

# Interim Service and Community Impact Assessment (SCIA)

## Front Sheet:

### Directorate and Service Area:

Communities – Planning & Place

### What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):

Oxford Zero Emission Zone  
Proposed local charging scheme for the ZEZ Pilot

### Responsible owner / senior officer:

Sue Halliwell, Director for Planning & Place

### Date of assessment:

October 2020

### Summary of judgement:

There are risks of negative impacts relevant to the following characteristics/areas:

- Age
- Disability
- Pregnancy and maternity
- Sex
- Rural communities
- Religion or belief
- Areas of deprivation
- Other council services
- Other providers of council services

The assessment recommends:

- SCIA to be reviewed and updated following formal consultation

## Detail of Assessment:

### Purpose of assessment:

This assessment is being carried out in response to a new project, the proposed local charging scheme for the ZEZ Pilot element of the Oxford Zero Emission Zone.

This document should be read alongside the Final ZEZ Pilot Proposals (November 2020) – available at [www.oxfordshire.gov.uk/zeroemissionzone](http://www.oxfordshire.gov.uk/zeroemissionzone)

This assessment has been informed by the January 2020 informal consultation on the ZEZ, available on the ZEZ web page above. It will be published as part of the forthcoming formal consultation on the ZEZ Pilot and will then be reviewed following the consultation before being submitted as part of the officer report to Cabinet on the ZEZ Pilot. **It is therefore an interim assessment.**

Officers will consider the assessment before finalising their recommendations to Cabinet, and Cabinet will consider the assessment before making a decision on the scheme.

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

## **Context / Background**

The ZEZ is part of Oxfordshire County Council's Local Transport Plan (adopted in 2015) and Oxford City Council's Local Plan (adopted in 2020).

The councils consulted on initial proposals for a ZEZ in 2017, published updated proposals in January 2019, and consulted informally on final draft proposals (focused on the Red Zone charging scheme) in January 2020. We began a final consultation on the Red Zone in March 2020, but this was suspended due to the COVID-19 pandemic.

Previous consultations have set out further background to the ZEZ and are available online or on request.

A final formal consultation on the proposed ZEZ Pilot is being carried out during November and December 2020. Responses to this consultation will be reported to the councils' Cabinets in February 2021, and will inform their decisions about whether or not to proceed with the scheme.

## **Proposals**

Oxfordshire County Council and Oxford City Council are proposing to create a Zero Emission Zone (ZEZ) in Oxford city centre starting in August 2021, albeit charges would come into effect two months later from 1 September 2021. The ZEZ would be based on a road user charging scheme.

The zone is referred to as the "ZEZ Pilot" (see map at Annex 1, below). Future phases of the ZEZ will cover different areas but these do not form part of this scheme and will be consulted on separately in future.

Zero emission vehicles would be able to drive in the zone free of charge. Other vehicles would have to pay a charge if driven into the zone between 7am and 7pm, with the level of charge depending on the emissions of the vehicle:

**Ultra Low Emission Vehicle** - £2 (£4 from 1 June 2025 onwards)

**Clean Air Zone compliant vehicle** - £4 (£8 from 1 June 2025 onwards)

**Other vehicles** - £10 (£25 from 1 June 2025 onwards)

Discounts would be available for residents and businesses in the zone, Blue Badge Holders and some other vehicles.

The ZEZ Pilot will lead to cleaner air, quieter streets, contribute to action on climate change, and allow a smaller area to be tested before being expanded to cover a larger area of the city centre in 2022.

Income raised by the ZEZ may be used to cover the costs of implementing and running it. Any funds left over once these costs have been covered must be spent on schemes or initiatives which directly or indirectly facilitate the achievement of local transport policies. This is a requirement of the legislation that allows the scheme to be introduced. The city and county councils intend to use ZEZ income to pay for schemes to help residents and businesses in the ZEZ make the transition to zero emission vehicles, and on other schemes that promote zero and low emission transport in the city. The councils will work with residents and businesses to develop and implement supporting schemes.

The ZEZ Pilot is just one part of the councils' plans to make the transition to zero emission transport.

