Equality and Safety Impact Assessment

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the council to better understand the potential impact of the budget proposals and consider mitigating action.

Name or Brief Description of Proposal	Southampton E-Scooter Trial (Future Transport Zone)
Brief Service Profile (including number of customers)	To facilitate the safe use of rental e-scooters within the city. The E-scooter trials are being delivered under the Future Transport Zone programme managed by Solent Transport and delivered on behalf of Solent Transport in Southampton by Southampton City Council. A similar trial is being delivered by the same supplier in Portsmouth by Portsmouth City Council. The objective is to provide a fast, clean and convenient travel option in line with the strategic objectives set in the Council's Air Quality Action Plan, Green City Charter and Local Transport Plan and Future Transport Zone programme. The e-scooter trial will be delivered by a micromobility operator, Voi. The trial will be publically accessible to all residents and visitors in Southampton. It will be strictly geographically constrained to the Southampton administrative boundary. The number of e-scooters is limited by the Vehicle Special Order issued by the Department for Transport at 1500 e-scooters. E-scooters will be classed as Motor Propelled Vehicles (MPVs), restricting their use to carriageway only. Voi, meets the minium DfT standards: DfT E-scooter Guidance and Minimum Standards

	Voi e-scooters, and the project approach, will have a range of features and terms of use to ensure their safe use, including but not limited to: • Lights • Indicators • Voi insure every ride, including third party • Heavy to mitigate risk of e-scooters being picked up and moved inappropriately or thrown • Meets DfT minimum standards • Identification plates • Speed limited to 12.5mph (the DfT limit is 15mph) • Geofencing capability to allow No Ride Zones (NRZs) and slow zones to reduce speed in higher risk areas • GPS tracked, and riders identified by Voi from accounts to enforce against inappropriate riding • Need for provisional licence before being approved to use the Voi e-scooters • Kick stand to avoid e-scooters toppling over • "Parking Cop" to ensure suitable parking, with consequences for poor parking including a ban • Ride like Voila training and education • Strict reporting and banning policy to discourage inappropriate riding • Parking rack site risk assessments to ensure suitable location on the footway, taking into consideration equality impact assessment and a risk and safety assessment. • Continued review of the scheme to ensure new risks and safety concerns can be addressed due to the trial nature of the project. • Safety events to provide direct training and distribute free helmets • Encourage use of helmets in-app • Ongoing issue resolution and maintenance programme for e-scooters • Regular engagement with impacted groups including hosting disability roundtable events and direct engagement through the Voi dedicated City Success Manager • Operating hours limited to 4am-10pm to reduce risk of drink riding. Sobreity testing on the app starts at 9pm to further mitigate this risk. • Open and regular communication with Hampshire Constabulary and Southampton City Council community groups and community cohesion teams. • Voi support to Police for enforcing illegal use of rented e-scooters. • Co-design of E-scooter parking racks with the Royal National Instituion for Blind People (RNIB). • Continued development and innovation (e.g. e-scooter noise and pavement riding detection). • Colour scheme of Voi e-scooters is designed to be recognisable and being more distinguishable to visually impaired people. • Voi have introduced a mandatory training requirement to ensure all users are briefed on the behavioural requirements for riding a Voi E-Scooter.

