and disabled."
- "The plan appears to put 'businesses' as more important than inhabitants. It also neglects the fact that the area involved is an official CONSERVATION AREA."

4 Additional Feedback

Additional questions were asked of survey respondents that were designed to gather feedback on the plans that would help decision makers to consider things they might not have taken into account in the plans. The first of these questions was aimed at the potential impacts of the plans on people and groups with protected characteristics as defined by the [2010 Equality Act](#), which include things such as age, sex, and disability.

Equalities Impacts

As part of the development of the action plan and consultation process, Shropshire Council carried out an Equalities, Social Inclusion and Health Impact Assessment (ESHIA). The ESHIA is to ensure that people of different protected characteristic groups are not adversely impacted by any changes delivered as a result of implementation. Issues of diversity and equality and health are important aspects of how the council delivers its work, and an increasing area of focus with costs of living increases. For this reason, respondents were asked to review the ESHIA and to provide any comments they had about the action plans' impacts on people and groups with protected characteristics.

13 responses to this question were provided in total, and not all of these responses pertained to Bridgnorth. A few responses to this question rejected the need for there to be a focus on the impacts for people with protected characteristics.

Those responses pertaining to Bridgnorth or all Shropshire residents primarily focused on the impacts of the proposed action plans on those with disabilities, ill health, or the elderly. A few comments left in this section were actually more relevant to the “alternative suggestions” question, and so these responses are included further below.

The common theme among these responses was to **emphasise the need for measures to take into account accessibility and mobility** as part of the plans. These comments were as follows:

- “Elderly pedestrians and children would be adversely affected by the removal of pedestrian crossings. Disabled residents who have no option but to access the town centre by car could be adversely affected by punitive measures against cars in the area, unless exempted somehow.”
- “These plans will disadvantage several groups and there is a high risk they will not deliver the desired improvement. I have an elderly friend with incontinence, the current bus station and toilets are essential for her but when this is demolished she will struggle to find somewhere to relieve herself when she gets off the bus. She also struggles walking up hills and the new plans may make some areas of town a lot harder for her to access. She is losing her eyesight and having the bus station under the railway bridge will make it much more dangerous for her to cross. Workers on low wages and those with a degree of mobility issues who do not qualify for blue badges will suffer from the increased parking charges, particularly with the extended charging hours.”
- “My daughter’s health is impacted by car travellers- the towns should be car free.”
- “Exceptions to any town centre traffic reductions must include blue badge holders so they have equal access to their town. This needs to be 24/7.”
- “Older and disabled are being ignored, businesses seem not to matter. The country has thrown away all our manufacturing now we want to throw away our towns as a place to work WHY?”

Alternative Suggestions

Survey respondents were also asked to provide open-ended comments on any alternative suggestions to the action plans for Bridgnorth that they would like to offer. 15 individuals provided responses to this question, and few of the comments left in the equalities question are also included here, as they offered some alternative suggestions as well. The following comments represent excerpts from these responses and are roughly grouped according to some of the themes that emerged in the analysis of the full responses to this question.

The largest number of respondents answering this question (nine) suggested **improving public transportation or addressing high traffic volume in other ways**. For example:

- “Electric buses and park and ride in low town and at Tasley.”

- “As diesel cars and LGVs are the highest contributors to the problem by far, how about a congestion charge-style zone where these vehicles are required to pay a small amount (£1?) to traverse the AQMA. Cost is often a good deterrent. The provision of good, regular, cheap park and ride services in electric vehicles should be pursued., and in fact an electric town circular (free, ideally! Or at least very very cheap) that properly covers much of the town, so that shoppers carrying heavy loads can genuinely get close to their homes with their burdens and therefore feel they can leave the car at home.”
- “LORRIES USE POUND STREET AS A SHORT CUT. THEY MUST USE THE BYPASS - THAT IS WHY IT WAS CONSTRUCTED - POUND STREET MUST BE NO HGVS.”
- “Find a way of taking more traffic from the A442 to the A458 without having to go through the congested town centre. I also believe you should look at cleaner buses and consider how much air pollution may be due to homes still using solid fuels as there are a lot of residential properties in Bridgnorth.”
- “Make Pound Street one way. Limit deliveries to early / late hours. Invest in proper park and ride.”
- “Well, heavy traffic needs to use the bypass, especially lorries and be kept out of the town. It will also prolong the life of the historic bridge. Public transport needs to be robust and attractive. It is ridiculous that anyone from the West Midlands wanting to stay beyond 5pm has to use a car because of the early finish of the bus services. Most of the town events take place on a Sunday when there is no alternative to the car.”
- “Ban large vehicles coming into Bridgnorth over the bridge, make them use the bypass and Ludlow road.”
- “There are no Level 3 rapid EV chargers in the SY park and ride sites. 7kW charges are not the answer.”
- “20mph limit and kerbs dropped to create traffic calmed, shared road space with small central refuges in place of any closed pedestrian crossings.”

Three respondents suggested **increasing pedestrianisation of the town centre**. For example:

- “Pedestrianise, except for access...Improve active travel infrastructure.”
- “Pedestrianisation of areas were possible. Bridgnorth is very unpleasant for pedestrians because of the traffic especially on a Saturday. More encouragement for people to use bicycles and to walk into town and to schools. Stop town events involving cars i.e. Italian Car event and Vintage tractor event (red diesel) Tourism should not be over encouraged, traffic at weekends is unsustainable, loud and unpleasant.”
- “I feel the implementation of partial pedestrianisation of the high street would be beneficial to aid in the air quality as many vehicles use it as a race track or do multiple laps which does severely reduce air quality and causes noise pollution.
- People need to be directed to use the bypass more rather than travelling through low town and up Pound Street.”

Three respondents used this space to make **more general critiques** about the plans. For example:

- “Cancel the objectives and allow people to visit the town easily and allow people to earn a living in the town.”
- “The monitoring tables indicate that air quality has improved year on year. So maybe do nothing.”
- “Do you want a town where people can earn a living or an example of how to close town businesses down.”

Additional Survey Feedback

As is common practice with consultations, survey respondents were offered the opportunity to provide “any other comments” they wished to make about the strategies. 11 respondents provided comments in this space. Some of these responses were general to the actions plans for both Shrewsbury and Bridgnorth, and some were clearly specific to one town or the other.

Those respondents with **specific things to say about Bridgnorth** said:

- “Schoolchildren (Oldbury Wells) and elderly (Talbot Court) use Pound Street - just walking - not all are car-driven!”
- “Put a slip road on the bypass to the school so that traffic does not have to use Pound Street.”
- “Reduce use of cars by: Park and Ride in both Low town and Tasley. Improve the local 101 service so that is more inclusive of other areas within Bridgnorth including Tasley, Ludlow Rd and Oldbury Wells School area.”

A few respondents had more things to say about **public transportation or traffic**. For example:

- “The problem is a reliance on the private car.”
- “More buses to remote areas!”
- “[The plans] have totally ignored the contribution of emissions by diesel trains.”

Some respondents used this space to **criticise the council, the plans, or the consultation**. For example:

- “It seems that without significant investment the problem will not be solved. This feels like it is being done on the cheap.”
- “Business will be harmed by the higher parking charges and longer charging hours as they will find it hard to hire staff. I am disappointed you paid these consultants as they have basic numerical errors in their data tables.”
- “Cancel all.”
- “A lot of highly paid bureaucrats were involved.”

Feedback from Letters

Five detailed letters were sent in response to the consultation, and all letters have been sent to the service area in full. Two of these letters were specific to the Bridgnorth plan, and two of the letters discussed both plans. These four letters are summarised below. One additional letter was specific to the Shrewsbury plan, and it is discussed in the Shrewsbury consultation report.

Two letters commented on both plans. The first came from **Shrewsbury Friends of the Earth**, which for obvious reasons took more time in responding to the Shrewsbury plan than the Bridgnorth plan. Details of this group's responses to the Shrewsbury plan are contained in the Shrewsbury consultation report and are not included here. However, the group did have this to say about the Bridgnorth plan:

- "Too little and likely to be further diluted. Traffic Regulation orders to restrict HGV and LGV's have been used effectively elsewhere to specify delivery times and keep them out during peak hours. There doesn't seem to be an intention to challenge the view that business would be detrimentally affected. They make up 10% of vehicles. Removal of Zebra crossings - presumably originally put there because needed for safety reasons – we agree with residents. Re-creating risks to pedestrians should not even be considered."

The final letter received with comments on the Bridgnorth AQAP was written on behalf of the **Environment Agency**. The letter contained several observations about both plans. General observations about the plans, and those observations specific to the Bridgnorth plan are included below. Those specific to the Shrewsbury plan can be found in the Shrewsbury consultation report. Overall, the agency seems to support the plans' focus on NO₂ emissions in particular, and the inclusion of park and ride and sustainable transport methods as part of the plans.

Observations from the Environment Agency:

- "We like that there are a wide-ranging set measures already in place to address NO₂ concentrations, and that there is a suite of measures planned, with funding sources identified, to bring further reductions in NO₂."
- "We note that you are committed to improving air quality in Shropshire to improve health. We note that 4.4% of deaths across Shropshire were attributed to particulate air pollution in 2022."
- "The Bridgnorth AQMA was declared in 2005 for the exceedance of annual mean NO₂ because of congestion associated with unitary authority roads and less than 150 people are living within the AQMA."
- "We note that you mention there is a decreasing trend from 2018-2022 in NO₂ concentrations within the Shrewsbury & Bridgnorth AQMAs."
- "You mention that ... a 32.6% reduction in NO_x emissions are required within the Bridgnorth AQMA."
- "You also aim to promote sustainable transport and encourage the usage of Park and Ride schemes to further reduce traffic within the AQMAs."
- "It is encouraging to see that consideration within the planning stage of developments and policies focusing on sustainable transport methods are promoted for developments which are expected to generate significant traffic levels."

5 Summary and Conclusion

56 respondents participated in the consultation on both the Shrewsbury and Bridgnorth Air Quality Action Plans, with most answering as individuals or members of the public. A few detailed letters of response were also received and summarised above.

Overall satisfaction with the Bridgnorth AQAP was mixed. Only 12% of respondents were satisfied with the plans, while 30% were dissatisfied with them, and 32% were neither satisfied nor dissatisfied. Positive feedback on the plan included an appreciation of plans for electric buses and the possibility of a park and ride scheme. Concerns raised about the plans focused largely on the adequacy of traffic management measures and on the safety risk of removing pedestrian crossings, especially for more vulnerable groups such as the elderly, people with disabilities, and children.

Very many thanks are extended to the individuals and organisations that took the time to respond to this consultation and to provide often very detailed and extremely thoughtful feedback. The feedback will be taken into consideration by the Environmental Protection Team before the plan is presented for final approval.

October 2024

Analysis and reporting by:
Feedback and Insight Team, Communications and Engagement, Resources
Shropshire Council
Email: TellUs@shropshire.gov.uk

Shropshire Council Lead Department: Environmental Protection



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Committee and Date

Item

Public



Annual Infrastructure Funding Statement 2024

Responsible Officer:		Mark Barrow	
email:	Mark.barrow@shropshire.gov.uk	Tel:	
Cabinet Member (Portfolio Holder):		Cllr Chris Schofield	

1. Synopsis

This report seeks approval for the 2024 Infrastructure Funding Statement (Appendix 1).

2. Executive Summary

- 2.1. The Infrastructure Funding Statement (the Statement) is a statutory requirement for Councils to produce. It must be published before the end of the calendar year.
- 2.2. The key purpose of the Statement is to report on the developer contributions (Community Infrastructure Levy (CIL) and Section 106 Planning Obligations) which Shropshire Council has received, allocated and spent during the reported year (between 1st April 2023 and 31st March 2024) and to provide an Infrastructure List which sets out the infrastructure projects or types of infrastructure which Shropshire Council may fund wholly or partly by the CIL.
- 2.3. Appendix 1 to this report provides the Infrastructure Funding Statement for 2024. The recommendation is to approve this report for publication before the end of December 2024 to ensure the Council's meets its regulatory requirements. Should there be any amendments needed to the Statement this report recommends these can be made by the Executive Director for Place in consultation with the Portfolio Holder for Planning and Regulatory Services
- 2.4. The collection and use of developer contributions, both through Section 106 and the Community Infrastructure Levy (CIL) are essential to ensure the delivery of necessary infrastructure to support new development. The use of CIL and Section 106 funds are covered in national legislation which the Council must follow.

