

Form name	Integrated Impact Assessment
Reference	IA572446761
Date	29/12/2023



Policy details

Request date	29/12/2023 18:28
Directorate	PCC Regeneration
Service	Transport
Title of policy, service, function	E-scooter Rental Trial
Type of policy, service, function	Existing
What is the aim of your policy, service, function, project or strategy?	<p>The main aim of the trial is to build robust evidence about the benefits, public perceptions, and wider impacts of e-scooters in order to inform legal changes that may be necessary beyond the e-scooter trial period.</p> <p>Key areas that the council, Solent Transport, and the DfT have been gathering information on include:</p> <ul style="list-style-type: none"> • Safety outcomes for rental e-scooter users and what influences this; • Interaction with, and effect on, other road users; • Public perceptions of the rental e-scooters, including impacts for people with disabilities; • Nature of modal shift and new journeys that have been enabled; • Characteristics of users and how uptake differs for different groups; • Local Authority perception of effects on their transport system and public environment.
Has any consultation been undertaken for this proposal?	yes

What were the outcomes of the consultations?

Prior to the launch of the trial, the council and Voi held virtual meetings with representatives from the following organisations to discuss the details of the scheme and understand any specific concerns:

- Hampshire Constabulary
- Portsmouth Hospitals NHS Trust
- Solent Hospitals NHS Trust
- Gosport Ferry
- FirstGroup
- Stagecoach South
- University of Portsmouth
- Portsmouth Cycle Forum
- Portsmouth Friends of the Earth
- Cycling UK
- Sustrans
- Portsmouth International Port
- Hampshire Fire & Rescue Service
- Taxi Trade Representatives
- Visually Impaired Action Group (VIAG)
- Wightlink
- South Western Railway

Dialogue has continued with a number of these organisations as the trial has progressed, particularly Hampshire Constabulary, University of Portsmouth, Portsmouth Hospitals, and VIAG.

As the project is a trial, it was introduced under a Vehicle Special Order (VSO), with an experimental traffic regulation order (ETRO) to allow the use of rental e-scooters in bike and bus lanes. The first 6 months following implementation formed the traffic order consultation period, and the traffic order was made permanent following consideration of the responses received. Full details of the decision can be found here: <https://democracy.portsmouth.gov.uk/documents/s39685/Rental%20E-Scooter%20Permanent%20TRO%20Report%20TLS.pdf>

The council has continued to encourage and welcome feedback to help improve the scheme throughout the trial, and every site proposed for a new e-scooter parking rack is consulted on. This often leads to changes, with some sites not being approved for installation, others amended based on feedback, and suggestions for new sites being received for consideration in future phases.

Has anything changed because of the consultation?	yes
Please provide details	As mentioned above, the clearest example of changes made following consultation concerns the sites of new racks, decisions around which have been strongly informed by input from residents and other stakeholders such as schools and community centres. Ongoing engagement around the scheme has also brought about a variety of other changes, such as refinements made to the geofenced No Ride Zones near Milton Common and Duisburg Way following resident suggestions.
Did this inform your proposal?	yes
Please provide details	The input of local residents and stakeholders has brought about improvements to the way the scheme operates and has helped build public confidence in both the consultation process and the tight controls placed on the way that rental e-scooters operate in the city. This has enabled the trial to continue in line with previous DfT extensions and informed the proposed extension to 2026.

Equality & diversity - will it have any positive/negative impacts on the protected characteristics?

With the above in mind and following data analysis, who is the policy, service, function, project or strategy going to benefit or have a detrimental effect on and how?	<p>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.</p> <p>People with certain disabilities who find it difficult to walk long distances can benefit from the increased mobility offered by rental e-scooters.</p>
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Will any of those groups be affected in a different way to others because of your policy, project, service, function, or strategy?

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.

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 suggests most police reports about e-scooters relate to private scooters, and this is reinforced by feedback received via Solent Transport's Micromobility Equalities Forum. This indicates that the education campaigns and controls are proving effective.

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.

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

Ongoing engagement with relevant stakeholders continues to inform the mitigation measures.

Geo-fencing to restrict speeds in certain locations ("Go Slow Zones") and automatically stop e-scooters in others ("No Ride Zones"), use of bells, lights/indicators/hand signals, ensuring all users undertake training, and targeted comms campaigns, all form part of the strategy to mitigate impacts.

Portsmouth was 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 cities in the UK that maintains a 100% racked service. Voi worked collaboratively with the Royal National Institute for the Blind (RNIB) on parking rack design.

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. As of 31 October 2023, 1,275 temporary bans for inappropriate riding and 43 permanent bans have been issued to Portsmouth e-scooter trial users.

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. Subsequent improvements to their online training have incorporated questions intended to raise rider awareness of vulnerable groups.

Footway parking requirements ensure that all parking bays leave a minimum of 1.8m footway space remaining to ensure adequate space for vulnerable pedestrians. Each new site for a potential rack is subject to formal public consultation, and all feedback is duly considered, with careful attention being given to equalities considerations such as perceived safety risks to elderly residents nearby.

