



**Oxfordshire County Council**  
**Equality and Climate Impact Assessment**

E-Scooter

June 2022

## Contents

Section 1: Summary details .....	3
Section 2: Detail of proposal.....	4
Section 3: Impact Assessment - Protected Characteristics.....	9
Section 3: Impact Assessment - Additional Community Impacts.....	19
Section 3: Impact Assessment - Additional Wider Impacts.....	21
Section 3: Impact Assessment - Climate Change Impacts.....	23
Section 4: Review .....	26

## Section 1: Summary details

<b>Directorate and Service Area</b>	Environment and Place
<b>What is being assessed</b> (e.g. name of policy, procedure, project, service or proposed service change).	e-scooter trial
<b>Is this a new or existing function or policy?</b>	Existing
<b>Summary of assessment</b> 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"> <li>○ <input type="checkbox"/> Disability Age</li> </ul> <p>The assessment recommends:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Further assessment of these risks</li> <li><input type="checkbox"/> Further consultation with the communities and individuals identified</li> <li><input type="checkbox"/> Consideration of changes to the proposals to mitigate the risks identified</li> </ul>
<b>Completed By</b>	Rob Freshwater, Environment and Place
<b>Authorised By</b>	

<b>Date of Assessment</b>	
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## Section 2: Detail of proposal

<p><b>Context / Background</b></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 is taking part in a trial of e-scooters across the city of Oxford. 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 in July 2020.</p> <p>The county council has secured a license award certification from DfT in order to operate the public trial.</p> <p>The trial is focussed on the urban area of Oxford and also intends to address wider congestion issues across the city, whilst promoting active modes of transport.</p> <p>The trial was introduced through a number of Experimental Traffic Regulation Orders (ETROs) in February 2021. These ETROs are due to expire in August 2022. In order for the trial to continue until its current planned end in November 2022, the ETROs are required to be made permanent to enable to trial to function.</p>
<p><b>Proposals</b></p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>In 2020 as part of the recovery response to Covid-19 the Department for Transport (DfT) made regulatory changes to enable e-scooters to be used on public roads, utilising the same road space as cycles. The regulatory changes only applied to DfT approved rental schemes (privately owned scooters remaining illegal on public roads). For the Oxford trial all participants must be 18 years or older and hold a valid driving licence. The trial provides an opportunity to gain further insight to understanding if e-scooters could support the city and counties longer term transport aspirations.</p> <p>Having selected an operator – Voi, through a competitive procurement, the Council introduced an e-scooter rental scheme to Oxford in February 2021. The size and scale of the fleet and operational area has been gradually expanded during the course of the trial.</p> <p>Making the ETRO's permanent is considered the best course of action, as it allows for a further meaningful period of data collection. Information collected to-date on the trial indicates that the trial has not had adverse impact upon</p>

	<p>the transport network or on particular user groups. The appointed service provider Voi have also shown themselves to be adaptable and responsive to localised issues where these have arisen.</p>
<p><b>Evidence / Intelligence</b></p> <p>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.</p>	<p><b>Government Consultation</b></p> <p>Government held a consultation on legalising rental e-scooter trials from 18 May to 2 June 2020. In addition the county council hosted a series of formal ETRO consultations on the scheme locally from February 2022 which received over 200 responses. Responses to these consultation, and stakeholder meetings provide some evidence of the impact of e-scooters:</p> <ul style="list-style-type: none"> <li>○ 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. Three key concerns were raised: 1) that e-scooters are dangerous as they cannot be heard; 2) that discarded or badly parked rental scooters can be an obstruction or cause injuries; 3) 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: <a href="https://www.gov.uk/government/consultations/legalising-rental-escooter-trials-defining-e-scooters-and-rules-for-their-use/legalising-rental-e-scooter-trials">https://www.gov.uk/government/consultations/legalising-rental-escooter-trials-defining-e-scooters-and-rules-for-their-use/legalising-rental-e-scooter-trials</a> ]</li> <li>○ 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 (<a href="https://www.ethnicity-facts-figures.service.gov.uk/culture-and-community/transport/drivinglicences/latest">https://www.ethnicity-facts-figures.service.gov.uk/culture-and-community/transport/drivinglicences/latest</a>) shows that:</li> </ul>