- 2.5. The purpose of CIL is fund the cumulative infrastructure requirements of new development. Whilst the range of items the Council can spend CIL on is not defined and is not exhaustive, national planning guidance states “*The levy can be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities*”.
- 2.6. The majority of CIL collected remains the responsibility of Shropshire Council for allocation within either the relevant Place Plan area (CIL Local) or on infrastructure of county wide importance (CIL Strategic). Some CIL is the responsibility of the relevant Parish and Town Councils to spend in the form of the Neighbourhood Fund which is transferred to the relevant Parish and Town Council annually.
- 2.7. The Infrastructure List, included within the Infrastructure Funding Statement (Appendix 1) therefore only relates to the CIL Local and CIL Strategic funds. It is important to note, the purpose of the Infrastructure List is not to formally agree the projects where CIL will be used. Rather the list is intended to provide an indication as to the possible projects or types of projects where the Council intends to focus its CIL funds in order to mitigate the impacts of new development.
- 2.8. In 2024 the Council published 18 updated Place Plans and an updated Strategic Infrastructure and Investment Plan, following conversations with both Parish and Town Councils and strategic infrastructure providers. The purpose of these documents is to identify current or predicted infrastructure capacity issues, and where known, projects to mitigate these issues. Where these infrastructure capacity issues have or are forecast to be caused or exacerbated by the impacts of new development, the Council can direct CIL funding towards their mitigation.
- 2.9. The updated Place Plans propose a level of priority to infrastructure items. The Infrastructure List (part 2) included in the Statement only include items where the Council believes Council CIL funding would be appropriate, having regard to relevant national regulations. Therefore, this does not include any item identified as a ‘Neighbourhood Project’ in the Place Plan, where it is expected the CIL Neighbourhood Fund, which rests with the relevant Parish and Town Councils, should be the primary source of funding.
- 2.10. The outcome of the Infrastructure Funding Statement (appendix 1) takes account of the wider strategies of this Council, most notably the current and emerging Local Plans, its extensive evidence base, and the Shropshire Plan.

3. Recommendations

Cabinet:

- 3.1. Agrees the Infrastructure Funding Statement included as Appendix 1 to this report for publication before the end of 2024.

- 3.2. Delegates responsibility to the Executive Director of Place, in consultation with the Portfolio Holder for Planning and Regulatory Services, to agree, if necessary, amendments to the Infrastructure Funding Statement before its publication.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. It is a national requirement for Councils to prepare and publish annually an Infrastructure Funding Statement before the end of the calendar year. Failure to do so will lead to the Council being in breach of its regulatory obligations. It is therefore important that Cabinet resolve to approve Appendix 1 to this report as per recommendation 3.1, or if changes are required as a result of Cabinet discussion, that authority be given to the Executive Director of Place in consultation with the Portfolio Holder for Planning and Regulatory Services to make necessary amendments, as per recommendation 3.2.
- 4.2. The Council must use the Infrastructure Funding Statement to set out, in principle, the projects or types of projects where it intends to use its CIL funds in the future. However, it is important to note that this does not constitute a formal agreement to use CIL funds for these purposes and there remains wider Council procedures that must be followed in order to formally agree CIL funding for projects, including where required, approval by Cabinet and Council. It is therefore considered there is limited risk to the Council of including an item on the Infrastructure List, and conversely of an item not being included, should additional evidence subsequently suggest the position regards funding has changed.
- 4.3. It is important the Council seeks to use available and future CIL funds for the most appropriate infrastructure, recognising that there is likely to be a need to prioritise projects to ensure that critical infrastructure is delivered. The Infrastructure Funding Statement seeks to do this by using the 18 published Place Plans ([Place plans | Shropshire Council](#)), the Strategic Infrastructure and Investment Plan ([gc54-shropshire-strategic-infrastructure-and-investment-plan-2024-update-of-ev067-gc4t.pdf](#)), as well as wider dialogue between relevant service areas (e.g. Education, Highways, Leisure), to establish a realistic list of potential infrastructure projects that meet the requirements of CIL regulations and are genuinely required to support the impacts of new development. It is considered there is little risk to the Council given the use of this evidence base.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet on

a monthly basis. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve

- scaling down initiatives,
- changing the scope,
- delaying implementation, or
- extending delivery timescales.

- 5.2. The Infrastructure Funding Statement provides a detailed breakdown of the amount of Section 106 and CIL contributions the Council has received in the reporting year (2023-2024), as well as where these funds have been used or allocated to. Officers from the Finance department have supported in compiling these figures.
- 5.3. The Infrastructure List section of the Infrastructure Funding Statement provides a comprehensive overview of the projects or types of projects where the Council intends to focus its CIL funds. This list reflects the known infrastructure needs of the County forecasted through the planned growth scenarios in the adopted and emerging Local Plans, as well as seeking to support wider Council strategies and schemes.
- 5.4. The purpose of Section 106 and CIL funds is to mitigate the impacts of new development. These contributions are not intended to fund wider projects where a link to development cannot be established. Section 106 funds are established through discussions on separate planning applications, are governed by national legislation and must be used for the purposes set out in the legal agreements by which they are secured. CIL is also governed by national legislation, and is the responsibility of the Council to determine how to prioritise and spend (aside from the Neighbourhood Fund element which is the responsibility of the relevant Parish and Town Council). Given the importance of developer contributions to supporting necessary infrastructure it is vital the Council seeks to prioritise its use in the most appropriate manner, focussing in the first instance on those critical items necessary to enable development to take place.

6. Climate Change Appraisal

- 6.1. The Infrastructure Funding Statement includes information on where the Council intends to use CIL Local and Strategic funds. This can include items to support Active Travel and wider sustainable transport provision, where there is shown this is necessary to support new development.

7. Background

- 7.1. The Annual Infrastructure Funding Statement (the Statement) is a statutory requirement for Councils to produce. It must be published before the end of each Calendar year by the Local Authority.

- 7.2. The key purpose of the Statement is to report on the developer contributions which Shropshire Council has received, allocated and spent during the reported year (between 1st April 2023 and 31st March 2024) and to provide an Infrastructure List which sets out the infrastructure projects or types of infrastructure which Shropshire Council may fund wholly or partly by CIL.
- 7.3. Any authority which receives a contribution from development through the Community Infrastructure Levy (CIL) or Section 106 planning obligations (S106) must publish an Infrastructure Funding Statement on their website each year.
- 7.4. In Shropshire, the CIL has been collected since 2012 and is chargeable on developments which propose one or more new dwellings (with the exception of affordable housing), or create more than 100m² of new floorspace through residential extensions or annexes for existing residential properties. Section 106 planning obligations are legal agreements which are entered into to mitigate the impacts of a specific development.
- 7.5. Both CIL and Section 106 planning obligations are used by Shropshire Council to collect developer contributions to fund necessary infrastructure as a result of new development. Providing reports on these developer contributions will help local communities and developers to see how contributions have been used and how any future contributions may be spent.
- 7.6. Appendix 1 to this report provides the Infrastructure Funding Statement for 2024.
- 7.7. Section 2 of the Statement provides the CIL Report which reports on a range of nationally prescribed indicators for the reporting year 2023-24. This shows that in the reporting year the Council Collected £7,881,074.60 of CIL receipts. In total, £5,044,633.64 of CIL was expended during the year, of which £1,438,342.60 was sent to relevant Parish and Town Councils as the CIL Neighbourhood Fund. The total amount of CIL receipts retained at the end of the reporting year was £37,124,351.41.
- 7.8. A key purpose of the Infrastructure List (Section 4 of the Statement) is to indicate which projects or types of projects the Council intend to use CIL funds to support sustainable growth and to mitigate the impacts of development. Part 1 of the Infrastructure List details the projects where CIL funding has already been agreed but has not yet been expended. Part 2 of the Infrastructure List provides information on the projects or type of projects where the Council could direct unallocated CIL funding to, to support the infrastructure needs of new development.
- 7.9. Whilst the Infrastructure List does not dictate how Shropshire Council must spend CIL, it does set out Shropshire Council's intentions of how it could be used. The intention is for the Infrastructure List to be reviewed regularly (at least annually) through the updates to the Infrastructure Funding Statement. Therefore, future iterations of the list could include additional infrastructure projects where more information is known and where they are considered necessary to support new development.
- 7.10. For clarity, items not included on this Infrastructure List can continue to receive CIL funding in advance of future updates to the Infrastructure List should there be

sufficient evidence to support this. Whether a project is included on the Infrastructure List or not, the process of securing formal agreement to use CIL Local or CIL Strategic funds remains through a consideration of an Expression of Interest (EoI) process to the Council's Internal Infrastructure Group (IIG), and depending on the value of the scheme, through additional agreement by Cabinet or Full Council.

- 7.11. In line with CIL Regulations, the Neighbourhood Fund element of the CIL is distributed to relevant Town and Parish Councils annually, normally in April. The CIL Neighbourhood Fund is 15% of the gross amount of CIL received in the Parish or Town Council area, except for those areas with an adopted Neighbourhood Development Plan where this rises to 25% of gross CIL received. It is the responsibility of the respective Town and Parish Councils to administer and allocate CIL Neighbourhood Fund monies to appropriate infrastructure projects. Any potential Neighbourhood Fund schemes are therefore not detailed in the Annual Infrastructure Funding Statement.
- 7.12. CIL income from new development can be spent on anything that constitutes "infrastructure" as defined by section 216 of the 2008 Planning Act and the CIL Regulations (as amended). This includes but is not limited to roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces. Shropshire Council recognises that infrastructure needs vary from place to place and priorities vary over time in response to different development pressures.
- 7.13. In April 2024 the Council published a comprehensive review of the 18 Place Plans for the County, which has included discussions with Parish and Town Councils and wider strategic infrastructure providers. The purpose of the Place Plans is to identify and assign a level of priority to current or predicted infrastructure capacity issues. Where these infrastructure capacity issues have or are predicted to be caused by the impacts of new development, the Council can direct CIL funding towards their mitigation.
- 7.14. Whereas the updated Place Plans will include a wide range of projects, including those where the use of Council CIL funds would not be appropriate, the Infrastructure List included in the Council's Annual Infrastructure Funding Statement must only include projects where the Council believes Council CIL funding (CIL Local and CIL Strategic) would be appropriate. This does not include the Neighbourhood Fund element of CIL which rests with the relevant Parish and Town Councils to allocate to projects.
- 7.15. There will inevitably be a close correlation between the delivery of the draft Local Plan's growth strategy to 2038 and the need for new or improved infrastructure. Settlements which have experienced recent growth, and /or where further significant planned growth is proposed in the Local Plan to 2038 will be a focus for new and improved infrastructure provision and therefore also a focus the use of available CIL funds. The Infrastructure List in the Annual Infrastructure Funding Statement therefore generally reflects this in its distribution of proposed infrastructure schemes across the County.
- 7.16. Section 3 of the Infrastructure Funding Statement provides the Section 106 Report. This shows that during the reported year, the Council entered into planning obligations to the value of £3,308,942.00. During the reported year

(2023-24) the Council received £2,293,222.31 from planning obligations. The use of these funds is dictated by the specific Planning Obligation (Section 106 Agreement) to which it relates.

