

Appendix G

**Equalities and Human Rights Impact
Assessment**

**LOUGHBOROUGH TOWN CENTRE
PEDESTRIANISATION TRIAL –
FEEDBACK FROM CONSULTATION**

Environment and Transport Department

September 2015

Equality & Human Rights Impact Assessment (EHRIA)

This Equality and Human Rights Impact Assessment (EHRIA) will enable you to assess the **new, proposed or significantly changed** policy/ practice/ procedure/ function/ service** for equality and human rights implications.

Undertaking this assessment will help you to identify whether or not this policy/ practice/ procedure/ function/ service** may have an adverse impact on a particular community or group of people. It will ultimately ensure that as an Authority we do not discriminate and we are able to promote equality, diversity and human rights.

Before completing this form please refer to the EHRIA [guidance](#), for further information about undertaking and completing the assessment. For further advice and guidance, please contact your [Departmental Equalities Group](#) or equality@leics.gov.uk

***Please note: The term 'policy' will be used throughout this assessment as shorthand for policy, practice, procedure, function or service.*

Key Details	
Name of policy being assessed:	LOUGHBOROUGH PEDESTRIANISATION TRIAL – FEEDBACK FROM CONSULTATION
Department and section:	Environment and Transport – Traffic Management
Name of lead officer/ job title and others completing this assessment:	Aimi Ducker – Senior Engineer, Traffic Management
Contact telephone numbers:	0116 3057943
Name of officer/s responsible for implementing this policy:	n/a.
Date EHRIA assessment started:	12/08/15
Date EHRIA assessment completed:	10/09/15

Section 1: Defining the policy

Section 1: Defining the policy

You should begin this assessment by defining and outlining the scope of this policy. You should consider the impact or likely impact of the policy in relation to all areas of equality, diversity and human rights, as outlined in Leicestershire County Council's Equality Strategy.

1	<p>What is new or changed in this policy? <i>What has changed and why?</i></p> <p>This EHRIA relates to the pedestrian trial that is currently being carried out in Loughborough town centre, which forms the latter part of the Loughborough Town Centre Transport Scheme.</p> <p>The scheme saw the completion of the Loughborough Inner Relief Road (LIRR) in 2014, and the rerouting of through-traffic away from the town centre. The removal of traffic from Swan Street and Market Place presented an opportunity to pedestrianise the town centre, and to consider whether local buses should be allowed access.</p> <p>Following a consultation in 2005/06, the pedestrian zone was originally designed to allow access for buses in one direction only. However, the Cabinet on 6 March 2013 agreed to a further consultation on allowing buses through a pedestrianised market place. This led to three options being drawn up: <i>option A) two-way bus access; option B) one-way bus access; and option C) no buses.</i></p> <p>The professional officer opinion was to pursue option A (two-way buses). However, the consensus amongst local elected representatives and local businesses, but excluding bus operators, was a preference for option C (no buses) and on 1st April 2014, the Cabinet approved a pedestrianisation trial based on option C.</p> <p>An Experimental Traffic Regulation Order (ETRO) was processed, enabling the pedestrianisation trial to run from 31st October 2014 for a maximum of 18 months. Any objections made within the first six months of the trial would be considered, along with any general comments received during the trial period. Additional evidence gathered during the trial would also be analysed in order to determine whether the pedestrianisation trial should be made permanent.</p> <p>The pedestrianisation of Market Place/Swan Street and the pedestrianisation trial includes the following features:</p> <ul style="list-style-type: none">a) No buses travelling on Swan Street / Market Place;b) Full pedestrianisation of Market Place and the southern section of Swan Street between the hours of 10:00am and 4:00pm;c) Restricted vehicular access on Market Place and the southern section of Swan Street between the hours of 4:00pm and 10:00am, with access for cyclists, service vehicles and deliveries only. Emergency vehicles
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	<p>have access at all times;</p> <ul style="list-style-type: none"> d) Prohibiting all vehicles from travelling northbound along Swan Street and Market Place (except cyclists, who are allowed to proceed northbound after 4pm and before 10am only); e) New bus stops on High Street, The Rushes, Fennel Street and Lemyngton Street to accommodate the rerouting of local buses around the town centre; f) Improvements and more spacious, high quality bus shelters at bus stops on High Street/Baxter Gate and The Rushes/Derby Square, including improved timetable/route information and clear signing with level boarding to help all passengers. <p>This scheme was regarded by the Leicester and Leicestershire Economic Partnership (LLEP) as a key initiative to unlock the economic growth potential of Loughborough town centre and surrounding communities. It also contributes to the proposed transport Improvements outlined for Loughborough under the County Councils third Local Transport Plan (LTP3).</p>
<p>2</p>	<p>Does this relate to any other policy within your department, the Council or with other partner organisations? <i>If yes, please reference the relevant policy or EHRIA. If unknown, further investigation may be required.</i></p> <p>Refer to previous Equality Questionnaire (31st March 2009, updated 8th February 2013) prepared for the Loughborough Town Centre Transport Scheme.</p> <p>The Loughborough Town Centre Improvement Scheme is listed in the second LTP3 Implementation Plan 2014-2017. The transport improvements contribute to all of the LTP3 priorities.</p> <p>Reference should also be made to the Equalities Impact Assessment (March 2011) and the Human Rights Act Assessment (July 2013) for LTP3.</p>
<p>3</p>	<p>Who are the people/ groups (target groups) affected and what is the intended change or outcome for them?</p> <p>All users of the highway are affected by the pedestrian trial and related pedestrianisation of Swan Street / Market Place.</p> <p>The removal of traffic from Swan Street and Market Place between the hours of 10am and 4pm has created a safe and attractive environment for people shopping, working and living in the town centre. This is a benefit to all footway users, but in particular the young, aged, and those with mobility issues. It eliminates all potential conflict with vehicles and will reduce the number of accidents in the town centre. Outside of these hours, the road layout will ensure that any essential traffic proceeds through the pedestrian area at a reduced speed. Again, this will benefit those on foot, particularly the young, elderly and those with mobility issues.</p> <p>The significant reduction in vehicle flows through the town centre has also eliminated most traffic noise and exhaust emissions, particularly during those hours of peak pedestrian activity. Health benefits will be experienced by those</p>