Summary of Impact and Issues	Unfamiliar Technology: • Due to the innovative nature of the trials there is little existing data on the impacts of e-scooters. The purpose of the trial is to inform future legislation. As they are a novel technology, particularly to the UK, users, pedestrians, and other road users may not be familiar with them, which increases the risk of conflict/collisions on the carriageway, cycleways, shared paths, and footpaths. • The E-scooters have been in Southampton since March 2021 and so residents and visitors are likely becoming more familiar with their presence. E-scooter Parking Hazards: • As the e-scooters are publicly accessible they also need to be parked on public space. As they will predominantly be placed on public land owned by the local authority, this will mean parking racks will be placed on the footway, further increasing the risk of conflict with pedestrians. This is an increased risk for visually impaired or other disability groups who may find the additional street furniture more challenging to navigate, which was corroborated at the Voi hosted disability roundtable event. Trips and falls are reported back to the DfT through Voi, Solent Transport and SCC's reporting process. E-scooter/Pedestrian Conflicts and Pavement Riding: • The e-scooters will legally use the carriageway and designated cycle lane, however there is currently nothing to physically prevent an e-scooter riding on the pavement. This means reliance will be on education, training, and enforcement. This does risk a negative perception and pavement conflict with pedestrians as it is not possible for this to entirely diminish the risk, however the project will ensure every feasible mitigation is in place to prevent this. Voi will also continue to develop their product to mitigate risks such as this, emphasising the importance for the trial to proceed and collect monitoring and evaluation information to inform this development and ultimately legislation. • Voi have committed to reducing pavement riding through better enforcement and trialling of technologies in Southampton. E-scooter Sound: • E-scooters do not make a distinguishable sound and therefore are a risk to visually impaired people. This was corroborated by the disability roundtable hosted by Voi where the issue was discussed. Possible solution of noise generating e-scooters is being explored by Voi, but currently reliance is on the user to ride the scooter appropriately and in accordance with the terms and

	conditions. • Voi have committed to trialling audible sounds from E-scooters in Southampton. Speed of E-scooters: • The speed of e-scooters is limited to 12.5mph in Southampton, which is lower than the maximum limit of 15mph. The speed limit is considered as too fast by some groups (and corroborated by the disability roundtable event) and is likely to heighten the risk of collision with pedestrians if inappropriately ridden at speed. This is anticipated to impact disabled and/or older and younger groups of people due to possible reduced mobility or slower reactions to an e-scooter at its maximum speed. • Conversely, for e-scooter users, the speed limit can also be a risk as they are negotiating traffic that can be travelling at double their speed or more, or trying to negotiate difficult traffic conditions (e.g. road works with temporary lights) where speed is required to ride more safely with the flow of traffic. Private E-scooter Use: • Private e-scooters are illegal to use in public spaces. Prevalence of private e-scooters could be attributed to the trial e-scooter scheme operated by Voi and SCC, negatively impacting the scheme. Different demographic's uptake of e-scooters: • Women: The Sustrans Southampton Bike Life report[1] which reviewed the Southampton City Region cycling habits identifies that 11% of women use a bicycle at least once a week, compared to 27% men. • Ethnic minorities: According to the same report, 22% of white people use a bicycle at least once a week compared to 18% of people from an ethnic minority background. • Disability: 10% of people who are disabled use a bicycle at least once a week compared to 21% of people who are not disabled. • It is assumed that these trends are likely to be mirrored with e-scooters. Cost of using an e-scooter: • The e-scooter trial is run by a commercial company and prices are set by Voi.

[1] bikelife19_southamptoncr_web.pdf (sustrans.org.uk)

Potential Positive Impacts	E-scooters are successfully implemented in non-UK countries, with the UK looking to implement legislation based on these trials, ensuring it is as robust and informed as it can be. E-scooters will provide a reliable, efficient, and environmentally friendly transport option to residents and visitors in Southampton. Air quality • Reduced emissions of particulate matter, NO_x and other pollutants due to reducing combustion engine vehicle trips. • Supports SCC's Air Quality Action Plan, Clean Air Strategy and Local NO_2 Plan (ministerial direction to deliver legal compliance with NO_2 legal limits within the shortest possible time). Greenhouse Gas Emissions: • Reducing combustion engine vehicle trips will reduce emissions of greenhouse gas. Public Health and Active Travel: • Encouraging alternatives to private vehicle use for short journeys. Using an e-scooter will likely be combined with other modes (e.g. walking, public transport). • Reduced pollution will improve air quality and reduce pollution related deaths in the city. • Access to green and leisure spaces. Covid-19: • People may feel less confident to use traditional public transport due to Covid-19 pandemic. E-scooters offer an individual means of travel that could help mitigate the reduction in other public transport use. Complement Existing Transport: • E-scooters will also compliment traditional public transport services by providing a "last-mile" option, e.g. from the front door to bus stop, increasing the uptake of public transport and reducing private vehicle use. Economic: • E-scooters offer an alternative public transport service that could open access up to jobs that otherwise people would be unable to reach. The scheme currently beings at 4am where other public transport services could be less available. • The e-scooters could also support access to other services such as healthcare, education and leisure facilities. • Micromobility is a new industry, meaning supporting the trial will generate and provide work for jobs for Voi ambassadors, contractors in implementing the infrastructure, local warehouse operatives and others