### **Evidence / Intelligence:**

The evidence base for the Local Transport Plan is summarised within the LTP itself. The [January 2020 ZEZ consultation document](#) includes the key evidence base for the ZEZ Pilot proposals. The councils have also used the experience of COVID-19 and the spring lockdown, and the [feedback from the temporary bus gates survey](#) in the summer, to make several changes to the ZEZ proposals

This SCIA is informed by feedback from the January 2020 consultation, as well as by UK and international research on transport and air pollution, and previous independent professional advice on the implications of traffic restrictions for people with disabilities.

### **Alternatives considered / rejected:**

Alternatives to the overall strategy set out in the OTS were considered as part of the OTS and are covered within the OTS document, published online.

Doing nothing is not an option because the problems of local air pollution and climate change would remain and worsen if nothing is done.

Investment in sustainable transport infrastructure is important and is a key part of our overall strategy. However, opportunities to reduce emissions *purely* through sustainable transport infrastructure (including bus, cycling and walking routes, and railways) are limited by the space available in a constrained city like Oxford, and by the availability of funds. The construction of large infrastructure projects of any kind also consumes resources and contributes to climate change.

The preferred strategy is therefore to introduce direct incentives to reduce the number of polluting vehicles on the roads, whilst at the same investing in sustainable transport infrastructure.

Alternatives to the current ZEZ proposals were covered in the [January 2020 ZEZ consultation document](#) (page 9)

## Impact on Individuals and Communities

### Age

Risks	Mitigations
<p><b>Older people (excluding impacts related to disability, which are considered separately)</b></p> <p>Survey data:</p> <ul style="list-style-type: none"> <li>Over 65-year olds were slightly less likely than average respondents to say that the level of charge for non-compliant vehicles is too low.</li> <li>Over 65-year olds were more likely than average respondents to support exemptions for blue badge holders and ZEZ Pilot residents, and less likely to oppose the exemption of businesses operating in the Red ZEZ Pilot.</li> <li>Over 65-year olds were considerably less likely than average respondents to say charges should apply at all times, but more likely to say charges should be part time and cover less of the day.</li> </ul>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Older people without Blue Badges cannot therefore park in the ZEZ Pilot currently.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p> <p>Monitor following implementation</p>

<p>Some older people may be more reliant on their car, even if they have no disability, so they may be negatively affected by the proposals because they may increase the cost of car trips, or cause them to use another mode which takes longer or costs more. This may in turn exacerbate loneliness or isolation for those affected.</p>	
<p><b>Young people</b></p> <p>Survey data: insufficient responses to draw any conclusions</p> <p><b>Young people who are currently dropped off/picked up by a parent or carer in the ZEZ Pilot will have to be dropped off/picked up outside the zone, or incur a charge.</b></p> <p><b>Students living in the zone may incur charges or have to choose a less convenient drop off and pick up location when accessing their accommodation by car (e.g. move in/move out days at the start and end of term)</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Younger people (or their parents/carers) without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p> <p>Explore with colleges whether special arrangements can be made for students to use nearby public car parks on move in/move out days.</p>

## Disability

Risks	Mitigations
<p>Survey data:</p> <ul style="list-style-type: none"> <li>• People with a disability were significantly more likely than average respondents to say that the level of charge for non-compliant vehicles is too high.</li> <li>• People with a disability were more likely to support exemptions for blue badge holders than average respondents, but to the same extent as over 65-year olds. People with a disability were less likely to support exemptions for businesses and ZEZ Pilot residents than average respondents.</li> <li>• People with a disability were significantly more likely than average respondents to say that charges should be part-time and cover less of the day or should not apply anywhere.</li> </ul> <p>People qualifying for a Blue Badge or overseas equivalent are discounted from charges until 2025. Charges are proposed after 2025 but will be reviewed by the end of 2024 to determine whether a charge is appropriate.</p> <p><b>Before 2025:</b></p> <p><b>There is a risk that some people with disabilities will not be able to benefit from this exemption if they do not meet the criteria. They may be negatively affected by the ZEZ because the cost, duration and length of car journeys may increase.</b></p> <p><b>After 2025:</b></p> <p><b>If charges are introduced, people with a disability that makes them more reliant on travel by private car (either as a driver or passenger) may be negatively affected by the ZEZ because the cost, duration and length of car journeys may increase</b></p>	<p><b>Before 2025:</b></p> <p>100% discount from charges are already proposed. Monitor closely post-implementation and liaise with groups representing people with disabilities to identify whether anyone with disabilities is not benefitting from this exemption and is being negatively affected.</p> <p><b>After 2025:</b></p> <p>Review of proposed charges to be completed by the end of 2024 and should involve group representing people with disabilities.</p>