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

Local Member: All

Appendices Appendix 1 – Infrastructure Funding Statement 2024

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Shropshire Council

Annual Infrastructure Funding Statement

For the reported year 2023-2024
(1st April 2023- 31st March 2024)

December 2024

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1. Introduction

- 1.1 This Annual Infrastructure Funding Statement (the Statement) reports on the developer contributions which Shropshire Council has received, allocated and spent during the reported year. For this Statement, the reported year refers to the previous financial year. For clarification, this is between 1st April 2023 and 31st March 2024. Any authority which receives a contribution from development through the Community Infrastructure Levy (CIL) or Section 106 planning obligations (S106) must publish an Annual Infrastructure Funding Statement on their website each year.
- 1.2 CIL is a charge on new development to help fund supporting infrastructure across Shropshire and was adopted by Shropshire Council on 1st January 2012. CIL is chargeable in Shropshire on developments which propose one or more new dwellings (including self-contained residential annexes) or create more than 100sqm of new floorspace through residential extensions or residential annexes that are not self-contained. In Shropshire, CIL is not chargeable on commercial development. Further information on CIL and how it is collected can be found on the [website](#).
- 1.3 S106 planning obligations are legal agreements which were entered into to mitigate the impacts of a development. This is through a planning agreement entered into under [Section 106 of the Town and Country Planning Act 1990](#) by a person with an interest in the relevant land and Shropshire Council.
- 1.4 Both CIL and S106 planning obligations are used by Shropshire Council to collect developer contributions to fund infrastructure. Providing reports on these developer contributions will help local communities and developers to see how contributions have been used and how any future contributions may be spent.
- 1.5 The Statement consists of the following three sections:
- **The CIL Report** – sets out the CIL receipts, funding allocations and CIL spend for the reported year
 - **The S106 Report** – sets out the receipts from S106 planning obligations, funding allocations and S106 spend for the reported year
 - **The Infrastructure List** – sets out the infrastructure projects or types of infrastructure which Shropshire Council may fund wholly or partly by CIL. This provides a narrative for how CIL may be used in future
- 1.6 This Statement provides a snapshot for the collection and spend of developer contributions for the financial year 2023-24. Through the Infrastructure List, this Statement shows the context and intentions of Shropshire Council for the use of developer contributions. It is important to note that infrastructure planning changes over time and priorities for the use of developer contributions can also change. Future Statements will provide updated data for CIL and S106 receipts for each financial year, whilst providing an updated Infrastructure List. The infrastructure priorities listed in this Statement will be reviewed on an ongoing basis, in combination with regular reviews undertaken of the Place Plans.

- 1.7 There are a number of terms used throughout the Statement where their definition or application may not be clear. These terms have been defined in the Glossary which can be found at the end of the Statement.

2. CIL Report

- a) The total value of CIL set out in all Demand Notices issued in the reported year was **£12,412,830.15**. Please note Shropshire Council has adopted a CIL instalment policy (see [here](#) for further information) which means a proportion of this amount would not have been due for payment within the reported year.
- b) The total amount of CIL receipts collected within the reported year was **£7,881,074.60**.
- c) The total amount of CIL receipts collected by the authority prior to the reported year was **£61,362,029.76**. Of this, as at 31 March 2024 **£26,501,182.68** remained unallocated.
- d) The total amount of CIL receipts collected by the authority before the reported year, which were then allocated in the reported year – Please note the Council cannot identify in which year any allocated receipts were collected as this data is not recorded in this way. Please refer to the figures below for further information on CIL allocations and CIL spend in the reported year.
- e) The total amount of CIL expenditure for the reported year was **£5,044,633.64**. This includes:-
- Administration expenses - **£395,588.37**.
 - Monies spent by Shropshire Council from the CIL Local and Strategic funds - **£3,210,702.67**.
 - Monies passed to parish and town councils as Neighbourhood Fund - **£1,438,342.60**.
- f) The total amount of CIL receipts, whenever collected, which were allocated but not spent during the reported year was **£5,112,026.88**.
- g) In relation to CIL expenditure for the reported year, summary details of
- The items of infrastructure on which CIL (including land payments) has been spent, and the amount of CIL spent on each item. Please note that no land payments were collected in the reported year.

Education Infrastructure	£ 153,278.84
Medical Practice Facilities	£ 474,513.70
Highways Infrastructure	£2,161,551.13
Infrastructure Grants	£ 421,359.00
Total	£3,210,702.67

- The amount of CIL spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part) in the reported year was **£0.00**.
- The amount of CIL collected on administrative expenses in the reported year was **£395,588.37**. This amount was 5% of CIL collected in the reported year. Note: this includes an adjustment for £1,534.59 that was not included in the reporting period 2022/2023.

- h)** In relation to CIL receipts, whenever collected, which were allocated but not spent during the reported year - summary details of the items of infrastructure on which CIL has been allocated, and the amount of CIL allocated to each item:

Highway Infrastructure	£1,929,440.39
Leisure Infrastructure	£ 980,000.00
Education	£1,149,586.49
Outdoor and Play Infrastructure	£ 170,000.00
Infrastructure Grants	£ 883,000.00
Total	£5,112,026.88

- i)** The amount of CIL passed to

- i. Any parish or town council under regulation 59A or 59B (neighbourhood fund) up to 31st March 2023 was **£7,382,114.64**.
- ii. Any person under regulation 59(4) (CIL passed to a third party to spend on infrastructure) during the reported year was **£0.00**.

- j)** Summary details of the receipt and expenditure of CIL to which regulation 59E or 59F applied during the reported year.

- i. The total CIL receipts collected by Shropshire Council under regulation 59E (Recovery of CIL passed to local councils if not spent within 5 years) during the reported year was **£0.00**
- ii. The total CIL receipts collected by Shropshire Council under regulation 59F (Use of CIL in an area to which regulations 59A and 59B do not apply) during the reported year was **£0.00**.
- iii. The amount of CIL allocated or spent on items of infrastructure to which regulations 59E and 59F applied was **£0.00**.

- k)** Summary details of any notices served in accordance with regulation 59E

- i. The total value of CIL receipts requested from parish and town councils under regulation 59E was **£0.00**
- ii. The total value of funds not yet recovered from parish and town councils at the end of the reported year under regulation 59E was **£0.00**.

- l)** The total amount of –

- i. The amount of CIL collected, not assigned for Neighbourhood CIL or CIL Administration, for the reported year and that had not been spent is **£6,047,143.63**.
- ii. CIL receipts retained at the end of the reported year was **£37,124,351.41**.
- iii. CIL receipts for the reported year to which regulations 59E or 59F applied retained at the end of the reported year was **£0.00**.

- iv. CIL receipts prior to the reported year to which regulations 59E or 59F applied retained at the end of the reported year was **£0.00**.

3. Section 106 Report

- a) The total amount of money to be provided under any planning obligations which were entered into during the reported year was **£3,308,942.00**.

Please Note:

- 1) *The words 'entered into' are interpreted as meaning Agreements issued by the Council.*
- 2) *A number of these Agreements have been issued in connection with outline planning applications. As such, the exact amount of S106 contributions payable to the Council is not specified in the Agreement. This is only confirmed at Reserved Matters stage. The figure quoted above is therefore subject to change.*

- b) The total amount of money under any planning obligations which was received during the reported year was **£2,293,222.31** (cash basis).
- c) The total amount of money under any planning obligations which was received before the reported year which has not been allocated by Shropshire Council is **£8,725,805.30**. (Cumulative total).
- d) Summary details of any non-monetary contributions to be provided under planning obligations which were entered into during the reported year:
- Public Open Space/Local Area of Play
 - Highway Works
 - Education Land
 - Cricket Pitch
 - Football Pitches
- i. In relation to affordable housing, the total number of units which will be provided under planning obligations entered into during the reported year was **535**.
- ii. In relation to educational facilities, the number of school places for pupils which will be provided under planning obligations entered into during the reported year was **420**.
Primary School. Figure assumes land is transferred to the Council.
- e) The total amount of money (received under any planning obligations) which was allocated but not spent during the reported year for funding infrastructure was **£3,229,025.37**;

The use of the word 'allocated' has been interpreted in terms of what was allocated in the Capital Programme at the start of the reported year, i.e. what was budgeted to be funded through S106, less what was actually spent, giving the total of what was allocated/budgeted but not spent – as per the table below:

Budget/Allocated to capital programme – 2023/24	£1,239,745.99
Budget/Allocated to capital programme – 2024/25	£2,344,787.12
Budget/Allocated to capital programme – 2025/26	£ 513,673.00
Spent/Allocated as funding	£ 869,180.74
Total amount of money allocated/budgeted but not spent	£3,229,025.37

- f) The total amount of money (received under any planning obligations) which was spent by the authority (including transferring it to another person to spend) was **£1,298,794.54**.

Capital	£ 869,180.74
Revenue	£ 85,375.85
Returned / Transfer to Third Parties	£ 344,237.95
Total expenditure/transferred	£1,298,794.54

- g) In relation to money (received under planning obligations – figure e.) which was allocated by the authority but not spent during the reported year, summary details of the items of infrastructure on which the money has been allocated, and the amount of money allocated to each item;

We have interpreted ‘allocated’ to mean allocated/budgeted in the capital programme. This table is a breakdown/summary of the answer to question (e) – as per the table below.

	Budget in Capital Programme	Commitments	Spent / allocated 2023-24	Difference – not ‘spent’ during reported year
Highways Infrastructure	£ 605,608.67		£273,640.50	£ 331,968.17
Affordable Housing	£ 3,490,805.14		£595,540.24	£2,895,264.90
Play Areas / Community Facilities / Open Spaces / Estate Maintenance	-		-	-
Education	£ 1,792.30		-	£ 1,792.30
Total	£ 4,098,206.11	-	£ 869,180.74	£3,229,025.37

- h) In relation to money (received under any planning obligations – figure f.) which was spent by the authority during the reported year (including transferring it to another person to spend), summary details of—

- (i) The items of infrastructure on which that money (received under planning obligations) was spent, and the amount spent on each item;

Returned / Transferred to third parties:

Highways / Car Parks/ Environmental	£ 2,000.00
Play Areas / Community Facilities / Open Spaces / Estate Maintenance	£ 342,237.95
Total Returned / Transferred to third parties	£ 344,237.95

Expenditure:

Capital	
Affordable Housing	£ 595,540.24
Highways / Car Parks / Environmental	£ 268,250.14
Play Areas / Community Facilities / Open Spaces / Estate Maintenance	£ 0.00
Education	£ 0.00

Revenue Expenditure from Capital	
Highways / Car Parks / Environmental	£ 1,875.00
Capital Admin charge	
Affordable Housing	£ 16,594.78
Commuted Sums	
Applied Capital	£ 5,390.36
Applied Revenue	£ 66,906.07
Total Expenditure	£ 954,556.59

Total Expenditure / Returned / Transferred	£1,298,794.54

- (ii) The amount of money (received under planning obligations) spent on repaying money borrowed, including any interest, was **£0.00**.
 - (iii) The amount of money (received under planning obligations) spent in respect of monitoring (including reporting under regulation 121A) in relation to the delivery of planning obligations, was **£0.00**.
- i) The total amount of money (received under any planning obligations) during any year which was retained at the end of the reported year was **£16,121,051.23**. Of this retained money, the amount allocated for the purposes of longer-term maintenance ("commuted sums") was **£669,350.66**.

4. Infrastructure List

- 4.1 This infrastructure list sets out the infrastructure projects or types of infrastructure which Shropshire Council intends to be wholly or partly funded by the Community Infrastructure Levy (CIL). This refers to the use of the CIL local and strategic funds by Shropshire Council. This report will not dictate how Shropshire Council must spend CIL, but will set out Shropshire Council's intentions.
- 4.2 The CIL neighbourhood fund is distributed to local town and parish councils who are able to directly spend this money on infrastructure to support development within their local areas. Any potential neighbourhood fund spend is therefore not detailed here.
- 4.3 CIL income from new development can be spent on anything that constitutes "infrastructure" as defined by Regulation 216 of the 2008 Planning Act and the CIL Regulations (as amended). This includes but is not limited to roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces.
- 4.4 Shropshire Council recognises that infrastructure needs vary from place to place and priorities vary over time in response to different development pressures. Shropshire's infrastructure requirements are detailed within Shropshire's Implementation Plan and the supporting Place Plans. An annual process of review is well established for these which ensures widespread and continual engagement in identifying and prioritising Shropshire's infrastructure requirements both with the local community and local infrastructure and service providers. The Implementation Plan and supporting Place Plans therefore provide a robust evidence base to assist in the targeted use of developer contributions as well as a mechanism for coordinating all available resources around an agreed set of priorities within a particular place.
- 4.5 In combination with the Implementation Plan and the Place Plans, the Infrastructure List sets out how Shropshire Council intends to spend CIL in future by identifying infrastructure projects which may be able to benefit from CIL funding.
- 4.6 Please note the Infrastructure List is not exhaustive. CIL Local and Strategic Funds may be spent on infrastructure projects not included on the Infrastructure List. The Infrastructure List provides an indication of the infrastructure projects which CIL funds may be spent on. The Infrastructure List does not dictate how CIL will be spent by Shropshire Council, but does set out the intentions of Shropshire Council for how the CIL Local and Strategic Funds may be spent. The Infrastructure List will be reviewed as part of the Annual Infrastructure Funding Statement for the next reported year which will be published prior to 31st December 2024.
- 4.7 The Infrastructure List is split into two parts. Part 1 of the List outlines the projects where CIL funds have been allocated but not yet spent. Some of these projects may have already received CIL funding but are due to receive further funding following the publication of this statement. Part 2 of the List sets out the aspirational projects where no CIL funding has yet been allocated, but Shropshire Council may intend to provide CIL funding for these projects in future.

