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|------------------------------------|--------------------------------|-------------------------------------------------------|----------------------------------------------------------------------------------------|
| <b>Item No.</b>                    | <b>Classification:</b><br>Open | <b>Date:</b><br>21 October 2022                       | <b>Meeting Name:</b><br>Cabinet Member for<br>Leisure, Parks, Streets<br>and Clean Air |
| <b>Report title:</b>               |                                | Pan London E-scooter Trial and Southwark E-bike Trial |                                                                                        |
| <b>Ward(s) or groups affected:</b> |                                | All                                                   |                                                                                        |
| <b>From:</b>                       |                                | Director of Environment                               |                                                                                        |

## RECOMMENDATIONS

1. That the Cabinet Member for Leisure, Parks, Streets and Clean Air approves the council's participation in an extension of the Pan London e-scooter trial and any further subsequent trials should they occur up until 31<sup>st</sup> May 2024.
2. That the Cabinet Member for Leisure, Parks, Streets and Clean Air approves the proposal to trial e-bikes in the borough until 31<sup>st</sup> May 2024 through entering a memorandum of understanding with each operator of e-bikes.

## BACKGROUND INFORMATION

### E-scooter trial

3. In June 2021 the Cabinet Member for Transport, Parks and Sport gave authority for the London Borough of Southwark to be included in the Department for Transport (DfT) twelve month pan-London trial of eScooters which is being managed on their behalf by Transport for London (TfL).
4. The DfT have announced the option to extend e-scooter pilots until 31 May 2024 and TfL have initially extended the pan-London trial until 30 November 2022 as a result.
5. The objectives of the pilot are to:
  - provide affordable access to on demand e-scooter hire within the borough
  - provide TfL and borough understanding of these vehicles to help us better comprehend what role (if any) these vehicles can play in working towards our policy aims
  - collect data to inform the Department for Transport (DfT) policy and possible legislative changes regarding e-scooters
  - support the council's ongoing restart and recovery objectives by providing a genuine alternative to both private car and restricted public transport following the COVID-19 pandemic

- increase the take up of transportation over short distances provided by lightweight, usually single-person vehicles
  - promote responsible and safe micro mobility, including responsible parking of vehicles
6. Four Councils signed-up to the pilot at the start (Ealing, Hammersmith and Fulham, Kensington and Chelsea and Richmond) and there are now 10 participating boroughs councils signed up including Camden, City of London, Lambeth, Southwark and Westminster
  7. 27 parking stations were installed across the borough.
  8. Throughout the scooter trial utilisation has increased and we are now consistently the fourth most popular borough for trips showing the demand in the borough for such alternative transport modes.
  9. The average trip numbers per month are 12,832 with the latest summer months averaging 23,759.
  10. As the parking levels have increased, use and routes have increased, showing a need for parking across the borough with all borough roads having been ridden on by a rental e-scooter

#### E-bikes

11. There are currently no arrangements or agreements with any dockless e-bike operator to place bikes, multiple units of bikes or create hire 'stations' in Southwark.
12. Other boroughs have signed up to trial schemes with e-bike operators and as such, we agreed that individual units may be off-hired and re-hired in the borough effectively making Southwark a 'ride through' borough.
13. There is very high demand for e-bike hire across the borough with usage rates many times higher than e-scooter usage.

### **KEY ISSUES FOR CONSIDERATION**

#### E-scooter trial

14. The following baseline data has been gathered to date:
  - Of the 1,700,851 trips taken across the ten participating boroughs, 116,453 trips have been taken in Southwark to date (data from TfL trip tracking)
  - Three batches of parking stations have been added over the course of the trial (+two private bay and two TfL bays) which brings the total to 56 stations in the borough
15. The majority of trips were taken in the north of the borough where there is

a greater of number of parking stations

16. There have been two incidents involving trial hire e-scooters in Southwark, one of which was a traffic collision
17. Parking compliance in Southwark has been very good in that an average of 93.5% of e-scooters used have been parked in the designated parking stations
18. There is a need to increase the size of a number of the parking stations in the north of the borough
19. There is also a need to increase the number of parking stations in the south of the borough given the reduced accessibility to public transport

### E-bikes

20. There are an increasing number of e-bikes being off hired in the borough and being left in situ for a period of time which is being addressed with the operators.