	involved in the supply, maintenance and management of the trial. Safety: • E-scooters offer an alternative public transport option that mean people can travel at speed through areas, potentially making them less vulnerable, particularly at night. Data, Information and Evaluation: • A large volume of data will be generated by this scheme which will inform future transport schemes in Southampton and inform the Government when drafting permanent legislation change if the trials are successful. • The scheme will be continually reviewed and improved meaning the E-scooter provision in Southampton will be continually improved, risks reduced, and effectiveness maximised.
Responsible Service Manager	Pete Boustred
Date	September 2022

Approved by Senior Manager	
Signature	
Date	

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions ***(Note: All measures highlighted in the service brief will also mitigate impacts. The below table is a further discussion of those relevant to impacted categories)***
Age	<u>Older people</u> • **Negative:** Some older people may feel more vulnerable to inappropriately or unlawfully ridden e-scooters (e.g. on the pavement, not in accordance with the highway code) and may be more vulnerable to collisions.	<u>Older People</u> • Ensure the range of safety measures Voi offer on e-scooters (as described above) are implemented. • Training and education requirement and incentives for users. • Require e-scooters to be parked in Mandatory Parking Zones (MPZs) to ensure each parking site is risk assessed for passing pedestrians. • A maximum capacity cap at each parking hub has been introduced to reduce the risk of over supply of e-scooters causing clutter.
	<u>Younger People</u> • **Negative:** The anticipated higher proportion of use by younger people and potential for less experience on the highway could increase the risk of crashing or inappropriate riding. • **Positive:** The trial will require a driver's licence and a minimum age of 18. This could benefit university age users, in addition to a student discount by Voi, providing	<u>Younger People</u> • Training safety events to be held at the university and other key locations in the city where young people are expected to engage and undertake social media campaigning to promote safe riding.

	an affordable means of transport. • **Positive:** Young people are at greatest risk to poor air quality[2], by encouraging e-scooter use over private vehicles, the associated improvements to air quality will benefit young people.	
Disability	• **Negative:** Concerns that users will ride on pavements, at speed and otherwise inappropriately may be felt by a higher proportion of disabled people. • **Negative:** Those with sight or hearing loss may not be able to see or hear e-scooters. • **Negative:** Parked e-scooters could create an additional hazard on the footway, causing a hazard for a higher proportion of disabled people. • **Positive:** Some people with disabilities may benefit from publicly available e-scooters if they have difficulties walking.	• Ensure the range of safety measures Voi offer on e-scooters (as described above) are implemented. • Training and education campaign for all users, including emphasis that e-scooters should not be used on the pavement. • Voi have committed to continued development of innovative technology to mitigate sound risk (e.g. adding a unique noise to an e-scooter to make it identifiable to pedestrians and other highways/footway users. • Require e-scooters to be parked in Mandatory Parking Zones (MPZs) to ensure each parking site is risk assessed for passing pedestrians. • A maximum capacity cap at each parking hub has been introduced to reduce the risk of oversupply of e-scooters causing clutter.
Gender Reassign-ment	N/A	
Marriage and Civil	N/A	

