

SSA EQUALITY IMPACT AND NEEDS ANALYSIS

Directorate	Environment and Community Services
Service Area	Transport Strategy
Service/policy/function being assessed	Dockless e-bikeshare proposal
Which borough does the service/policy apply to	Wandsworth
Staff involved	Jane Greatholder, Senior Transport Planner
Date approved by Policy and Review Manager	14 th August 2019
Date submitted to Directors' Board	August 2019

SUMMARY

Please summarise the key findings of the EINA.

Several companies are introducing dockless bikeshare schemes to London.

The Council proposes to collaborate with one of these operators in order to make e-bikes easily available for residents and visitors.

Research indicates that these schemes can make cycling accessible to non-cyclists, help to address the under-representation of women among cyclists, and that e-bikes can make cycling accessible to those who would not feel confident to ride a regular pedal bike due to health conditions etc.

In the absence of docking stations, users can park the bikes anywhere that a normal bike might be parked. They do not need a bike rack and are therefore sometimes parked inconsiderately on footways. They can cause a hindrance and potential obstruction/danger to pedestrians, especially disabled residents.

The Council has little power to prevent operators from bringing bikes into the borough and by collaborating, will have more opportunity to monitor and feedback impacts of the scheme. The Council will work with operators to take the following steps to mitigate the negative impacts associated with the scheme:

- Enter agreement/memorandum of understanding with one operator to deploy bikes in the borough subject to standards of good management.
- Enter agreement/memorandum of understanding with operators in other boroughs to establish standards of good management of bikes that are ridden into the borough by customers.
- Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking
- Investigate potential for designated parking locations on carriageway rather than footway
- Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking
- Record and monitor concerns and complaints from members of the public and formally raise with operators

1. Background

Briefly describe the service/policy or function:

A dockless bikeshare scheme provides bikes for public use, similar to Transport for London's Santander Cycle Hire, but without the need for docking stations. Customers use an app to locate, unlock and pay for use of a bike and tracking systems on the bike enable customers and the operating company to locate it. Companies have started to introduce electric assist pedal cycles (also known as e-bikes) for use in these schemes.

These schemes are more flexible and cheaper to provide than docked systems such as Transport for London's Santander Cycle Hire. TfL has indicated that it has no intention to extend Santander Cycle Hire beyond its current area.

In 2018, a pilot scheme was operated in the borough by ofo UK Ltd and schemes have also been run by Mobike and Lime in neighbouring boroughs. Ofo provided monthly reports on the usage of its bikes which indicated that, at its peak, more than 6,000 trips a month were carried out on the 200 bikes deployed in the borough.

2. Analysis of need and impact

Cyclists are more likely to be young, white men and the Council's Cycling Strategy includes a target to broaden the demographic of cyclists.

Protected group	Findings
Age	Young people are more likely to cycle. Transport for London's attitudes to cycling survey indicates that over 45's are under-represented in the group of people who cycle.
Disability	<p>Depending on the nature of the disability, cycling may not be a practical option or for some, may be more practical than e.g. walking.</p> <p>Disabled people may be more likely to use a bikeshare bike than to use a bike of their own. (Transport for London's attitudes to cycling survey 2016 included 495 disabled respondents, of whom 15% were regular or occasional cyclists. The same survey indicated that of all those who had used Santander Cycle Hire Scheme, 48% had a disability – however, this result is to be treated with caution due to low base size.)</p> <p>In the 6 months of the operation of the ofo scheme, the Council received around 16 complaints about ofo bikes being parked inconsiderately, abandoned or broken. Some of the correspondents highlighted concern for disabled residents.</p> <p>Comments on twitter were monitored but not recorded. They will be recorded for any future scheme.</p>
Gender (sex)	<p>Women are less likely to cycle than men. Transport for London's attitudes to cycling survey 2017 indicated that of all respondents who had cycled at least once in the previous year, 37% were women.</p> <p>Women may be more likely to use a bikeshare scheme. Transport for London's attitudes to cycling survey 2016 indicated that of all respondents that had used Santander Cycle Hire in the previous, 43% were women.</p>
Gender reassignment	Not applicable

