



Portsmouth

Clinical Commissioning Group



Portsmouth
CITY COUNCIL

Equality Impact Assessment

Full assessment form 2018

www.portsmouthccg.nhs.uk

www.portsmouth.gov.uk

Directorate:

Regeneration

Service, function:

Transport Planning

Title of policy, service, function, project or strategy (new or old):

Solent E-scooter Rental trial, Portsmouth sub-project

Type of policy, service, function, project or strategy:

☒ Existing

☐ New / proposed

☐ Changed

Lead officer

Gareth James

People involved with completing the EIA:

Hayley Chivers
Gareth James
Felicity Tidbury

Introductory information (Optional)

All electric scooters (e-scooters) are illegal to ride on public land in the UK, they are only legal to use on private land.

Enforcement of the law for e-scooters is responsibility of the Police and local transport authorities do not have these powers.

As part of a review into their legalisation the Department for Transport (DfT) are permitting a number of regulated trials of rental e-scooters.

Solent Transport (a partnership of Portsmouth, Hampshire, Southampton and Isle of Wight Councils) were successful in securing Future Transport Zone (FTZ) funding from the DfT. While the original (FTZ) programme did not include an e-scooter project, this has been brought in to support restart to travel following COVID-19 restrictions and the government's fast tracking of rental e-scooter trials.

Step 1 - Make sure you have clear aims and objectives

What is the aim of your policy, service, function, project or strategy?

DfT trials are specifically for rental e-scooters only. Private e-scooter remains illegal even in trial areas. DfT have made changes to legislation to regulate rental e-scooters.

The DfT's intention was for trials for up to 12 months to commence by 31st March 2021.

There are specific requirements for any DfT e-scooter trial in terms of vehicle specification and users who will be required to be registered and hold a valid driving licence. DfT also recommend that providers offer training courses to users (and indicated that proposals around user training may be a factor in their process of decision making/ permitting of trials).

The e-scooters are for the most part treated in a similar way to electrically assisted pedal cycles (e-bikes), travelling at a similar speed. Wearing helmets was not made mandatory and the e-scooters were to be allowed on road, in cycle lanes and tracks. Trial e-scooters were not to be permitted on pedestrian-only pavements. The local transport authority may determine any specifically restricted routes or routes with speed restrictions. Many e-scooters have "geofencing" capabilities preventing them from being ridden in certain areas (if designated) and/or allowing enforcement of lower speed limits in designated areas.

The DfT is engaging with national police bodies and disability groups such as the visually impaired.

The Solent trial was to have up to 4 sub-projects: Portsmouth, Winchester, Isle of Wight and Southampton. The Isle of Wight scheme was the first part of the Solent project to launch in November 2020, triggering the start of the Solent area's 12 month trial period, with Portsmouth's and Southampton's trials launching a few months later in March 2021. The Winchester proposal did not progress, and no scheme currently operates there.

Correspondence received from the DfT, dated 5th October 2021, stated: "It would be helpful if all current trial areas could participate in the trial extension [beyond 31st March 2022], but there is no compulsion and no need to make an immediate decision. We will write to trial areas in the New Year asking them if they want to take part in a further trial extension to November 2022."

The council continues to engage with the Police to inform them about our trial, seek their feedback, and ensure they are clear about which scooters are permitted and which ones remain illegal.

Who is the policy, service, function, project or strategy going to benefit or have a detrimental effect on and how?

The introduction of e-scooters may have a detrimental impact on disabled pedestrians with visual, hearing and / or mobility impairments as e-scooters will be able to travel on shared use paths and do not make much noise to draw attention to them approaching of speeds up to 12.5mph (lower than the UK maximum of 15.5mph).

What outcomes do you want to achieve?

Introduction of an attractive and safe trial of rental e-scooters in the city.

What barriers are there to achieving these outcomes?

User behaviour will impact the safety of the scheme and will need to be carefully monitored.

Step 2 - Collecting your information

What existing information / data do you have? (Local or national data) look at population profiles, JSNA data, surveys and patient and customer public engagement activity locally that will inform your project, national studies and public engagement.

Market testing has been undertaken with e-scooter suppliers to understand their offer and experience. Case studies of schemes across the world. As this is a trial it forms part of overall data gathering to inform future policy decisions.

Using your existing data, what does it tell you?

