



Section 2

# Equality Analysis Toolkit

Lancaster Pedestrian Zone Square Routes  
(Experimental Traffic Regulation Order)  
2014

For officers developing policies,  
strategies and project plans

February 2013

[www.lancashire.gov.uk](http://www.lancashire.gov.uk)

## **What is the purpose of the Toolkit**

The toolkit is a corporate guidance document that is designed to encourage county council officers to think about the work they are doing, or about to do, from the citizen's perspective, to ensure that they have developed their services and policies with people's needs in mind, and can provide evidence of this process.

As officers, our aim is to provide the very best for the people of Lancashire. The toolkit is a fundamental part of the systematic process we use to plan and develop our services, policies, strategies and partnerships so that they better meet the needs of all our citizens. Through the toolkit we can encourage wider take-up of services, and make sure that all communities are satisfied with our services.

The toolkit is also an equality analysis/impact assessment process. As a public authority, we are obliged to carry out equality analysis as part and parcel of all our functions, including front-facing services and policies. In terms of section 149 of the Equality Act 2010, we are required to pay "due regard" to the need to eliminate discrimination and inequality and to promote equality of opportunity between groups sharing certain protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Having due regard means analysing, at each step of formulating, deciding upon and implementing policy, what the effect of that policy is or may be upon groups who share these protected characteristics defined by the Equality Act.

It is important to bear in mind that "due regard" means the level of scrutiny and evaluation that is reasonable and proportionate in the particular context. That means that different proposals, and different stages of policy development, may require more or less intense analysis. Discretion and common sense are required in the use of this tool.

It is also important to remember that what the law requires is that the duty is fulfilled in substance – not that a particular form is completed in a particular way. It is important to use common sense and to pay attention to the context in using and adapting these tools.

The Equality and Human Rights Commission (EHRC) have been tasked with making sure that public authorities are having "due regard" to the general public sector equality duty in all their activities and can specifically enforce the general duties to eliminate discrimination and harassment which is unlawful, the duty to advance equality of opportunity and to foster good relations between communities. [EHRC - New public sector equality duty guidance](#)

Regulations under the Equality Act require the County Council to publish information to demonstrate its compliance with the public sector equality duty imposed by section 149(1) of the Equality Act by 31 January 2012.

In addition, the EHRC, other auditors, and members of the public through Freedom of Information (FOI) requests, are entitled to ask for and see evidence of equality analyses/impact assessments. Insufficient evidence exposes the Council to the risk of challenge under the Equality Act.

### **Who should use the Toolkit and when?**

***Anybody who is developing or revising a policy, project plan or strategy.*** You should use the toolkit when you are:

- developing a new policy, project plan or strategy. It should be used at the initial scoping stage and feedback should inform the content of the policy, project plan or strategy;
- revising a policy, project plan or strategy. It should be used at the start of the revision during the information gathering stage and feedback should influence the content of the revision;
- It should be used as part of the review of the policy, project plan or strategy and feedback should inform decisions about whether or not to change or discontinue the policy.
- it may be appropriate to conduct a briefer analysis at the very early stages of policy formulation and a more detailed analysis as the policy takes shape and before the decision is taken.

*(Where a policy, strategy or project plan is to be submitted to a Cabinet Member for formal approval , a shorter equality impact assessment process – the Equality Decision Making Analysis (Toolkit 4) template – should be completed to demonstrate*

*compliance with the Equality Act and included in the decision-making process documentation . This template can be found at <http://lccintranet2/corporate/web/?siteid=5580&pageid=33450&e=e>*

**Officers responsible for developing policies, project plans and strategies should follow the steps on pages 5 - 14.**

Support and training on issues associated with the Equality Act 2010 is available from the County Equality and Cohesion Team on

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

For advice on how to complete this document please contact either your Directorate contact in the Equality and Cohesion Team or Jeanette Binns at [jeanette.binns@lancashire.gov.uk](mailto:jeanette.binns@lancashire.gov.uk)

## 1) What is the aim of your policy/project plan/strategy?

This should correspond with the County Council's Corporate Strategy or your Directorate's objectives.

The Lancaster Square Routes project aims to deliver a high quality public realm environment that will reinvigorate the streets within the heart of Lancaster. The key ambition of the project is to strengthen the city's position as a quality destination for visitors, residents, businesses and traders.

The initial phase of the works which included the enhancement of Frances Passage and the removal of the Fountain in Market Square is now complete and a second major phase of works is currently being delivered, to introduce new high quality street surfaces, seating and lighting on Cheapside, Horseshoe Corner, Penny Street and Market Street. Additionally, Market Square will also see the introduction of new surfaces, seating and a new bespoke centrepiece plinth and the removal of uneven and life expired surfacing materials.

To complement the physical works the county council proposes to introduce an Experimental Traffic Regulation Order (ETRO) that will reduce and improve traffic management within the pedestrian zone. This is a key element that will contribute to the overall public realm enhancement, and achieve improvements in safety for vulnerable road users and ensure the vitality of the shopping area that the city is striving to achieve.

In recent years there has been a significant increase in the number of motor vehicles accessing the zone at all times under the current arrangements due to a combination of factors including inconsistencies in the historic traffic regulation orders and signs, lack of public awareness of access arrangements all of which have contributed to enforcement problems and resulting in a detrimental impact on the amenity and viability of these streets for users of the shopping streets and public spaces.