## Gender reassignment

Risks	Mitigations
<p><b>No specific risks identified</b></p> <p>Survey data: insufficient responses to draw any conclusions</p>	<p>Not applicable</p>

## Pregnancy and maternity/paternity

Risks	Mitigations
<p>Survey data:</p> <ul style="list-style-type: none"> <li>• Pregnant women were less likely than average respondents to say that the charge for non-compliant vehicles is too high.</li> <li>• Pregnant women were significantly more likely than all respondent categories to support exemptions for blue badge holders, and significantly less likely to support exemptions for businesses.</li> <li>• Pregnant women were slightly more likely than average respondents to say that the proposed hours are about right, that the charges should apply at all times or should be part time but cover more of the day.</li> </ul> <p><b>Pregnant women, who during their pregnancy have a temporary disability.</b></p> <p><b>Risks as identified above</b></p>	<p>See above</p>

<p><b>Parents with very young children, using pushchairs etc, who are more reliant on travel by car</b></p> <p><b>People in this group may be negatively affected by the ZEZ because the cost OR duration and length of car journeys may increase.</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Parents without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There is very little workplace parking within the ZEZ Pilot.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p>
<p><b>Parents with children who are more reliant on travel by car because they drop/collect their children at school or childcare using their car</b></p> <p><b>People in this group may be negatively affected by the ZEZ because the cost, OR duration and length of car journeys may increase.</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Parents without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There is very little workplace parking within the ZEZ Pilot.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p>

**Race – this includes ethnic or national origins, colour or nationality**

<b>Risks</b>	<b>Mitigations</b>
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<p>Survey data:</p> <ul style="list-style-type: none"> <li>• BAME or mixed-race respondents were slightly less likely to say that the level of charge for non-compliant vehicles is too high and slightly more likely to say it is about right than average respondents.</li> <li>• BAME or mixed-race respondents were more likely to support exemptions for blue badge holders than average respondents, but slightly less likely to support exemptions for businesses or ZEZ Pilot residents.</li> <li>• BAME or mixed-race respondents were significantly less likely than average respondents to say charges should apply all the time, but more likely to say that the proposed charges are about right.</li> </ul> <p><b>No specific risks identified</b></p>	<p>Not applicable</p>
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## Religion or belief – this includes lack of belief

Risks	Mitigations
<p>Survey data: insufficient responses to draw any conclusions</p> <p><b>There are three churches (and two colleges with chapels) within the ZEZ, and access to these may be negatively affected by the ZEZ for some people because the cost OR duration and length of car journeys may increase.</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Drivers without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p> <p>Work with churches and colleges to identify solutions to help them</p>

	maintain their accessibility whilst complying with the ZEZ standard.
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## Sex

Risks	Mitigations
<p>Survey data:</p> <ul style="list-style-type: none"> <li>Female respondents were as likely as male respondents to say that the level of charge for non-compliant vehicles is too high, but more likely to say that the charge is about right.</li> <li>Female respondents were considerably more likely than males to support the exemption of blue badge holders, and slightly more likely to support the exemption of businesses and ZEZ Pilot residents too.</li> <li>Male respondents were slightly more likely than female respondents to say that charges should apply at all times, and slightly less likely to say that the proposed hours are about right.</li> </ul> <p>On average, women are less likely to cycle than men, and are more likely to transport young children to school, childcare or other destinations (National Travel Survey, 2018). Women may also have greater personal security concerns about using public transport.</p> <p><b>The ZEZ may therefore negatively affect women to a greater extent than men,</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Drivers without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There is very little workplace parking within the ZEZ Pilot.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus and train.</p>

because the cost OR duration and length of car journeys may increase.	
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## Sexual orientation

