

Equality Analysis Dockless Cycle Hire

| | |
|---|--|
| Department Regeneration & Environment | Person Responsible Monica Li |
| Created December 2017 | Next Review December 2018 |

Screening Data

1. What are the objectives and expected outcomes of your proposal? Why is it needed? Make sure you highlight any proposed changes.

While cycling has seen considerable increases in ridership in recent years across all of London, much of this growth has been from male riders, particularly those from white ethnic groups, while women and those of Black, Asian and Minority Ethnic (BAME) groups have continued to be less well represented. Analysis undertaken by Transport for London (TfL) of cycling potential shows that within Outer London, 55 per cent of trips are potentially cyclable based on trips undertaken by London residents between 2012/13 and 2014/15. The research also reveals that only 27 per cent of current cycle trips are made by women, compared to 55 per cent of potentially cyclable trips. Similarly, BAME groups account for 15 per cent of current cycle trips, but 38 per cent of potentially cyclable trips.

Brent, along with other local authorities, TfL and the Greater London Authority (GLA), see increasing cycling as a key means of reducing congestion, improving lifestyles and reducing pollution. Over half of Brent's adult population do not undertake sport or physical activity and a higher percentage of Brent's school children in reception and year 6 were obese when compared to the England average highlighting the need to encourage more active lifestyles that include cycling.

The Brent Long Term Transport Strategy 2015 – 2035 (LTTS), the Brent Cycle Strategy 2016 – 2021, and the draft Mayor's Transport Strategy, all seek to increase the number of cycle trips as well as improve infrastructure to encourage cycling. The overarching objective of the draft Mayor's Transport Strategy is for 80 per cent of journeys by 2041 to be on foot, by bicycle or using public transport.

The vision for cycling in Brent from the Brent Cycle Strategy 2016 – 2021 is:

- “To make Brent a borough where everyone can cycle safely, in comfort and with confidence; and
- To enable people of all ages and abilities from every section of Brent's diverse society to see cycling as a good option for everyday travel.”

The Brent Cycle Strategy 2016 – 2021 also makes specific reference to investigating the feasibility for a cycle hire scheme in Brent. Dockless cycle hire would open up cycling to those who do not own a bicycle and would target the first and last miles of journeys that in many instances may otherwise be undertaken by car. It would also promote cycling as a leisure activity and provide an additional mode of transport for people to access shops, etc. It is also a key part of encouraging cycling in the borough to those groups who are underrepresented.

Increased cycling amongst those who live and work in Brent would promote more active lifestyles and would help improve air quality if there is a modal shift away from the private car.

As yet, there is no evidence to suggest that the implementation of a dockless cycle hire scheme will have an adverse impact on any of the equality groups listed. Consultation with Members, stakeholders and the public was undertaken as part of the development of

the Brent Cycle Strategy with the outcomes used to inform the Strategy and develop the objectives with regards to cycling in the borough.

Sources:

- Brent Council Joint Strategic Needs Assessment: Overview Report 2015/16
- Draft Mayor's Transport Strategy (2017)
- Transport for London (2017), Analysis of cycling potential 2016
- Transport for London (2017), Strategic Cycling Analysis: identifying future cycling demand in London

2. Who is affected by the proposal? Consider residents, staff and external stakeholders.

Introduction of a dockless cycle hire scheme will have the greatest benefit to all who already cycle or wish to cycle. This includes those who live and work in the borough as well as those who are visiting or passing through.

3.1. Could the proposal impact on people in different ways because of their equality characteristics?

- Yes

Analysis of the London Travel Demand Survey (LTDS) by TfL has highlighted that across London as a whole, not only do men cycle more frequently than women but that the rate of growth among men has been faster. The data also shows that cycling is more popular among white Londoners than those from other ethnic groups and that cycle trip rates are highest for those age 30 to 49.

This indicates that those groups who are already more prone to cycling are likely to benefit the most from the introduction of a dockless cycle hire scheme. However, as the scheme would provide bicycles to enable those who do not own a bicycle to cycle, it would also attract those who are prevented from cycling due to lack of a bicycle.

