

Shared e-Bike and e-Scooter Final Pilot Report

RECOMMENDATION(S):

That the Standing Policy Committee on Transportation and Transit recommend that Council:

1. Allow private sector operation of shared micromobility services with the conditions that:
 - a) Operators must cover City administrative costs to regulate and manage the program; and
 - b) Obtain City permission and follow all requirements in order to operate
2. Give three readings to the proposed bylaw to amend the Calgary Traffic Bylaw 26M96 (Attachment 3)

HIGHLIGHTS

- 1.9 million trips and over 200,000 unique users were recorded during the two-year shared e-Bike and e-Scooter pilot that ran from October 2018 to October 2020. The company Lime, which is currently in over 130 cities globally, found that during summertime months in 2019 and 2020, their e-Scooters recorded more trips per vehicle in Calgary than any other city in the world.
- The pilot was operated and funded by three shared micromobility companies. City Administration created the pilot regulations, provided oversight and evaluated the pilot.
- Micromobility services (e.g. shared e-Scooters and e-Bikes) funded by the private sector provide additional mobility options and recreation to Calgarians. Changes to the program are required to address Calgarians' concerns.
- *What does this mean to Calgarians?* Calgarians will have private sector micromobility options after the pilot.
- *Why does this matter?* Shared micromobility offers Calgarians and visitors a quick, convenient and easy private-sector mobility option.
- Throughout the pilot, The City consulted with stakeholders and applied best practices from other jurisdictions across North America. Information was collected such as health data from Canada's first injury study on shared e-Scooters and public engagement data from two citizen surveys with over 17,000 responses.
- Three issue themes emerged: user behaviour, parking, and safety. Changes were made during the pilot to address them. Further modifications are required including:
 - A visible numerical identification number on each shared e-Scooter
 - Allowing companies to be fined directly for improperly parked e-Scooters
 - Allowing e-Scooters to operate on lower-classification roadways
 - Limiting the amount of e-Scooters to 2019 levels
 - Dedicated company funding and incentives for e-Scooter parking
 - Requiring and evaluating companies' safety plans and strategies
- Strategic Alignment to Council's Citizen Priorities: A city that moves
- Background and Previous Council Direction is included as Attachment 1

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DISCUSSION

Administration reviewed data to address concerns and develop recommendations on the future of shared e-Bikes and e-Scooters in Calgary. Data and analysis can be found in Attachment 2. The main themes emerging from the data are user behaviour, parking, and safety. Changes were made during the pilot, and further changes are required to address these issues.

User behaviour - Key issue data: Public survey respondents in 2020 cited e-Scooter riders not sharing the sidewalk or pathway fairly and not following the rules as their top two concerns. 125 of the 426 (29%) of 311 service requests in 2020 were about bad behaviour or conflicts with pedestrians.

What we have done: Based on 2019 data in high pedestrian volume areas, slow speed zones were implemented in 2020 in Kensington, Mission, Inglewood and on Stephen Avenue. 311s went down in these areas from 27 in 2019 to 11 in 2020. The Business Improvement Areas (BIAs), with slow speed zones, reported user behaviour improved in 2020, compared with 2019.

In 2020, Calgary Community Standards (CCS) conducted several education and enforcement initiatives throughout the pilot. In total, 39 tickets were issued, along with numerous warnings.

Eau Claire was one of the busiest areas for e-Scooter use in Calgary, with usage increasing 80% in the area from 2019 to 2020. Eau Claire accounted for 11% of the 311s in 2019 and 40% in 2020. Most of the concerns were around e-Scooter riders using the pedestrian pathway instead of the bike path. To address this concern, a number of improvements were made: signage was installed directing e-Scooters to the bike path; e-Scooter companies incorporated in-app reminders when trips started in Eau Claire; CCS conducted enforcement and engagement; and a slow speed zone and limits on the number of e-Scooters in the area was implemented in 2020 October on a trial basis.

What we will do: E-Scooter identification numbers, in conjunction with time and location, can be used to report poor behaviours and have been successfully implemented in several jurisdictions in North America. Companies can ban specific users if they receive serious or multiple complaints. Calgary Police Services and CCS support an easily identifiable number on each shared e-Scooter to assist enforcement. The City will require highly visible identification numbers on each shared e-Scooter.

To reduce conflicts with pedestrians in neighborhoods, Administration recommends that e-Scooters are allowed on lower-classification roadways without road markings. These are usually residential roadways with lower design speeds. Both users and non-users of e-Scooters reported they were comfortable with e-Scooters on these types of roads. Attachment 3 includes the amendments required to the Transportation Bylaw to allow e-Scooters on roadways without road markings.

Parking - Key issue data: 255 of the 426 (60%) of 311s in 2020 were due to parking concerns. Calgarians listed parking as their third top concern in the 2020 e-Scooter citizen survey.