Risks	Mitigations
<p>Survey data:</p> <ul style="list-style-type: none"><li>• Lesbian, gay or bisexual respondents were significantly more likely than average respondents to say that the level of charge for non-compliant vehicles is too low.</li><li>• Lesbian, gay or bisexual respondents were more likely to support the exemption of blue badge holders, but slightly less likely to support the exemption of businesses and ZEZ Pilot respondents than average respondents.</li><li>• Lesbian, gay or bisexual respondents were considerably more likely than average respondents to say that charges should apply at all times and slightly less likely to say that the proposed hours are about right.</li></ul> <p><b>No specific risks identified</b></p>	Not applicable

## Marriage and civil partnership

Risks	Mitigations
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<p>Survey data:</p> <ul style="list-style-type: none"> <li>Married or civil partnered respondents were slightly less likely to say that the level of charge for non-compliant vehicles is too high than average respondents, and slightly more likely to say that the charge is about right.</li> <li>Married or civil partnered respondents were as likely to support exemptions for blue badge holders as average respondents, and slightly more likely to support exemptions for businesses and ZEZ Pilot residents.</li> <li>Married or civil partnered respondents were less likely than average respondents to say that charges should apply at all times, but more likely to say that charges should be part-time and cover less of the day.</li> </ul> <p><b>No specific risks identified</b></p>	<p>Not applicable</p>
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## Rural communities

Risks	Mitigations
<p>Survey data: respondents from outside the OX1 to OX4 postcode areas were:</p> <ul style="list-style-type: none"> <li>Significantly more likely than average respondents to say that the level of charge for non-compliant vehicles is too high.</li> </ul>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Drivers without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There is very little workplace parking within the ZEZ Pilot.</p>

<ul style="list-style-type: none"> <li>• Not significantly more or less likely to support exemptions</li> <li>• Significantly more likely than average respondents to say that charges should be part-time and cover less of the day or should not apply anywhere.</li> </ul> <p><b>People living outside Oxford are much more likely to be reliant on car travel to access destinations in Oxford.</b></p> <p><b>People living in rural communities may be negatively affected by the proposals, because they are likely to have less access to alternative modes to the car.</b></p>	<p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus (including Park &amp; Ride) and train.</p>
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## Areas of deprivation

Risks	Mitigations
<p><b>The ZEZ Pilot may negatively affect people on lower incomes who currently drive in the ZEZ Pilot.</b></p>	<p>The only public parking available in the ZEZ Pilot is Blue Badge holder parking. Drivers without Blue Badges cannot park in the ZEZ Pilot currently.</p> <p>There is very little workplace parking within the ZEZ Pilot.</p> <p>There are public car parks close to the ZEZ Pilot which are unaffected by the charges.</p> <p>The city centre is highly accessible by bus (including Park &amp; Ride) and train</p>

### Impact on Staff

No additional risks identified for staff that are not covered by the “Individuals and Communities” section above. The county council does not have any premises in the ZEZ.

### Impact on other Council services

Impact on council services is expected to be minimal. Certain operational vehicles (e.g. those involved in highway maintenance) will be affected. Unless they can comply with the standard or work around the charging hours, some of these will have to pay the daily charge which will increase costs to the council. The volume of vehicles affected is small.

### **Impact on providers**

Impact on council providers is expected to be minimal. Certain operational vehicles (e.g. those involved in highway maintenance) will be affected. Unless they can comply with the standard or work around the charging hours, some of these will have to pay the daily charge which will increase costs to the council. The volume of vehicles affected is small.

### **Action plan**

<b>Action</b>	<b>By When</b>	<b>Person responsible</b>
SCIA to be reviewed and updated following formal consultation	January 2021	Stewart Wilson

## Annex 1 – map of the ZEZ Pilot