Infrastructure List Part 1 – projects with allocated CIL to be spent

Project title	Place plan area	Project description
Cemetery Extension at Bridgnorth	Bridgnorth	To acquire 3 acres of additional land to provide 1000 additional private earthen burial spaces, approximately 500 cremated remains burial spots, associated parking and access requirements at Bridgnorth Cemetery
Upgrade of Pelican Crossing on Underhill Street Bridgnorth	Bridgnorth	Upgrade of Pelican Crossing to ELV Puffin and provide a road safety audit review
Cemetery Extension	Broseley	Extension of Broseley Cemetery to create additional land for burials.
Play Area, Birchmeadow	Broseley	Create a new 'landmark' play area at Birchmeadow Park
Additional Pavement linking to new housing development at Acton Burnell	Church Stretton	Installation of new pavement for development at Bell Mouth
Pavement widening between Ludwyche Road and schools	Church Stretton	50m of footway on the B5477 Ludlow Rd north of All Stretton to Hazler
Highways improvements along B4363/B4194 Kinlet	Cleobury Mortimer	Local Highways improvements including speed reductions, (Severn Lodge Lane, School Lane, Kinlet Bank / Baveney Wood areas extending into Neen Savage
Improvements to the Ford in Neen Savage	Cleobury Mortimer	New signage for the ford and drainage improvements
Six Ashes Highway Improvements	Cleobury Mortimer	Six Ashes Highway Improvements
Highway Improvements	Ellesmere	30mph speed limit at Willowbrook.
Installation of safe crossing on A495 at Welshampton	Ellesmere	Installation of safe crossing on A495 at Welshampton, where there is continuous pavement only on one side of the road.
Puffin Crossing Corve Street Ludlow	Ludlow	Installation of Puffin Crossing on Corve St
Traffic signal Improvements Rocks Green in Ludlow	Ludlow	feasibility design and build

Upgrade of play equipment at Dutton Close Play Area, Stoke Heath	Market Drayton	Upgrade and renewal of play equipment along with new equipment at Dutton Close Play Area, Stoke Heath
Footpath improvements around Woodseaves, Sutton upon Tern	Market Drayton	Footpath improvements to construct 50 metres of footpath within the central core of Woodseaves, Sutton upon Tern to enable safer pedestrian traffic movements through the area.
Pelican Crossing A51 London Road Market Drayton	Market Drayton	Installation of Pelican Crossing A51 London Road
Upgrade of Pelican Crossing to a Puffin Crossing on Frogmore Road	Market Drayton	CIL project Upgrade of Pelican Crossing to a Puffin Crossing - Frogmore Road, Market Drayton
Additional 3 classrooms at Whittington CE Primary School	Oswestry	Additional classroom capacity at Whittington Primary School New 3 classroom block
Feasibility for improvements of Stans roundabout (St Martins)	Oswestry	Feasibility and design for improvements so Stans Roundabout - CIL funded project
HGV safety improvements and traffic calming in Ruyton XI Towns	Oswestry	Traffic calming including traffic lights, pedestrian crossing improvements, gateways and speed monitoring.
Pedestrian Crossing point in Knockin	Oswestry	Feasibility design and build a crossing point at Knockin
Oswestry High Street, Heritage Action Zone	Oswestry	Infrastructure improvements to the key alleys linking 11 new buildings being developed
Provision of Locally Equipped Area of Play (LEAP), Haughton Road, Shifnal	Shifnal	Provision of Locally Equipped Area of Play (LEAP) at Haughton Road development, Shifnal
Development of the Condover Village Sports Ground	Shrewsbury	Development of the sports pavilion at Condover Village Sports Ground in Condover including improving the changing rooms, cricket tea room and equipment storage.
Footpath improvements at Eyton near Baschurch	Shrewsbury	Traffic management, Baschurch
Cycle way improvements on Pritchard Way Shrewsbury SITP project	Shrewsbury	Improvements to the cycle way including wider central splitter island, improved crossing facilities with tie ins each side
Cycling Improvements at Bell Lane and Dark Lane Shrewsbury	Shrewsbury	Bridge ram and cycle land to allow cyclists to travel over the bridge without carrying their bike

Highway Improvements Quiet Lane Cross Houses	Shrewsbury	Highways Improvements Cross House to Atcham Quiet Lane
Improvements to cycle route Radbrook Road Shrewsbury	Shrewsbury	Cycle Route on Radbrook Road
Improvements to cycling routes infrastructure – Abbey Foregate – Shrewsbury SITP	Shrewsbury	Contraflow cycle system, move parking bays and install mandatory contraflow cycle lane, kerb buildouts and resurfacing
Puffin crossing upgrade on Belle Vue Road, Shrewsbury	Shrewsbury	Install and upgrade of pedestrian crossing on Belle Vue Road to Puffin Crossing. The crossing is close to Cottenham Primary School and pre school nursery and on a walking route to both facilities
Speed reduction measures at Forton Heath, Near Shrewsbury	Shrewsbury	Speed reduction measures at Forton Heath
Upgrade cycling facilities on roundabout at Weeping Cross Shrewsbury	Shrewsbury	Upgrade cycle facilities on Weeping Cross Island - including SSSUE and Shrewsbury Business Park
Upgrade of cycle route in Castlefields Shrewsbury	Shrewsbury	Upgrade of cycle route from Castle Bridge to Newpark Road - removing the paving and replacing with flexible footway
Upgrade of cycle route Underdale Road in Shrewsbury	Shrewsbury	To improve the cycle way from Underdale Road to Castle Bridge
Upgrade of pedestrian route Pritchards Way Shrewsbury	Shrewsbury	Upgrade of pedestrian route Pritchards Way Shrewsbury
5 New classrooms teaching block at Meole Brace Secondary school	Shrewsbury	New 5 classroom teaching block. An new building designed to the Passivhaus standard which will guarantee low energy consumption, high efficiency and very good levels of internal comfort. A first for Shropshire Council and one of only a very few education buildings in the country built to this demanding standard
Haughmond Academy, Classbase Expansion	Shrewsbury	Haughmond Academy, Featherbed Lane, Classbase expansion
Haughmond Academy Shrewsbury school safety project	Shrewsbury	Haughmond Academy, Featherbed Lane School Safety Project

A53 Traffic calming measures on Mytton Estate Shawbury	Wem	Provision of speed control and road safety measures including provision of two traffic speed monitors on roads entering Shawbury
Highway safety improvements on Wem Rd /Harmer Hill	Wem	Measures to reduce speed on the B5476
Purchase of land to create parking and recreational space in the village of Hadnall	Wem	Purchase of land to create parking and recreational space in the village of Hadnall
Whitchurch Drainage	Whitchurch	Whitchurch Drainage and Utilities for development sites at Tilstock Road and Heath Road
Whitchurch Swimming Pool and Fitness Centre	Whitchurch	New swimming pool and fitness centre on site of derelict pool and youth centre

Part 2 – potential projects currently with no CIL allocations, but may benefit from future CIL funding

Project / Infrastructure need	Place Plan Area	Description
Flooding and drainage management infrastructure	All	Provision of flood and drainage management infrastructure that is appropriate to local conditions, including both surface water and flood risk linked to supporting development.
Public transport improvements	All	Public transport improvements to support the needs of new development, including on-demand bus provision as well as other projects included in the emerging Local Transport Plan where this supports the needs of new development
Local walking and cycling infrastructure	All	Improvements to existing infrastructure, as well as creation of new provision evidenced through the Council's emerging Local Cycling and Walking Improvement Plan (LCWIP)
Improvements linked to Playing Pitch Strategy	All	The Shropshire Playing Pitch Strategy identifies the potential for upgrades to existing facilities. Where upgrades are linked to new development CIL can be used to support.
Health related infrastructure	All	Health related infrastructure to enhance capacity at existing facilities and delivering new facilities, where necessary, to support the needs of new development
Clun Catchment nutrient neutrality mitigation measures	Bishop's Castle	Developer-led mitigation measures to support the need to deliver nutrient neutral development in the catchment without compromising wider catchment restoration
Expansion of Early years provision at Chirbury Primary School	Bishop's Castle	Extra provision needed in Chirbury to meet the expansion of free 30-hour childcare from 9 months+ this provision will also support the sustainability of the local primary school
Infrastructure associated with Tasley Garden Village Strategic site development Bridgnorth	Bridgnorth	Tasley Garden Village is proposed for development in the draft Shropshire Local Plan. This includes the development of around 1050 houses and supporting infrastructure which may include a community centre, medical centre, green infrastructure, employment land, drainage schemes and education provision.
New one/two form entry primary school - Bridgnorth	Bridgnorth	New one/two form entry primary school linked to proposed Tasley Garden Village development
Infrastructure associated with Tasley Gateway Housing Development site	Bridgnorth	Infrastructure needs resulting from the Tasley Gateway site (aside from those covered in the S106 agreement) which has been approved in outline (21/05023/OUT).
Expansion of Early Years provision Bridgnorth Area	Bridgnorth	Extra provision needed in Bridgnorth to meet the expansion of free 30-hour childcare from 9 months +

Strategic improvements to sustainable transport options for Bridgnorth	Bridgnorth	Strategic improvements to sustainable transport options for the town, including emerging projects relating to the Bridgnorth Forward Group, as well as seeking improvements supporting improved connectivity between low town and high town, potentially through improvements to the Cliff Railway.
Expansion of Early years provision at Little Owls – Broseley CE Primary School	Broseley	Extra provision needed in Broseley to meet the expansion of free 30-hour childcare from 9 months and above.
Road safety works on the A4117 corridor through Cleobury Mortimer	Cleobury Mortimer	To address the safety concerns on the A4117 at Cleobury Mortimer
Expansion of provision at Burford Primary School	Ludlow	Extension to current classroom needed at Burford primary school to meet demand for school growth
Tern Hill roundabout development	Market Drayton	Capacity improvements to the Tern Hill roundabout, associated with the development of the area, including the proposed Clive Barracks redevelopment and wider development in Market Drayton
Clive Barracks strategic site	Market Drayton	The redevelopment of the Clive Barracks site for is outlined in the emerging Shropshire Local Plan as a strategic development site, to include a delivery of 750 dwellings and 6 hectares of employment land. The full infrastructure requirements will be identified through a master plan exercise but are likely to include improvements to the A41 and A53 highways network, a pub, community store and retail units, new education facility, green infrastructure, pedestrian and cycling infrastructure and maintenance of River Tern and RAF Tern Wildlife sites.
Infrastructure associated with the relocation and/or the improvement of current sporting facilities in Market Drayton	Market Drayton	Potential upgrading of facilities at Greenfields sports ground, Market Drayton to potentially include new club house, improved car parking and access.
School hall and classroom at Moreton Say School	Market Drayton	Creation of a school hall and expansion of current class provision
New one form entry primary school - Buildwas	Much Wenlock	New one form entry primary school on former Ironbridge power station site
Additional Class bases at William Brookes Secondary School, Much Wenlock	Much Wenlock	Expansion for the secondary aged pupils emerging from the development of the former Ironbridge power station site
A458 Highway safety improvements at Gaskell Corner Much Wenlock	Much Wenlock	Additional through traffic is expected from planned housing developments in the area, including from the redevelopment of