The existing TRO arrangements are summarised below:

Core Hours of operation: 10.30am – 4.30pm (Daily including Sat/ Sun)

### **Exemptions during core hours:**

Emergency vehicles (eg. Police, Ambulance, Gas) required in the case of an emergency

Bullion carrying vehicles,

Postal delivery vehicles and

Permit holders, being as follows:

Permit A: for blue badge holders over 65 or with vehicle tax exemption. Access to the zone and permission to park.

Permit B: to carry out essential maintenance works

Permit C: for the servicing of market stalls (unclear position on whether this permit is currently 'live').

Pedal cycling along Church Street and Upper Penny Street.

**Exemptions outside of core hours:**

Emergency vehicles (eg. Police, Ambulance, Gas) required in the case of an emergency;  
Bullion carrying vehicles;  
Postal delivery vehicles;  
Permission for all Blue Badge holders (including Permit A) to enter the zone and park in a designated space;  
Loading and unloading of goods vehicles (with no weight or width restriction).

**Proposed experimental system ETRO :**

Core Hours: 10.00am – 5.00pm (Daily including Sat/ Sun)

**Exemptions during core hours:**

Emergency vehicles (eg. Police, Ambulance, Gas) required in the case of an emergency  
Bullion carrying vehicles,  
Dispensation for vehicles to enter the zone as follows:  
to carry out essential maintenance works  
to enable market stall holders to enter the zone to dismantle stalls from 4.00pm year round  
Dispensation for temporary access requirements eg. charity / promotional / cultural events  
Cycling with flow and contraflow on Church Street and Upper Penny Street.

**Exemptions outside of core hours:**

Emergency vehicles (eg. Police, Ambulance, Gas) required in the case of an emergency; This also includes police access in exercising their duties to enforce moving traffic restrictions.  
Bullion carrying vehicles  
Cycling permitted on Cheapside, Penny Street, Market Street, New Street.

**Additional information:**

**Cycling:** The proposed changes will enable cyclists to use the pedestrian zone outside of the core hours of operation between 10.00am-5.00pm. The current TRO arrangement that allows cycling at all times in either direction along the middle pedestrianized area of Church Street and on the section of Penny Street between Brock Street and George Street will be retained.

**Disabled parking:** Seven designated disabled bays within the pedestrian zone will be revoked and removed. 4 unmarked bays in Market Square, 3 designated bays in New Street Square (rear of the Old Town Hall).

Within the city centre, a move towards DfT recommendation of providing 6% of total parking capacity as designated disabled spaces. As a minimum offset the loss of the 7 bays by redesignating existing standard bays to disabled from the following:

4 additional bays at St Nicholas Arcade CP (total 18 bays) – completed (limited opening times 8am to 6pm Mon-Sat & 9am-5pm Sundays)  
3 additional bays at Moor Mills 1 CP (total 5 bays) – introduced April 2014  
3 additional bays at Dallas Road CP (total 3 bays) – introduced April 2014.

Blue Badge holders can park free of charge at any time, for an unlimited period, on all car parks in Lancaster. They can park in any bay providing the Blue Badge is displayed with the exception of Marketgate car park.

**Mobility Scooters** – Types 1 and 2 will still be permitted within the zone offering those with mobility difficulties the option to move about the zone in this way.

**Charter Market** – new rules for traders regarding access and hours of operation – completed. The city council is currently in the process of reviewing the current footprint layout of the Charter Market.

Further information – see Section 11.

The project is intended to promote economic growth within the county as key corporate strategic objective, and will also deliver priorities identified in a number of key plans and strategies as listed below.

### ***Lancashire Local Transport Plan 2011-2021***

Lancaster City Council Corporate Plan (2012-15) - 'Economic Growth'.

Lancaster District Local Plan, Core Strategy (ER2) - Lancaster, to be strengthened as a shopping destination, enhanced as a historic city visitor attraction with a restored and enhanced historic environment, as the district's main centre for office based employment and as a cultural centre.

Lancaster District Local Plan, Development Management DPD – Submission Version (Oct. 2013). Policy DM3 – Public Realm and Civic Space.

Lancaster City Council City Centre Strategy (2003)

Lancaster City Council Parking Strategy (2008 – currently being reviewed).

Lancaster Cultural Heritage Strategy (2011)

Position Statement for Historic Towns and Cities in England's Northwest (March 2007) – Lancaster 'punching below its weight' as a destination

## **2) What outcomes do you want to achieve from your policy/project plan/strategy?**

- i) Create a transformational public realm space that complements and improves the historic nature of Lancaster City Centre with minimal usage by vehicular traffic contributing to the wellbeing of all users of the pedestrian zone.
- ii) Support the delivery of key commercial development and tourism sites including Lancaster Castle and the Canal Corridor North sites.
- iii) Improve accessibility for all users through the provision of flush and level surfaces with the removal of uneven and life expired surfacing materials
- iv) Improve the safety of the area, encouraging a greater number of people with disabilities to use the city centre
- v) Enhance the image of the city as a historic destination for tourism.
- vi) Improve the quality retail offer including an improved Charter Market.
- vii) Improve the public use of the spaces within the zone by increasing the availability of pavement cafe facilities and public events within the Market Square.
- viii) Support the future economic role of Lancaster City Centre as a major contributor to the growth and wealth of the Lancashire economy.