For those who are unable to cycle due to a disability or are unable to ride a bicycle, the scheme will have no impact as it will not be a facility that they will be able to use. The scheme also excludes those under the age of 16/18 from signing up themselves because a credit/debit card is required to set up an account to access the service. However, there is nothing preventing someone over this age allowing someone younger to set up an account using their credit/debit card details.

If you answered 'Yes' please indicate which equality characteristic(s) are impacted

- Age
- Race
- Sex

3.2. Could the proposal have a disproportionate impact on some equality groups?

- Yes

If you answered 'Yes', please indicate which equality characteristic(s) are disproportionately impacted

- Age
- Race
- Sex

The introduction of a cycle hire scheme will disproportionately benefit those groups who already cycle or are more likely to cycle. It will also have a disproportionate impact on those who are not old enough to sign-up to the scheme.

3.3. Would the proposal change or remove services used by vulnerable groups of people?

- No

Introduction of a cycle hire scheme would not change or remove services used by vulnerable groups of people.

3.4. Does the proposal relate to an area with known inequalities?

- Yes

Introduction of a dockless cycle hire scheme relates to the whole borough. There is considerable variation in equality across Brent and the borough as a whole ranks 39th out of all English local authorities in terms of deprivation. The indices of deprivation 2015 are the official measure of relative deprivation in England and are determined on a Lower Super Output Area (LSOA) basis. From this a local authority rank is calculated. The Index of Multiple Deprivation (IMD) combines all the indices of deprivation and is made up of seven measures. These are: income deprivation; employment deprivation; education, skills and training deprivation; health deprivation and disability; crime; barriers to housing and services; and the living environment.

Fourteen of Brent's LSOAs fall into the 10 per cent most deprived areas in England with six of these 14 found in Stonebridge ward (Brent's most deprived ward). Harlesden, Kilburn, and Willesden Green wards also contain LSOAs which are amongst the most deprived nationally. Only LSOAs in the north of the borough close to its border with Harrow and Barnet fare considerably better. No LSOAs in Brent are in the top 10 per cent least deprived nationally. The introduction of a dockless cycle hire scheme will therefore have a positive effect on residents from deprived areas and disadvantaged backgrounds and other socio-economic groups as will provide them with a low cost, mode of travel.

3.5. Is the proposal likely to be sensitive or important for some people because of their equality characteristics?

- Yes

If you answered 'Yes', please indicate which equality characteristic(s) are impacted

- Age
- Race
- Sex

3.6 Does the proposal relate to one of Brent's equality objectives?

- Yes

To know and understand all our communities.

To involve our communities effectively.

To ensure that local public services are responsive to different needs and treat users with dignity and respect.

Recommend this EA for Full Analysis?

Yes

Comments

A mixture of qualitative and quantitative data was used to inform this EA including:

- Brent Joint Strategic Needs Assessment Deprivation (2015) - presentation
- Greater London Authority, Update CIS2012-04, *2011 Census Snapshot: Ethnic Diversity Indices*
- Greater London Authority, Update CIS2013-02, *2011 Census Snapshot: Ethnic Diversity Indices for wards*
- Greater London Authority, (2016), *2015-round trend based ethnic group population projections (long-term trend)*.
- Office for National Statistics (2012), *2011 Census*
- Office for National Statistics, (2017), *Birth Summary Tables 2016*
- Transport for London (2016), *Travel in London: Report 9*

Impact Assessment Data

5. What effects could your policy have on different equality groups and on cohesion and good relations?

5.1 Age (select all that apply)

- Positive and Negative

Based on the LTDS, for London residents as a whole, the average cycle trip rate is highest for those aged 30-39 years at nearly 0.10. This falls to just over 0.09 for those aged 40-49 and is some 0.07 for both age groups; 20-29 years and 50-59 years. Due to the small sample size in Brent, it is not possible to break these figures down to borough level.

This suggests that those age groups who undertake the most cycle trips to begin with are most likely to benefit from the introduction of a dockless cycle hire scheme. However, not owning a bicycle may be the reason why some people do not cycle currently. It is not possible to determine from the data available the age characteristics of those who would cycle if they had access to a bicycle.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

Sources:

- Transport for London (2016), Travel in London: Report 9

5.2 Disability (select all that apply)

- Neutral

The 2011 Census revealed that 5.3 per cent of Brent's population classify themselves as in bad or very bad health. For nearly seven per cent of residents, their day to day activities are limited a lot because of a long-term illness.