- 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**

The county council led a series of formal ETRO consultations on legal provisions to permit government approved trial e-scooters. These consultations were carried out from 11<sup>th</sup> February 2022 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. Over 200 responses were received during the consultation. Key feedback on e-scooters from the consultation included (not limited to);

- That parking locations for e-scooters are often unsuitable and create obstructions for pedestrians - All designated parking bays have been carefully reviewed and approved by county council network officers. The assessment considers suitable minimum footway widths are provided, that locations are safe and that access to private and/or public facilities or properties is retrained. Where parking sites have been found to be inappropriate, they have been removed from use.

- That there is pavement riding - E-scooters are prohibited from using the footway however it is recognised that a low level of pavement use on trial e-scooters does occur. Geofencing of vehicles helps to restrict inappropriate use. Voi have a strike system for those reported for pavement riding and other anti-social behaviours while using their e-scooters. Officers are comfortable that pavement riding is not currently a significant issue for the trial.
- Reckless usage of users/ not sufficient training - Those caught using the trial e-scooters in an anti-social manner are subject to a series of 'strikes' culminating in a permanent ban from the service. There is a mandatory online training course for users of the trial which is tailored to issues which a locally prevalent

Previous stakeholder feedback received on the trial has included the following;

- 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 have been 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

This ECIA is informed by feedback from the recent consultations, as well as by UK and international research on e-scooters.

<p><b>Alternatives considered / rejected</b></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 initially formed 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>
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**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 – E-scooters require users to have a provisional driving license. A level of road user competency and experience for users is considered strongly desirable	Rob Freshwater, Senior Transport Planner, Environment and Place	
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Research suggests that adults aged 65+ are less likely to own a smartphone (65% of over 65's compared to 98% of 25-34 year olds <sup>1</sup> ). A smartphone is required to unlock e-scooters which may mean that older people may be more likely to experience barriers to participating in the scheme for this reason.	Accept – a smartphone is essential to accessing and parking the e-scooters. DfT is seeking to collect robust evidence and data from the trials to inform the permanent changes to legalisation which will prevent people without access to a smartphone from participating in the scheme at this time.	Rob Freshwater, Senior Transport Planner, Environment and Place	

<sup>1</sup> • [Smartphone usage by age UK 2012-2020 | Statista](#)

<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	People living with disabilities and those providing feedback through the consultation indicated that older residents, and those who are pregnant are more likely to be concerned by e-scooter riding in pedestrianised areas	The operator Voi operate a 'strike' system for those reported of anti-social use on e-scooters to mitigate the risk of pavement riding. Furthermore, offenders may also face points on their license.  See also mitigation as outlined (disability)	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Poorly parked e-scooters (pavement clutter) present trip hazards to blind or partially sighted individuals.	Users are penalised through a 'strike' system if they fail to park in specific geofenced zones. All parking zones are required to be clearly marked with physical racks at heavily utilised spots. Users are required to take a picture after their ride to confirm safe/ suitable parking. All parking locations are kept under close review incase localised issues need to be addressed	Rob Freshwater, Senior Transport Planner, Environment and Place	

