



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 Region Bike Share Rental Scheme (Future Transport Zone), 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:

Brock Rogers
Gareth James

Introductory information (Optional)

Solent Transport (a partnership of Portsmouth, Hampshire, Southampton and Isle of Wight Councils) was awarded £2.4m to deliver a bike share project within the £28m Future Transport Zone Programme, funded by the Department for Transport (DfT). The scheme, "Beryl Bikes by Breeze", deploys bikes for use by the general public on a rental basis. The scheme helps the delivery of local transport plans and will assist with the long term COVID-19 recovery.

The scheme is publicly accessible to all residents and visitors in Southampton, Portsmouth and the Isle of Wight. It offers a mix of pedal bikes and e-bikes, and a limited number of cargo bikes will be added at key locations. The scheme initially launched in the three LTA areas' administrative boundaries, and the Portsmouth scheme comprises an entirely physically docked parking solution.

Step 1 - Make sure you have clear aims and objectives

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

Solent Transport was well placed to deliver a Bike Share rental service in the region, with team members already experienced in deploying rental e-scooters in Southampton and Portsmouth and links across each local authority established to facilitate delivery of a consistent service across the wider Solent region.

The primary aim of the project is to deliver a bike share rental scheme in the Solent region which initially focuses on Southampton, Portsmouth and the Isle of Wight with a view to later expanding into the wider Solent region. The scheme also aims to:

- Encourage more people to cycle by improving access to more bikes.
- Provide an equitable, affordable alternative to short distance car travel.
- Contribute to reduced congestion and improved air quality.
- Promote multimodal travel, aligning with Future Transport Zone objectives and other initiatives.
- Provide the ability to expand the scheme to cover the entire Portsmouth and Southampton urban areas (and other parts of Solent area).
- Encourage people to purchase their own bike, after trying the bikes in the bike share rental scheme.

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

Bike Share is publicly accessible and, therefore, the bikes need to be parked on public space. As of summer 2023, docking stations are mostly placed on the footway, which creates a risk of conflict with pedestrians. This risk is increased for visually impaired or other disability groups who may find the additional street furniture more challenging to navigate. This risk was similarly experienced in the e-scooter rental trial and was mitigated by consistent consideration of and communication with local disability groups and other stakeholders by the e-scooter operators and LTAs.

Bike Share benefits Portsmouth residents and visitors in the following ways:

Air quality

- Reduced emissions of particulate matter, NOx and other pollutants due to reducing combustion engine vehicle trips.
- Supports PCC's Clean Air Strategy and Local NO2 Plan.

Greenhouse Gas Emissions:

- Reducing combustion engine vehicle trips reduces emissions of greenhouse gas.

Public Health and Active Travel:

- Encouraging alternatives to private vehicle use for short journeys. Bike Share provides an active travel option which will likely be combined with other modes (e.g. walking, public transport), providing a 'last mile' option. The mix of pedal bikes and e-bikes will lead to the scheme being well-used by a wider demographic, for example by enabling older cyclists to use e-bikes for more challenging trips, thereby increasing their physical, mental, and cognitive well-being.
- Reduced pollution will improve air quality and reduce pollution related deaths in the city.
- Access to green and leisure spaces.

Economic:

- Bike Share offers an alternative public transport service that could open access up to jobs that otherwise people would be unable to reach. The scheme operates 24/7 so is available at times other public transport services could be less available.
- Bike Share can support access to other services such as healthcare, education and leisure facilities.
- Micromobility is a new industry, meaning supporting this scheme will generate and provide work for local jobs for operator ambassadors, contractors in implementing the infrastructure, warehouse operatives and others involved in the supply, maintenance and management of the scheme.

Safety:

- Bike Share offers an alternative public transport option that can help people travel through areas they may otherwise feel more vulnerable, particularly women traveling alone after daylight hours.
- Bike Share can lead to increased safety for cyclists on the road, through the "safety in numbers" effect (e.g., by making cyclists more visible to motorists), by leading to increased support for the council's proposed cycling infrastructure investments, and by reducing the number of journeys made by car.