Some of these residents are unlikely to be able to cycle to begin with and therefore the introduction of a cycle hire scheme should not impact on these residents in either a negative or positive way.

At the last meeting of the Brent Disability Users' Forum, residents have raised concerns around pavements in the borough and obstructions on the streets that can make getting around difficult. Due to the dockless nature of the bicycles, the chosen operators will need to ensure that users are educated as to where to leave bicycles safely after use so that they do not cause a hazard for those with visual impairments and/or other disabilities.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

Sources:

- ONS Census 2011; Table KS301EW

5.3 Gender identity and expression (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

5.4 Marriage and civil partnership (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

5.5 Pregnancy and maternity (select all that apply)

- Neutral

In 2016 there were some 5,150 live births in Brent equating to some four per cent of all live births in Greater London. This is below the high point of over 5,300 births in 2012 although still over 31 per cent higher than in 2001 (just over 3,900 births).

This rise in the number of births to women resident in Brent means a higher number of pregnant women resident in the borough. Although pregnancy does not prevent women from cycling, for some it may be a temporary barrier. That said, introduction of a dockless cycle hire scheme in the borough is unlikely to have a negative impact for pregnant women.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

Sources:

- ONS Birth Summary Tables 2016

5.6 Race (select all that apply)

- Positive

At London level, White Londoners are most likely to cycle and have an average cycle trip rate of 0.09 trips (2012/13 to 2014/15). This is considerably higher than for all other ethnic groups with Black Londoners having an average trip rate of only 0.02 trips and Asian Londoners of nearly 0.03 trips. Mixed, other and Arab Londoners are slightly more active with just under 0.04 cycle trips. Due to the small sample size in Brent, it is not possible to break these figures down to borough level. However, Brent ranked as the second most diverse local authority in England & Wales in the most recent Census estimates using Simpson's Diversity Index.

In the 2011 Census, 18.6 per cent of residents classified themselves as Asian/Asian British: Indian, 18.0 per cent as White: English/Welsh/Scottish/Northern Irish/British, and a further 14.3 per cent as White: Other White. It is projected that by 2022, these three ethnic groups will remain dominant in Brent but the largest increases are projected in the White: Other White, Asian/Asian British: Other Asian, and Arab groups; up 2.0 percentage points, 1.5 percentage points and 1.2 percentage points respectively when compared to 2011. Given Brent's diversity, any measures to encourage cycling would therefore be particularly positive for all ethnic groups but may disproportionately benefit those from White backgrounds who already cycle more. It is not however known what the ethnic characteristics are of those who do not cycle because they do not have access to a bicycle.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

Sources:

- GLA Update CIS2012-04, 2011 Census Snapshot: Ethnic Diversity Indices

- GLA Update CIS2013-02, 2011 Census Snapshot: Ethnic Diversity Indices for wards
- ONS Census 2011; Table KS201EW
- GLA 2015-round trend-based ethnic group population projections (long-term trend)

5.7 Religion or belief (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

5.8 Sex (select all that apply)

- Positive

According to data from the LTDS for Brent residents for 2013/14 to 2015/16, men make on average 0.03 cycle trips per day compared to women who only make 0.01 cycle trips. This aligns with the pattern seen for London as a whole. Analysis by TfL of London level data, indicates that cycling amongst men is growing at a faster rate.

As men make more cycle trips on average and the number of cycle trips undertaken by men is increasing faster, they are therefore also more likely to benefit from the introduction of a cycle hire scheme. However, the data does not show whether females would be more inclined to cycle if they had easier access to a bicycle.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

Sources:

- Transport for London (2016), Travel in London: Report 9

5.9 Sexual orientation (select all that apply)

- Neutral

There is no evidence to suggest that those with this protected characteristic will be disproportionately affected (either positively or negatively). The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

5.10 Other (Socio-economic characteristics)

- Neutral

There is no evidence to suggest that those with certain socio-economic characteristics will be disproportionately affected (either positively or negatively) as the service will be available for all (with the exception of those groups already discussed in this Equality Analysis).