**3) What are the potential barriers to achieving these outcomes?  
E.g. lack of resources, need for staff training, getting buy in from partners, tight timescales, negative impacts on particular communities etc.**

- i) Challenging project deadlines in relation to spend profile through ERDF and LSTF grant funding
- ii) Achieving political support within the 2 tiers of local government for the scope and nature of the design
- iii) Potential perception of detrimental impact to disabled drivers accessing



the pedestrian zone in their vehicles due to the implementation of the Experimental Traffic Regulation Order (ETRO) removing parking and access

- iv) Securing positive buy in from the business community
- v) Perceived negative impact on deliveries to businesses within the pedestrian zone due to the implementation of the ETRO
- vi) Negative reaction by pedestrians to cyclists being permitted access within the pedestrian area outside the core hours of the zone operation under the proposed ETRO.

#### **4) Who are the people who will benefit from your policy/project plan/ strategy?**

The answer to this question could be everyone in Lancashire, or it could be everyone within a district of Lancashire, e.g. Burnley, or everyone within a ward e.g. Daneshouse etc. Alternatively, the answer could be a particular group of people e.g. young people in Leyland, people with a particular disability in Frenchwood etc.

Information on Lancashire's population can be found at <http://www.lancashire.gov.uk/profile>

- i) Users of the pedestrian zone including visitors, residents, businesses, market traders, city centre attractions and those with disabilities or mobility difficulties and the wider area when full scheme comes forward. Further discussion of the benefits of the changes are discussed in Section 12.

#### **5) What information have you used to help develop your policy/project plan/strategy? Please keep any information in case evidence is needed.**

Your answer should include consideration of the demographic profile of the area at which your policy/project plan/strategy is aimed.

Some information on the breakdown of populations can be obtained

from Lancashire Profile (see <http://www.lancashire.gov.uk/profile/> )

You might also have information from other sources that could help you e.g.

- service user surveys and panels
- service user satisfaction surveys
- focus groups
- community consultation and engagement exercises
- residents' surveys, including the Living in Lancashire survey (see <http://lccintranet2/corporate/web/?siteid=2660&pageid=3543&e=e>)
- discussions with front line employees
- complaints, compliments, and comments
- Customer Focus Consultancy (see [lccintranet2/corporate/web/?siteid=5196&pageid=27362](http://lccintranet2/corporate/web/?siteid=5196&pageid=27362) )
- Joint Strategic Needs Assessment (JSNA) (see <http://www.lancashire.gov.uk/jsna>)
- mystery shopping
- structured consultation and engagement exercises
- talking to voluntary, community, and faith sector (VCFS) organisations
- feedback from district and sub district groups i.e. Local Strategic Partnerships, Area Forums, Area Committees, Neighbourhood Management Boards, Parish and Town Council meetings, Police and Community Together (PACT) meetings etc. (see [lccintranet/corporate/atoz/a\\_to\\_z/service.asp?u\\_id=2339&tab=1](http://lccintranet/corporate/atoz/a_to_z/service.asp?u_id=2339&tab=1) and <http://www.lancashirepartnership.co.uk/content.asp?siteid=3813&pageid=17990&e=e> for more information).
- research on national and local issues.

Once you have found information, you need to record how this will influence your policy/project plan/strategy i.e. how the needs of particular groups will be met in your policy/project plan/strategy.

***Sources of information used to inform the design of works and proposed***

***traffic management changes.***

- i) City Centre Strategy (2003) and other strategies as noted above – Design Brief and Parameters
- ii) Lancaster Square Routes concept designs – produced by the commissioned design team consisting of landscape architects Gillespies, with Buro Happold, highways and lighting engineers, Atoll Uk, art consultant and Amenity Space, architects and designers.
- iii) Public and stakeholder consultation events / meetings in the Market Square during 2009/10.
- iv) On-going engagement with stakeholders, particularly the business community through Lancaster District Chamber of Commerce / Business Improvement District meetings.
- v) Previous proposal to review the Pedestrian Zone Traffic Regulation Order in 2003/4.
- vi) Lancaster City Centre Pedestrian Zone ETRO meetings - Spring 2012
- vii) Report of Head of Regeneration and Policy ‘Lancaster Square Routes’ 29 May 2012 to Lancaster City Council Cabinet.
- viii) Traffic surveys have been undertaken which have included traffic flows, pedestrian movements, volumes, deliveries, market traders.
- ix) Lancashire County Council Stakeholder meetings March/ June 2014.

***Influences/Considerations arising from information used.***

The outcome of the original public and stakeholder consultation carried out by Lancaster City Council in 2009/10 informed the project development and the need to improve key public spaces and the connections between these within Lancaster city centre. The main focus of this was how to better link the east-west parts of the city and at the heart of this improve Market Square and the other streets and public spaces within the main shopping centre and by this, the Lancaster ‘Pedestrian Zone’.

The consultation looked at all aspects of the zone and established that the streets and spaces had become tired with many of the surfaces dating back to the 1970's. The feedback confirmed that Lancaster city centre had not moved with the times and that nationally many other city centres as well as providing high quality materials and street furniture, had incorporated pavement cafes, increased public events, public art and further reductions in traffic levels into these environment to enhance the amenity and functionality of streets and spaces for all users.

One of the main issues raised through the consultation was that the

amount of vehicular traffic within the current restricted zone which has a detrimental impact on the experience enjoyed by pedestrians and other users. Street clutter was also identified as an issue within the city centre..