	<p>visiting or working in the town centre.</p> <p>Removing all traffic from the middle of the pedestrian zone encourages community cohesion, allowing pedestrians to move more freely between the two sides of the town centre. Furthermore, the absence of any traffic affords greater opportunity to utilise the area for social events.</p> <p>It is recognised that the removal of the bus stops from Swan Street and Market Place may result in a slightly greater walking distance into the town centre for some passengers. This is particularly pertinent for the elderly or those with mobility impairments. Consequently, replacement bus stops have been provided as near as practicably possible to the market place in order to minimise the extra walking distance. An analysis of walking distances has been undertaken and, with the exception of the Lemyngton Street stops, there is little difference in the walking distance between the old / new bus stops and the main facilities within the town centre.</p> <p>The removal of a busy road and all associated traffic from the heart of Loughborough has provided a far better environment for those approaching on foot. Pedestrian routes from the new/refurbished bus stops on The Rushes and High Street into the town centre are now completely traffic-free and therefore safer, healthier and much more pleasant than before. Likewise, footways are much wider and there is no change in level between the footway and carriageway. The pedestrian route from the new bus stops on Lemyngton Street into the Market Place utilises a new pelican crossing before passing through two existing traffic-free streets (Churchgate and Biggin Street lower).</p> <p>All new bus stops have been designed to a very high standard and are furnished with covered seating and new passenger information. Furthermore, all new bus stops have been designed to facilitate level boarding.</p> <p>Town centre routes have not been severed as part of the trial and therefore there has been no economic impact on bus passengers as a whole.</p> <p>The Loughborough Town Centre Transport Scheme is expected to facilitate the economic regeneration of the town. However, some businesses located in the pedestrianised area may have to modify their servicing and/or loading behaviour in light of the restricted access arrangements that accompany the Pedestrian trial. The window of opportunity for loading activity has been reduced by 2.5 hours per day. However, the restrictions implemented during the pedestrian trial allow for loading during the morning and evening peak, just before many businesses open/close. This was not permitted before the trial was implemented and is an improvement for the businesses.</p>		
4	<p>Will this policy meet the Equality Act 2010 requirements to have due regard to the need to meet any of the following aspects? (Please tick and explain how)</p>		
	Yes	No	How?
Eliminate unlawful discrimination, harassment and victimisation		No	

Advance equality of opportunity between different groups	Yes		Improvements to walking The proposals will provide improved facilities for people with visual impairments.
Foster good relations between different groups		No	

Section 2: Equality and Human Rights Impact Assessment (EHRIA) Screening

Section 2: Equality and Human Rights Impact Assessment Screening

The purpose of this section of the assessment is to help you decide if a full EHRIA is required.