### Proposal

21. In order to address the issues highlighted in paras 14 –20 it is proposed to:
  - Increase the size of the parking e-scooter stations located in the north of the borough
  - Provide e-bike stations in the north and centre of the borough
  - Agree a memorandum of understanding with operators to trial e-bikes in the borough until May 2024
  - Adapt the current e-scooter parking stations to dual use parking stations in the south of the borough (both e-bikes and e-scooters)
  - Increase the number of parking stations in the south of the borough and explore opportunities for multi-modal mobility hubs, for example parking e-bikes, e-scooters and additional bike parking in one location
  - Explore the opportunity with the e-bike operators for widening the e-bike offer to alternative types of bikes, for example cargo bikes

### **Policy framework implications**

22. The extension of any e-scooter trial and launch of an e-bike trial would meet all the missions of the Movement Plan (2020):
  - Mission 1 – Equity Framework: The connectivity increased by additional transport modes that will reduce pollution and enable modal shift whilst improving health and wellbeing via active travel increases
  - Missions 2 and 3 – Benefit Mental and Physical Wellbeing: Active

travel improves both mental and physical well-being whilst additionally reducing noise pollution from private vehicles

- Mission 4 – Reduce Traffic: Providing alternative modes of transport across the borough to supplement the pre-existing network of public transport, including the option for one way rides will help to reduce both short and longer journeys across the borough
- Missions 5 and 6 – Streets for People and Support Businesses to Prosper: By reclaiming spaces from cars for parking and demarcating space from other vehicles, areas will be improved by reduction of journeys in private vehicles and improving spaces for a new class of vehicle. This will also support local businesses by improving range of vehicle provision to access local businesses via local parking to high streets and destination areas
- Missions 7, 8 and 9: By transitioning to e-scooters and e-bikes, it is expected that journeys in private vehicles will be offset to reduce pollution and reduce danger of collision by also reducing number of private vehicles. The trials will also allow the Council to manage the change to greener transport modes and use data to understand and improve the service

### **Community impact statement**

23. E-scooter and e-bike activity will be closely monitored throughout the trials to understand impacts on vulnerable road users, those using mobility aids and pedestrians (e.g. visually impaired wheelchair users). The operators offer their services borough-wide and offer reduced rates to those on lower incomes. These measures are based on lessons learned from our experiences with car share and bike-share schemes and other cities' experiences with e-scooters.

### **Equalities (including socio-economic) impact statement**

24. An Equality Impact Assessment (EQIA) has been carried out by TfL and will be monitored and updated as appropriate throughout both trials. The assessment was developed with engagement from various groups including the TfL Accessibility Forum and its Independent Disability Advisory Group (IDAG). Where practically possible and safe to do so, mitigations have been put in place in the form of high operator standards, beyond those set as minimum requirements by the Department for Transport.

### **Health impact statement**

25. Active travel improves physical and mental wellbeing. A shift towards greater e-bike and e-scooter use and away from car use could also contribute to improvements in air quality, with associated health benefits. The assessment of the impact on vulnerable road users is welcome.

## **Climate change implications**

26. One key aim of the Council's Climate Change Strategy is to 'be a borough where walking and cycling becomes the default way to get around'. Part of meeting the borough's ambition of net zero emissions by 2030 includes a shift to active and public transport; road transport currently accounts for 15% of the borough's emissions.
27. These measures strongly support that ambition. The report highlights that expanding these trials provides greater e-bike/e-scooter coverage for residents as well as a safer hire process. This report should lead to a greater number of residents using these vehicles rather than petrol or diesel vehicles, particularly for short journeys. Officers will monitor e-bike/e-scooter usage going forward.
28. These measures are also expected to reduce carbon emissions within the borough. When taking into account widely accepted emission factors on the average London commute and emissions emitted per mile by e-scooters, it is estimated that an e-scooter would produce around 50 times less carbon emissions than the average journey in London. This is an approximate figure and does not include inbuilt carbon emissions in the production, maintenance or leasing/operating processes related to e-bikes.
29. A just and inclusive transition is at the heart of the Council's emerging climate policy. These proposals prioritise the movement of people first and foremost. In delivering a safer and more equitable highway network, the measures are in accordance with the Council's approach to addressing the climate emergency.

## **Resource implications**

30. The Traffic Manager is the appointed officer responsible for the e-scooter trial and sits on the TfL/London Councils working group.

## **Legal implications**

31. Any operator wishing to run an e-scooter trial in London should be an accredited London Living Wage Employer. It must also comply with all applicable law.
32. For the purpose of the trial, the DfT will categorise the vehicles as 'motor vehicles'. The operators must also take out and maintain appropriate insurance for itself and its users of the scheme as well as public liability insurance.
33. See the Supplementary Advice from the Director of Law and Governance at paragraphs 38 to 43 below.