		the former Ironbridge Power Station, Tasley and Much Wenlock.
Infrastructure associated with the development of the former Ironbridge Power Station strategic site	Much Wenlock	The former Ironbridge Power station former site is proposed for development in the emerging Local Plan and has outline permission (19/05560/OUT). CIL funding to supplement agreed S106 funds to mitigate the impact of development.
Expansion of early Years Provision Shifnal	Shifnal	Extra provision needed in Shifnal to meet the expansion of free 30hour childcare from 9 months and above.
Addition of extra class base at Shifnal Primary School	Shifnal	Due to continued growth and to complement the DFE new build at St Andrews Shifnal an addition classroom is needed at Shifnal primary school
Shrewsbury Sports Village development of new swimming facility	Shrewsbury	Redevelopment of Shrewsbury Sports Village site to include provision for swimming through new pool provision
Riverside redevelopment programme Shrewsbury town centre	Shrewsbury	The redevelopment will regenerate around 1.2 hectares of brownfield land in the Smithfield and Riverside area of Shrewsbury, to allow the creation of a mixed use, low carbon development. The programme will also address flood adaptation and promote active travel options
North West Relief Road Shrewsbury	Shrewsbury	The Shrewsbury Northwest Relief Road (NWRR) will provide a new, single carriageway road linking the northern and western parts of Shrewsbury. It will include a new bridge over the River Severn and its flood plain, and a new bridge over the Shrewsbury-Chester railway line.
Sustainable urban extension Mytton Oak Rd / Hanwood Rd Shrewsbury	Shrewsbury	Land between Hanwood Road and Mytton Oak Rd is a proposed allocation in the draft Shropshire Local Plan with the potential to deliver around 1500 houses and 5 hectares of employment land. The full infrastructure requirements will be identified through a master plan exercise.
5 New Classrooms teaching block at a Shrewsbury Secondary School	Shrewsbury	New 5 classroom teaching block. A new building designed to the Passivhaus standard which will guarantee low energy consumption, high efficiency and very good levels of internal comfort. Similar to the one built at Meole Brace Secondary
New Secondary School (5 Forms) in Shrewsbury	Shrewsbury	New 4/5 form entry secondary school built in Shrewsbury
Addition of an extra form of entry at Bowbrook primary school	Shrewsbury	Additional form of entry at Bowbrook primary school - linked to the expansion of the new Bowbrook development
Extension to School Hall at Oxon Primary School	Shrewsbury	Extension to school hall at Oxon Primary School

The Avenue-New Road infrastructure within the Shrewsbury Riverside redevelopment	Shrewsbury	The Avenue will provide a new access road from Smithfield Road to Raven Meadow to maintain access to the multi-story car park and bus station while the Shrewsbury Riverside redevelopment takes place
Provision of a SEND hub at a Shrewsbury Secondary School	Shrewsbury	Creation of Special Needs Hub at a Shrewsbury Secondary school – there is not a Hub in Shrewsbury to complement the primary hubs.
Development of Early Years provision Shrewsbury	Shrewsbury	Extra provision needed in Shrewsbury to meet the expansion of free 30hour childcare from 9mths +
Classroom expansion Hadnall Primary School	Shrewsbury	Extension to current classroom needed at Hadnall primary school to meet demand for school growth
2 extra classrooms at The Corbet School	Shrewsbury	Development of in-house Alternative Provision to support young people at risk of exclusion as well as supporting YP new to the school
Provision of additional primary class bases in Whitchurch	Whitchurch	Provision of additional primary class bases, with associated infrastructure, to support the needs of new development in the town, including land at Tilstock Road where the development of 561 dwellings (22/04360/FUL) has commenced.
Provision of a SEND hub at Whitchurch Junior school	Whitchurch	Creation of Special Needs Hub at Whitchurch Junior school ensuring continuous provision from ages 3 - 18

5. Glossary

Administrative fees/expenses (admin fund) - expenses incurred during the implementation and enforcement of CIL

Affordable Housing – as defined by the [Type and Affordability of Housing SPD](#). This refers to social rented, affordable rented, low cost home ownership and other intermediate housing which are provided to eligible households whose needs are not met by the open market. Will also include provisions to remain available at an affordable price for future eligible households.

Allocated funds – a decision has been made by Shropshire Council to commit funds to a particular item of infrastructure or project.

Collecting Authority – refers to the authority which collects CIL from new development. In this case, this is Shropshire Council.

Community Infrastructure Levy (CIL) – a charge levied by Shropshire Council on new development. Funds are then used to help deliver infrastructure needed to support development.

Demand Notice – a document issued to liable parties/developers to confirm when CIL is due for payment on a particular development.

‘Entered into’ – refers to S106 planning agreements which were completed by Shropshire Council during the reported year.

Infrastructure – This includes roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces.

Land Payments – method of paying CIL through the provision of land by a developer or interested party which must then be used to deliver infrastructure.

Local Fund – the proportion of CIL used for local infrastructure priorities to meet the infrastructure needs in the area where development takes place within Place Plan areas.

Neighbourhood Fund – the proportion of CIL provided directly to the local Town/Parish Council to fund locally identified infrastructure projects, including Neighbourhood Projects identified in the Place Plans.

Place Plan – a document which focuses on local infrastructure needs in communities across Shropshire. Further information can be found on the [website](#).

Reported year – the financial year 2023-24. This is between the dates 1st April 2023 and 31st March 2024.

Strategic Fund – the proportion of CIL used for strategic infrastructure of county wide importance

Strategic Infrastructure and Investment Plan - forms part of the evidence supporting the implementation of the County's adopted and emerging Local Plans. It provides information on known infrastructure requirements for Shropshire's settlements, identifies whether developer contributions will be sought for each requirement, and sets out general principles as to whether these will be addressed through S106 Agreements, CIL or direct developer funding.

Section 106 planning obligations (S106) - legal planning agreements which were entered into to mitigate the impacts of a development. Refers to Section 106 of the Town and Country Planning Act 1990.

SUE – Sustainable Urban Extension. Includes large scale sites allocated in the adopted Development Plan, or proposed to be allocated in the draft Local Plan. These sites form a major development extending an existing settlement and normally require significant on-site infrastructure improvements.

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Committee and Date

Cabinet 4th December 2024

Item

Public



Grounds Maintenance Service Delegation to Shrewsbury Town Council

Responsible Officer:		Jane Trethewey, Assistant Director, Homes & Communities	
email:	Jane.trethewey@shropshire.gov.uk	Tel:	01743 254917
Cabinet Member (Portfolio Holder):		Councillor Gwilym Butler, Portfolio Holder for Finance, Corporate Resources and Communities	

1. Synopsis

It is proposed that a range of grounds maintenance services currently undertaken on behalf of Shropshire Council by Shrewsbury Town Council under a Service Level Agreement are formally delegated to them for future delivery from April 2025.

2. Executive Summary

2.1. The Shropshire Plan seeks to improve outcomes under four main headings, of which Healthy Economy and Healthy Environment have greatest relevance for the delivery of a high-quality grounds maintenance service in Shrewsbury, our county town.

- **Healthy Economy:** This includes a focus on developing Shropshire as a vibrant destination for people that attracts people want to live in, work, learn and visit. Creating an attractive and healthy environment in which to live and work is a key goal, supported by a well-run grounds maintenance service day to day.
- **Healthy Environment:** We will maintain, protect, and enhance our outstanding natural environment, promoting positive behaviours and greater biodiversity and environmental sustainability. Our grounds maintenance service includes a range of

public open spaces and other settings which present opportunities to enhance biodiversity.

- 2.2. Shropshire Council currently sources grounds maintenance works in Shrewsbury and some surrounding sites through a Service Level Agreement (SLA) with Shrewsbury Town Council, which has been in place since 2009, having been established on the creation of the unitary council to take on duties previously held by Shrewsbury and Atcham Borough Council. The Agreement was subsequently amended through Deeds of Variation, extending the term to expire in 2025.
- 2.3. In preparation for the expiry of the SLA, the Council commissioned a review from the Association of Public Sector Excellence (APSE), to establish the quality, value for money, and appropriateness of the SLA arrangements in place.
- 2.4. The APSE review concluded that the SLA offered good value for money, and a good quality service, with a clear rationale to continue the provision of grounds maintenance services by Shrewsbury Town Council, subject to any variations to be considered on a site-by-site basis. However, it was also recommended that the most appropriate arrangement for a local council to undertake services for a unitary authority is a formal delegation, rather than a contract or SLA.
- 2.5. It is critical to delivery of the Healthy Economy and Environment goals of The Shropshire Plan that Shrewsbury and its key facilities are well maintained and presented. It is therefore proposed that from April 2025 the Grounds Maintenance SLA is replaced by a formal delegation of these services to Shrewsbury Town Council, with the appropriate associated budgets, subject to a parallel approval by Shrewsbury Town Council at their Finance and General Purposes Committee meeting on 2 December 2025. It is proposed that the details of this delegated arrangement be finalised and agreed under delegated authority by the officers of both councils, in consultation with the portfolio holder.

3. Recommendations

3.1. It is recommended that Cabinet approves:

- The delegation of grounds maintenance services currently undertaken by Shrewsbury Town Council under a Service Level Agreement directly to Shrewsbury Town Council, along with the appropriate associated budget, subject to a parallel agreement by Shrewsbury Town Council to accept this delegation.
- The delegation of the detailed agreement between Shropshire Council and Shrewsbury Town Council to the Executive Director of Place in consultation with the Portfolio holder for Finance, Corporate Resources and Communities.
- That a Monitoring Board is established to meet a minimum of once a year to monitor the operation of the delegated services with joint membership from Shropshire Council and Shrewsbury Town Council.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1. Shrewsbury Town Council has a large staff of experienced grounds maintenance operatives, who have been providing these services to the facilities and assets captured in the existing SLA, as well as managing a range of other assets, for many years. This provides strong confidence in the capacity and capability of the Shrewsbury Town Council team to deliver the identified services to the necessary standards and mitigates any risk around service delivery.
- 4.2. In this proposal Shropshire Council is handing over the responsibility and risk associated with delivering grounds maintenance services to Shrewsbury Town Council. The Town Council is aware of its Health and Safety obligations towards those members of the public who use the parks and open spaces under their control. Shrewsbury Town Council will need to ensure operations conform with legislation, largely but not limited to the Environmental Protection Act 1990 and Health and Safety at Work etc Act 1974.
- 4.3. The risk of challenge from other contractors who might wish to take on the grounds maintenance services captured in the proposed delegation, is dealt with by reference to the regulations which permit delegation of services from one tier of local government to another. Section 101 of the Local Government Act 1972 allows for delegation of any function to another local authority, allowing Shropshire Council to delegate the grounds maintenance functions as proposed without the need for a procurement exercise, where it is satisfied that this is appropriate. Equally, Shrewsbury Town Council has the General Powers of Competence under the provisions of the Localism Act 2011 which allow it to take on these services.

4.4. Risk table

<i>Risk</i>	<i>Mitigation</i>
Shrewsbury Town Council may not be able to provide the level of service required.	The proposed delegation is of services that Shrewsbury Town Council has already been providing under an SLA for many years, giving confidence that this arrangement will not result in any lesser standard of service.
Shrewsbury Town Council must take responsibility for the risks associated with providing services to public open spaces and facilities	Shrewsbury Town Council undertakes a range of grounds maintenance services, both on Shropshire Council sites, on its own assets, and on those of other parishes, providing evidence of its team's awareness and experience of the relevant regulations.
Challenge may be received from contractors who would wish to deliver these services.	Delegation of services from one tier of local government to another is common practice and is not subject to the procurement and competition rules that apply to other activity.