If you have already identified that a full EHRIA is needed for this policy/ practice/ procedure/ function/ service, either via service planning processes or other means, then please go straight to [Section 3](#) on Page 7 of this document.

Section 2

A: Research and Consultation

		Yes	No*
5.	Have the target groups been consulted about the following? a) their current needs and aspirations and what is important to them; b) any potential impact of this change on them (positive and negative, intended and unintended); c) potential barriers they may face	Yes	
6.	If the target groups have not been consulted directly, have representatives been consulted or research explored (e.g. Equality Mapping)?	n/a	
7.	Have other stakeholder groups/ secondary groups (e.g. carers of service users) been explored in terms of potential unintended impacts?	Yes	
8.	*If you answered 'no' to the question above, please use the space below to outline what consultation you are planning to undertake, or why you do not consider it to be necessary.		

Other Information:

The proposals have been designed taking account of current national guidance.

Pre-scheme notification letters were hand delivered to 222 properties within the scheme area some 4 months before the Trial came into effect, allowing potential issues to be identified and mitigation measures to be put into place prior to scheme implementation. Copies were also sent to key stakeholders for information and dissemination.

All frontages and key stakeholders received a further consultation letter prior to the trial coming into effect at the end of October 2014. Issues were raised during the 6 month consultation and have been considered or mitigated as part of finalising the scheme.

Additional stakeholder and service user surveys have also been commissioned in order to assess the wider implications of the scheme. These surveys directly targeted bus passengers, shoppers and local businesses.

In addition, views were sought from John Storer Charnwood of Loughborough, who support individuals, groups and organisations involved in community action, including running a community transport service.

Details of the Pedestrianisation trial were posted in the Loughborough Echo on 24th October 2014, and all relevant scheme documents will remain available for public inspection on the Council's website, at the Council Officers, and at the offices of Charnwood Borough Council. These documents will be available for inspection for the duration of the trial.

The consultation did not show an overwhelming negative response from those respondents who identified themselves as having a long term illness or disability. Indeed of 231 respondents in that category, 106 supported Option C and 107 supported Option A.

At an early stage of the consultation, a challenge to the way the County Council had handled the decision-making process was taken to the Local Government Ombudsman.

The Ombudsman reported:

- *I am satisfied that the Council's decision makers had sufficient information before them about the likely impact on disabled people when deciding whether or not to bar bus access to Market Place. The Council's consultation took proactive steps to seek the view of disabled people, and incorporated the responses it received into the officer's report which was presented to the scrutiny committee and cabinet.*
- *I am also satisfied the Council took account of its public sector equality duty by undertaking an equalities questionnaire to establish whether or not a full equality impact assessment was necessary.*

In her conclusion, the Ombudsman reported that

- *I am satisfied the Council has demonstrated it had due regard for its duties*

	<p><i>under the Equality Act needing to conduct an equality impact assessment. Its consultation actively sought the views of disabled people, and the responses it received were detailed in the officer's report in some detail. Further attention was given to the matter through the equalities questionnaire, and the final decision was taken by decision makers who are trained in their duties under the Equality Act.</i></p> <ul style="list-style-type: none"> <i>I have found no fault in the Council's actions</i>
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Section 2			
B: Monitoring Impact			
9.	Are there systems set up to:	Yes	No
	a) monitor impact (positive and negative, intended and unintended) for different groups;	Yes	
	b) enable open feedback and suggestions from different communities	Yes	
Note: If no to Question 9, you will need to ensure that monitoring systems are established to check for impact on the protected characteristics.			
Section 2			
C: Potential Impact			
10.	Use the table below to specify if any individuals or community groups who identify with any of the protected characteristics may <u>potentially</u> be affected by this policy and describe any positive and negative impacts, including any barriers.		
	Yes	No	Comments
	Age	Yes	<p>The Scheme will remove conflict between pedestrians and motor vehicles during the day, and significantly reduce the level of conflict in the evening when access to the pedestrian zone is restricted to a limited number of vehicles. This is of benefit to all pedestrians, but to particularly to vulnerable road users including those with mobility issues. Wider footways, removal of full height kerbs and improved bus stop facilities will assist pedestrian mobility.</p> <p>Bus stops have been removed from the Market Place, which</p>