Based on existing charges by dockless cycle hire companies who are already operational, prices start at 50p for 30 minutes with the potential to earn free rides. Hiring a dockless cycle could therefore be a cheaper mode of travel for many when compared to the private car and other modes, and does not require the user to purchase a bicycle.

6. Please provide a brief summary of any research or engagement initiatives that have been carried out to formulate your proposal.

What did you find out from consultation or data analysis?

Were the participants in any engagement initiatives representative of the people who will be affected by your proposal? How did your findings and the wider evidence base inform the proposal?

Consultation with Members, stakeholders and the public was undertaken as part of the development of the Brent Cycle Strategy. The outcomes were used to inform the Strategy and develop the objectives with regards to cycling in the borough, one of which is to investigate the viability of a cycle hire scheme for the borough.

The six week engagement consultation asked residents for their views of how to turn Brent's vision for cycling into a reality and was advertised through a number of channels to obtain as many responses as possible to try and reflect the diverse nature of the borough. This included the Council website, social media such as Facebook and Twitter, and at key destinations such as libraries, sport centres, community centres and bike shops.

Qualitative research in the form of focus groups and in-depth interviews were undertaken with individuals from ethnic backgrounds and age groups that were underrepresented amongst cyclists to determine the reasons behind this. A small number of individuals recruited from the focus groups were followed over a number of days to obtain an insight into their thoughts about cycling and the barriers that prevented them from doing so.

Analysis of the LTDS, Mosaic household classification, the Council's own data and the findings from the quantitative and qualitative research found that:

- Women are less likely to cycle than men.
- People aged 25 to 45 are much more likely to cycle than those from younger or older groups.
- Female respondents aged between 35 and 54 appeared to be the most likely group who were open to the idea of cycling, but who do not currently do so.
- Cycling to work was the most popular reason overall for cycling, though for female respondents, the most popular reason for cycling was to go to local services such as shops and libraries.
- Individuals from BAME groups are less likely to cycle than those of any white ethnicity.
- Individuals that cycled when they were young are more likely to continue to do so or pick it up again when they are older.
- Road safety was seen as the biggest barrier to cycling by respondents.
- The majority of respondents said they preferred quieter roads, even if this meant a longer route to get to their destination.
- Separate cycle lanes on main roads and at junctions, better education for motorists, and safer cycle routes to schools were seen as most in need of improvement.

As the questionnaire relied on self-completion, Brent had no control over who completed the survey. Those who responded were likely to be most affected by proposals within the Cycle Strategy. The final sample is not representative of Brent's overall population as it is skewed towards white, male respondents. However, the qualitative research aimed to complement the findings of the questionnaire results by building a more detailed profile of views on cycling.

The nature of dockless cycle hire means that no docking stations are required and therefore no statutory consultation is necessary. Should any consultation take place, this will be on a site by site basis.

7. Could any of the impacts you have identified be unlawful under the Equality Act 2010?

- No

8. What actions will you take to enhance any potential positive impacts that you have identified?

Brent Council will require any operator in the borough to sign up to a Memorandum of Understanding and to adhere to TfL's Code of Practice for dockless cycle operators. As part of this, Brent Council will work with the selected operators to ensure that introduction of a dockless cycle hire scheme is not limited to certain parts of the borough at the exclusion of others, and operators will be required to provide education to users regarding safe and

responsible parking of bicycles.

Brent Council will continue to publicise improvements made to reduce or remove barriers to equality and will raise awareness of any outstanding equality issues within the community. It will also insure that any communication and consultation initiatives are accessible and inclusive of all protected groups, including people with learning disabilities, deaf and blind (as well as deaf blind) residents, people with dementia and their carers, as well as children, young people and older people.

9. What actions will you take to remove or reduce any potential negative impacts that you have identified?

There are no known negative impacts of the introduction of a dockless cycle hire scheme in Brent identified by the equality analysis at this stage. However, should any consultation take place, this will be on a site by site basis.

10. Please explain the justification for any remaining negative impacts.

The introduction of a cycle hire scheme does not have any outstanding identified negative impacts.