Marriage and civil partnership	Not applicable
Pregnancy and maternity	<p>Cycling can be more difficult for pregnant women and those with young children. People using prams or buggies may be adversely affected by inconsiderately parked bikes.</p> <p>Comments on twitter were monitored but not recorded. They will be recorded for any future scheme.</p>
Race/ethnicity	<p>People from BAME backgrounds are less likely to cycle. Transport for London's London Travel Demand Survey indicates that, across London only 15% of those who travel to work by bicycle are of minority ethnic backgrounds (whereas 37% of the London population are of minority ethnic background).</p> <p>People from BAME backgrounds may be more likely to use a bikeshare bike. Transport for London's attitudes to cycling survey 2016 indicates that, of respondents that had used Santander Cycle Hire, 46% were from BAME backgrounds. (This result should, however be treated with caution due to low base).</p>
Religion and belief, including non belief	Not applicable
Sexual orientation	Not applicable
Across groups i.e older LGBT service users or bme young men	As above

Data gaps.

Data gap(s)	How will this be addressed?
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<p>For simplicity and data protection reasons, most bikeshare operators do not collect or share data relating to protected groups. The Council will not automatically know the extent to which the scheme is used by protected groups.</p>	<p>Different academic studies are being carried out relating to the use of bikeshare schemes and officers keep informed of developments.</p>
<p>Officers do not collect personal information (re. protected groups) about people raising concerns about e.g. badly parked bikes.</p>	<p>Regardless of who reports a badly parked bike, it may be assumed that the impact on the elderly and those with disabilities may be more significant.</p>

3. Impact

Protected group	Positive	Negative
<p>Age</p>	<p>E-bikeshare would be available for all to use, regardless of age. E-bikes take less effort to ride than a standard bike, so can make cycling an option for more older people.</p>	<p>Older people are more likely to have mobility issues or disabilities and could be particularly adversely affected if bikes are parked inconsiderately on footways.</p> <p>To mitigate against the negative impacts identified the Council proposes to:</p> <ul style="list-style-type: none"> • Enter agreement/memorandum of understanding with one operator to deploy bikes in the borough subject to standards of good management. • Enter agreement/memorandum of understanding with operators in other boroughs to establish standards of good management of bikes that are ridden into the borough by customers. • Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking • Investigate potential for designated parking locations on carriageway rather than footway • Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking

		<ul style="list-style-type: none"> Record and monitor concerns and complaints from members of the public and formally raise with operators. <p>The Council also acknowledges that potential operators are currently prevented from operating in the borough only by a voluntary code of practice and takes the view that collaboration is a more effective way of establishing responsible management of the scheme. London Councils, Transport for London and the London boroughs are currently developing a potential London-wide bye-law and any operator will be subject to those regulations should they come into effect.</p>
<p>Disability</p>	<p>The electric assist motor can make e-bikes an option for some people with disabilities who might not use a standard bike. Some people with disabilities find it easier to cycle than to walk. People with disabilities may be more likely to use a bikeshare scheme than a bike of their own.</p>	<p>People with mobility issues or sight impairment may be particularly adversely affected if bikes are parked inconsiderately. To mitigate against the negative impacts identified the Council proposes to:</p> <ul style="list-style-type: none"> Enter agreement/memorandum of understanding with one operator to deploy bikes in the borough subject to standards of good management. Enter agreement/memorandum of understanding with operators in other boroughs to establish standards of good management of bikes that are ridden into the borough by customers. Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking Investigate potential for designated parking locations on carriageway rather than footway Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking Record and monitor concerns and complaints from members of the public and formally raise with operators. <p>The Council also acknowledges that potential operators are currently prevented from operating in the borough only by a voluntary code of practice and takes the view that collaboration is a more effective way of establishing responsible management of the scheme. London Councils, Transport for London and the</p>

