

<b>Committee:</b> Planning & Transportation	<b>Dated:</b> 08/06/2020
<b>Subject:</b> London rental e-scooter trial update	<b>Public</b>
<b>Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?</b>	9
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>N</b>
<b>If so, how much?</b>	£
<b>What is the source of Funding?</b>	n/a
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	Y/N
<b>Report of:</b> Director of the Built Environment	<b>For Information</b>
<b>Report author:</b> Giacomo Vecia, Senior Strategic Transportation Officer	

## Summary

In July 2020 Planning and Transportation Committee agreed to participate in the pan-London rental e-scooter trial, subject to the terms of that trial meeting the City Corporation's requirements.

Transport for London have completed a procurement process to identify the rental e-scooter operators that will be granted legal permission to launch schemes in participating boroughs and the City. Those operators – Dott, Lime and Tier – are required to meet a set of operational and contractual terms throughout the duration of the trial.

The previous Committee report delegated the final decision to participate in the London rental e-scooter trial to the Director of the Built Environment in consultation with the Chair and Deputy Chairman of the Planning & Transportation Committee and the Chairman and Deputy Chairman of the Streets & Walkways Sub-Committee. The substantial terms of the trial have remained as agreed in July 2020 and the subsequent delegated authority report is attached as Appendix 1, setting out the detail of those terms.

TfL have announced that the trial will launch on 7 June in four boroughs and Canary Wharf, with additional boroughs seeking participation at a later date. The City intends to join the trial as early as 14 June and no later than 5 July dependent on contract amendments and other factors.

TfL and London Councils, in consultation with the London Boroughs and the City, have agreed additional mandatory data collection requirements for operators in addition to DfT requirements, which will make up the majority of the monitoring of the trial. Trial data analysis will be reported back to this committee 6 months after the

commencement date. Should there be any exceptional issues arising we will report back sooner.

### **Recommendation(s)**

Members are asked to note the report.

### **Main Report**

#### **Background**

1. As part of their e-scooter review and in response to reduced public transport capacity as a result of the COVID-19 pandemic the Government has fast-tracked legal processes to allow trials of rental e-scooter schemes.
2. In July 2020 the Planning & Transportation Committee agreed to participate in the pan-London rental e-scooter trial, subject to the terms of that trial meeting the City Corporation's requirements.
3. Members agreed to delegate the final approval to participate in the trial to the Director of the Built Environment in consultation with the Chair and Deputy Chairman of the Planning & Transportation Committee and the Chairman and Deputy Chairman of the Streets & Walkways Sub-Committee.
4. Due to legal complications associated with cycle track legal designations in London the finalisation of trial operational and contractual terms and the procurement of trial operators were delayed into Spring 2021 to allow TfL and the DfT to resolve the issue. All other trial preparations continued in the meantime, including designating dedicated parking bays for rental e-scooter parking across the City.
5. TfL has now completed the procurement process to identify the rental e-scooter operators that will be granted legal permission to launch schemes in participating boroughs and the City. Those operators – Dott, Lime and Tier – are required to meet a set of operational and contractual terms throughout the duration of the trial, which is set to last 12 months with the potential for a 6-month extension.
6. The substantial terms of the trial have remained as agreed in July 2020 and the subsequent delegated authority report is attached as Appendix 1, setting out the detail of those terms.

#### **Trial launch**

7. At the time of writing the e-scooter trial is launching on June 7<sup>th</sup> in Ealing, Hammersmith and Fulham, The Royal Borough of Kensington and Chelsea, Richmond upon Thames and Canary Wharf, with some boroughs seeking participation at a later date. Following trial launch, operators will deploy their e-scooters across the trial area and the public will be able to rent and use these scooters in approved areas.

8. The City intends to join the trial as early as 14 June and no later than 5 July dependent on contract amendments and implementation of traffic orders.
9. Parking for e-scooters has been provided for the trial through utilising our temporary dockless cycle parking spaces for both cycles and e-scooters, which was installed as a response to Covid-19 requirements. Works are ongoing to audit and prepare these locations for trial launch.
10. A detailed Equalities Impact Assessment has been undertaken to support the trial and inform trial development. A map of areas where rental e-scooters will be limited to lower speeds or restricted from entering entirely is also being prepared alongside this EQIA in consultation with the City of London Police and other internal stakeholders. These works will minimise potential negative impacts of the trial on other City street users. Both documents are available as working drafts but are not yet ready for publication. The map of locations where access is restricted provides the information for the geo fencing enforcement of the e-scooter activity as agreed between the operators and TfL.
11. The process is in order to put in place the necessary traffic regulation orders to allow e-scooters to operate in cycle lanes and to utilise parking spaces. This will be completed in time for the trial start using Experimental Traffic Orders.

