

Committee: Planning & Transportation	Dated: 19/07/22
Subject: London rental e-scooter trial and dockless vehicle update	Public
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	9
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	£
What is the source of Funding?	n/a
Has this Funding Source been agreed with the Chamberlain's Department?	Y/N
Report of: Environment Director	For Information
Report author: Giacomo Vecia, Senior Strategic Transportation Officer	

Summary

In July 2020 the Planning & Transportation Committee agreed to participate in the pan-London rental e-scooter trial. Since joining the trial in July 2021 over 1 million trips have been taken across London and the Government has announced plans to introduce a new vehicle class to legalise and regulate e-scooters.

Following the Department for Transport's announcement that UK trials were being extended until the end of November 2022 Transport for London announced that the London trial had also been extended until 20 November 2022.

On 28th June 2022 the DfT briefly announced that ministers have approved an 18-month extension of the current e-scooter trials to 31st May 2024. The DfT has committed to providing additional details regarding this extension over the summer and has stated that the deadline for local authorities to inform the DfT of their decision whether to withdraw or extend their trial must be made before 31st October 2022.

Following an additional kerbside space review in 2021 the City Corporation is seeking to install an additional 13 mixed-use rental e-scooter and dockless bike parking bays across the Square Mile. All planned bays are located in under-utilised locations on carriageway. No loss of parking space is planned as part of these works.

The Government has also stated its plans to introduce controls to enable the rental market to be regulated in cities. This would extend to rental bikes and e-bikes as well as e-scooters. No timetable has yet been confirmed for the legislative process, but it is expected that new regulations governing the whole micromobility rental market in London could come into force during 2024 or 2025.

On dockless bikes, Freebike and Beryl have ended their dockless schemes in the City and new operators Lime and HumanForest were given approval to operate schemes in the City over the pandemic. As efforts to adopt the pan-London dockless vehicle byelaw have been deferred, due to anticipated new national legislation, it will likely be necessary to continue formalising individual agreements with operators to improve dockless cycle hire in the City until the Government introduces planned controls.

HumanForest has launched dockless e-mopeds in London. Their scheme provides dockless e-mopeds initially for commercial riders such as courier and delivery drivers exclusively. Officers have been engaging with HumanForest and the dockless e-moped industry to communicate concerns around road danger and moped use in central London.

Recommendation(s)

Members are asked to note the report.

Main Report

E-scooter trial update

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 fast-tracked legal processes to allow trials of rental e-scooter schemes in the summer of 2020.
2. In July 2020, the Planning & Transportation Committee agreed to participate in the pan-London rental e-scooter trial coordinated by Transport for London and London Councils. The trial commenced in June 2021 and the City Corporation formally joined in July 2021 following additional preparations and engagement.
3. The City Corporation joined the trial with 17 confirmed carriageway bays to accommodate both dockless cycles and e-scooters. Space for approximately 170 e-scooters was allocated to be shared by the three operators selected for the trial – Dott, Lime and TIER.
4. At present 10 boroughs and the Canary Wharf Group are participating in the trial and the three operators have permission to operate a combined fleet of 4,100 e-scooters across the trial area.
5. Following the Department for Transport's announcement that UK trials were being extended until the end of November 2022 Transport for London announced that the London trial had also been extended until 20 November 2022.
6. London's trial is one of 32 around the UK authorised by the DfT. The trials are gathering data to inform any changes to the legal status of e-scooters that Government may choose to introduce. The trial is also exploring whether e-

scooters contribute to London's transport mix, reduce carbon emissions and enable a sustainable recovery from the pandemic.

7. Private e-scooters remain illegal for use on public land and highways, including pavements and cycle lanes. Details of proposed legislation on legalising e-scooters for use on public land and highways is provided in paragraphs 33 – 37.