	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Concerns are that users will ride through high trafficked pedestrian areas at speed or ride on pavements.</p>	<p>Although allowed to travel at 15mph under DfT requirements, the maximum speed for the trial is capped at 12.5mph. In highly populated areas i.e city centre, slower speed zones of 5mph are applied. On some streets, geo-fencing technology is used to prohibit access from trial e-scooters..</p> <p>Information and mandatory training for all users is required to reinforce messaging that e-scooters should not be used on the pavement (except where permitted in shared cycle/pedestrian spaces). Unique identification codes and registration plates are required for all vehicles to allow quick easy reporting of any anti-social use.</p>	<p>Rob Freshwater, Senior Transport Planner, Environment and Place</p>	
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	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>People who are deaf or hearing impaired are less likely to be able to hear the electric motor of e-scooter</p>	<p>All e-scooters are fitted with bells to allow users to alert others of their presence. All e-scooter models are required to pass a DfT safety test</p> <p>Users are given training on how to use the vehicle in a socially responsible manner. Operator Voi is currently testing a synthetic audio sound that could be used for their vehicles</p>	<p>Rob Freshwater, Senior Transport Planner, Environment and Place</p>	
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	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>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</p>	<p>Appropriate customer complaint processes established so that people can raise issues/feedback to inform the way the trial is delivered. Operator ambassadors and dispatch teams 'patrol' streets to ensure e-scooters are being parked in a safe manner. Rates of toppled e-scooters and e-scooters parked in unsatisfactory manner are typically low and promptly addressed. All e-scooters have technology to identify when they have been knocked over.</p>	<p>Rob Freshwater, Senior Transport Planner, Environment and Place</p>	
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	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Some people with disabilities may benefit from using an e-scooter 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.	The current requirements for an e-scooter are defined and currently prevent more adaptive models being made available. Operator Voi is investigating alternative models however these would be required to be approved by the DfT for public use. Where users might be reliant on existing mobility aids, it is not considered suitable to promote e-scooters as a potential alternative form of mobility aid	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Gender Reassignment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	

<b>Marriage &amp; Civil Partnership</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Pregnancy &amp; Maternity</b>	<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, Environment and Place	
<b>Race and ethnicity</b>	<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, Environment and Place	



	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Government data highlighted above has shown that 52% of eligible Black UK residents hold a driving licence which is a requirement to use the scheme</p>	<p>To be eligible for a driving licence, people must be 16 years or over and can apply at <a href="http://www.gov.uk">www.gov.uk</a> for a provisional licence online for £34.</p> <p>In developing the e-scooter offer, Voi promote, and design the service to appeal to people from a wide range of backgrounds.</p> <p>To-date surveying of the Oxford trial suggests that similar to other e-scooter markets, the distribution of ethnicities who use the service closely mirrors the ethnic makeup of the local area. For example 73% of users of the Oxford trial identified as being white vs. 77% of the local population who are identified as white.</p>	<p>Rob Freshwater, Senior Transport Planner, Environment and Place</p>	
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<b>Sex</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Data from the trial to-date suggests men are more likely to use the service.	Provide safety education and training to all participants. Operator Voi have also published Gender Equity Research <a href="#">here</a> undertaken with Women in Transport. The report identifies measures that could be undertaken by local authorities and government to facilitate a greater take up of females using the service.	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Sexual Orientation</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Religion or Belief</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	

### 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
<b>Rural communities</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	For those travelling to /from the city from areas outside of the city the trial offers an opportunity to use an alternative mode of sustainable transport in close proximity to interchange points like park and ride sites. It offers a space efficient mode of transport which can reduce congestion on the transport network where those who are commuting from rural locations are dependent on private car use.	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Armed Forces</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	

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
<b>Carers</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No specific risks identified	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	
<b>Areas of deprivation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People living in deprived areas in South and East Oxford are able to make use of the trial e-scooters. For those without access to a car, the trial offers a cost effective alternative travel mode and hence improve accessibility to other areas.	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	

### Section 3: Impact Assessment - Additional Wider Impacts

<b>Additional Wider Impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of Impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner* (*Job Title, Organisation)</b>	<b>Timescale and monitoring arrangements</b>
<b>Staff</b>	<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, Environment and Place	
<b>Other Council Services</b>	<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, Environment and Place	
<b>Providers</b>	<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, Environment and Place	

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
<b>Social Value</b> <sup>2</sup>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable	Not applicable	Rob Freshwater, Senior Transport Planner, Environment and Place	

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<sup>2</sup> 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, Environment and Place	
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"/>				





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:

<b>Climate change impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner</b> (*Job Title, Organisation)	<b>Timescale and monitoring arrangements</b>
<b>Enable carbon emissions reduction at district/county level?</b>	<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, Environment and Place	

## 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.

<b>Review Date</b>	30/11/22
<b>Person Responsible for Review</b>	Rob Freshwater
<b>Authorised By</b>	