### **Trial parking bays**

12. As part of the City Corporation's Phase 3 Covid-19 interventions implemented in Autumn 2020 several vehicle parking bays were temporarily converted to accommodate personal and dockless cycle parking. Additional cycle parking bays were also identified on carriageway in locations where it was believed that there was space to support cycle parking without significantly impacting the network. Locating these personal and dockless parking bays on carriageway and in vehicle parking bays is intended to minimise impacts on people using pavements.
13. Designated parking locations or "bays" for dockless cycle hire operations were a key factor in the success of the City's original dockless cycle hire trial, which made use of these designated bays to mitigate and minimise inappropriate parking behaviours. Given this, it was decided that designated parking locations were also to be used for the upcoming e-scooter trial. In total 17 mixed-use bays have been implemented across the City and will be used in the trial (Appendix 4), with additional potential bays identified for later implementation should the City decide to increase parking capacity.
14. As there is spare dockless cycle parking capacity some of the available space will be allocated to also facilitate e-scooter parking. It is intended that all existing temporary on-carriageway dockless cycle parking locations will become multimodal dockless cycle and e-scooter parking locations. There will be no e-scooter parking on pavements or footways, given the vehicle

designation of e-scooters. E-scooter parking locations may be suspended or removed at any time during the trial.

15. It is the intention that as the trial progresses more parking spaces will be made available for operators and users. A report will be brought to Streets & Walkways Committee or be approved under delegated authority as appropriate regarding any increase in e-scooter parking places or spaces for the purposes of the trial.

### **Trial restricted areas**

16. As part of the trial the City Corporation will designate areas of the City as “go-slow” and “no-go” areas. These represent areas where scooters will be restricted to slower travel speeds (below the max speed of 12.5mph) or restricted to enter respectively. These areas are being identified in consultation with the City of London Police.
17. E-scooters will not be permitted on any other paths other than approved carriageway and shared spaces, as per the operational requirements laid out by the DfT. Go-slow and no-go restrictions may be amended at any time during the trial. At the time of commencing the trial the enforcement of these areas relies on the geo-fencing agreement between TfL and individual e-scooter operators.
18. It is proposed that no-go areas will include: City Gardens, Church yards, pedestrian alleyways that are classified as carriageway, highwalks such as the Barbican and riverside walks.

### **Communications and engagement for the trial**

19. TfL are co-ordinating an extensive communications plan for the upcoming rental e-scooter trial which incorporates, marketing, engagement and communications plans. The City has also begun developing a communications plan to support TfL’s activities and will focus on core safety messages for e-scooter use as part of the trial.
20. CoL and borough officers have a weekly meeting with TfL for dockless and e-scooters, and this will be the focus of agreeing joint communications.
21. We note the importance around engagement and enforcement and are working with the City of London Police on ensuring messaging supports safe and legal use of rental e-scooters. This will include engagement and enforcement around the use of private e-scooters that are not legally permitted to use public highway.
22. Our communications plan will form part of the mitigations under the City Corporation rental e-scooter trial Equalities Impact Assessment. It is the intention that the communications plan will be updated alongside our live EQIA where necessary.

23. A summary plan is attached at appendix 2. As well as communication via media channels and website we will utilise events where we usually do cycle safety training and messaging, to include e-scooter where appropriate.

## **Trial monitoring and data collection**

### **Data sourced from TfL or operators**

24. TfL and the Participating Boroughs research, data gathering, monitoring and evaluation interests for this research and development trial are in line with trial objectives as well as DfT requirements.
25. Operators must comply with DfT data sharing requirements and monitoring and evaluation processes as set out here:  
<https://www.gov.uk/government/publications/e-scooter-trials-guidance-for-local-areas-and-rental-operators/e-scooter-trials-guidance-for-local-areas-and-rental-operators>
26. The DfT requires operators to share data on user age band, high level postcode, gender, disability, race & ethnicity, mode shift and actual and perceived safety of trips.
27. TfL hopes to be able to collect this data for London from the DfT. Any additional demographic survey data will have to be discussed with the DfT to see if they can form part of the national survey. However, TfL and Participating Boroughs are likely to have extra research requirements for London and may wish to run additional surveys.
28. TfL and London Councils in consultation with the London Boroughs and the City have agreed additional mandatory data requirements in addition to DfT requirements. Those additional requirements are detailed in Appendix 4
29. TfL is also working with operators on collecting and sharing a variety of non-mandatory data, such as data on fines levied by operators on users, registration figures, vandalism, theft, disposal of batteries, and other data types.
30. Operators are required to submit monitoring and evaluation reports ahead of Trial commencement detailing how the data requirements and requests set out in the Operator Specification will be met throughout the duration of the trial.
31. Although a data-sharing schedule with boroughs has not yet been finalised, TfL intends to undertake mid and final trial evaluations. Members will be updated on trial-related insights and findings when they are available.