<p>Who have you consulted with or are planning to consult with and what was/will be your consultation methodology?</p>	<p>Prior to the launch of the trial, the council held virtual meetings with representatives from the following organisations to discuss the details of the scheme and understand any specific concerns:</p> <ul style="list-style-type: none"> • Hampshire Constabulary • Portsmouth Hospitals NHS Trust • Solent Hospitals NHS Trust • Gosport Ferry • FirstGroup • Stagecoach South • University of Portsmouth • Portsmouth Cycle Forum • Portsmouth Friends of the Earth • Cycling UK • Sustrans • Portsmouth International Port • Hampshire Fire & Rescue Service • Taxi Trade Representatives • Visually Impaired Action Group (VIAG) • Wightlink • South Western Railway <p>Dialogue has continued with a number of these organisations as the trial has progressed, particularly Hampshire Constabulary, University of Portsmouth, Portsmouth Hospitals, and VIAG. Other groups representing those with disabilities have engaged with Solent Transport's quarterly Micromobility Equalities Forum meetings since it launched in March 2023. This is the first such forum in the country, and anyone who wishes to be invited is encouraged to email transportplan@portsmouthcc.gov.uk to express their interest and to receive further information.</p>
<p>How are you going to review the policy, service, project or strategy, how often and who will be responsible?</p>	<p>The Future Transport Project Board (previously the Future Transport Zone Board) meets monthly to review projects including the e-scooter rental trial. The Board is chaired by the Assistant Director for Transport and its membership includes the Cabinet Member for Transport, the Leader, the Deputy Leader, the Cabinet Member for Climate Change, and the Cabinet Member for Environmental Services. Reports on the e-scooter rental trial have regularly been brought to the Council's Transport Committee throughout the course of the trial, including for all decisions to extend it.</p>

Crime - Will it make our city safer?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Housing - will it provide good quality homes?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Health - will this help promote healthy, safe and independent living?

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?	It was expected the e-scooter rental trial would allow residents that meet the entitlement criteria of having at least a provisional driving licence to have access to a sustainable mode of travel, and provide a means to access essential services and facilities such as hospitals, retail, universities, public transport routes and council offices.
How are you going to measure/check the impact of your proposal?	Voi's socio-economic benefits report published in October 2022 provided encouraging nationwide data regarding a range of impacts including access to employment, and mental health and wellbeing. Solent Transport's ongoing analysis of the trials in Portsmouth and other parts of the Solent region is also considering such impacts as part of its programme monitoring and evaluation.

Income deprivation and poverty - will it consider income deprivation and reduce poverty?

<p>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</p>	<p>We have worked closely with Voi to maintain competitive pricing, benchmarked against other local transport services and e-scooter rental schemes in other cities, to make the scheme as accessible as possible. We have strategically targeted promotion of the "Voi 4 All" discount for those on low income (e.g. recipients of Universal Credit, Jobseekers Allowance and HC2 certificate) - this had positive results and similar promotion will continue in 2024. The Voi 4 All scheme was expanded in 2022 in response to a Portsmouth City Council request for it to be made eligible to refugees.</p>
<p>How are you going to measure/check the impact of your proposal?</p>	<p>City-level user demographics and take-up of the Voi 4 All discount are reported and reviewed in monthly operator meetings, and take-up of the discount was added to the contract KPIs in 2023 to formalise the commitment of all parties to the success of this important initiative in Portsmouth.</p>

Carbon emissions - will it reduce carbon emissions?

<p>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</p>	<p>It was hoped the e-scooter rental trial would have a positive impact on reducing greenhouse gas emissions. The scale of the impact is largely derived from the share of trips that would otherwise have been made by car or taxi, and this has been much higher than was expected at the outset of the trial. The council and Solent Transport have also pushed Voi to maximise the positive impact by scrutinising its life cycle emissions and taking action such as transitioning to an all EV fleet of vans to carry out its battery swapping activity.</p>
<p>How are you going to measure/check the impact of your proposal?</p>	<p>Voi regularly reports its citywide carbon saving calculations to the council. From the launch of the trial in March 2021 until July 2023, around 73,000 rental e-scooter users collectively made 757,827 trips, of which 344,747 (45%) would have been made by private vehicles based on Voi's user survey data. Voi calculates that this removed 167 tonnes of CO2 equivalent from the atmosphere. This may be a conservative estimate, as the council's most recent survey data indicates that 54% of trips would otherwise have been made by private vehicles, although it should be noted that the calculation does not consider whole life cycle emissions and mode shift from walking or cycling.</p>

Energy use - will it reduce energy use?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Climate change mitigation and flooding - will it proactively mitigate against a changing climate and flooding?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Natural environment - will it ensure public spaces are greener, more sustainable and well-maintained?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Air quality - will it improve air quality?