Data, Information and Evaluation:

- A large volume of data will be generated by this scheme which will inform future transport schemes in Portsmouth. It will also support monitoring and evaluation for the Solent Future Transport Zone which will help inform the DfT for future transport funding.
- The scheme will be continually reviewed and improved meaning Bike Share provision in Portsmouth will be continually improved, risks reduced, and effectiveness maximised.

What outcomes do you want to achieve?

Introduction of an attractive, safe, equitable Bike Share Scheme which proves commercially and operationally sustainable, and which leads to an increased level of cycling in Portsmouth.

What barriers are there to achieving these outcomes?

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

Non-user behaviour such as vandalism can impact the attractiveness and commercial sustainability of the scheme and would need to be addressed.

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.

The most relevant local data for informing the Bike Share launch, particularly as regards equalities impacts, is that which has been gathered by the council's Market Research team and its e-scooter operator (Voi) throughout the course of the e-scooter trial. The most recent PCC survey can be accessed here: <https://yourcityyoursay.portsmouth.gov.uk/e-scooter-rental-trial-opinion-survey-wave-four-findings/> The Bike Share scheme is only available (i.e., docks located) citywide from summer 2023, so there is not much local data yet, but this dataset will become more insightful in the next 6-12 months.

Using your existing data, what does it tell you?

Bikes are a more established feature of the urban realm and haven't generally caused the same level of concern among disability groups as e-scooters, with the exception of the "free-floating" bike share model that emerged in the 2010s but which has dwindled in popularity due to the problems it caused. Nonetheless, insights gathered during the e-scooter trial, through resident surveys and GPS data etc., were invaluable in developing the Bike Share scheme and will be equally important in measuring its success and impacts. Most of the concerns raised, such as pavement clutter or irresponsible riding, are much the same for both micromobility modes and affect the same protected characteristic groups.

In terms of the user base, it will be important to monitor the scheme's take-up among those on lower incomes and in more deprived areas of the city, and take appropriate action to tackle any inequity that is identified through this analysis. Additionally, women are less likely to become customers of the scheme than men, so it will be important to monitor this and take all possible measures to promote a more gender-balanced user base. Beryl's "Women's Tour" is a welcome initiative to achieve this and has been well-publicised on social media and other comms channels. Further information can be accessed here: <https://beryl.cc/news/2023/03/08/beryl-celebrates-international-womens-day-nationwide-calendar-events>

Step 3 - Now you need to consult!

Who have you consulted with?

Solent Transport liaised with following organisations on behalf of PCC prior to the scheme launch:

- Community First
- EM3 LEP
- Hampshire & IOW Wildlife Trust
- Hampshire Constabulary
- Lakeside North Harbour Business Park
- University of Portsmouth
- Segensworth Business Forum / BID
- PCC's Visually Impaired Action Group (VIAG)

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

- Local bus / rail operators
- Local taxi trade
- Local walking and cycling interest groups
- Hampshire Fire Service
- Hospitals - Queen Alexandra / St Mary's / St James's
- MAKE Aldingbourne enterprise
- Enable Ability
- Toucan Diversity

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

The majority of stakeholder engagement has taken place via online meetings. Engagement activity with these stakeholders will be ongoing throughout the scheme via online meetings, 1:1 meetings, workshops, and other engagement activity. A wide range of charities and other groups representing those with disabilities, including those listed above, have been invited to participate in the quarterly "Solent Micromobility Equalities Forum" that launched this year and is believed to be unique in the UK.

Two Equalities Forum meetings have taken place so far this year, in March and July, and have resulted in a valuable dialogue between those who could be impacted by the schemes and the operators, Beryl (bike share) and Voi (rental e-scooters). The council has also welcomed feedback from the general public, and a consultation is carried out for every proposed new Bike Share dock.

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

Some older people may feel more vulnerable to inappropriately or unlawfully ridden bikes (e.g. on the pavement, not in accordance with the highway code) and may be more vulnerable to collisions.

Younger children may also be more vulnerable to collisions, both with unlawfully ridden bikes and those that are lawfully ridden on shared paths, due to reduced awareness.

Disability

- Concerns that users will ride on pavements, at speed and otherwise inappropriately may be felt by a higher proportion of people with disabilities, especially those who are blind or partially-sighted, or who have mobility issues.
- Those with hearing loss may not be able to hear the bikes.
- Poorly-parked bikes could create an additional hazard on the footway, causing a hazard for a higher

proportion of disabled people, especially wheelchair users and those who are blind or partially-sighted.