## **Data sourced internally or from the City of London Police**

32. We will work with the City of London Police to collect and request enforcement and incident-related data, including on unlawful use of private-e-scooters. We will request this data quarterly and include in our periodic e-scooter trial updates.
33. We will also work with our Street Environment and Cleansing Teams to gather indicative data on rates of inappropriate parking and vandalism, including the moving of e-scooters outside designated bays by non-users and the accuracy of scooter GPS parking geofencing in areas of less accurate reception such as the City Cluster.
34. We have included e-scooter riders in our most recent biannual traffic count survey and will continue to do so on all subsequent traffic surveys commissioned throughout the trial.
35. While it will not be possible to distinguish private and rental e-scooters through the manual classified count method traditionally used for our biannual counts, this data will still help us better understand e-scooter usage patterns across the city and have the potential to generate insights on private e-scooter volumes if traffic survey data can be compared against operator data.
36. Although not currently planned other targeted surveys and studies may take place during the trial as needed, such as research on pavement riding rates, e-scooter/vehicle interactions, riding behaviours and other topics of interest.

## **Corporate & Strategic Implications**

37. The trial supports the delivery of Corporate Plan Outcome 9: We are digitally and physically well-connected.
38. The City of London Transport Strategy (Proposal 28) sets out our approach to improving cycle hire in the Square Mile. While rental e-scooters schemes technically fall outside the remit of this proposal their benefits and challenges will be similar. The need for designated parking areas is also included in Proposal 17: Keep pavements free of obstructions.
39. The trial will provide the data to understand how e-scooters might impact the City of London Transport Strategy and Mayor's Transport Strategy (MTS), as well as helping to inform the DfT's consideration of whether to provide a statutory basis for e-scooters to be used in England, Scotland and Wales, following the trials
40. The trial will form part of the Future City Streets Programme (Proposal 42).
41. The trial also supports our Climate Action Strategy through providing a potentially green and sustainable alternative to private car and capacity restrained public transport.
42. The trial will contribute to activities to deliver the Recovery Taskforce recommendation to to pilot and scale innovative solutions.
43. There is a possible reputational risk to the City Corporation if innovative approaches to supporting Covid-19 recovery and increasing sustainable and

healthy transport modes are not carefully considered. There are also possible reputational risks if potential adverse impacts of rental e-scooter scheme operations are not carefully managed.

### **Legal implications**

44. The City Corporation has no jurisdiction over the legality of e-scooters. Any trial conducted by the City will be fully compliant with any laws and regulations as set out by the DfT.
45. The trial could also help inform Corporation policy and possible representations on and consultations to future legislation to legalise scooters for general use.

### **Financial implications**

46. A permitting scheme has been agreed with operators that will generate revenue for boroughs and TfL during the trial, offsetting some of the costs associated with preparing for and participating in the trial.
47. Costs of deploying additional parking bays for e-scooters will likely be met by existing budgets supporting temporary Covid-19 related interventions.
48. Additional costs will be incurred if the City Corporation has to remove e-scooters deemed to be causing a danger from the streets in default of the operator removing them. Removal and storage costs would be incurred in these circumstances and will be recovered through charging operators for removal.

### **Health Implications**

49. Well managed rental e-scooter schemes have the potential to reduce the number car journeys within central London, and potentially shift journeys from short taxi, private hire and public transport trips, with associated benefits to air quality and public health.
50. E-scooter use can also help people observe social distancing requirements while travelling.
51. Concerns exist around the safety of travelling by e-scooter, with some evidence suggesting users of e-scooters may be at higher risk of injury or casualty than other road users on comparable vehicles such as e-bikes and mopeds in areas with higher speed limits. DfT has deemed this risk to be manageable and mitigatable given its decision to legalise rental e-scooters in the UK.