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Gender (sex)	<p>The bikes are adjustable and are a suitable size for most men and women. Research indicates that women are more likely to use bikeshare schemes than to use their own bikes.</p> <p>The availability of e-bikes may make cycling a more practical option for some women.</p>	<p>Women are more likely to be walking with prams and buggies and may be adversely affected if bikes are parked inconsiderately on footways. To mitigate against the negative impacts identified the Council proposes to:</p> <ul style="list-style-type: none"> • Enter agreement/memorandum of understanding with one operator to deploy bikes in the borough subject to standards of good management. • Enter agreement/memorandum of understanding with operators in other boroughs to establish standards of good management of bikes that are ridden into the borough by customers. • Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking • Investigate potential for designated parking locations on carriageway rather than footway • Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking • Record and monitor concerns and complaints from members of the public and formally raise with operators. <p>The Council also acknowledges that potential operators are currently prevented from operating in the borough only by a voluntary code of practice and takes the view that collaboration is a more effective way of establishing responsible management of the scheme. London Councils, Transport for London and the London boroughs are currently developing a potential London-wide bye-law and any operator will be subject to those regulations should they come into effect.</p>
Gender reassignment	No data suggesting impact specific to gender reassignment	No data suggesting impact specific to gender reassignment
Marriage and civil partnership	No data suggesting impact specific to marriage and civil partnerships	No data suggesting impact specific to marriage and civil partnerships.

<p>Pregnancy and maternity</p>	<p>The availability of e-bikes may make it easier for women to continue cycling during pregnancy. A bikeshare scheme can support families who own bikes for the children but not for the adults.</p>	<p>If bikes are badly parked they can hinder access, particularly for people with prams or buggies. To mitigate against the negative impacts identified the Council proposes to:</p> <ul style="list-style-type: none"> • Enter agreement/memorandum of understanding with one operator to deploy bikes in the borough subject to standards of good management. • Enter agreement/memorandum of understanding with operators in other boroughs to establish standards of good management of bikes that are ridden into the borough by customers. • Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking • Investigate potential for designated parking locations on carriageway rather than footway • Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking • Record and monitor concerns and complaints from members of the public and formally raise with operators. <p>The Council also acknowledges that potential operators are currently prevented from operating in the borough only by a voluntary code of practice and takes the view that collaboration is a more effective way of establishing responsible management of the scheme. London Councils, Transport for London and the London boroughs are currently developing a potential London-wide bye-law and any operator will be subject to those regulations should they come into effect.</p> <p>Bikeshare bikes do not provide childseats and children’s bikes are not available.</p>
<p>Race/ethnicity</p>	<p>E-bikes will be more accessible for all, including BAME, which groups are currently under-represented among cyclists, less likely to own a car and more likely to</p>	<p>No negative impact specific to BAME groups.</p>

	<p>work unsocial hours when public transport services are less frequent.</p> <p>People from BAME backgrounds may be more likely to use a bikeshare scheme than a bike of their own.</p>	
Religion and belief, including non-belief	No data suggesting impact specific to religion and belief	No data suggesting impact specific to religion and belief
Sexual orientation	No data suggesting impact specific to sexual orientation	No data suggesting impact specific to sexual orientation

Unless otherwise specified, research on ebikes and on bikeshare schemes is taken from the CoMoUK website <https://como.org.uk/shared-mobility/shared-bikes/why/>

4. Actions

These actions will be tracked by the Policy and Review Team.

Action	Lead Officer	Deadline
Enter agreement/memorandum of operator selected to deploy e-bikes in the borough and with operators in neighbouring boroughs subject to standards of good management	Jane Greatholder	Prior to launch
Ensure commitment from operators to establish appropriate designated parking locations and incentivise good parking	Jane Greatholder	Prior to launch

Investigate potential for designated parking locations on carriageway rather than footway	Jane Greatholder	Prior to launch and ongoing
Ensure commitment from operator to undertake appropriate communications with users to promote considerate parking	Jane Greatholder	Prior to launch
Ensure commitment from operators to provide helpdesk for users and other members of the public to deal with	Jane Greatholder	Prior to launch
Record and monitor concerns and complaints from members of the public and formally raise with operators	Jane Greatholder	Ongoing
Encourage any selected operator to promote the scheme with under-represented groups.	Jane Greatholder	Prior to launch and ongoing