



Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE



Cherwell District Council and Oxfordshire County Council

Equality and Climate Impact Assessment

E-Scooter

January 2021

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Section 1: Summary details

Directorate and Service Area	Communities – Planning & Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	e-scooter trial
Is this a new or existing function or policy?	New
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>There are risks of negative impacts relevant to the following characteristics/areas:</p> <ul style="list-style-type: none"> ○ <input type="checkbox"/> Disability Age <p>The assessment recommends:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Further assessment of these risks <input type="checkbox"/> Further consultation with the communities and individuals identified <input type="checkbox"/> Consideration of changes to the proposals to mitigate the risks identified
Completed By	Rob Freshwater, Communities

Authorised By	Eric Owens, Assistant Director for Planning & Place
Date of Assessment	12/01/21

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>Oxfordshire County Council (OCC) in its role as Local Highway Authority has agreed to take part in a 12-month long trial of e-scooters within the county. The trial is being managed at a national level by the Department of Transport (DfT) who legislated for the trial use of e-scooters as part of local authority led hire operations on 4 July 2020.</p> <p>The county council is required to seek a license award certification from DfT in order to commence the public trial. Officers are in the process of liaising with DfT officials on this matter and anticipate confirmation of a trial license award imminently.</p> <p>The trial is to be focussed on the urban area of Oxford and is intended to provide a socially distanced mode of active travel to assist wider Covid-19 recovery measures. The trial will also seek to help address wider congestion issues across the urban area of the city.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>As part of the recovery response to Covid-19 the Department for Transport (DfT) has made regulatory changes to enable e-scooters to be used on public roads, utilising the same road space as cycles. The regulatory changes will only apply to DfT approved rental schemes (privately owned scooters will remaining illegal on public roads) for a 12 month period, and all participants must be 16 years or older and hold a valid driving licence. This change in legislation has provided the Council the opportunity to pilot an e-scooter scheme, which will provide an opportunity to gain further insight and understanding to support the city and counties longer term growth aspirations.</p> <p>Having selected an operator through a competitive procurement, the Council is proposing to introduce an e-scooter rental scheme as a sustainable commuting alternative to the private car use, especially whilst social distancing requirements across the county remain in place. This will initially comprise short term on street hire offer (pay per minute). Over the course of the trial a longer term (weekly or monthly rentals) hire option will also be considered for roll out. 50 e-scooters will be introduced at launch. The size and scale of the total fleet will be determined during the</p>

delivery phase, depending on uptake following agreement between NCC and the e-scooter operator.

To summarise the objectives of the Oxfordshire e-scooter rental trial are to:

- i. Support safe commuting to work and education as an alternative whilst social distancing measures are in place,
- ii. Reduce private car use and reduce congestion,
- iii. Contribute towards the reduction in air pollution and carbon emissions,
- iv. Test perceptions and attitudes towards new mobility solutions, and
- v. Deliver a safe and accessible alternative travel mode which complements the public transport offer, but which addresses short term capacity constraints on the network.

The intention is to allow e-scooters access across the Oxford trial area (please see map annex 1) with the initial launch of the trial will focused on a tightly defined area within the Headington area of Oxford. A formal six-month public consultation will commence on the once the trial has started with the trial being expanded in managed phased steps.

Whilst e-scooters will also be permitted to use cycle tracks including those comprising shared use footways / cycle tracks, it should be noted that due to the suitability of vehicles, unlike pedal cycles, e-scooters will be restricted from accessing towpaths and bridleways. The ability of manage this will be through the operator's (Voi's) geofencing technology.

Evidence / Intelligence

List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.

Government Consultation

Government held a consultation on legalising rental e-scooter trials from 18 May to 2 June 2020. Responses to this consultation, and stakeholder meetings that took place at the time of the consultation, provide some evidence of the impact of e-scooters:

- Groups representing disabled people mentioned that while e-scooters could offer an alternative means of transport for some disabled people, e-scooters are likely to have a potentially negative impact on deaf people, and blind and visually impaired people. Their representative bodies raised three key concerns: that e-scooters are dangerous as they cannot be heard; that discarded or badly parked rental scooters can be an obstruction or cause injuries; and that e-scooters should not be allowed on the pavement under any circumstances. Failure to address these issues could discourage visually impaired people from travelling or leaving the house. Further information on the consultation is provided here: <https://www.gov.uk/government/consultations/legalising-rental-escooter-trials-defining-e-scooters-and-rules-for-their-use/legalising-rental-e-scooter-trials>]

- Some respondents, including some local authorities, expressed concern about potential impacts around race for the requirement that e-scooter users taking part in the trials should hold a driving licence. Government figures on the number of people over 17 holding a driving licence (<https://www.ethnicity-facts-figures.service.gov.uk/culture-and-community/transport/drivinglicences/latest>) shows that:
 - between 2014 and 2018, an average of 74% of people aged 17 years and over in England had a driving licence;

 - 76% of White people had a driving licence (the highest percentage out of all ethnic groups);

- 52% of Black people had a driving licence (the lowest percentage of all ethnic groups).