All works proposed as part of Square Routes seek to reduce unnecessary street clutter and provide for a safer, more friendly environment for all users and visitors to the zone:

- The zone has suffered from areas of uneven surfacing for a number of years due to general wear, the impact of heavy and manoeuvring traffic and the failure of statutory undertakers to properly 'make good'. The works will provide new high quality surfacing on a rigid mortar bed to better withstand use. Further, the zone has been declared a 'High Amenity Area' to ensure that reinstatement works are carried out using the same materials and to a high quality to ensure a smooth surface and the avoidance of trip hazards. Due to the long period in which these works have been identified as coming forward, there will be a 5 year embargo placed on general works in the highway following completion of the phase.
- New LED street lighting will be installed on Cheapside and Penny Street to complement that already installed on Market Street, to the rear of the City Museum and along Frances Passage and Gage Street. These are wall-mounted to avoid surface clutter and provide more ambient, diffused white lighting to offer improved facial recognition and improve safety and the perceptions of safety in the zone.
- More seating will be provided in Market Square, Horseshoe Corner and at intervals along Penny Street, Market Street and Cheapside.
- Redundant highway signs will be removed
- Street furniture will be streamlined where possible e.g. redundant telephone kiosks have been removed where possible (e.g. north side of Market Square, one pair from Horseshoe Corner and top of Market Street and reduced to single kiosks at other locations e.g. south of Market Square and relocated to be in line with other street furniture.
- The number of bollards in the zone will be streamlined where

possible.

- Improved management of pavement cafes layouts in order to provide unobstructed places to walk for mobility and sight impaired users who may have concerns about additional obstructions within the highway.
- The new wayfinding project will help better direct pedestrians within the city centre and in particular better highlight the historic ginnels and the businesses along them. Working with the Chamber of Commerce and the BID team, it is hoped that this will help reduce the demand for 'A' boards which unnecessarily clutter the highway.

It has been clear from engagement however that the works alone would not create the desired city centre experience. In particular, the high level of traffic and parking results in the city centre feeling unsafe for pedestrians, the spaces do not function as they should as parking creates an obstruction and conflicts with the operation of the market, provision of pavement cafes and events within the city centre.

#### Further Background to Access arrangements

Several years prior to the Lancaster Square Routes local concerns had been raised by pedestrian zone users relating to access and traffic levels within the pedestrian zone and traffic access had originally been proposed to be reviewed during the time when the city council held responsibility for the management of the highway core area in Lancaster District. Initial discussions were held in 2003/04 between officers and stakeholders however no progress was made and the matter was deferred at this time. A Stakeholder Group arranged by Lancaster City Council in early 2012 consisting of City / County officers, elected members, police and key stakeholders explored the possibility of using an ETRO to introduce an extension to the times that Goods Vehicles were prohibited 10:00 – 17:00 (currently 10:30 -16:30), look to remove the provision for disabled parking within the zone (originally intended for use by Blue Badge Holders outside core hours with 7 spaces currently allocated) and parking on street for more severely disabled users with the permit A, extend the hours that market traders should not bring vehicles into the zone until 16:00 on Wednesdays and Saturdays. Following the Stakeholder Group meetings the city council approved a cabinet member report in May 2012 recommending the introduction of the ETRO and made a formal request to Lancashire County Council to proceed with the advertisement of the

supporting orders.

In February 2014 the County Council advertised the experimental Traffic Regulation Order for the new restrictions although due to an administration error the proposed changes were invalid. A number of written comments were also received from mobility impaired users of the zone which needed further consideration. The council decided to use the delay in proceedings to re-evaluate the original proposals with further input from representative stakeholders.

Subsequently the County Council held further Pedestrian Zone stakeholder group meetings on 12 March and 4 June 2014 to consider comments received when the ETRO for revised access arrangements was advertised in February with the objective of determining if further amendments were required to the proposed access arrangements and establishing their final format before being implemented on completion of the substantive physical works which are due for completion in October 2014. Representatives from the following bodies and organisations were involved in the stakeholder group meetings :

Lancashire County Council Highways Service  
Lancashire County Council Equality and Cohesion Manager  
Lancaster City Council Regeneration and Planning Service  
Lancashire Constabulary  
Lancashire Parking Services  
Lancaster City Council Property Services  
Lancaster District Chamber of Trade inc. Marketgate Shopping Centre / St. Nicholas Arcade Shopping Centre  
Divisional County Councillors  
Lancaster City Ward Councillors and Cabinet Members  
Lancaster City Council officers - Market Office, Parking and Administration Manager and the Access Officer.  
One Voice Lancaster  
Dynamo

The following groups were invited to attend but did not attend:  
Age Uk

Members of the stakeholder group discussed and considered the following

issues:

- The original proposal to remove disabled driver access and parking within the zone.
- HGV access to premises within the zone.
- Cycling access within the zone.
- Charter Market operations within the zone
- Enforcement arrangements (current and future)
- Whether to use an ETRO or TRO to introduce the revised access arrangements.

The council intends to use the ETRO process as the mechanism to inform the final decision on the proposed restrictions and can be amended or abandoned at any time during the ETRO process. The outcome of the ETRO will be informed by a Stakeholder Group comprising of Local Councillors, County and City Officers, Local Disability Group representatives, Cycling Groups, Business representative (e.g. Chamber of Commerce, BID Team) Police and other identified bodies.

The loss of the availability for Blue Badge Holders to park within the pedestrian zone and within the 7 spaces within the Market Square and at the rear of the City Museum / Library will be offset in part by the provision of additional parking spaces within St Nicholas Arcades (currently 4 additional provided).