The council's e-scooter rental survey carried out between 23rd August and 19th September 2021 provides useful insight into the demographic composition of Voi's user base, and the varying attitudes towards e-scooters among Portsmouth residents, notably:

The younger the respondent, the more likely they are to have used the rental scheme – nearly two thirds of 16-24 year olds have used the scheme (64%), whereas only 1% of respondents aged over 65 have used the scheme

Males are more likely than females to have used the scheme (25% compared to 14%)

Those without a disability are more likely to have used the rental trial scheme than those with a disability (21% compared to 11%)

The younger the respondent, the more likely they are to feel positive about the rental e-scooters. 50% of 16-24 year olds feel very positive, whereas 59% of those aged 65+ feel very negative about rental e-scooters

Double the proportion of males compared to females feel very positive about the rental e-scooters (24% compared to 12%)

Respondents with a learning disability feel more positively about rental e-scooters operating in Portsmouth than those with other disabilities (42% positive or very positive)

Respondents who are sight impaired feel least positively about rental e-scooters operating in Portsmouth, with 83% feeling negatively or very negatively, although there is a small base size for this group

Step 3 - Now you need to consult!

Who have you consulted with?

Solent Transport has liaised with the regional Police.
PCC has liaised with Local Bus operators, Rail operators, Independent taxi trade and walking and cycling interest groups.
Portsmouth Police Service.
Hampshire Fire Service
Visually Impaired Action Group (VIAG)
Portsmouth Disability Forum representatives
Hospitals - Queen Alexandra / St Mary's / St James's
MAKE Aldingbourne enterprise

If you haven't consulted yet please list who you are going to consult with

Please give examples of how you have or are going to consult with specific groups or communities e.g. meetings, surveys

Through 1:1 meetings. Meetings, workshops, and other engagement activity with these stakeholders is ongoing throughout the trial.

The council continues to encourage and welcome feedback from the public to help improve the scheme, consultation is carried out on every site proposed for a new e-scooter parking rack (often leading to changes), and the council's Insights team has carried out two public surveys at different stages of the trial - the latter of which was referenced above in Step 2 - to inform refinements to the scheme and decision-making around it.

Step 4 - What's the impact?

Is there an impact on some groups in the community? (think about race, gender, disability, age, gender reassignment, religion or belief, sexual orientation, sex, pregnancy and maternity, marriage or civil partnerships and other socially excluded communities or groups)

Generic information that covers all equality strands (Optional)

Ethnicity or race

None known

Gender reassignment

None known

Age

Young children and older people may be more vulnerable to sharing paths with e-scooters due to reduced lack of awareness, and/or ability to move and allow them to pass as required. Under 17s are unable to qualify for a rental e-scooter as the minimum age set by government legislation is 18 with a provisional drivers license.

Disability

It was considered at the outset of the trial that those with visual, hearing or mobility impairments may be impacted through sharing paths with e-scooters through reduced awareness of their presence and/or ability to move and allow them to pass as required. This remains a concern, especially as regards pavement riding, which sometimes generates complaints despite the efforts of the council and Voi to educate e-scooter riders, and the introduction of a "three strikes" system to ban repeat offenders. However, police data from another city in which Voi operates indicates that over 93% of police reports about e-scooters relate to private scooters, which would seem to suggest these education campaigns and controls are proving effective, and a September 2021 meeting with the council's Vision Impairment Officer and a member of its Visually Impaired Action Group was strongly focused on the problems posed by private scooters. It was reported the behaviour of Voi users caused relatively few issues.

Religion or belief

None known

Sexual orientation

None known

Sex

None known

Marriage or civil partnerships

None known

Pregnancy & maternity

There may be a detrimental impact to pregnancy and maternity with e-scooters sharing paths with heavily pregnant individuals who are less able to move and let e-scooters pass as required and those using prams less able to manoeuvre to let e-scooters pass.

Other socially excluded groups or communities

None known.

Note:Other sociallyexcluded groups, examples includes,Homeless, rough sleeper and unpaid carers. Many forms of exclusion are linked to financial disadvantage. How will this change affect people on low incomes, in financial crisis or living in areas of greater deprivation?

Health Impact

Have you referred to the Joint Needs Assessment (www.jsna.portsmouth.gov.uk) to identify any associated health and well-being needs?

☐ Yes ☒ No

What are the health impacts, positive and / or negative? For example, is there a positive impact on enabling healthier lifestyles or promoting positive mental health? Could it prevent spread of infection or disease? Will it reduce any inequalities in health and well-being experienced by some localities, groups, ages etc? On the other hand, could it restrict opportunities for health and well-being?

Health inequalities are strongly associated with deprivation and income inequalities in the city. Have you referred to Portsmouth's Tackling Poverty Needs Assessment and strategy (available on the JSNA website above), which identifies those groups or geographical areas that are vulnerable to poverty? Does this have a disproportionately negative impact, on any of these groups and if so how? Are there any positive impacts?, if so what are they?

For more help on this element of tackling poverty and needs assessment contact Mark Sage: email:mark.sage@portsmouthcc.gov.uk

Step 5 - What are the differences?

Are any groups affected in a different way to others as a result of your policy, service, function, project or strategy?