- 4.5. As part of the APSE review of the grounds maintenance service provided by Shrewsbury Town Council, an options appraisal was carried out to establish the best route for delivery of these services following the ending of the existing SLA. Five options were initially considered:

1. Extension of the current SLA with Shrewsbury Town Council with no changes
 2. Amending the current SLA with Shrewsbury Town Council and continuing it
 3. Undertaking a formal procurement to appoint a new contractor to deliver grounds maintenance services
 4. Taking responsibility for grounds maintenance back into Shropshire Council to deliver directly.
 5. Shrewsbury Town Council takes over responsibility for services, either by asset transfer or by delegation of responsibility
- 4.6. The options were considered following a detailed review of all the various sites receiving grounds maintenance services, the range of specific requirements associated with these, and the performance in evidence under the current SLA. An appraisal was made based on a range of factors, which included performance, cost, and opportunities for service improvement and future savings, and took account of benchmarking of the SLA services against other local authority grounds maintenance provision, available through the APSE database.
- 4.7. Options 1 and 2 considered extending the existing SLA, either in its current form or with variations. However, the SLA, which is a form of contract, does not include provision for extension beyond its originally agreed term. An extension would therefore constitute a new award which would typically be subject to procurement requirements. Whilst there could be an option for direct award or a contract to the Town Council it is unclear that there are benefits in continuing with a contractual relationship between the two councils. These options were therefore rejected.
- 4.8. Option 3 to appoint a third-party contractor to deliver grounds maintenance services through a formal procurement exercise scored low across all areas. This reflects the good value that the existing Shrewsbury Town Council service represents, based on benchmarking with similar local authority services in the APSE database. It also has the benefit of being locally provided by a key partner, adding confidence, resilience, and responsiveness to its performance, as well as supporting the local economy. Finally, there is the potential for Shrewsbury Town Council to support the costs of service provision in future from its own resources.
- 4.9. Option 4, for Shropshire Council to take responsibility for grounds maintenance services directly scored lowest of all options. The Council does not have directly employed staff in a grounds maintenance capacity on the scale that Shrewsbury Town Council does and would need to TUPE significant numbers of staff into its employment to deliver this work, and restructure accordingly. This arrangement would not meet our current Council restructuring priorities to right size the Council and seek a commissioning approach where possible.
- 4.10. Option 5 scored highest and is the recommended approach. This was assessed as providing the best value mechanism. APSE's appraisal showed that Shrewsbury Town Council had a grounds maintenance service cost of £36.37 per household, well below the benchmark group average of £44.22.
- 4.11. It is common, particular in areas where local government reorganisation has created unitary authorities, for functions such as grounds maintenance to be delegated to local councils, which have wide powers to provide such services.

Local government law allows for the delegation of functions from one authority to another. Devolving the function would not create a contract for service between Shropshire and Shrewsbury Town councils but can be done through an agreement as to what services are to be provided and how, and how funded. It is also possible for the delegated services to be reviewed over time, permitting changes to allow sites or services to be added or removed from the agreed list, and existing delegations to be amended as needed.

5. Financial Implications

- 5.1. Shropshire Council is currently managing an unprecedented financial position as budgeted for within the Medium-Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet monthly. This demonstrates that significant management action is required over the remainder of the financial year to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve
 - scaling down initiatives,
 - changing the scope,
 - delaying implementation, or
 - extending delivery timescales.
- 5.2. The grounds maintenance SLA is currently funded through the budgets of a range of service areas, to a total of £1,609,258 annually. This covers a wide range of sites across Shrewsbury and in some neighbouring parishes beyond. These are listed in Appendix 1. It is intended that these services continue on the sites identified, but with a review of the specification to reflect Shropshire Council's current priorities.
- 5.3. The proposed delegation of the grounds maintenance service to Shrewsbury Town Council will be accompanied by the associated budgets, amended to reflect the specification review and the removal of the Golf Course maintenance from the schedule.

6. Climate Change Appraisal

- 6.1. There are no anticipated changes in energy and fuel consumption, carbon offsetting or mitigation, renewable energy generation or climate change adaptation arising from the recommendations of this report. It is proposed that services are maintained in their existing form, still delivered by the Town Council and its team.

7. Background

- 7.1. As part of the establishment of Shropshire Council and Shrewsbury Town Council in 2009, both parties entered into an "Agreement for the Provision of Horticultural Services" under the terms of the Local Authorities (Goods and Services) Act 1970. This covered the majority of grounds maintenance functions undertaken by the

former Shrewsbury and Atcham Borough Council, as it was felt at the time that splitting the grounds maintenance operatives would pose a risk to the viability of the service. This included an arrangement to maintain highway verges, shrub and rose beds and sponsored floral features, and covers some sites beyond the boundary of Shrewsbury Town Council.

- 7.2. The Town Council's grounds maintenance operation is based at the Weeping Cross depot which houses offices, storage facilities for vehicles, plant and equipment, a maintenance garage and greenhouse facilities for the propagation of plants each year for use across Shrewsbury and other parishes of Shropshire, as well as an outdoor tree nursery.
- 7.3. A Deed of Variation in 2015 provided for transfer of several assets to the Town Council to remove them from the maintenance agreement, including Shrewsbury Castle and Monkmoor Recreation Ground amongst others. The proposed transfers were subject to Secretary of State approval and did not proceed. It is not currently proposed to progress any asset transfers as part of this current delegation of services.
- 7.4. The SLA has provided the basis for continued delivery of grounds maintenance services across a wide range of sites since 2009 but is no longer considered to be an appropriate mechanism to continue, due to the lack of clarity around performance measures and management.
- 7.5. It is proposed to develop an agreement between Shropshire Council and Shrewsbury Town Council that will clearly delegate responsibility for grounds maintenance services and establish a Monitoring Board, to meet at least annually, to monitor the operation of the delegated services. This is intended to have joint membership from Shropshire Council and Shrewsbury Town Council.
- 7.6. The review of the specification associated with each of the areas in the schedule will also allow Shropshire Council to manage its costs at this point, and by delegating the services to Shrewsbury Town Council, allow them to consider funding any enhancements through their own resources, as appropriate.

8. Conclusions

- 8.1. The Shrewsbury Grounds Maintenance SLA comes to an end in March 2025. Through a detailed review a preferred new arrangement is now recommended, which will allow the Town Council to take on delegated responsibility to continue delivery of high-quality services.
- 8.2. Opportunities will be taken to review and refine the specification of services, to seek savings and develop a formal agreement. The details of a new agreement will be delegated to the Executive Director of Place in consultation with the Portfolio holder for Finance, Corporate Resources and Communities.

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

Local Member:	Bowbrook – Councillor Alex Wagner Copthorne - Councillor Rob Wilson Bagley - Councillor Garry Burchett Harlescott - Councillor Jeff Anderson Castlefields & Ditherington - Alan Mosley Battlefield - Councillor Dean Carroll Sundorne - Councillor Kevin Pardy Monkmoor - Councillor Pam Moseley Underdale - Councillor David Vasmer Abbey - Councillor Mary Davies Bayston Hill, Column & Sutton - Councillors Ted Clarke, Rosemary Dartnall, and Tony Parsons Meole - Councillor Bernie Bentick Radbrook - Councillor Julia Evans Porthill - Councillor Julian Dean Quarry and Coton Hill - Councillor Nat Green Bellevue - Councillor Kate Halliday Tern – Lezley Picton Longden – Roger Evans Rea Valley – Nick Hignett Loton – Ed Potter Severn Valley – Claire Wild Burnell – Dan Morris

Appendices

Appendix 1 Schedule of Sites

APPENDIX 1 – SITES SCHEDULE**SHROPSHIRE COUNCIL LEISURE SERVICES**

- Shrewsbury- Sports Village (Sundorne)
- Monkmoor Recreational Ground
- Swim Centre, Shrewsbury
- The Library Grounds, Castle Foregate, Shrewsbury (0.715 hectares)
- Shrewsbury Castle
- The Guildhall, Frankwell Quay, Shrewsbury
- Crematorium and Memorial Grounds at London Road, Shrewsbury
- General Cemetery (Longden Rd Shrewsbury)
- Rural Cemeteries, Church Pulverbatch Westbury Minsterley Alberbury, Great Ness

HIGHWAYS SERVICES

- Highway related premises and verges within Shrewsbury Urban area to be agreed between the Parties and identified on the GIS mapping system.
- Car Parks in Shrewsbury
- Shrewsbury Bus Station, (including lay over area)
- Shrewsbury Park & Ride Sites

LARGE OPEN SPACES (URBAN AREA)

- Herongate (7.39 hectares)
- Telford Estate (2_174 hectares)
- Burrsfield (2.625 hectares)
- Radbrook Pool (1.271 hectares)

LARGE OPEN SPACES (RURAL AREA)

- Bayston Hill, Brookfield
- Bomere Heath, The Crescent.
- Wheat Hill Rise
- Newbanks, Grafton
- Church Close, Cruckton
- Callow Crescent, Pontesbury
- Linley Avenue
- Ford, The Leasowes
- Nesscliffe, The Crescent
- Cross Houses
- Buildwas

Rural Closed Churchyards

- Wroxeter
- Church Pulverbatch
- Pontesbury
- Asterley
- Cruckton
- Bicton



Committee and Date
Cabinet 4 December 2024

Item

Public



Leisure Service Review Consultation

Responsible Officer:		Jane Trethewey, Assistant Director Homes & Communities	
email:	Jane.trethewey@shropshire.gov.uk	Tel:	01743 254917
Cabinet Member (Portfolio Holder):		Councillor Rob Macey, Culture & Digital	

1. Synopsis

Shropshire Council's Medium-Term Financial Strategy requires changes to leisure provision to create financial savings. This report outlines options for changes to provision at Much Wenlock Leisure Centre and seeks approval to initiate public consultation on the proposals.

2. Executive Summary

- 2.1 This report sets out the rationale for Shropshire Council to serve notice upon 3-18 Education Trust, ceasing to operate Much Wenlock Leisure Centre and withdraw subsidy for community use, contributing to Leisure savings identified in the MTFS. This would lead either to the centre no longer being operated by Shropshire Council for community use or a reduction in community provision, subject to options to be explored with the Education Trust for alternative approaches to management of the centre.
- 2.2 The Council's financial challenges require consideration of priorities for spend, including reviewing all service areas that are discretionary, and exploring ways in which to deliver services in a more financially sustainable manner. This proposal will support the Council's Healthy Organisation priority.

- 2.3 Much Wenlock Leisure Centre is a joint-use facility integral to William Brookes School. It is owned by the William Brookes Academy Trust, a charity and company limited by guarantee. In April 2021 the school joined the 3-18 Education Trust, a Multi Academy Trust with nine schools.
- 2.4 Shropshire Council operates and manages the leisure centre on behalf of the Trust to provide community use when the facility is not in use for education purposes. This arrangement has been in place since 2010 when the facility re-opened following a school rebuild. The Council's operational budget for this facility in 2024/25 is £280,040.

3. Recommendations

3.1 Cabinet is requested to:

- Authorise an 8-week public consultation on options for the future of the Much Wenlock Leisure Centre, including the proposal to serve notice to 3-18 Education Trust to cease to operate Much Wenlock Leisure Centre on behalf of William Brookes School and withdraw the associated subsidy for community use.
- Agree that once the public consultation is completed, the results are reported back to Cabinet for a decision on the preferred option.

Report

4. Risk Assessment and Opportunities Appraisal

- 4.1 Leisure provision is discretionary service not a duty, but it is supported by the Council to promote the health and wellbeing of the community and to fulfil the compulsory element of the primary school national curriculum for swimming and water safety.
- 4.2 For leisure centres to be financially viable they require a level of local usage, which also relies upon a good quality facility to attract customers. Much Wenlock Leisure Centre would require further investment to improve its market appeal and support greater public use.
- 4.3 Shropshire Council supports 12 leisure centres across the county, 10 of which are managed by external providers funded by Shropshire Council. Whilst informal discussions have been held with potential operators for Much Wenlock Leisure Centre, on behalf of the William Brookes School, it has not previously been considered a sufficiently financially viable option to appeal to them.
- 4.4 Subject to approval by Cabinet, it is therefore proposed to initiate an 8-week public consultation, extended from the minimum 6 weeks to take account of the Christmas and New Year break, on options for the future of the leisure centre, including the proposal that the Council ceases to operate Much Wenlock Leisure

Centre on behalf of the William Brookes School and withdraws the associated subsidy for community use.

- 4.5 The local Councillor for Much Wenlock has been advised of the proposals and his views will be included in the report back to Cabinet in due course.

4.6 Risk narrative

- Should the proposal for Shropshire Council to withdraw subsidy and cease to operate Much Wenlock Leisure Centre not be approved by Cabinet the required savings identified in the MTFS will not be delivered.
- Were due process not followed in consulting upon the proposed changes, this could result in a successful challenge to the proposal, and a failure to deliver the necessary savings.

1.1 Risk table

Risk	Mitigations
Proposal to serve notice and consult on changes to service provision not approved and identified savings are not met.	Identify savings elsewhere within the Leisure service budget or other service budgets, which will result in facility closure, reduction, or services losses elsewhere.
Challenge to due process resulting in delays to implementation.	Public consultation process and requirements have been established and will be adopted.

- 4.7 An Equalities, Social Inclusion and Health Impact Assessment (ESHIA) has been completed to ensure that the impact of the proposed change is understood and will be mitigated where possible and is attached at Appendix 1. This will be updated following the proposed public consultation and reported to Cabinet with the consultation findings.