E-scooter trial monitoring

8. Several metrics are being tracked as part of the monitoring and evaluation of the e-scooter trial. TfL publish these statistics at the end of each four-week trial period.
9. TfL, e-scooter operators, the Metropolitan Police and the City of London Police work together to report collisions involving rental e-scooters. As of 8 May 2022 (11 months of trialling), there had been 16 serious injuries and zero deaths involving rental e-scooters reported by operators across the trial area. None of the serious injuries reported occurred in the City. By comparison, there were 1,346 serious injuries involving all modes across the trial area in 2021.
10. Additional rental and private e-scooter collision and casualty data is collected by the Metropolitan Police and the City of London Police and processed by the DfT. Presently there is no standard way for police forces to record e-scooter collisions and casualties. In practice those collisions involving e-scooters are either recorded as cycle or 'other' vehicles. Attending officers or members of the public self-reporting are then encouraged to include additional details in open text fields separate to vehicle classification fields. This can lead to significant inconsistencies and misrepresentation of e-scooter collisions and casualties in police and DfT datasets.
11. Following a manual review of e-scooter casualty data the DfT published a report¹ suggesting there were nine recorded collisions involving e-scooters in the City of London in 2021. The severities of the casualties were not provided as part of the DfT data report nor was a breakdown of whether private or rental e-scooters were involved.
12. At time of writing over 1.1 million trips have been taken as part of the trial covering a total distance of 2.86 million kilometres or 1.78 million miles (equivalent to over 60 circumnavigations of the globe). 54,300 trips had been taken to or from the City of London or 4.9% of all trial trips. This figure is roughly equivalent to the proportion of trial e-scooter parking spaces located in the City (170 of 4,100 or 4.1%).
13. The majority of rental e-scooter trips to or from destinations in the City are made between 16:00 and 21:00, suggesting most rental e-scooter use in the City is post-work commuting or leisure. 31% of all rental e-scooter trips to or

¹ <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-e-scooter-factsheet-2021/reported-road-casualties-great-britain-e-scooter-factsheet-2021-provisional>

from destinations in the City are taken on the weekends, suggesting a significant proportion of rental e-scooter trips in the City are for leisure.

14. The DfT has also been collecting data and metrics on the London e-scooter trial alongside data from other UK trials. Their data collection includes mode shift data from end of ride surveys and demographic data directly from user surveys.
15. The DfT cancelled the release of their interim UK e-scooter trial data and findings report. We are not aware of the reasons for this. Participating local authorities are expecting to receive more DfT data in November but the timeline for this is unclear given the DfT's recent trial extension announcement.

Additional e-scooter metrics

16. The City of London Police have confirmed that they seized 36 private e-scooters between August 2021 and January 2022. This represented 26% of all vehicle seizures during this time period.
17. We will continue to 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 any received data in our periodic e-scooter trial updates.
18. 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 and in the future. In the October 2021 City Streets strategic traffic count e-scooters represented 0.7% of all vehicle traffic observed on City streets over a 24-hour period (traffic count providers are not yet able to distinguish private and rental e-scooters). By comparison, pedal cycles represent 23% of vehicular traffic.
19. The relatively small number of e-scooters on City streets suggests that even if volumes were to double or more, e-scooters will remain a relatively small proportion of overall traffic.
20. 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.

E-scooter trial expansion

21. As part of the City Corporation's Phase 3 Covid-19 interventions several on-street car parking bays were temporarily converted to accommodate dockless cycle parking in autumn 2020. These bays were also used for rental e-scooter trial parking.

22. In total 17 mixed-use dockless vehicle bays have been implemented across the City and will continue to be used in the trial (Figure 1).
23. Additional parking bays were also identified on carriageway in locations where it was believed that there was space to support dockless cycle and e-scooter parking without significantly impacting the network. Locating dockless parking bays on carriageway in underutilised space is intended to minimise impacts on people using pavements. Locating new dockless vehicle parking on pavements is only considered in exceptional circumstances when carriageway space is not available and when there is sufficient spare pavement space adjacent to the carriageway to avoid obstructions.
24. E-scooter parking locations may be suspended or removed at any time during the trial.
25. Following an additional kerbside space review in 2021 the City is seeking to install an additional 13 mixed-use rental e-scooter and dockless bike parking bays across the Square Mile. All planned bays are located in under-utilised locations on carriageway. No loss of parking space is planned as part of these works.
26. A map of these locations is shown in Figure 1 below.