Separate reports

An NHTS report on micromobility (little vehicle) use in urban areas from 2017 (<https://transportfindings.org/article/10777-sheddingnhts-light-on-the-use-of-little-vehicles-in-urban-areas>) shows:

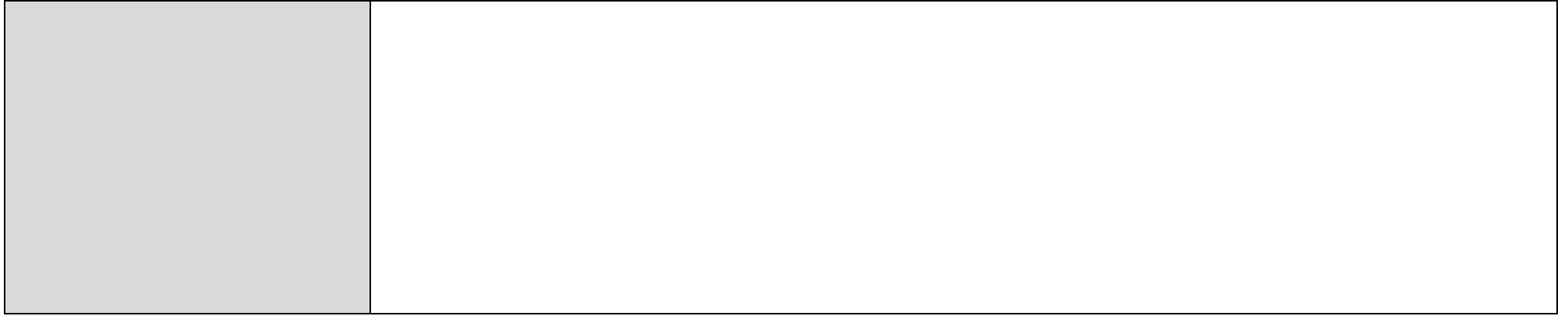
- LVs ['little vehicles'] are mostly used by young men. Men were twice as likely as women to report a trip using an LV. This finding is consistent with other studies that showing women's rates of bicycle use are less than men's, largely attributed to feeling less comfortable cycling in risky traffic environments
- Adults aged 18–50 were more likely than other adults to report using an LV on the travel day.
- There are some statistically significant differences in some of the demographics of LV users; e.g. at the 90% confidence level, men were more likely than women and young people were more likely than older people to report using an LV on the travel day.

Local stakeholder feedback

A county council led preliminary consultation on the legal provisions to permit e-scooters was carried out between 9th December and 24th December 2020 with emails sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Oxford City Council, the local County Councillors and other stakeholders identified by the project team.

27 responses were received during the consultation. Key feedback on e-scooters from the consultation included (not limited to);

	<ul style="list-style-type: none"> ○ RNIB guidance to local authorities has been shared with the Council and the operator. Key aspects were either addressed via the procurement exercise or are being factored into the set-up of the scheme, including training and education materials ○ City Inclusion Group Concerns have been raised around e-scooter use on pavements and in pedestrian areas. These will be mitigated through the local design of the scheme and by publicising the customer services contact details clearly. Invitations and ongoing engagement with the inclusivity group is being held ○ National Pensioners Convention – Concern about the e-scooters being too quiet ○ OCC Sensory impairment team – Concern about use of e-scooters in shared space environments <p>This ECIA is informed by feedback from the recent preliminary consultation, as well as by UK and international research on e-scooters.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>The e-scooter trial forms part of a wider package of Active Travel measures being explored/ rolled out by the county council in response to the Covid-19 pandemic.</p>



Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	At present both individuals under the age of 18 as well as those not holding a provisional license or greater are barred from accessing the service so may feel unintentionally excluded from the service.	Accept - DfT standards exclude under 16s from participating in the trials. Based on experience from operations already underway Recommended that this is age limit is raised to 18. A level of competency and experience for users is considered strongly advisable	Rob Freshwater, Senior Transport Planner, Communities	
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Some older people may not have mobile phones so will not be able to participate as smartphone is required to unlock the scooters.	Accept – a smartphone is essential to accessing and parking the scooters. DfT is seeking to collect robust evidence and data from the trials to inform the permanent changes to legalisation. exclusions for some in accessing the service due to issues such as these.	Rob Freshwater, Senior Transport Planner, Communities	

	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Similar concerns amongst older people may also be present in line with disabled people and pregnant women with respect to e-scooter riding in pedestrianised areas and on pavement	There will be financial penalties against users who use the service irresponsibly. Furthermore, offenders may also face points on their license. See also mitigation as outlined (disability)	Rob Freshwater, Senior Transport Planner, Communities	
Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Poorly parked escooters (pavement clutter) presenting trip hazards to blind or partially sighted individuals.	Users will be financially penalised if they fail to park in specific geofenced zones. Voi ambassadors will also be on hand to identify offenders.	Rob Freshwater, Senior Transport Planner, Communities	