5. Financial Implications

- 5.1 Shropshire Council is currently managing an unprecedented financial position as budgeted for with the Medium-Term Financial Strategy approved by Council on 29 February 2024 and detailed in our monitoring position presented to Cabinet monthly. This demonstrates that significant management action is required over the remainder of the financial year and beyond to ensure the Council's financial survival. While all Cabinet Reports provide the financial implications of decisions being taken, this may change as officers review the overall financial situation and make decisions aligned to financial survivability. Where non-essential spend is identified within the Council, this will be reduced. This may involve:

- scaling down initiatives,
- changing the scope,
- delaying implementation, or
- extending delivery timescales.

- 5.2 Serving notice to the 3-18 Education Trust and the subsequent withdrawal of subsidy and management services from Much Wenlock Leisure Centre could only take place following formal public consultation. The notice period to the Trust is 12 months. As a result, in the event the proposal is eventually approved, the cost savings of £280,040 per annum are not predicted until the financial year 2026/27.
- 5.3 A Sport England funding agreement relating to the construction of the facility is in place until 2031. Should public access be significantly reduced, Shropshire Council, as the original recipient of capital funding of £1,008,000, will be liable to repay a proportion of that capital. The exact amount reclaimed will be subject to negotiation, depending on the level of future public access to the facility and reflecting the fact that 15 years of the 21-year agreement have elapsed.
- 5.4 Should the proposal to cease operation and subsidy of Much Wenlock Leisure Centre not be approved, it would be necessary to explore alternative service reductions or losses to provide savings of a similar order. This would likely result in delayed delivery of savings, due to the need for further consultations, notice periods, and negotiations with contractors.
- 5.5 The Council continues to explore additional routes to deliver increased income and reduced costs in the leisure budget to deliver its necessary MTFS savings, which will be the subject of further reporting in due course.

6. Climate Change Appraisal

- 6.1 Serving notice to the 3-18 Education Trust and withdrawal of management services at Much Wenlock Leisure Centre may result in reduction in community use. Those attending swimming lessons and utilising the swimming pool are therefore likely to travel further afield to access similar facilities, resulting in a probable increase in vehicle emissions.

7. Background

- 7.1 Shropshire Council's Leisure Services contribute to the delivery of The Shropshire Plan in the following ways:
- **Healthy People** - Leisure Services promote the physical and mental health of Shropshire residents, giving opportunities for physical activity, learning, and social interaction, reducing the risk of chronic disease and improving mental well-being.
 - **Healthy Economy** - Leisure Services contribute to Shropshire's economic vitality by attracting visitors, supporting businesses, and creating jobs. They generate income for the local economy, support the growth of the tourism and leisure sectors, and provide employment and career opportunities for young people.
 - **Healthy Environment** - Leisure Services promote environmental awareness and responsibility, implementing measures to reduce their environmental impact and encouraging the use of sustainable modes of transport. Local provision of leisure services around the county reduces travel distances and encourages active travel.
 - **Healthy Organization** - Leisure Services work with multiple internal and external partners to support the delivery of services to residents and providing opportunities for early intervention activities. Leisure Services support demand management,

reducing the need for direct social care by encouraging healthier active lifestyles, tackling social isolation, and strengthening community support networks.

7.2 The three principal strategies covering Shropshire Leisure Services are:

- Playing Pitch and Outdoor Sport Strategy – Updated 2024
- Indoor Leisure Facilities Strategy 2020-2038
- Vibrant Shropshire Cultural Strategy 2021-3021

7.3 The core principles of the Indoor Facilities Strategy are:

- Support for the creation of a high quality and sustainable indoor leisure facility mix, which provides accessible and inclusive activities for all Shropshire residents leading to increased participation and active lifestyles, thereby meeting community need.
- Recognising the importance of leisure facilities as relevant community spaces, accessible to all and offering opportunities for the delivery of a wide range of activities, services, support and entertainment to local communities and people.
- A commitment to work with a wide range of partner organisations and individuals as co-creators and co-deliverers of leisure facilities so that they best reflect the differing needs of local communities.

7.4 These strategic principles remain important but must now be interpreted within the context of the Council's financial constraints, with necessary changes to provision across a wide range of services now required to meet budgetary limits.

7.5 The Much Wenlock Leisure Centre is a joint-use facility located at William Brookes School. The facility is operated by Shropshire Council for community use, but it is owned by William Brookes Academy Trust, which is part of the 3-18 Education Trust.

7.6 The centre is a relatively modern wet and dry leisure centre. Constructed as part of the 'Building Schools for the Future' programme, with £1,008,000 funding from Sport England, it was completed in 2010. As a "joint use" centre, the school/academy has exclusive use of the facility during school hours. Outside school hours it is available for community use for 56.25 hours each week. This varies during school holidays according to demand.

7.7 The facility mix is:

- Swimming pool (25m x 12.5m)
- Multi-purpose sports hall (33m x 18m) with four courts
- 20-station fitness suite
- Gymnasium (15m x 10.5m)
- Associated Changing Rooms
- Artificial turf pitch - (63m x 102m not floodlit)
- Grass pitches (not floodlit)
- 200m athletics track, 100m straight and long jump pit (not floodlit)
- Multi Use Games Area (floodlit tarmac)

- 7.8 Some areas of the centre are in poor condition, do not meet customer expectations and have contributed to reduced usage and income generation. Issues include:
- Changing rooms are in poor condition e.g. damaged lockers, ceiling tiles damaged, damaged electrical accessories/sockets, etc.
 - Redecoration is required throughout, and tiles are missing/damaged.
 - Swimming pool changing room floor needs replacing.
 - Swimming pool showers are ineffective and need replacing.
 - Fitness suite equipment is old and in poor condition.
 - First floor pool viewing gallery flooring needs replacing.
 - Athletics track needs resurfacing to bring up to standard
 - Multi-Use Games Area used for tennis/netball needs upgrading.
 - Vinyl surfacing needs replacement or upgrading in dry changing.
 - Ageing pool plant room requires investment.
- 7.9 The Academy is responsible for the repairs and maintenance of the centre and procuring utility suppliers. Shropshire Council engages a specialist contractor to maintain the swimming pool plant. Costs for repairs, maintenance and utility supply are split evenly between Shropshire Council and the Academy.
- 7.10 Shropshire Council currently employs 4.1 FTE staff at the centre who would be subject to compulsory redundancy if service provision changes or the centre closes because of the Council serving notice to the academy.
- 7.11 Performance indicators for Much Wenlock Leisure Centre show the following usage of the facility:
- Number of visits 2023/24 – 72,849 (swimming pool closed for 3 months due to filter replacement). 2022/23 – 102,597.
 - 300 children attending swimming lessons.
 - 7 primary schools use the swimming pool.
 - 73 leisure centre members pay by direct debit.
 - 90% of visits are made from within 10 miles
 - 70% of visits are related to the swimming pool; 11% to the sports hall; 6% to the fitness suite.
- 7.12 The total population within a 10-mile radius is approximately 200,000. The catchment area for Much Wenlock town covers the town itself and stretches westwards towards Church Stretton and eastwards towards Broseley. The closest alternative leisure facilities to Much Wenlock are:
- Abraham Darby Sports and Leisure Centre – 7.1 miles
 - Bridgnorth Endowed Leisure Centre – 8.7 miles
 - Oakengates Leisure Centre – 10.2 miles
 - Wellington Civic and Leisure Centre – 11.1 miles
 - Quarry Swimming & Fitness Centre, Shrewsbury 13.8 miles.
- 7.13 The Equality, Social Inclusion and Health Impact Assessment undertaken with regard to the proposal to cease to operate and subsidise Much Wenlock Leisure Centre for community use has assessed that the likely impact is low to medium negative across all nine Protected Characteristic groupings as set out in the Equality Act 2010, as all current users of the centre will potentially be affected by

the proposed service change. This assessment will be updated following consultation to take account of the responses received.

8. Additional Information

- 8.1 William Brookes School/Academy Trust is keen to explore continuing to provide community use of the leisure centre should Shropshire Council cease operating at the end of a 12-month notice period.
- 8.2 The notice period would enable the school/academy to explore suitable operating models and investigate the potential for acquiring funding to support community use of the centre and capital investment to improve the facility.
- 8.3 The Council serving notice and withdrawing management services and funding would not automatically result in the removal of community use. The decision would rest with the William Brookes Academy and their parent trust, 3-18 Education Trust.

9. Conclusions

- 9.1 The provision of community use at Much Wenlock Leisure Centre is expensive and the facility requires capital investment to enable that expense to be reduced. This is not a Shropshire Council owned facility, and it is the responsibility of the Education Trust which owns the school to consider prioritisation of this investment. As things stand it is therefore not likely that the Council would continue to operate or support the service financially.
- 9.2 Providing community use of leisure facilities is not a duty, it is a discretionary service. The Council's priority is to maintain mandatory services such as social care, highways maintenance and waste services, which are essential services for keeping residents safe.
- 9.3 It is critical that Shropshire Council secures its future financial sustainability and therefore difficult proposals to generate savings through withdrawing from service provision such as this must be considered.
- 9.4 Following the conclusion of the planned consultation process, all those responses received will be reviewed and considered before a further recommendation on the future of the Council's funding for this facility is made to a future meeting of Cabinet in the New Year.

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

Local Member: Councillor Dan Thomas, Much Wenlock

Appendices

Appendix 1 Equalities, Social Inclusion and Health Impact Assessment

Shropshire Council
Equality, Social Inclusion and Health Impact Assessment (ESHIA)
Stage One Screening Record 2024

A. Summary Sheet on Accountability and Actions

Name of proposed service change
Leisure Service Review: proposal to consult on ceasing to operate Much Wenlock Leisure Centre for community use on behalf of William Brookes School and withdraw revenue funding.

Name of the officer carrying out the screening
Peter Davis Leisure Services Manager – Culture, Leisure and Tourism

Decision, review, and monitoring

Decision	Yes	No
Initial (Stage One) ESHIA Only?	X	
Proceed to Stage Two Full ESHIA or HIA (part two) Report?		X

If completion of a Stage One screening assessment is an appropriate and proportionate action at this stage, please use the boxes above, and complete both part A and part B of this template. If a Full or Stage 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.

Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of equality and social inclusion considerations
Ahead of consultation, the likely impact is assessed as low to medium negative across all nine Protected Characteristic groupings as set out in the Equality Act 2010, as all current users of the centre will potentially be affected by the service change. These include: • Women – all ages • Men – all ages • Babies, children and young people • People with disabilities, whether physical disabilities, sensory or mobility disabilities, mental health, or disabilities including neurodiverse conditions and Crohn's disease • People in older age groups • People undergoing gender reassignment • People of different religions and faiths

The particular groupings for whom this may be medium negative, rather than the low negative that would be likely to result from any service reduction, are children of school age, who currently use the pool and other facilities; people in the groupings of gender reassignment and pregnancy and maternity; people with disabilities, including children of school age and older people; and people in low income households and/or those who have difficulty accessing private or public transport to travel to facilities that are further afield. This final grouping is within the additional category that we use in Shropshire, where we seek to consider social inclusion factors.

The Council also seeks to take due regard of the needs of people and households that we may consider to be vulnerable by virtue of their circumstances, including young people leaving care, and households on low incomes or in fuel poverty. With travel and transport access a likely key issue for respondents, this corroborates the need to ensure consideration of financial challenges for households and individuals as well as availability of public transport. Additionally, safeguarding concerns are likely to be expressed by respondents, as this has been the case with Shrewsbury Sports Village consultation and will need to continue to be factored into efforts to ensure that the facilities present as a safe environment for all.

An 8-week public consultation period will enable assessment of a depth of responses from stakeholders and members of the public, and the results will be reported to Cabinet and to the public.

To mitigate the potential negative impact on some groups who will prefer Shropshire Council to continue to operate the facility or might face barriers to accessing alternative facilities if community use were to cease, the following actions are proposed:

- Engage with the existing service users and stakeholders and seek their feedback about the impact of the proposed changes.
- Engage with existing service users and stakeholders and seek their views on alternative suggestions or ideas for meeting the savings target as outlined in the MTFS.
- Provide clear and timely information and communication about the service change and address any concerns or queries that may arise.
- Liaise with William Brookes Academy Trust and 3-18 Education Trust, to consider all alternative operating models to enable community use to continue beyond the notice period.