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?	As mentioned in the carbon emissions section of this IIA, the most recent surveys conducted have indicated a high mode shift from car and taxi - 45% according to Voi's survey, and 54% according to the council's. As scooters do not generate tailpipe emissions, such a high level of mode shift from the most polluting modes is helping to improve local air quality in the city, with Voi calculating that by November 2023, the trial reduced Portsmouth's PM2.5 particulate emissions by 31kg.
How are you going to measure/check the impact of your proposal?	We will continue to monitor mode shift and its resulting positive impact on local air quality. As with carbon emissions, there will be a reduced correlation between mode shift data and local air quality improvements in the coming years as more private vehicle owners transition to EVs, although this is more relevant for NO2 (as most particulates come from tyre and road wear rather than the tailpipe).

Transport - will it make transport more sustainable and safer for the whole community?

<p>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</p>	<p>The scheme provides an additional transport option for residents, workers and visitors to Portsmouth. The operator, Voi, has implemented a number of measures and initiatives since the trial launched to mitigate the potential for negative impacts on highway safety for users and non-users. Many of the measures were detailed in the EIA section of this IIA, but others include:</p> <ul style="list-style-type: none"> • A maximum speed of 12.5 miles per hour, with lower maximums in designated "Go Slow Zones" • Driver licence screening process including selfie verification and stringent anti-fraud measures • Provision of free / heavily subsidised helmets, and incentives for helmet use • Awareness campaigns and ongoing community engagement • "Reaction test" on the app starting at 9pm at weekends to mitigate the risk of drink riding • Regular Safety Skills events, delivered by one of the UK's leading road safety organisations
<p>How are you going to measure/check the impact of your proposal?</p>	<p>The safety of Portsmouth's e-scooter rental trial continue to form a key part of Solent Transport's evaluation of the trials in the region, as well as the DfT's evaluation at the national level.</p> <p>Between March 2021 and July 2023, 168 slight and 37 serious injuries were reported to Voi. All reported serious accidents involved injuries only to the user and not to other road users such as pedestrians. Independent analysis suggests the number of serious injuries may in fact be slightly lower, as Voi included incidents that were unverifiable or lacked an accompanying accident log.</p> <p>TRL analysis commissioned by Solent Transport has indicated a general downward trend in e-scooter rental accident rates in Portsmouth since the trial began, with the accident rate in every month from April 2022 to March 2023 being lower than in the corresponding month the previous year. This type of comparison is especially useful in the transport sector, as it takes account of seasonal variations in road traffic and weather conditions.</p>

Waste management - will it increase recycling and reduce the production of waste?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Culture and heritage - will it promote, protect and enhance our culture and heritage?

This section is not applicable to my policy	<input checked="" type="checkbox"/>
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Employment and opportunities - will it promote the development of a skilled workforce?

Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?	The e-scooter rental trial has the potential to create local employment opportunities.
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<p>How are you going to measure/check the impact of your proposal?</p>	<p>The number of jobs based out of the warehouse in Fareham is reviewed regularly and comprises the following (as of August 2023):</p> <p>1x Fleet Manager 2x Team Leaders 7x Mechanics 8x Fleet Specialists</p> <p>Additionally, a Supported Internship Scheme was launched in partnership with City of Portsmouth College in November 2023. Two interns work in the warehouse 3 days a week (10am - 3pm) and also attend college. They are paired with a mechanic who mentors them and trains them to carry out a range of tasks including:</p> <ul style="list-style-type: none"> - disassembling scooters for recycling - helping to charge batteries - assisting with repairs <p>The internship lasts for 6 months, with the aim of helping the interns into permanent employment.</p>
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Economy - will it encourage businesses to invest in the city, support sustainable growth and regeneration?

<p>Please expand on the impact your policy/proposal will have, and how you propose to mitigate any negative impacts?</p>	<p>It was not necessarily expected at the outset of the trial that there would be an economic benefit, but Voi's socio-economic benefits report published in 2022 suggests that their schemes can help revitalise high streets and reduce congestion on Portsmouth's roads:</p> <p>https://www.voi.com/wp-content/uploads/2022/11/socio-economic-benefits-of-voi-s-shared-e-scooters.pdf</p>
<p>How are you going to measure/check the impact of your proposal?</p>	<p>This is difficult to monitor at the local level, especially with so many other factors involved, but it is consistent with previous research into the economic benefits of improved cycling infrastructure.</p>

Social value

<p>Please explain how your policy, service, function, project or strategy delivers Social Value</p>	<p>The scheme is helping to deliver positive social impact, economic impact, and especially sustainability impact in a wide variety of ways, as outlined in previous sections of this IIA.</p>
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Involvement

<p>Who was involved in the Integrated impact assessment?</p>	<p>Gareth James Guy Barnett Karolina Szczepaniak (EIA only)</p>
<p>Name of the person completing this form</p>	<p>Gareth James</p>
<p>Date of completion</p>	<p>2023-12-29</p>