### **Equality Implications**

52. A detailed Equalities Impact Assessment has been undertaken in consultation with internal and external stakeholders, including the City of London Police and protected characteristic groups.
53. E-scooter activity in the City will be closely monitored throughout the trial to understand impacts on vulnerable road users (e.g. visually impaired, wheelchair users). This is consistent with the public sector equality duty.
54. The EQIA identifies a number of issues, particularly around safety of e-scooter users and other road users, especially people walking.

- Increased risk of Covid-19 transmission to riders.
- Speeding and irresponsible riding behaviours.
- Irresponsible parking leading to e-scooters being abandoned and becoming street litter that could causing obstructions or injury.
- Increased fears for people's safety and wellbeing on the City's Streets.
- Increased risk of collisions for those riding e-scooters.
- Increased risk to people walking on our streets, due to e-scooters not being seen or heard, e-scooters speeding in shared use areas, and/or illegal or poor rider behaviour.

55. Mitigating the safety impacts of the trial is of utmost importance. For this reason, TfL in collaboration with London Borough Councils and the City Corporation are taking a co-ordinated approach to the trial. In this way the safety standards, accessibility standards and environmental standards can be collectively determined and agreed upon. This process will assist in mitigating and reducing the severity of many of the negative impacts identified.

56. In addition to the mitigation measures put in place by TfL the City of London will address measures by restricting where scooters can travel and park.

57. Engagement and enforcement on the legal and safe use of scooters will be undertaken in partnership with City of London Police.

58. Full details on the issues of concern to all protected characteristic groups and associated mitigation measures are available in the TfL EQIA here ([link](#)) and the CoL EQIA (to be available online ahead of the trial).

59. In summary we have concluded that the application of mitigation measures and the benefits from safe use of an e-scooter trial outweigh the negative impacts, or potential impacts of those in protected characteristics groups.

## Conclusion

60. Given the Planning & Transportation Committee's previous conditional approval and the limited number of amendments to the final Operational Specification it has been agreed that the City Corporation will participate in the e-scooter trial.

61. Managing and mitigating the safety impacts of the trial and potential future use of e-scooters is of utmost importance. For this reason, TfL in collaboration with London Borough Councils and the City Corporation are taking a co-ordinated approach to the trial. In this way the safety standards, accessibility standards and environmental standards can be collectively determined and agreed upon.

62. It is considered that the benefits from safe use of an e-scooters through a trial outweigh the negative impacts and allow the City to comment on the possible future for e-scooter use. The outcomes of the trial will support City Corporation and TfL's longer-term position on this new vehicle type and inform national legislation via the Department for Transport.

63. TfL and London Councils, in consultation with the London Boroughs and the City, have agreed additional mandatory data collection requirements for

operators in addition to DfT requirements, which will make up the majority of the monitoring of the trial. Trial data analysis will be reported back to this committee 6 months after the commencement date. Should there be any exceptional issues arising we will report back sooner.

### **Background Papers**

- Rental e-scooter trial report July 2020

### **Appendices**

- Appendix 1: Rental e-scooter trial delegated authority report April 2021
- Appendix 2: Summary Communications Action Plan
- Appendix 3: Additional trial data requirements
- Appendix 4: E-scooter/dockless cycle parking locations

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**Appendix 1:** Rental e-scooter trial delegated authority report April 2021

**Appendix 2:** Summary Communications Action Plan

### **Appendix 3: Additional trial data requirements**

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- a. Trip data
  - i. Routing of each trip
  - ii. Trip start data
  - iii. Trip end data
  - iv. Distance travelled
  - v. Trip time
  - vi. Maximum speed
  - vii. Location of all e-scooters
  - viii. E-scooter status (available for hire/on-hire/out of service)
  - ix. Aggregated trip numbers
  - x. Aggregated trip origin/destination information
  - xi. Fleet utilisation
- b. User data
  - i. Customer feedback
  - ii. Contacts made to customer service including for complaints and compliments from users and non-users
  - iii. Pricing option used for trip
- c. Safety and incident reporting (including cleaning and maintenance)
  - i. Type of incident
  - ii. Outcome of incident
  - iii. Location of incident
  - iv. Non-personally identifiable user information
  - v. Time of incident and conditions (e.g. weather, light)
  - vi. Cleaning
  - vii. Maintenance
- d. Environmental and sustainability metrics
  - i. Scooters removed from circulation
  - ii. Recycling of e-scooters
  - iii. Efficiency rating
  - iv. Vehicles used for redistribution
- e. Education, marketing, and outreach activities
  - i. Type of courses offered
  - ii. Number of each course type completed
  - iii. Details of outreach and marketing activity

#### Appendix 4: E-scooter/dockless cycle parking locations