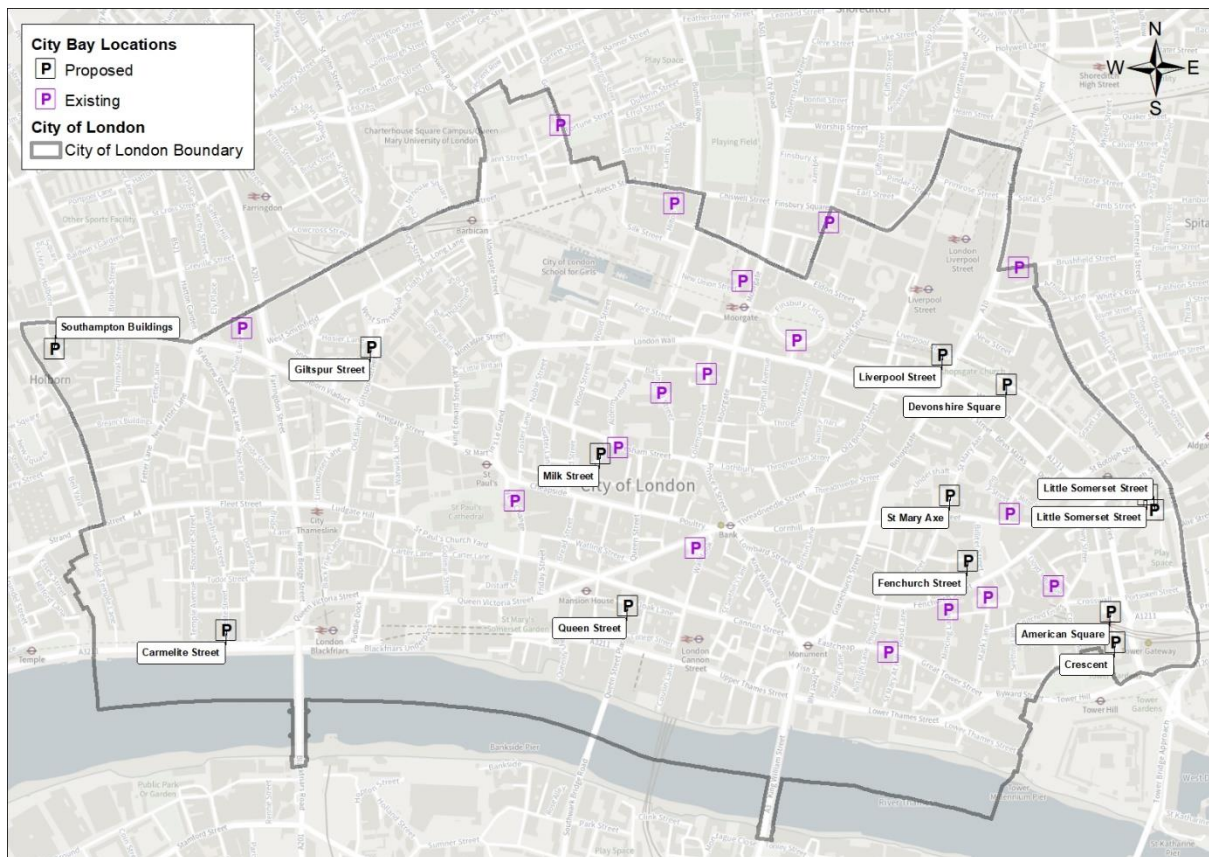


Figure 1 – Existing and proposed mixed-use dockless vehicle bay locations

27. As the trial progresses or transitions into business as usual operations it is intended that more parking spaces will be made available for operators and

users. A report will be brought to the Streets & Walkways Committee or be approved under delegated authority as appropriate regarding any increase in e-scooter or dockless vehicle parking places or spaces for the purposes of the trial.