**6) Does your policy/project plan/strategy take into consideration the views of those potentially affected? Please keep any information in case evidence is needed.**

Where appropriate, have you consulted or otherwise engaged with those potentially affected? One of the purposes of consultation is to feed into the equality analysis so as to evaluate how the proposal will affect groups of people who share the following protected characteristics under the Equality Act:

- age
- disability, including Deaf people

- gender reassignment/gender identity
- race/ethnicity/nationality
- sex/gender
- pregnancy or maternity
- religion or belief
- sexual orientation
- marriage or civil partnership status (in respect of which the s.149 requires only that due regard be paid to the need to eliminate discrimination, harassment or victimisation or other conduct prohibited by the Act).

In deciding how and with what groups to engage, one needs to be sensible and reasonable as to who is potentially affected by the proposal in question - the focus should be on those protected characteristics which are potentially relevant given the measure being considered.

Depending on the nature of the policy in question it may be appropriate to focus particularly on how it is likely to affect:

- children and young people
- older people
- people with a range of disabilities and Deaf people
- people of different religions and beliefs
- people of different races, ethnicities, nationalities and communities
- Gypsies Roma and Traveller communities
- Lesbian, Gay and Bisexual or Transgender people
- men
- women
- pregnant women or people with young children
- people living in deprived areas
- people living in rural areas
- Children Looked After
- carers
- other groups as appropriate e.g. teenage parents, offenders etc



See

<http://lccintranet2/corporate/web/?siteid=5580&pageid=31774&e=e> for a directory of equality groups you can consult.

The current proposal for the ETRO has been developed on the advice and input from officers, elected members and representative stakeholders from the following list::

Lancashire County Council Highways Service  
Lancashire County Council Equality and Cohesion Manager  
Lancaster City Council Regeneration and Planning Service  
Lancashire Police  
Lancashire Parking Services  
Lancaster City Council Property Services  
Lancaster District Chamber of Trade inc. Marketgate Shopping Centre / St. Nicholas Arcade Shopping Centre  
Divisional County Councillors  
Lancaster City Ward Councillors and Cabinet Members  
Lancaster City Council officers - Market Office, Parking and Administration Manager and the Access Officer.  
One Voice Lancaster  
Dynamo

The policy takes into account all of the views presented and considers these alongside current policies, guidance and legal considerations.

This group will be widened where necessary and given a formal remit to monitor the impact of the ETRO on all parties and practices. The group will help inform the County Council's decision on whether to amend, abandon or make permanent the proposed arrangements.

**7) Where appropriate, does the information you have collected take into consideration the views of the following? Please ensure you keep any information in case evidence is needed.**

- Voluntary, Community and Faith Sector (VCFS) organisations
- county councillors
- parish and town councils
- district ward councillors

- overview and scrutiny committees
- district councils
- other statutory agencies e.g. National Health Service, Lancashire Constabulary etc.

The initial phase of the consultation included both district and county councillors, police and chamber of commerce.

There are no Parish or town councils representing the scheme area.

Statutory undertakers and emergency services were also consulted with no concerns being raised.

## **8) Have you posted your consultation on the LCC consultation website?**

All LCC consultations are required to be placed on the LCC 'have your say' website. To register your consultation on the site click on [lccintranet2/corporate/consultation/responses/responses.asp?siteid=5140&pageid=29003&e=e](http://lccintranet2/corporate/consultation/responses/responses.asp?siteid=5140&pageid=29003&e=e)

A dedicated web page and email address has been established for the Lancaster Square Routes project on Lancaster City Councils website since the launch of public consultation in 2009.

<http://www.lancaster.gov.uk/planning/regeneration/lancaster-square-routes/>

To better communicate the changes and describe the facilities in Lancaster city centre for loading, disabled parking etc. the following web page has been established:

ETRO

<http://www.lancaster.gov.uk/lancasterparking>.

The proposed ETRO and works have also been widely communicated via:  
Press releases (8 March 2012, 20 January 2014, 29 January 2014)  
Your District Council Matters (Spring 2012)  
Media briefing – Jan 2014  
City and county member briefing – Jan 2014  
Works leaflet – Jan 2014  
ETRO Fact Sheet and FAQs – Jan 2014  
Lancaster Square Routes newsletters – Aug. 2013  
Letter to permit A holders - where up to date contact details are held current holders of the permit A have been contacted by Lancaster City Council who manage parking and access arrangements in Lancaster City Council on behalf of Lancashire County Council – unfortunately the contact database for this is quite deficient in many areas and therefore there may be Permit A holders who have not received a direct notification.

**9) Taking into consideration the information you have collected already, are there any potential negative impacts that might affect citizens because of their:**

- age
- disability including Deaf people
- race/ethnicity/nationality
- sex/gender
- gender reassignment/gender identity
- religion or belief
- sexual orientation
- pregnancy or being on maternity leave
- marriage or civil partnership status (in respect of which the s. 149 requires only that due regard be paid to the need to eliminate discrimination, harassment or victimisation or other conduct prohibited by the Act).

It is important to bear in mind in conducting this analysis that the overlap of two protected characteristics may result in disadvantage – for example, age and disability, race and gender and so on.

Please note that the consideration of potential negative effects should be specific and realistic. Potential adverse effects should not be minimised or exaggerated.

#### Non – Statutory Characteristics/Groups

In addition to the characteristics specifically protected under the Equality Act, it may be appropriate in particular contexts to consider potential effects relating to:

- having young children
- living in an area of deprivation
- living in a rural area
- Children Looked After
- young people not in education, employment and training (NEET)
- teenage parents
- carers
- offenders, people out of work, problem drug users etc.