			<p>may be less convenient for passengers who previously boarded and alighted here. Although the replacement stops on The Rushes and High Street have very little impact on the overall walking distance to key facilities within the town, the new stop on Lemyngton Street is further from the Market Place. In order to assist passengers using this stop, premium bus shelters with seating, passenger information and level boarding facilities have been provided. Suitable crossing facilities have been provided along the walking route, the majority of which utilises an existing pedestrianised space which is more conducive to pedestrian mobility.</p>	
	Disability	Yes	<p>Footway widening, kerb removal within pedestrian zone and new pedestrian crossing facility - as above.</p> <p>Bus stop has been removed from the Market Place but replaced with fully accessible facilities.</p>	
	Gender Reassignment		No	
	Marriage and Civil Partnership		No	
	Pregnancy and Maternity		No	
	Race		No	
	Religion or Belief		No	
	Sex		No	
	Sexual Orientation		No	
	Other groups e.g. rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities, looked after children, deprived or		Yes	<p>Reductions in noise pollution and vehicle emissions leading to potential health benefits to local communities.</p>

	disadvantaged communities			
	Community Cohesion		No	
11.	<p>Are the human rights of individuals <u>potentially</u> affected by this proposal? Could there be an impact on human rights for any of the protected characteristics? (Please tick)</p> <p>Explain why you consider that any particular <u>article in the Human Rights Act</u> may apply to your policy/ practice/ function or procedure and how the human rights of individuals are likely to be affected below: [NB. Include positive and negative impacts as well as barriers in benefiting from the above proposal]</p>			
		Yes	No	Comments
Part 1: The Convention- Rights and Freedoms				
	Article 2: Right to life		No	
	Article 3: Right not to be tortured or treated in an inhuman or degrading way		No	
	Article 4: Right not to be subjected to slavery/ forced labour		No	
	Article 5: Right to liberty and security		No	
	Article 6: Right to a fair trial		No	
	Article 7: No punishment without law		No	
	Article 8: Right to respect for private and family life		No	
	Article 9: Right to freedom of thought, conscience and religion		No	
	Article 10: Right to freedom of expression		No	
	Article 11: Right to freedom of assembly and association		No	
	Article 12: Right to marry		No	
	Article 14: Right not to be discriminated against		No	
Part 2: The First Protocol				
	Article 1: Protection of property/ peaceful enjoyment		No	
	Article 2: Right to education		No	

	Article 3: Right to free elections		No	
Section 2				
D: Decision				
12.	Is there evidence or any other reason to suggest that:	Yes	No	Unknown
	a) this policy could have a different affect or adverse impact on any section of the community;		No – taking account of the proposals being developed with reference to current national guidance, and the proposed mitigation identified above.	
	b) any section of the community may face barriers in benefiting from the proposal		No	
13.	Based on the answers to the questions above, what is the likely impact of this policy			
	No Impact <input type="checkbox"/>	Positive Impact <input checked="" type="checkbox"/>	Neutral Impact <input type="checkbox"/>	Negative Impact or Impact Unknown <input type="checkbox"/>
Note: If the decision is ‘Negative Impact’ or ‘Impact Not Known’ an EHRIA Report is required.				
14.	Is an EHRIA report required?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>	

Section 2: Completion of EHRIA Screening

Upon completion of the screening section of this assessment, you should have identified whether an EHRIA Report is required for further investigation of the impacts of this policy.

Option 1: If you identified that an EHRIA Report is required, continue to [Section 3](#) on Page 7 of this document to complete.

Option 2: If there are no equality, diversity or human rights impacts identified and an EHRIA report is not required, continue to [Section 4](#) on Page 14 of this document to complete.

Section 4: Sign off and scrutiny

Upon completion, the Lead Officer completing this assessment is required to sign the document in the section below.

It is required that this Equality and Human Rights Impact Assessment (EHRIA) is scrutinised by your [Departmental Equalities Group](#) and signed off by the Chair of the Group.

Once scrutiny and sign off has taken place, a depersonalised version of this EHRIA should be published on Leicestershire County Council's website. Please send a copy of this form to louisa.jordan@leics.gov.uk, Members Secretariat, in the Chief Executive's department for publishing.

Section 4

A: Sign Off and Scrutiny

Confirm, as appropriate, which elements of the EHRIA have been completed and are required for sign off and scrutiny.

Equality and Human Rights Assessment Screening

Equality and Human Rights Assessment Report

1st Authorised Signature (EHRIA Lead Officer): Aimi Ducker

Date: 10/09/2015

2nd Authorised Signature (DEG Chair)