Future of e-scooter trials and planned legislation

28. On 28th June 2022 the DfT announced that ministers have approved an 18-month extension of the current e-scooter trials to 31st May 2024. The extension will be restricted to existing trial areas only and will allow local authorities and the DfT to gather further evidence where gaps are identified and build on the findings of the current trials.
29. The DfT has committed to providing additional details regarding this extension over the summer and has stated that the deadline for local authorities to inform the DfT of their decision whether to withdraw or extend their trial must be made before 31st October 2022.
30. A report will be brought to this Committee in September or early October for decision on trial extension and on traffic orders supporting the existing trial. We are awaiting more information from the DfT on the specific process that local authorities will need to follow to implement new or extend existing traffic orders to enable any potential trial extension in the City.
31. We are also awaiting more information from TfL on whether they will extend the London trial and continue their trial coordination role.
32. As long as the trial is operational, TfL and participating boroughs will continue to collect data and insights and will publish an evaluation report after the trial ends.
33. In May 2022, the Government announced that the forthcoming Transport Bill would introduce a new category of low-speed, zero-emission vehicles with a view to legalising the use of e-scooters on public land and highway following a public consultation. This new vehicle category is likely to include e-scooters and would be separate to the existing cycle and motor vehicle categories.
34. The Government has also stated its plans to introduce new controls to enable the rental market to be regulated in cities given the lack of existing powers local authorities have. This would extend to rental bikes and e-bikes as well as e-scooters. London Councils currently anticipates that these controls would be introduced via secondary legislation after the Transport Bill has received Royal Assent following a public consultation.
35. No timetable has yet been confirmed for the legislative process, but it is expected that new regulations governing the whole micromobility rental market in London could come into force during 2024 or 2025 according to TfL and London Councils.

36. While London Councils previously considered introducing a byelaw to regulate parking in the rental e-bike market, we would expect this to be superseded by any new regulatory controls introduced by Parliament. Any byelaw would require agreement from all London boroughs (and City), ministerial approval and public consultation, resulting in a lengthy process.
37. Given that Central Government is expected to put in place regulation in the next few years, London Councils' and TfL's emerging view is that the byelaw may no longer be the right solution for improving the rental e-bike market in London.

Dockless cycle hire update

38. Following the departure of Freebike from the City in 2019 Members approved a refresh to the City's dockless cycle hire policy to allow operators who satisfied the following conditions to apply to operate in the City:
- a. Agreement to meet certain SLAs, including but not limited to removing inappropriately parked bikes within agreed time limits and limiting overall fleet size among other requirements
 - b. Evidence of ongoing operations in an adjacent London borough with agreement from the borough
 - c. Agreement to an upfront payment of funds and ongoing maintenance transfers to support dockless-related expenditures in the City
 - d. Evidence of good financial standing and sufficient insurance and indemnity coverage
39. Since 2019 Beryl has also ended their dockless scheme and new operators Lime and HumanForest were given approval to operate schemes in the City.
40. While meeting these criteria makes an operator eligible to apply for approval to operate a scheme in the City it is not a guarantee of operational approval. Consideration is given to the amount of available dockless vehicle parking in the City not currently allocated to other dockless cycle and rental e-scooter operators and the standing of the eligible operator with the City and other London Boroughs.
41. As efforts to adopt the pan-London dockless vehicle byelaw are unlikely to proceed while awaiting new national legislation it will be necessary to continue formalising individual agreements with operators to improve dockless cycle hire in the City until the Government introduces planned controls as discussed above.
42. Officers have begun to review the approval criteria to drop requirements for daily vehicle cleaning adopted during the pandemic and to ensure that operators continue to contribute to the installation and maintenance of new and existing dockless vehicle parking bays.
43. A change to the upfront payment as laid out in paragraph 38 is being considered to move to a per-vehicle-per-month charge similar to charges used in the pan-London rental e-scooter trial. Any proposed changes to

charges will be submitted to the Environment Director in consultation with the Chairman and Deputy Chair of this committee for delegated approvals.