As identified elsewhere in this document, it is possible that Permit A holders who are disabled people over 65 or those in receipt of higher mobility rate payments – and other Blue Badge holders may experience a negative impact in relation to the availability of parking. However, other aspects of the proposal may have a positive impact on older people, disabled people and the community more widely."

**10) Could the implementation of your policy, project or strategy combine with other factors to heighten disadvantage amongst any of the above groups (i.e. their cumulative effects)? Are you aware of other proposals within LCC, locally or nationally, which may disadvantage or target the same groups – e.g. changes in adult social care charges might combine with increased fares on community transport and national benefit changes to increase the impact felt by some disabled people)**

The disadvantage to disabled drivers and disabled driver permit A holders has the

potential to be heightened due to the reduced availability to access Marketgate car park and St Nicholas Arcade during the evenings. Marketgate car park is closed from 5:50pm Mon-Sat and 5.00pm Sunday. St Nicholas Arcade is closed from 6.00pm Mon-Sat and 5.00pm Sundays. This results in potentially 23 disabled spaces being unavailable during the evenings within the city centre, which is also the current arrangement and is not affected by the proposed change to access restrictions. An additional disadvantage is that disabled drivers would be required to pay for parking in the Marketgate car park.

The proposal will lead to an overall reduction in access for persons with mobility difficulties to facilities and events in the zone during the evenings. Although the car parks will be open during late night shopping periods over Christmas.

There is currently no offer of a shop mobility scheme in Lancaster pedestrian zone, such a scheme may have helped mitigate the removal of disabled driver access for persons for whom a distance of greater than 100m is too great.

It is acknowledged that Blue Badge Holders can also use the on-street pay and display bays and off-street car parking bays where dedicated disabled parking bays are occupied, however these are only available on a first come first served basis. There is no guarantee that those drivers with the most need will be able to access the dedicated bays which offer increased space for access/ egress and wheelchair use.

The ongoing United Utilities wastewater improvement works due for completion November 2014 may also increase the disadvantage to disabled drivers due to the effects of the temporary parking arrangements and revised traffic flows on the city centre.

While it is noted that initial consultations have been completed between Lancaster City Council's Access Officer and local disability groups there is no record of the feedback that has been received.

**11) Insofar as the policy, strategy or project plan under consideration, whether viewed alone or in combination with other factors, is likely to have adverse effects on groups sharing relevant protected characteristics, you must consider how to mitigate such adverse effects.**

Please set out any steps you will take to mitigate/reduce any potential adverse effects of your proposal on those sharing any relevant protected characteristic.

It is important here to do a genuine and realistic evaluation of the likely effectiveness of the mitigation proposed. Over optimistic and over-generalised assessments are likely to fall short of the “due regard” requirement.

Also consider if the mitigation might adversely affect any other groups and how this might be managed.

The ETRO Stakeholder Group meeting in 2012 considered that traffic in the zone and the impact of traffic in the zone had reached levels that were inconsistent with the idea of it being a ‘pedestrian zone’. Further, it was agreed that the current system was unenforceable and that the trial of a simpler system should help to achieve a space that was safer and more appealing to be in for all users.

The issue of disabled access was given much attention by the group and the reasoning for the suggested change to remove the Permit A and remove access for Blue Badge holders clearly set out in the Cabinet paper (May 2012):

*‘Present levels of vehicle access by permit holders is contributing to high levels of vehicular circulation and reversing movements greatly to the detriment of pedestrian amenity and perceptions of safety. In addition, at many times Market Square takes on the character of a car park. It is also understood that many blue badge holders believe the badge to be a ‘permit’ and are entering and parking in the zone at all times.*

*Confusion and the lack of transparency mean there are many difficulties in enforcing vehicle restrictions, so exacerbating problems.*

*The proposal will benefit all persons who are either registered disabled or otherwise have limited mobility. This is because it will improve conditions across the zone for all pedestrians at all times of day - in*

*keeping with the purposes of the zone.*

*There are reasonable alternative places to park that give access to all parts of the zone and these can be improved on. Awareness of alternatives must however be increased. There is already considerable parking provision for disabled blue badge holders immediately on the edge of the zone and across the city centre, the standard of which is now much improved on that of a few years ago.*

*Blue badge holders displaying the badge can park for free in any of the on street pay and display bays around the periphery and also use the fully accessible St Nicholas Arcade car park or any other city council car parks elsewhere in the centre in the same manner. The Marketgate shopping centre car park, whilst payable, provides a fully accessible car park with close proximity (via lift access) to the heart of the zone during the daytime. Marketgate currently offers five designated disabled spaces. The 'Pay on Foot' system employed by this car park offers customers greater flexibility in their length of stay but unfortunately officers are advised that the machinery involved does not permit for a cost exemption for disabled drivers.*

*Additional provision can help the Council meet its existing commitment to achieve the Department for Transport's recommendation for 6% of parking capacity to be made available for disabled users where demand is proven. By redesignating a number of existing bays around the periphery of the zone, the proposal is to provide additional spaces for disabled people and greater opportunity to access different parts of the centre. Additional spaces would be available at all times, whereas those proposed to be removed in Market Square are generally unavailable on market days. In cases where cars have parked in the Square on a market day, occasionally stalls have been unable to set up and have lost a day's trading so the avoidance of this would be a further benefit.'*

The group were very clear that the ETRO was only one part in a number of changes that should be brought in towards traffic management in the city centre. This included improving facilities both on and off-street for disabled drivers around the city centre but also better communicating the existing facilities, including that of two car parks mentioned above (St. Nicholas Arcades car park and Marketgate CP) which provide level access directly into the pedestrian zone and without the need to drive within the pedestrianised area.