Actions to mitigate likely negative impact or enhance positive impact of the service change in terms of health and wellbeing considerations

As a “joint use” centre, the school/academy has exclusive use of the facility during school hours. Outside school hours and during school holidays it is available for community use. During the school term the centre is available for community use for 56.25 hours each week. This availability varies during school holidays according to demand. This has then meant that health and wellbeing benefits have been there not only for school children, for whom exercise is a known factor in promoting health and wellbeing, but also a range of people across the community as well.

Additionally, swimming is a life skill for children to learn, and a form of exercise that may be accessed by people of all ages, as well as being a low impact exercise that is of benefit for those recovering from an illness or injury. It therefore has positive benefits for people in the grouping of Age and Disability, and any reduction in access to somewhere where they may swim or learn to swim will therefore present as a negative.

The likely impact of changes in provision will need to be quantified through public consultation as well as through analysis of existing data in relation to these groupings of consideration. A further grouping of consideration, for whom there is likely to be a negative impact that will require mitigation, are those in need of quiet times such as people with neurodiverse conditions, and dedicated slots, such as for women.

Changes in provision will also create a likely impact in relation to the following strategic goals and policies for Shropshire Council regarding Healthy People, as these goals will take longer to achieve:

The Shropshire Plan - Healthy people We'll tackle inequalities, including rural inequalities, and poverty in all its forms, providing early support and interventions that reduce risk and enable children, young people, adults, and families to achieve their full potential and enjoy life. We'll support Shropshire residents to take responsibility for their own health and wellbeing, choosing healthy lifestyles and preventing ill-health, reducing the need for long-term or hospital care.

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

There would be a 12-month notice period to enable William Brookes Academy Trust and their parent trust, 3-18 Education Trust, to consider alternative service provision. Their stated position is for community use of the facility to continue.

Future service provision could be on a lettings only basis for some elements of the facility – swimming pool, sports hall, multi-use games area, outdoor pitches – should the school/trust decide to operate the centre directly.

The Academy Trust could undertake a procurement process to engage a third-party operator. However, this would likely require a tapered funding agreement with Shropshire Council.

The 3-18 Education Trust currently engages a third-party operator to manage a joint-use centre within their portfolio of schools. This would enable a 'step-in' arrangement for the operator to manage community use at Much Wenlock. This would also likely require a funding contribution from Shropshire Council but would enable a different operating model to be implemented prior to the end of the 12-month notice period.

Shropshire Council will support the William Brookes Academy during the process of identifying alternative service provision options.

It should also be noted as a mitigation action that, whilst the Shrewsbury Sports Village transformation of leisure facilities is not due to go live until 2027 (subject to further approvals), if Much Wenlock were to close following the withdrawal of revenue funding, this won't take place for 18 months, due to the year's notice that would have to be given to the school, after the Council has concluded the proposed consultation process and returned to Cabinet for such approvals.

Associated ESHIAs

- Playing Pitch and Outdoor Sport Strategy – Updated 2024
- Indoor Leisure Facilities Strategy 2020-2038
- Vibrant Shropshire Cultural Strategy 2021-2031
- Shrewsbury Sports Village Transformation (Cabinet report 2024)

Actions to mitigate likely negative impact, enhance positive impact, and review and monitor the overall impacts with regard to climate change impacts and with regard to economic and societal impacts

Climate change

The service change is likely to have a negative impact on climate change if Shropshire Council ceasing to operate and withdrawing revenue support results in the facility closing to the community.

Serving notice to the 3-18 Education Trust and withdrawal of management services at Much Wenlock Leisure Centre is likely to result in reduction in community use. Those attending swimming lessons and utilising the swimming pool are therefore likely to travel further afield to access similar facilities, resulting in a probable increase in vehicle emissions by private users.

Up to 300 children will need to be transported to alternative facilities to access swimming lessons. 7 primary schools will also be obliged to use swimming pools

elsewhere to fulfil Key Stage 2 requirements. This additional transport requirement will result in increased carbon emissions.

The closest alternative leisure facilities with swimming pools are at Madeley (7.1 miles), Bridgnorth (8.7 miles), Oakengates (10.2 miles), Wellington (11.1 miles) and Shrewsbury (13.8 miles).

Socio-economic impacts

Economic:

The service change is likely to have a low negative impact on the local economy. Shropshire Council currently contract 4.1 FTE staff to operate the centre. If the centre closes to community use, or a lettings only operating model is adopted by William Brookes Academy Trust, compulsory redundancies will be required.

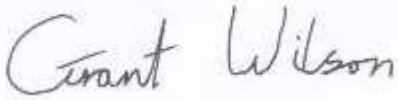
Societal/wider community:

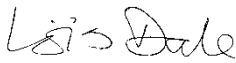
The service change is likely to have a low to medium negative impact on the wider community if the centre is not available for community use. In 2023/24 there were 72,849 individual visits to the centre; 90% of these visits were from within 10 miles. In 2022/23 there were 102,597 individual visits; the swimming pool was closed for 3 months during 2023/24 which explains the reduction in visits last year.

Specific user groups this will affect include:

- Women – all ages
- Men – all ages
- Children and young people
- People with disabilities, whether physical disabilities, sensory or mobility disabilities, mental health, or disabilities including neurodiverse conditions and Crohn's disease
- People in older age groups
- People of different religions and faiths

Scrutiny at Stage One screening stage.

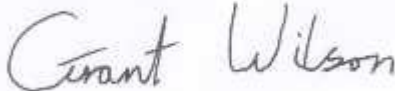
People involved	Signatures	Date
<i>Lead officer for the proposed service change</i> Grant Wilson Infrastructure, Contracts and Compliance Manager – Culture, Leisure and Tourism		31/10/24
<i>Officer carrying out the screening.</i> Peter Davis		31/10/24

Leisure Services Manager – Culture, Leisure and Tourism		
<i>Any other internal service area support*</i>		
<i>Any external support**</i> Mrs Lois Dale Performance and Research Specialist: Rurality and Equalities		30 th October 2024

**This refers to other officers within the service area*

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

Sign off at Stage One screening stage.

Name	Signatures	Date
<i>Lead officer's name</i> Grant Wilson Infrastructure, Contracts and Compliance Manager – Culture, Leisure and Tourism		31/10/24
<i>Officer carrying out the screening.</i> Peter Davis Leisure Services Manager – Culture, Leisure and Tourism		31/10/24

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

B. Detailed Screening Assessment

Aims of the service change and description
Shropshire Council's Medium-Term Financial Strategy requires changes to leisure provision to create financial savings. The Council's financial challenges require consideration of priorities for spend, including reviewing all service areas that are non-statutory, and exploring ways in which to deliver services in a more financially sustainable manner.

The proposal to cease operating Much Wenlock Leisure Centre and withdraw revenue support will support the Council's Healthy Organisation priority.

Approval is being sought by Cabinet on 20th November 2024 to conduct public consultation.

Intended audiences and target groups for the service change

All current users of the centre will potentially be affected by the service change, these include:

- Women – all ages
- Men – all ages
- Babies, children and young people
- People with disabilities, whether physical disabilities, sensory or mobility disabilities, mental health, or disabilities including neurodiverse conditions and Crohn's disease
- People in older age groups
- People undergoing gender reassignment
- People of different religions and faiths

As a joint-use centre, the facility is integral to William Brookes School and as such is utilised by their students during school terms. The Senior Management Team at the school/academy have been involved in discussions. Withdrawing the management service and funding will result in the school/academy taking on full responsibility for the centre and associated operating costs. This could affect the availability of facilities for education use.

Evidence used for screening of the service change

Much Wenlock Leisure Centre is a relatively modern wet and dry joint-use leisure centre. Constructed as part of the 'Building Schools for the Future' programme, with £1,008,000 funding from Sport England, it was completed in 2010. As a joint-use centre, the school/academy has exclusive use of the facility during school hours. Outside school hours and during school holidays it is available for community use. During the school term the centre is available for community use for 56.25 hours each week. This availability varies during school holidays according to demand.

The facility mix is:

- Swimming pool (25m x 12.5m)
- Multi-purpose sports hall (33m x 18m) with four courts
- 20-station fitness suite
- Gymnasium (15m x 10.5m)
- Associated Changing Rooms
- Artificial turf pitch - (63m x 102m not floodlit)

- Grass pitches (not floodlit)
- 200m athletics track, 100m straight and long jump pit (not floodlit)
- Multi Use Games Area (floodlit tarmac)

Some areas of the centre are in poor condition, do not meet customer expectations and have contributed to reduced usage and income generation.

Issues include:

- Changing rooms are in poor condition e.g. damaged lockers, ceiling tiles damaged, damaged electrical accessories/sockets, etc.
- Redecoration is required throughout, and tiles are missing/damaged.
- Swimming pool changing room floor needs replacing.
- Swimming pool showers are ineffective and need replacing.
- Fitness suite equipment is old and in poor condition.
- First floor pool viewing gallery flooring needs replacing.
- Athletics track needs resurfacing to bring up to standard
- Multi-Use Games Area used for tennis/netball needs upgrading.
- Vinyl surfacing needs replacement or upgrading in dry changing.
- Ageing pool plant room requires investment.

The school/academy is responsible for the repair and maintenance of the centre and procuring utility suppliers. Shropshire Council engages a specialist contractor to maintain the swimming pool plant. Costs for repairs, maintenance and utility supply are split evenly between Shropshire Council and the Academy.

The annual operating budget for 2023/24 is £280,040. Savings identified in the MTFS for Leisure Services included this annual operating subsidy.

The provision of community use at Much Wenlock Leisure Centre is expensive and the facility requires a high degree of capital investment to enable that expense to be reduced. This is not a Shropshire Council owned facility, and it is unlikely that the Education Trust which owns the school will prioritise this investment. It is therefore not possible for the Council to continue to operate or support the service financially.

Providing community use of leisure facilities is a non-statutory service and the Council's priority must now be to maintain statutory (mandatory) services such as social care, highways maintenance and waste services, which are essential services for keeping residents safe.

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

Assuming Cabinet approves the proposal to undertake public consultation (Cabinet – 20th November 2024), consultation will commence at the beginning of December and run for an 8-week period, extended to take account of the Christmas and New Year break.

The target audience for the consultation will primarily be current facility users to gauge the potential impact of community use reduction or cessation. This would need to include questions about which other facilities they would be likely to use as alternatives, and questions about any disabilities they may have, to help identify current usage by people in this grouping and any practical challenges being experienced including physical accessibility.

Other consultees will include:

- William Brookes Academy Trust – officers & trustees
- 3-18 Education Trust – officers & trustees
- Much Wenlock Town Council
- Shropshire Council local members
- Sports clubs – swimming, cricket, Wenlock Olympians

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

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

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 locally identified in Shropshire	High negative impact <i>Stage Two ESHIA required</i>	High positive impact <i>Stage One ESHIA required</i>	Medium positive or negative impact <i>Stage One ESHIA required</i>	Low positive, negative, or neutral impact (please specify) <i>Stage One ESHIA 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 a disability)			 medium negative	
<u>Disability</u> (please include cancer; HIV/AIDS; learning disabilities; mental health conditions and syndromes; multiple sclerosis; neurodiverse conditions such as autism; hidden disabilities such as Crohn's disease; physical and/or sensory disabilities or impairments)			 medium negative	
<u>Gender re-assignment</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			 medium negative	
<u>Marriage and Civil Partnership</u> (please include associated aspects: caring responsibility, potential for bullying and harassment)				
<u>Pregnancy and Maternity</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			 medium negative	
<u>Race</u> (please include ethnicity, nationality, culture, language, Gypsy, Roma, Traveller)				

<u>Religion or Belief</u> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Veganism, Zoroastrianism, and any others)				
<u>Sex</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				
<u>Sexual Orientation</u> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				
<u>Other: Social Inclusion</u> (please include families and friends with caring responsibilities; households in poverty or on low incomes; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities)			 medium negative	
<u>Other: Veterans and serving members of the armed forces and their families</u>				
<u>Other: Young people leaving care</u>				

Initial health and wellbeing impact assessment by category

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.

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)
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? .			 medium negative	
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? .			 medium negative	
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? .				 Low negative

Will there be a likely change in *demand* 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?



Low negative

Report ends.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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