Dockless e-mopeds

44. A number of dockless e-moped scheme operators have approached the City as part of early engagement exercises ahead of prospective launches in London over the last 18 months.
45. At time of writing one operator no operators are actively running dockless e-moped schemes. HumanForest has expressed that a launch of their scheme is likely in the near future. Their scheme will provide dockless e-mopeds initially for exclusive use by commercial riders such as courier and delivery drivers. Users will be required to park these vehicles within certain public parking areas and solo motorcycle bays (in accordance with the highways code for powered two-wheelers) which will be marked and visible within the HumanForest app.
46. The requirements to hire a dockless e-moped will include uploading a valid Compulsory Basic Training certificate or driver's license into HumanForest's app for automatic verification.
47. Following legal advice it is understood that e-moped scheme providers will not require any permissions or approvals from highways authorities to operate their schemes on City streets. Given this, we believe that the City's role will focus on encouraging operators to meet certain safety standards and working with operators to ensure their users follow the highway code at all times when riding and parking their e-mopeds.
48. The City has been engaging with HumanForest and the dockless e-moped industry to communicate concerns around road danger and moped use in central London. In particular, City officers have advocated for enhanced in-app CBT and license verification, re-verification at regular intervals, in-app compulsory training, AI-assisted camera-based helmet verification and speed limiting of e-mopeds through geofencing.
49. Officers will work with HumanForest and future operators to monitor the number of dockless e-mopeds parking in the City. Officers will also work with the City of London Police to update collision and casualty reporting procedures to take into account private or rental status when report moped collisions.
50. Any obstructions caused by dockless e-mopeds will be dealt with under existing procedures and in accordance with existing highways legislation.

Corporate & Strategic Implications

51. Dockless cycle hire and the e-scooter trial support the delivery of Corporate Plan Outcome 9: We are digitally and physically well-connected.

52. 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.
53. The trial will provide data to help 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 position on the statutory basis and legislative requirements for e-scooters to be used in England, Scotland and Wales, following the trials
54. The trial forms part of the Future City Streets Programme (Proposal 42).
55. The trial also supports our Climate Action Strategy through providing a potentially zero emission alternative to short car and taxi trips.
56. The trial will contribute to activities to deliver the Recovery Taskforce recommendation to pilot and scale innovative solutions.
57. 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

58. The City Corporation has no jurisdiction over the legality of e-scooters. The London e-scooter trial is fully compliant with any laws and regulations as set out by the DfT.
59. The trial will help inform Corporation policy and possible representations on and consultations to future legislation to legalise scooters for general use.

Financial implications

60. 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.
61. Costs of deploying additional parking bays for e-scooters and dockless cycles will likely be met by contributions from operators.
62. 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

63. Well managed rental e-scooter schemes have the potential to reduce the number of 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.
64. 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

65. 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.
66. E-scooter activity in the City is being 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.
67. 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.
68. 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.
69. 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.
70. Engagement and enforcement on the legal and safe use of scooters will be undertaken in partnership with City of London Police.
71. 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 (available upon request).
72. 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

73. Following the DfT's recent announcement work will need to be done over the summer to understand the steps the City will need to take to prepare for a possible trial extension to 31st May 2024. A report will be brought to this

Committee in September or early October for decision on trial extension and on traffic orders supporting the existing trial.

74. The Government has stated it plans to introduce controls to enable the rental market to be regulated in cities. Until these powers come into effect and given plans to adopt the pan-London dockless vehicle byelaw have been dropped it will be necessary to work with operators to improve dockless cycle hire in the City.

75. We will continue to engage with the dockless e-moped industry to communicate concerns around road danger and moped use in central London. We will continue to update this committee as the dockless e-moped market develops and update Members of any new schemes launched in the City.

Background Papers

- Rental e-scooter trial report Planning & Transportation Committee 14 July 2020 (link to [report](#))
- Rental e-scooter trial delegated authority report April 2021 (available on request).

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