Further to this, to date, 4 additional designated parking bays have been included at the city council owned St Nicholas Arcades car park bringing the total to 18. The following are planned:

3 additional bays at Moor Mills 1 CP (total 5 bays) – expected April 2014.

3 additional bays at Dallas Road CP (total 3 bays) – expected April 2014.

2 additional bays at Lower St. Leonardsgate, on top of 2 new bays provided in 2013 (total 8 bays) – expected April 2014. (refer Q.10 comments)

In terms of the direct loss of parking in the zone, the additions at St Nicholas Arcade are likely to be the most effective in balancing for users wishing to access areas in and around Market Square but the additional provision elsewhere in the city centre is in place to help users better access a range of facilities across the city centre, such as the Post Office and the Grand Theatre. The city council is committed to working towards having a minimum of 6% of all off-street car parking designated for disabled drivers.

On-street parking immediately around the periphery of the zone already exists at North Road, upper Church Street, Gage Street (accessed via the improved Frances Passage as part of Phase 1 works (removal of cobbles, new smooth surfacing, highways and amenity lighting), Common Garden Street and Mary Street. Additional on-street designated disabled provisions will be undertaken once works by United Utilities to improve the Wastewater Network are complete in late 2014. This will form part of a wider review to balance on-street demands, including loading, taxis and also drop-off spaces (limited waiting) which could also assist disabled people in accessing the zone. This will be a key consideration of the ETRO Stakeholder Group.

As noted above, communicating the existing and new facilities is important. There are already over 50 designated disabled parking spaces in the city centre and 23 of these give direct access into the zone through use of the two shopping centre car parks (18 at St Nicholas and 5 at Marketgate) during opening hours. Further, these two car parks alone offer over 400 spaces within the pedestrian zone but with the avoidance of vehicles actually driving within the zone. Blue Badge holders are entitled to park in any of these spaces – and at the city council owned St Nicholas Arcades car park this is a free and time-unlimited during hours of car park operation regardless of whether they are in a designated bay or not, provided they are displaying a valid Blue Badge.

Information such as this is being communicated via leaflets, raising awareness among customer service providers such as the VICs and on the city council website at [www.lancaster.gov.uk/lancasterparking](http://www.lancaster.gov.uk/lancasterparking) - further information provided in Section 8.

## **12) Think about the potential positive impacts your policy, project**



**plan or strategy could have on certain groups of people, and in particular those sharing the protected characteristics. What are they and how could they be developed?**

Use this information to think about how your policy, project plan or strategy could improve the quality of life for certain citizens.

Will the positive impacts be accompanied by any negative impacts on groups of citizens sharing the protected characteristics? If so, how might these be addressed/balanced or mitigated?

The Lancaster Square Routes project physical appearance and traffic management changes, are being brought in to make the city centre a more pleasant environment for all people to spend time in. This cannot be achieved through improvements to the public realm alone but has to be through the way that the centre is used also.

The simplicity of the new public realm design - new surfaces, reduced street furniture, improved lighting and improved street scene - should encourage greater use of the space by pedestrians. In particular, the inclusion of seating will aid those who experience walking difficulties and families with children. The reduction in street clutter including a large number of bollards will assist those with walking difficulties and those with visual impairments.

In terms of the complementary management changes, the reduction in vehicles moving about the pedestrian zone will assist all pedestrians but in particular will help those with mobility, hearing or sight issues.

The reduction in vehicles parked in the zone will also assist with the Charter Market and the new layout of this will take into consideration ease of movement around the stalls and through to shops, both for pedestrians and for emergency vehicles.

The council has looked to work with Lancaster city council and St Nicholas Arcade to increase the provision of disabled parking spaces around the periphery of the zone wherever feasible. The council will consider further review of the current on-street disabled parking provision to provide further mitigation for the effects of the changes on some mobility impaired users.

The council will monitor the impact of extending the current access provision for cyclists which may be perceived by some pedestrian/ motorised users as detrimental to safety within the zone. This would need to be considered against the potential this

proposal has to reduce in injury to cyclists currently using the city centre gyratory as the only alternative route.

**13) How can your policy/project plan/strategy contribute to the following priority areas:**

- Eliminating discrimination, harassment, victimisation or any other unlawful conduct

How will your policy/project/strategy contribute to this area? Will employees receive training to ensure they treat everyone with dignity and respect? Will eligibility criteria be based on fair and objective requirements? Will steps be taken where appropriate to accommodate special needs, for example arising from disability?

It is important to bear in mind that tackling discrimination goes beyond direct discrimination to policies which are indirectly discriminatory because they have a disproportionate adverse impact on individuals sharing particular protected characteristics

- Tackling social exclusion /Advancing Equality of Opportunity between persons who share relevant protected characteristics and those who do not share them

This will involve taking steps to remove or minimise disadvantages suffered by persons who share a relevant protected characteristic and that are connected to that particular characteristic. It may also require taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it, and encouraging persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

It is important to bear in mind that taking steps to meet the needs of

disabled persons which are different from those of persons who do not share that disability include steps to take account of the disabilities in question. This may even include treating some persons more favourably than others in order to allow them to participate in social or public life.