What we have done: E-Scooters parked inappropriately cause impediments and accessibility concerns for people walking/wheeling on sidewalks and pathways. To address this, 30 designated e-Scooter parking zones were installed in high-use areas in 2020. Approximately 2.5% of trips ended in these zones, while 10% of e-Scooters were deployed by operators in these zones. While the zones had relatively low user usage, they helped organize e-Scooters in high-use areas. If there were more parking zones and incentives to use them, usage would likely increase.

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The City worked with the e-Scooter providers in 2020 to implement a \$10 fine to users who parked their e-Scooters improperly. The e-Scooter companies reviewed photos taken at the end of trips and issued fines to customers that did not park properly. Citizens also submitted 311s for improperly parked e-Scooters, and these were shared with the companies for investigation. 188 company fines were issued to users. The companies reported that the number of improperly parked e-Scooters went down by 25% from August to October 2020.

From 2019 to 2020 the number of permitted e-Scooters increased from 1,500 to 2,800. Some of the increase in parking complaints is likely attributable to the increased number of e-Scooters. From the e-Scooter citizen survey, there was not a substantial change in how often a user could easily find an e-Scooter (74% of the time in 2019, 84% of the time in 2020). While ridership was higher in 2020, the ridership per device went down from 11.1 rides per day in August 2019 to 4.3 in August 2020.

What we will do: We will limit the number of e-Scooters to the 2019 level of 1,500 devices. This allows the companies to operate economically, ensures e-Scooters are accessible for those who want to ride them and will likely reduce parking and sidewalk clutter issues. The City will reassess the e-Scooter device limit periodically and can adjust numbers if parking issues are resolved.

Various North American jurisdictions have reduced e-Scooter parking infractions by allowing The City to ticket companies directly for improperly parked e-Scooters. The company then passes along the fine to the user. As part of future operating requirements, The City will look to duplicate this approach.

Funds will be collected from e-Scooter companies to implement more e-Scooter parking zones. Administration will work with the companies to incentivize parking and deploying in the zones.

Safety - Key issue data: 75 shared e-Scooter injuries that required an ambulance during the pilot period were studied by a University of Calgary medical research team. 71 of these injuries occurred to the e-Scooter rider, while four impacted pedestrians or cyclists. There were zero fatalities and zero admissions to the ICU. 40% of the citizen survey respondents who had ridden an e-Scooter, stated that they had experienced e-Scooter maintenance or quality issues.

What we have done: The City commissioned a study by the University of Calgary Cumming School of Medicine, in conjunction with Alberta Health Services, to investigate e-Scooter injuries that required an ambulance. A summary of the insights gathered can be found in Attachment 2.

Each e-Scooter company was required to conduct education and safety events and distribute free helmets. In total, five events were held, and approximately 1,400 helmets were distributed.

What we will do: The future operating requirements for e-Scooter companies will emphasize safety. Specifically, promoting best maintenance practices, and safe e-Scooter etiquette including helmet use and educating riders on the risks of riding intoxicated and riding double.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- Public Engagement was undertaken
- Public Communication or Engagement was not required
- Public/Stakeholders were informed
- Stakeholder dialogue/relations were undertaken

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Various stakeholders were consulted throughout the pilot, including: Government of Alberta, shared micromobility companies, University of Calgary, Alberta Health Services, Advisory Committee on Accessibility and the Canadian Institute for the Blind. Administration connected with colleagues in Seattle, Portland, San Francisco, Chicago, Montreal, Ottawa and Edmonton to learn from their experiences. Public engagement occurred through two online surveys (more than 17,000 responses) and an ongoing dialogue with BIAs. The City communicated details about the pilot through social media channels, calgary.ca and media interviews.

IMPLICATIONS

Social

Increased transportation options expand people's ability to take part in a variety of economic and social activities. Shared micromobility options allow Calgarians and tourists to sightsee, socialize with family and friends, and visit local businesses and attractions.

Environmental

The citizen e-Scooter survey results show that a third of e-Scooter trips replace a car trip. E-Scooters and e-Bikes are electrically powered and do not have tail pipe emissions.

Economic

Approximately 55% of shared e-Scooter and e-Bike trips ended in BIA areas, which feature small local businesses. The shared micromobility companies hired 82 full time, 22 part time, and numerous contract staff in Calgary.

Service and Financial Implications

No anticipated financial impact

Between 2018 and 2020 The City took in \$177,000 from company permits and it cost an estimated \$163,000 for The City to run the pilot. The City will continue to recover all municipal costs by implementing a per-trip fee model and additional permit fees to build and maintain e-Scooter parking infrastructure.

RISK

The Calgary e-Scooter injury study reports several injuries associated with e-Scooter usage. There will likely be further e-Scooter ER admissions if the program continues.

ATTACHMENT(S)

1. Previous Council Direction, Background
2. Shared e-Bike and e-Scooter Data and Analysis
3. Proposed Text of a Bylaw to amend Bylaw 26M96, the Calgary Traffic Bylaw

Department Circulation

General Manager	Department	Approve/Consult/Inform
Doug Morgan	Transportation	Approve