Religion or belief

None known

Sexual orientation

None known

Sex

None known

Marriage or civil partnerships

None known

Pregnancy & maternity

Pregnant women and those with young children may experience similar concerns/issues as older people and those with disabilities if bikes are parked or ridden inappropriately.

Other socially excluded groups or communities

None known, although it will be important to work with the operator to deliver effective tariffs and discount schemes to ensure Bike Share is accessible to those on lower incomes.

Note:Other socially excluded 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?

As noted above, Bike Share encourages active travel alternatives to private vehicle use for short journeys, and can provide a "last mile" option in combination with other modes (e.g. walking, public transport) for longer journeys.

The mix of pedal bikes and e-bikes will lead to the scheme being well-used by a wider demographic, for example by enabling older cyclists to use e-bikes for more challenging trips, thereby increasing their physical, mental, and cognitive well-being.

Reduced pollution (NOx / particulates) will help improve air quality and reduce pollution related deaths.

Bike share will enhance access to green and leisure spaces.

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 summarise any potential impacts this will have on specific protected characteristics

As detailed in Step 4, age, disability, pregnancy and maternity are the protected characteristics that can be negatively impacted, as a result of being more vulnerable when sharing paths with the a Bike Share scheme's e-bikes and pedal bikes.

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?

- Ensure the range of safety measures the chosen supplier offers for Bike Share are implemented and are evidenced to have the intended mitigation effect.
- Training and education requirements and incentives for users.
- Inappropriate riding (e.g. pavement riding) will result in fines and/or bans from using the service.
- Require bikes to be parked in mandatory parking zones and ensure each parking site is risk assessed for passing pedestrians.
- A maximum capacity cap at each docking station hub will be used to reduce the risk of oversupply of bikes causing clutter.
- All bikes are equipped with unique registration numbers, enabling easy reporting and improving accountability for those that misuse them.
- On-board sensors detect fallen bikes thus allowing field operatives to quickly rectify the situation and prevent safety risks to the public.
- Operator is committed to working with local disability groups across its schemes. This includes sharing its docking station network with visual impairment charities to ensure their stakeholders are not surprised and adversely affected by their placement.
- During the implementation of the Solent Scheme, the operator has committed to work with Portsmouth Association for the Blind and Portsmouth City Council Sensory Impairment and Deaf Services Team.
- Representative from local police in contact with project team and invited to attend safety events.
- Consultations on docking station locations offer opportunity for issues to be raised and addressed.

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.

The Solent Region Bike Share Scheme went through an extensive procurement process, led by Portsmouth City Council, and contributed to via stakeholder engagement. The scheme has generally been well-received, with 95% parking compliance helping minimise the potential negative impacts outlined in the above rationale. The initial contract term is two years. The scheme's impact and success will be carefully reviewed during this period to determine whether it should be extended further. The council has worked with Solent Transport and Beryl to develop a strategy to guide future expansion of the scheme towards ensuring it meets the council's wider transport strategy (<https://www.portsmouth.gov.uk/services/parking-roads-and-travel/travel/local-transport-plan-4-ltp4/>)

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

Stakeholder engagement was undertaken as part of the development of the project and will continue through project delivery, informing the approach to the operational challenges outlined above. This approach will be supported by a continued focus on rider education. The council encourages feedback to help improve the scheme, and consultation is carried out on every site proposed for a new Bike Share docking station, which can lead to relocations informed by equality considerations.

One element of the expansion strategy is a small trial of carriageway (road) parking bays that is planned for later in 2023; this is generally favoured by disability groups to keep footways clear, and was well-received by attendees at the July 2023 meeting of the Solent Micromobility Equalities Forum.

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

(Please complete the fields below)

Action

Timescale

Responsible officer

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

The Bike Share Scheme and its expansion will be continually monitored and reviewed throughout the course of the initial two year contract. This document will be updated consistently throughout.

Step 7 - Now just publish your results

This EIA has been approved by: Hayley Chivers

Contact number:

Date:

01/08/22

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