Activities that help improve social inclusion include those that improve the quality of life for people who are disadvantaged or are in danger of poor outcomes in their lives through various circumstances e.g. a lack of money, difficulty in accessing services/buildings, and barriers to taking part in relationships and activities that are available to most people in communities etc.

- Improving community cohesion /Fostering Good Relations between persons who share a relevant protected characteristic and those who do not share it

This may include thinking about ways to tackle prejudice and promote understanding between groups of people with protected characteristics and those who do not share those characteristics.

Activities that help improve community cohesion include those that bring people from different communities together (e.g. people of different ethnicities, faiths, ages, geographical backgrounds etc); those that empower communities and those that reduce tensions in communities.

(See the Community Cohesion website at

<http://www.lancashire.gov.uk/corporate/web/view.asp?siteid=2966&pageid=5956&e=e> for more information).

- Improving health and wellbeing

Health and wellbeing means that people feel well enough and sufficiently supported to live their lives to the full. Activities that help improve health and wellbeing include those that ensure that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society.

- Supporting the county council's role as a corporate parent

The Corporate Parenting Board ensures that Children Looked After have the same opportunities as their peers to a good quality of life. Activities that help support this are those that help improve health and wellbeing outcomes for children and young people who are looked after and those that support them to be prepared for the future. (See Corporate Parenting Board website at [lccintranet2/corporate/web/view.asp?siteid=4183&pageid=17628&e=e](http://lccintranet2/corporate/web/view.asp?siteid=4183&pageid=17628&e=e) for more information).

The improved public realm environment and reduction in traffic levels will create a space where increased number of people will wish to spend time in this space both during the day and into the evening. This increase will include families with young children, those with visual and mobility impairment, visitors and local residents as the space will be somewhere that they will wish to come and spend leisure time.

The improvements to street lighting will help to improve safety and the perceptions of safety. Further, such increases in footfall and activity should help to reduce incidences of and the impact of anti-social behaviour in Market Square, an aspect that has been discussed with the Community Safety Partnership and Lancashire Police.

This improvement to the space and safety will lead to an increase in those wishing to invest in the city centre thereby helping to promote the wider city.

**14) Taking into consideration all the information you have collected in answering the previous questions, what are the changes/actions you will carry out to tackle any issues you have identified before finalising your policy/project plan/strategy and who will carry them out? For example will there be no change to your original plans/policy/project; will you adjust it slightly; will you**

**adjust it considerably; have you stopped and fully reconsidered the proposal?**

In reaching this conclusion what other considerations – financial, operational, practical – have informed your response (countervailing factors) to lead you to this outcome.

The original proposal has been developed and adapted following consultation and engagement with stakeholder groups including businesses and users of the pedestrian zone. The introduction of the ETRO and the comments received during the legal process will assist in informing the final format of the traffic management access arrangements within the pedestrian zone feedback from the ETRO stakeholders group will also be used to inform this decision.

The original proposal has been adapted to permit cycling within the pedestrian area between outside of the core hours of restricted access which run from 10am to 5pm.

The council will also consider the possibility of restricting access to the zone for Goods vehicles over 7.5 tonnes however it is proposed to further monitor the operation of the zone and the currently proposed changes before making the final decision on this proposal.

The council has given much consideration to the removal of parking and access for disabled drivers and proposes to retain this proposal within ETRO given the mitigating factors which include the provision of additional car parking spaces, alongside the existing on-street disabled parking provision and increased benefit to all pedestrians including mobility and sight impaired users.

The council has considered a number of options including the reduction of access points into the zone for disabled drivers and a reduced disabled parking provision on some streets within the zone. However when considered against a number of factors including traffic enforcement issues due to the complexity of the restrictions, the

potential increase in volume on some roads, overall amenity, and viability of the zone this option was not considered to be feasible.

**15) How will the effectiveness of the new policy/project/strategy be monitored?**

The following data will be used to monitor the effectiveness of the new access arrangements:

- User feedback
- Collision data
- Traffic flows
- Police and Civil enforcement issues
- Damage
- Stakeholder feedback
- Street cleansing
- Charter market operation
- Other zone management issues

**16) When will you review your policy/project plan/strategy?**

The proposal will be implemented as an Experimental Traffic Regulation Order which will enable the County Council to take account of further views presented by groups or individuals during the experiment period. The council has a maximum of 18 months to abandon, amend or make the ETRO permanent.

It is proposed that the ETRO will be advertised on completion of the physical works within Lancaster pedestrian zone in October 2014. The advertisement of the ETRO will commence the review process.

The council will engage with the ETRO Pedestrian Zone Stakeholder group and consider representations from individuals or other groups during this period.

Name of officer completing this template – E.Mills

Role - Senior Engineer

Date 4<sup>th</sup> February 2014 updated August 2014

Name of Chief Officer/SMT Member Signing Off this Policy/Project/Strategy -

Role - Project Sponsor , Director -

Date

Publish your assessment

Please ensure a copy of your Analysis is retained with other information about the development/review of this policy/project/strategy.

Please also ensure any Action Points are entered on Form EAP001 and forwarded to your Directorate contact in the Equality and Cohesion Team.

Directorate contacts in the County Equality and Cohesion Team are:

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Lancashire County Commercial Group and One Connect Limited

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Pam Smith – Equality & Cohesion Manager

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Thank you