[2] How does air pollution affect children's lungs? | British Lung Foundation (blf.org.uk)

Partnership		
Pregnancy and Maternity	• **Negative:** Pregnant women and those with young children may experience similar concerns/issues as disabled, older and younger people.	• Measures as per disabled and age category.
Race	• **Negative:** Based on 2011 Census, over 22% of Southampton's population are non-White British. White people are most likely to have a driving licence, with black people being the least likely[3]. • **Negative:** Based on results from the 2011 Census, 7,522 households (7.7%) in Southampton have no one in them who speaks English as their main language, compared to 4.4% nationally. This could limit participation in the trial[4].	• A driving licence is required for the scheme, it is a mandatory requirement set by the DfT so this impact must be accepted. • The Voi website automatically uses Google Translate and the app has 10 different language options. The icons used throughout are also universally recognised to ensure the website is intuitive regardless of language.
Religion or Belief	None	N/A
Sex	• **Negative:** high levels of e-scooter use in cycle lanes and paths could discourage women from walking or cycling in these areas if users of e-scooters are travelling at higher speeds or they are perceived to be less manoeuvrable.	• E-scooters will have a speed cap and will have a minimum age limit, so reducing risk of inconsiderate or dangerous behaviour by scooter users.

[3] Driving licences - GOV.UK Ethnicity facts and figures (ethnicity-facts-figures.service.gov.uk)

[4] Ethnicity and language (southampton.gov.uk)

Sexual Orientation	None	N/A
Community Safety	**Negative:** Perception that rental e-scooters could be detrimental to community safety (e.g. users congregating at racks, dropping litter at racks, driving e-scooters dangerously or congregation at parking areas) **Positive:** Voi can track users' journeys and identify e-scooters from ID plates. If someone reports an e-scooter for inappropriate riding or unlawful behaviour, Voi can provide detail to the police that aids investigation.	• Representative from local police in contact with project team and have attended safety events. • Ability to implement slow zones, no ride zones and remove racks where significant concerns to community safety are evidenced. • Incidents reported to project team and addressed where appropriate • Inappropriate riding could result in fines or ban from service. • Consultations on rack locations offer opportunity for issues to be raised and addressed. • Clear advertisement of "how to report an e-scooter" either to Voi or to 101/the police. ID plates on Voi e-scooters allow identification of e-scooters and riders.
Poverty	• **Negative:** There is a charge to use the e-scooters, this could be unaffordable to some. Potential users may also not have access to a smart phone or bank account which are essential requirements for the trial. • **Positive:** 33% of households living in Southampton do not have access to a car (most of whom are in deprived wards). Improving active travel through e-scooter trials will help improve	• Users from low-income groups, who hold a valid HC2 Certificate, can opt in to receive a discount off the cost. • Operator is supporting NHS and Emergency Service workers a discount. • Student discount is for all students and staff higher educational institutes, it enables user to subscribe to monthly and daily Voi passes at a discounted price. • Parking will be deployed in areas of deprivation

	quality of life for residents living in more deprived wards through widening travel horizons to access employment and training opportunities within a certain travel time of where they live.	(according to Index of Deprivation)[5]. • The service will be integrated with the Mobility as a Service app which will provide alternative way of route planning and paying for e-scooter use. This will promote the various travel options available to all residents and visitors.
Other Significant Impacts	• **Positive:** increased levels of use of active travel modes such as e-scooters is expected to improve health (through increased physical activity) and enable cleaner air through mode shift from the private car, walking to and from e-scooters, and aiding accessibility to open spaces in Southampton. • It will also contribute to the Council's Green City agenda.	• Refine trial as it progresses to ensure benefits are maximised and risks minimised. • Develop a Memorandum of Understanding with Voi that commits them to making improvements to key areas of the service and review the performance of this MoU throughout the trial period.

[5] Deprivation and poverty (southampton.gov.uk)