	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Possible concerns are that users will ride through high trafficked pedestrian areas at speed or ride on pavements.</p>	<p>In line with DfT requirements, the maximum speed is capped at 15.5mph (the same as an ebike). Geo-fencing will be used to ensure e-scooters can only be used within the approved operating area. This technology also allows for speed to be reduced in high pedestrian areas, or to prohibit their use in some areas e.g. sensitive streets.</p> <p>Information to reinforce the message that e-scooters should not be used on the pavement (except in shared cycle/pedestrian space). The Council is putting in place an Experimental Traffic Regulation Order to permit the use of e-scooters on the highway and in other areas where cycles are allowed e.g. through no entry points.</p> <p>There will also be financial penalties against users who use the service irresponsibly. Furthermore, offenders may also face points on their license.</p>	<p>Rob Freshwater, Senior Transport Planner, Communities</p>	
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	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Those of hard hearing may not be able hear electric motor of escooter	All e-scooters will be fitted with bells to allow users to alert others of their presence. Users will be given training on how to use the vehicle in a socially responsible manner.	Rob Freshwater, Senior Transport Planner, Communities	
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	It is possible that users park e-scooters at places on their kickstands. These can then be knocked over, where it can then be a hazard to blind and partially sighted people	Appropriate customer complaint processes to be established so that people can raise issues/feedback to inform the way the trial is delivered. Operator ambassadress to 'patrol' streets to ensure e-scooters are being parked in a safe manner	Rob Freshwater, Senior Transport Planner, Communities	
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Some people with disabilities may benefit from using an escooter if they have difficulties walking, however this must be balanced with the need to stand during the ride. Some individuals may find e-scooters hard to operate so may feel unintentionally excluded from the service.	Voi working on more accessible model, but it won't be introduced as part of initial trial – target is Q2 / Q3 2021. Any new trial model will be required to also be approved by the DfT for public use	Rob Freshwater, Senior Transport Planner, Communities	

Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Pregnancy & Maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Pregnant women or those with young children may experience similar concerns as raised by disabled groups in relation to scooters in pedestrianised areas and on pavements.	Mitigation as above (see disability)	Rob Freshwater, Senior Transport Planner, Communities	
Race	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Language barriers could result in those whose first language is not English not participating in the trial.	Promote the scheme through Council channels, via the operator and via employer networks – there will be a dedicated webpage	Rob Freshwater, Senior Transport Planner, Communities	

	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Those from Black, Asian and Minority Ethnic (BAME) groups are less likely to have a driving licence	To be eligible for a driving licence, people must be 16 years or over and can apply at www.gov.uk for a provisional licence online for £34 and the Government changes remove the need and cost for training or taking driving tests to use an e-scooter	Rob Freshwater, Senior Transport Planner, Communities	
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Evidence suggests men are more likely to take up the option so there could be an increased impact on their safety as a proportion of riders potentially involved in incidents	Provide safety education and training to all participants.	Rob Freshwater, Senior Transport Planner, Communities	
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	

Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
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Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>People living in rural communities are potentially more reliant on using the car or bus (including Park & Ride) for travel on the roads across the city where the trial is being undertaken. They may experience delays to their journeys due to vehicles needing to 'hang back' before passing e-scooters (but only when there is traffic travelling in the opposing direction). These delays are expected to be very small as a proportion of the total journey time. There may be a benefit in terms of improved road safety as a result of this – vehicle speeds may be reduced in situations like this.</p>	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior	

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
						Transport Planner, Communities	
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People living in deprived areas in South and East Oxford will be able to make use of the trial e-scooters. For those without access to a car, this will offer a cost effective alternative travel mode and hence improve accessibility to other areas. Discount measures for those on low incomes will be available during the trial.	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No additional risks identified for staff that are not covered by the “Individuals and Communities” section above.	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Opportunity for staff and other service providers to travel via sustainable means of travel when carrying out their roles.	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	
Providers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	There is a risk of negative impacts on providers’ transport and travel requirements (for example, contracted staff making home or site visits, deliveries to council premises).	These risks need to be further and discussed with any service areas affected.	Rob Freshwater, Senior Transport Planner, Communities	

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Social Value ¹	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable	Not applicable	Rob Freshwater, Senior Transport Planner, Communities	

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 3: Impact Assessment - Climate Change Impacts

OCC and CDC aim to be carbon neutral by 2030. How will your proposal affect our ability to reduce carbon emissions related to

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Energy use in our buildings or highways	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Our fleet	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Staff travel	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Opportunity for staff and other service providers to travel via sustainable means of travel when carrying out their roles.		Rob Freshwater, Senior Transport Planner, Communities	
Purchased services and products (including construction)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

Maintained schools	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
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We are also committed to enable Cherwell to become carbon neutral by 2030 and Oxfordshire by 2050. How will your proposal affect our ability to:

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Enable carbon emissions reduction at district/county level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Opportunity for staff and other service providers to travel via sustainable means of travel when carrying out their roles.		Rob Freshwater, Senior Transport Planner, Communities	

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	17/05/21
Person Responsible for Review	Jo Fellows
Authorised By	