## **Financial implications**

34. To date the e-scooter trial has generated an income of £40k from the three operators.
35. For the e-bike trial operators will contribute the cost of traffic orders, parking suspensions (if required) and any other cost incurred by the council in facilitating the trial.
36. It is not possible to quantify the level of additional income over and above covering the costs identified in paragraph 35 of this report until the memorandum of understandings have been finalised with the e-bike operators.

## **Consultation**

37. The DfT formally contacted the respective cabinet member with responsibility for highways in each London Borough outlining the principles of the e-scooter scheme and requested each borough to give consideration to joining the trial. Southwark agreed to take part in the wider TfL/London Councils working group in response to this communication.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Governance**

38. The Electric Scooter Trials and Traffic Signs (Coronavirus) Regulations and General Directions 2020 have been made by the Department for Transport, which allow for trials of rental eScooters to take place.
39. The DfT has also issued guidance which sets expectations for all trials, as well as the vehicles standards and associated user requirements.
40. Contracts have been executed by Southwark Council, TfL, and the three e-scooter operating companies, which implement the DfT guidance and govern all relevant issues such as parking, distribution and zoning.
41. A comprehensive Equality Impact Assessment in relation to this proposed trial has been drawn up by Transport for London, attached to this report as a background document. This considers all possible negative impacts in terms of Equality and outlines a range of mitigation measures which demonstrate that due regard has been given to the needs of those individuals and groups having a protected characteristic (the Public Sector Equality Duty) as described in section 149 of the Equality Act 2010.
42. Existing Traffic Orders will need to be amended, and the associated cost

will be met by the e-scooter and e-bike operators.

43. The recommendations of this report are in relation to matters which are reserved for decision to the Cabinet Member, as noted in paragraphs 6 to 14 of part 3D of the council constitution.

### **Strategic Director of Finance and Governance (EL22/066)**

44. The strategic director of finance and governance notes the recommendation to the Cabinet Member for Leisure, Parks, Streets and Clean Air to approve the council's participation in an extension of the Pan London e-scooter and e-bikes trials until 31st May 2024.
45. The strategic director of finance and governance also notes that both the e-scooter and e-bike trials operators will contribute the cost of traffic orders, parking suspensions (if required) and any other cost incurred by the council in facilitating the trial. It is also noted that the nature of the operations means there are negligible capital costs.
46. Staffing and any other costs associated with this report to be contained within existing departmental revenue budgets.

### **BACKGROUND DOCUMENTS**

| <b>Background Papers</b>                                                                                                                                          | <b>Held At</b>                                    | <b>Contact</b>           |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|--------------------------|
| Equalities Impact Assessment<br><a href="https://content.tfl.gov.uk/rental-escooter-trial-2021.pdf">https://content.tfl.gov.uk/rental-escooter-trial-2021.pdf</a> | Environment<br>Directorate, Network<br>Management | Ian Law<br>0207 525 2170 |

### **APPENDICES**

| <b>No.</b> | <b>Title</b>            |
|------------|-------------------------|
| Appendix 1 | Data on e-scooter trial |

### **AUDIT TRAIL**

|                                                                         |                                                               |                          |
|-------------------------------------------------------------------------|---------------------------------------------------------------|--------------------------|
| <b>Lead Officer</b>                                                     | Caroline Bruce, Strategic Director of Environment and Leisure |                          |
| <b>Report Author</b>                                                    | John Wade, Head of Service                                    |                          |
| <b>Version</b>                                                          | Final                                                         |                          |
| <b>Dated</b>                                                            | 07/10/2022                                                    |                          |
| <b>Key Decision?</b>                                                    | Yes                                                           |                          |
| <b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b> |                                                               |                          |
| <b>Officer Title</b>                                                    | <b>Comments Sought</b>                                        | <b>Comments Included</b> |
| Director of Law and Governance                                          | Yes                                                           | Yes                      |
| Strategic Director of Finance and Governance                            | Yes                                                           | Yes                      |

|                                                                                          |     |          |
|------------------------------------------------------------------------------------------|-----|----------|
| List other officers here                                                                 | N/A | N/A      |
| <b>Cabinet Member</b>                                                                    | Yes | Yes      |
| <b>Date final report sent to Constitutional Team / Community Council / Scrutiny Team</b> |     | 21/10/22 |