Please summerise any potential impacts this will have on specific protected characteristics

Age, disability and pregnancy and maternity are the specific protected characteristics known to be affected through being more vulnerable when sharing paths with e-scooters.

Does your policy, service, function, project or strategy either directly or indirectly discriminate?

☒ **Yes** ☐ **No**

If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

Ongoing engagement with relevant stakeholders will help to inform how to mitigate this.

Geo-fencing routes, restricting speeds in certain locations, use of horns/bells, lights/indicators/hand signals and ensuring users undertake training forms part of the strategy to mitigate impacts.

Our supplier Voi is conducting a 12 month project with Warwick University to define an Acoustic Vehicle Alert System (AVAS) for e-scooters. The team will conduct a thorough analysis to inform product development. Voi's research will address several important questions including the effect of artificial e-scooter sounds on rider and pedestrian behavior (including the visually impaired), as well as the relevant impacts if some scooters have sound and others don't. It will also investigate use of a dynamic sound which adjusts based on the environment e.g. background sounds and travelling speed of the scooter. These findings will directly impact the types of scooters deployed over the trial by PCC.

Voi and the RNIB will work in partnership to run a campaign to raise awareness and educate users about parking safely/considerately for others. Indeed, Portsmouth is one of the first Local Authorities in the UK to integrate physical parking racks as part of the scheme (and is one of the only authorities in the UK that maintains a 100% racked service) and Voi worked collaboratively with the Royal National Institute for the Blind (RNIB) to develop the design of its parking racks.

On-board sensors detect fallen scooters, thus allowing field operatives to quickly rectify the situation and prevent safety risks to the public.

All e-scooters are equipped with unique registration numbers, enabling easy reporting and improving accountability for those that misuse the scooters and pose risks to vulnerable/disability groups.

Voi launched the world's first e-scooter training school, RideLikeVoila in collaboration with the AA and Drivotech, teaching users to ride and park in accordance with local regulations. They have updated their traffic school to include questions that drive awareness of vulnerable groups and will continue to do this, in line with local feedback.

Voi also holds monthly safety training events, including helmet giveaways, in Guildhall Square, and its team of field operatives (called "Ambassadors") addresses problems with abandoned / incorrectly parked e-scooters and misuse of vehicles.

Step 6 - Make a recommendation based on steps 2 - 5

If you are in a position to make a recommendation to change or introduce the policy, service, project or strategy clearly show how it was decided on and how any engagement shapes your recommendations.

We are not in a position to make a long-term recommendation until the e-scooter rental trial has been completed. However, based on data and feedback received during the first 6 months of the trial (which form the extended consultation period under an experimental traffic order), it is recommended to continue the trial until March 2022 to gather a full year of data including for equalities impacts. This will help inform subsequent council decisions around e-scooters, in particular one that would need to be

taken in early 2022 as to whether to further extend the trial to November 2022 (as is encouraged by the Department for Transport).

What changes or benefits have been highlighted as a result of your consultation?

Stakeholder engagement was undertaken as part of the development of the trial and has been ongoing throughout the trial, informing the operational changes outlined above along with rider education. The council continues to encourage feedback to help improve the scheme, and consultation is carried out on every site proposed for a new e-scooter parking rack, which sometimes leads to relocations informed by equality considerations. The council's Insights team has also carried out two public surveys at different stages of the trial to inform refinements to the scheme and decision-making around it, but they did not identify any additional equality considerations. As of October 2021, the trial has demonstrated the measures implemented to date have been successful at mitigating the scheme's impacts on the specified protected characteristics detailed above. This will continue to be monitored for the duration of the trial, both at the local scale and through the wider trial evaluation being undertaken by the DfT. The council is continuing to work with Voi to minimise impacts and, where possible, to make the scheme accessible to residents with these protected characteristics.

If you are not in a position to go ahead what actions are you going to take?

(Please complete the fields below)

Action	Timescale	Responsible officer
Ongoing engagement with identified stakeholder groups prior to and during the e-scooter trial	November 2021 - March 2022	Gareth James

How are you going to review the policy, service, project or strategy, how often and who will be responsible?

The trial which will be continually monitored and reviewed throughout. This document will be updated consistently throughout the trial.

Step 7 - Now just publish your results

This EIA has been approved by: TRISTAN SAMUELS

Contact number: 02392 834450

Date:

02/11/2021

PCC staff-Please email a copy of your completed EIA to the Equality and diversity team. We will contact you with any comments or queries about your preliminary EIA.

Telephone: 023 9283 4789, Email: equalities@portsmouthcc.gov.uk

CCG staff-Please email a copy of your completed EIA to the Equality lead who will contact you with any comments or queries about your full EIA. Email: sehccg.equalityanddiversity@nhs.net